



CROSSCUTTING
PUBLIC ADMINISTRATION REFORM STRATEGY
2015 – 2020

Annual Monitoring Report
2015

Tirana, February 2016

Table of content

1. <i>Executive summary</i>	3
2. Introduction	6
3. Overall evaluation of the progress of the strategy	8
4. The progress of the implementation of reforms in the frame of each priority.....	8
4.1.1. Priority I: Policymaking and quality of legislation.....	8
4.1.2. Priority 2: The organization and the functioning of public administration	19
4.1.3. Priority III: Civil service: Human resource management	22
4.1.4. Priority IV - Administrative procedures and oversight	30
5. Main challenges of the strategy implementation in 2016.....	40

1. Executive summary

The aim of the annual progress report of the Crosscutting Public Administration Reform Strategy 2015-2020 is to analyze and evaluate the overall progress of the implementation of this strategy based on four main priorities and respective objectives for 2015.

Findings of this report are encouraging. **63% of the activities foreseen in the Strategy have started to be implemented, while 6 of them are fully implemented** during this short period of 8 months **until the end of December 2015**.

The Albanian government has made considerable progress in regard to the fourth priority on "The administrative procedures and oversight". The main focus of the efforts of the government regarding this priority has been to support the daily operation of public administration and increase efficiency by means of carrying out activities to develop the Information and Communication Technology (ICT) infrastructure.

The government currently has in operation both electronic monitoring systems, which monitor the degree of implementation of the operational action plans by the line ministries and the process of drafting legislation and internal consultation.

During 2015 work focused on the development of three other monitoring systems, which are EDRMMS – Electronic Documents and Records Management and Monitoring System, the system of monitoring the level of implementation of commitments of the government program, and integrated system of monitoring quality management. The progress made in this context shows a clear vision for improving the quality of management and monitoring of the work within the Albanian Government.

ICT infrastructure development also helps citizens through the creation of an innovative mechanism that ensures the direct involvement of citizens in monitoring the service quality. This monitoring system is implemented during the year in the Tirana, Durrës and Vlora IPROs and Tirana University Hospital Center.

Important steps have also been taken towards the implementation of the preparatory processes for the simplification of procedures regarding the provision of public services. Coding of all services in the inventory of central administrative services was completed during 2015 according to a methodology based on best practices of the EU while the law "On the public services delivery approach at the front office in the Republic of Albania" was adopted. It will affect all institutions of public administration with the aim of unifying the delivery system of all the services.

The governmental unique portal e-Albania was fully re-designed in May of 2015. The portal which is designed in a simpler, easier and more practical way is also adapted for mobile phones, where the Albanian citizens, businesses and public officials currently benefit over 765 electronic services. The new portal offers for the first time on-line payments service.

In relation to other priority areas it's worth noting the progress made in terms of the implementation of the activities as planned within the priority of "Policymaking and legislation quality" and the priority of "Civil service and human resource management".

The successful drafting of several strategic documents continued during 2015. Drafting of the National Strategy for Development and Integration II (NSDI) was completed in 2015 while 7 national sector strategies were drafted, thus bringing the number of strategies adopted to 22 out of 29 sectoral strategies, which had to be drafted as part of the strategic framework of the NSDI.

Considerable progress has been made in terms of completing the legal and institutional mechanisms that ensure public participation in the consultations of public policy. Implementation of the Law on Public Notice and Consultation has started. The Council of Ministers has already approved the legal framework for the establishment of an electronic registry "On the Public Notice and Consultation". Pursuant to this law, the 7 strategies adopted in 2015 passed through an extensive public consultation process. 97% of the acts, which were adopted from July to December 2015 and, which had to pass through the public consultation procedures, went through this process successfully.

Work regarding Priority II of the Organization and Functioning of the Public Administration focused on two main aspects: strengthening the structures of public administration in order to improve the delivery of services to the public and the provision of improved, accessible and integrated public services to the public by reducing opportunities for corruption and enhancing public service delivery ethics.

During 2015, work continued in terms of analyzing job descriptions for each position in the civil service, part of the state administration. Drafting of job descriptions in a well-laid and standardized form for each set of positions, part of the civil service, is an essential element in relation to the aim of strengthening public administration structures.

As part of the territorial reform and strengthening of new municipalities, **the focus was also to provide methodological support for the organization and functioning of the new administrative units** in the country and strengthen the implementation capacity. 5 organization templates were designed until December 31, 2015.

In the context of improving public service delivery, division of front offices and back offices was piloted in the Immoveable Property Registration Office (IPRO) of Tirana by changing the manner of organization of work, setting new standards in terms of service delivery and improvement of the experience of citizens in their relations with this institution. Piloting of one-stop-shops has started in the municipalities of Elbasan, Durres, Korça, Lezha and Shkodra in the

frame of the process of the establishment of one-stop-shops for administrative services at the local level.

Progress has been made towards strengthening the impartiality and ensuring a transparent, impartial and meritocratic recruitment process and enhancement of the integrity of civil servants through the establishment of the Bank of Questions, which will be used in the recruitment process of the civil service. A breakthrough has been made also in the Development of the Human Resource Management Information System (HRMIS) by means of already including elements that ensure management and strengthening of the control of wages.

E-learning and e-training platforms were developed in the frame of the modernization of the training system and enhancement of access to training curricula. These platforms will provide ease of access to training materials on-line, opportunities to obtain knowledge for a larger number of civil servants and other employees of public administration.

CCPARS faced a number of challenges in the first year where the major one is the lack of full financial resources for its implementation. To this end, the financial plan for the implementation of the strategy was reviewed upon the request of the Integrated Policy Management Group for Good Governance and Public Administration to identify the financial gap of strategy and reduce the cost of some activities. This issue is expected to be addressed as soon as possible in 2016.

Moreover, activities related to capacity building in the frame of the systematic use of the evaluation of corruption loopholes in legislation (corruption proofing) have not started yet. Although progress has been made regarding the publication of programs of public transparency, this process is still at low levels, at public administration level.

Furthermore, application of the Law "On the civil servant" still faces some problems, which the government is trying to address through measures that it has taken towards the strengthening of control and enforcement of the new systems of its management.

2. Introduction

Public administration reform in Albania is a necessary and ongoing process, which is closely associated with the process of integration in the European Union (EU). It remains one of the priorities of the Government as a key instrument for improving the quality of services to citizens and businesses and as a condition for the country's integration processes.

Obtaining the status of candidate country on 24 June 2014 marked an important step forward in the European integration process. This process requires a professional administration and human resources and material resources to enable the implementation of policies and national objectives, which have been undertaken in the context of the fulfillment of obligations in this regard.

Crosscutting Public Administration Reform Strategy, adopted in April 2015, provides a general framework for Public Administration Reform 2015-2020 and serves as a strategic document guiding the reform of administration and fulfillment of the obligations of EU integration.

The vision that guides strategy is as follows:

“Development of public administration, which provides high quality services for citizens and businesses in a transparent, effective, and efficient way through the use of modern technologies and innovative services and, that complies with the requirements of European integration through impartial, professional and accountable civil servants, part of efficient setups.”

The implementation of this vision is based on the reforms that will be undertaken in four main priority areas aimed at further improving and developing the following:

- The policy making system and quality of legislation;
- The way of organization of public administration;
- The Civil Service and Human Resource Management;
- The administrative procedures and oversight;

Implementation of the strategy will be carried out in two phases:

In the first phase, which coincides with the activities as set out in the action plan 2015 - 2017 (medium-term objectives), the efforts will focus on improving the legal framework and procedures in terms of drafting and monitoring of policies, strategies, operational action plans and legislation and capacity building involved in these processes. What's more, institutional structural reform and improvement of services provided to citizens and businesses through ICT tools will be in focus. Implementation of the new legislation of civil service and institutional and responsible capacity building for its implementation, and completion and making of the of human resources electronic database of public administration fully operational in order to improve and align the civil service system with European standards.

The second phase covers the period of 2018 - 2020 (long-term objectives) and aims to consolidate the achievements of the first phase of implementation of the strategy by including further innovative activities in key areas of administrative reform.

Efficient and successful implementation of the Strategy will be ensured through a monitoring and evaluation system to assess the achievement of the objectives as set out in the strategy. The whole process of monitoring and evaluation at the political level is led by the Minister responsible for Public Administration and Innovation, in collaboration with the Department of Programming, Development and Foreign Aid. The Integrated Policy Management Group for Good Governance and Public Administration, which is established upon the Order of the Prime Minister No. 129, dated 21 September 2015, will continuously monitor the implementation of public administration reform strategy.

This annual report is the first monitoring report of the CCPARS 2015-2020.

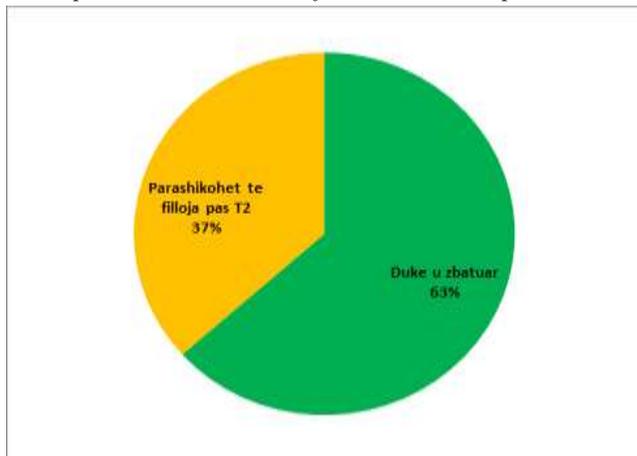
3. Overall evaluation of the progress of the strategy

The evaluation of the progress made in regard to the achievement of the objectives of the strategy is carried out by means of evaluating the success indicators, which are set out in the Strategy. Meanwhile, the evaluation of the implementation progress of the reforms, which are envisaged under the strategy, is based on the evaluation of the implementation of activities that are stipulated in the Action Plan 2015 - 2017 (PARAP).

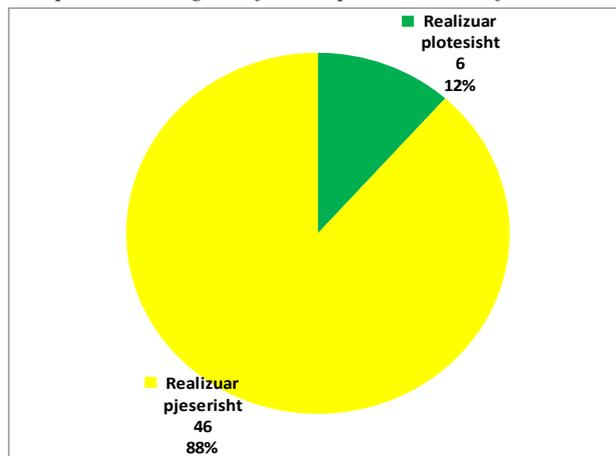
PARAP 2015 - 2017 includes a total of 53 core activities and 83 sub-activities to be implemented during the first three years of implementation of the Strategy. Due to monitoring effects, the 83 sub-activities are addressed and mentioned below in the report as separate activities.

Of the activities implemented in 2015, 6 of them are fully implemented, while 44 activities (89% of activities under implementation, or 51% of the total activities) were partially accomplished.

Graph 1: General Status of the Activities Implementation



Graph 2: The degree of the implementation of the activities



Translation of the graphs:

Albanian

Parashikohet te filloje pas T2 37%

Duke u zbatuar 63%

Realizuar plotesisht 6; 12%

Realizuar pjeserisht 46, 88%

English

It is expected to start after Q2

Under implementation 63%

Fully implemented 6; 12%

Partially implemented 46; 88%.

4. The progress of the implementation of reforms in the frame of each priority

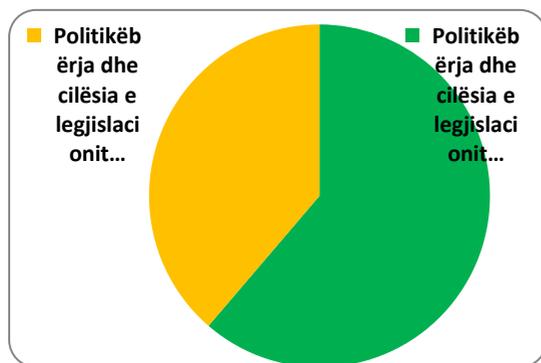
4.1.1. Priority I: Policymaking and quality of legislation

The main priorities in the area of policymaking and the quality of legislation reforms focus on the following:

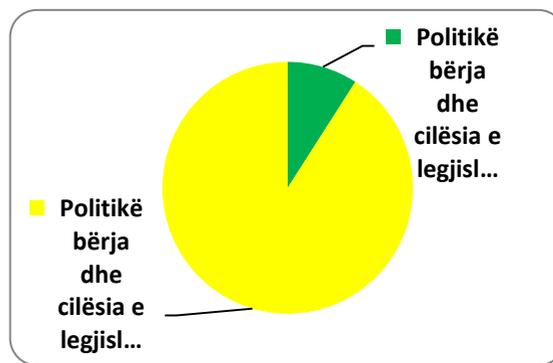
- Improved planning and coordination policies to draft government strategic documents, which turn priorities into concrete actions.
- Transparent and all-inclusive system of drafting laws, which is based on the policies and, which ensures alignment with the acquis.
- Building of an effective monitoring and evaluation system for the strategies, programs and legal framework in force, based on the following: 1) collection of data through a neutral and transparent process for drafting and implementation of strategies, programs and legislation, and 2) drafting of analysis to evaluate the effects generated by the implementation.

As shown in Graphs 3 and 4 below, implementation of 19 out of 31 planned activities started in 2015, while two activities were carried out in 2015. The good progress is noted in relation to activities planned under Objective 1, which has the largest number of implementation activities.

Graph 3: Number of activities under implementation



Graph 4: Status of activities implementation



Translation of the graphs:

Albanian

Parashikohet te filloje ne 2016; 12, 39%

Duke u zbatuar 19; 61%

Realizuar plotesisht 2; 9%

Realizuar pjeserisht 20, 91%

English

It is expected to start in 2016; 12, 39%

Under implementation 19; 61%

Fully implemented 2; 9%

Partially implemented 20; 91%.

Progress vis-a-vis each objective

Of the 13 activities planned under **Objective 1: “Improved planning and coordination policies to draft government strategic documents, which turn priorities into concrete actions”** implementation of most of them (9) has already begun, while 1 activity was completely fulfilled in 2015.

Progress has been made towards the development of a strategic framework. The process of drafting the National Strategy for Development and Integration-II (NSDI), which is one of the key components of the Integrated Planning System (IPS), was completed.

The finalization of the strategy paper was preceded by an extensive public consultation process with the involvement of a large number of organizations and governmental and non-governmental institutions, including 43 central institutions and 24 independent institutions, and the donors' community. The strategy paper was drafted by the Strategic Planning Committee as of February 2016, and is expected to be approved by the Government once the public consultation process with stakeholders and other interest groups is completed.

83% strategic and regulatory framework (sectoral strategies under the NSDI) have been drafted and implemented by the end of 2015.

The successful drafting of crosscutting strategies continued during 2015. 7 national sectoral strategies were drafted during 2015, thus bringing to 22 the number of strategies adopted out of 29 sectoral strategies that had to be drafted as part of the strategic framework of the NSDI.

These strategies are as follows:

1. The National Anti-Corruption Strategy and the Action Plan 2015-2020¹
2. The Crosscutting Strategy Albania's Digital Agenda 2015-2020²
3. The Crosscutting National Public Administration Reform Strategy 2015-2020³,
4. The Crosscutting Decentralization and Local Government Strategy 2015-2020⁴
5. The National Sector Strategy of Public Order 2015-2020⁵
6. The Crosscutting Strategy for Consumer Protection and Market Surveillance 2020⁶
7. The National Social Protection Strategy and the Action Plan 2015-2020⁷

A special attention was paid, during the drafting of the above strategies to the quality assurance of the documents produced, so that they would rely not only on a clear framework of monitoring, (with well-defined the action plan and monitoring indicators), but also within an affordable financial framework and as closely connected as possible with the financial resources and the Medium Term Budget Program. The five strategies listed above contain the action plans, monitoring indicators and there is a full cost estimate for each activity.

¹ Approved by DoCM No. 247, dated 20.03.2015, Official Journal No. 47, page: 2016

² Approved by DoCM No. 284, dated 04.01.2015, Official Journal 56, page: 2441

³ Approved by DoCM No. 319, dated 04.15.2015, Official Journal No. 62, page: 2739

⁴ Approved by DoCM No. 691, dated 07.29.2015, Official Journal No. 147, page: 10887

⁵ Approved by DoCM No. 702, dated 26.08.2015, Official Journal no. 155, page: 11141

⁶ Approved by DoCM No. 753, dated 16.09.2015, Official Journal No. 157, page: 157

⁷ Approved by DoCM No. 1071, dated 12.23.2015, Official Journal No. 239, page: 16304

Indicator ***100% of sector strategies and quality finished (with the action plan costing and set of indicators with corresponding goals)*** is achieved to an extent of 70% for the set of sector strategies approved in 2015.

Pursuant to the ***enhancement of the level of coordination of public initiatives and ensuring harmonization of interventions in various sectors*** the establishment of Integrated Policy Management Group was adopted in September 2015 for four sectors⁸: (i) Good Governance and Public Administration; (ii) Integrated Water Management; (iii) Competitiveness and Innovation and (iv) Employment and Social Sector. The main goal of each IPMG is to lead and coordinate the institutions involved in the respective sectors, using a framework based on results, and to develop and implement a strategic sector framework, which envisages the provision of funds needed to implement reforms and programs that are foreseen by the Government.

In addition, the ***National Projects Unique Package*** with 39 priority projects for the transport sector, energy, environment, social infrastructure has been prepared in the context of well-coordination of policies and projects in various sectors.

The process of establishing an integrated system of information related to the policy development and monitoring has begun. After conducting the needs assessment in terms of strategic planning and public policy planning, the design document of the Integrated Planning System Information System (IPSIS)⁹ was completed and approved.

Tendering procedures have been launched and they will be completed by 2016 as procedure. The raining modules to be implemented for the training of staff in respective institutions will be prepared after the establishment of the system (2017).

Monitoring the implementation of strategies is a very important process, which provides not only accountability enhancement and accountability strengthening regarding the achievement of measures and targets as set in each strategy approved by the government, but, above all, it is a process that helps stakeholders in regard to a clear reflection of the

Box 1: Integrated Planning System Information System

The main objective of IPSIS is to support policy development, analysis, planning, reporting, monitoring and evaluation in a consultative process within the Integrated Planning System.

IPSIS main priorities are: (i) policymaking database; (ii) further improvement of the link between strategic planning of policies and budgeting by means of moving in the direction of the sector approach and connection with medium-term budget planning; (iii) strengthening towards the orientation of performance and results of monitoring at the NSDI levels, sector and crosscutting strategies, budget programs - in particular by supporting line ministries in (PAM) monitoring and reports related to the crosscutting & sector strategies.

IPSIS system will provide the main functionalities as follows: (i) drafting of the NSDI, sector and crosscutting strategies; (ii) inter-institutional consultation process for strategic planning; (iii) monitoring the NSDI, sector and crosscutting strategies by using the monitoring methodology for performance assessment (PAM) and (iv) reporting about different levels of data processing on achievements and progress.

⁸ Approved upon Order of the Prime Minister No. 129, dated 21.09.2015

⁹ Integrated Planning System Information System

progress of the implementation of various sector reforms, timely identification of various problems that can accompany the strategies implementation process.

Currently there is a monitoring system in place for the NSDI, while the aim is to develop a new monitoring methodology framework, which will be accompanied by capacity building of the line ministries in terms of reporting and monitoring of drafted strategies.

A special attention was paid to strategic planning capacity building. The curricula have been drafted while 2 cycles/training packages have been conducted by the School of Public Administration (ASPA) about drafting the strategic framework and sector/crosscutting strategies (according to the existing methodology). 30 civil servants were trained on the strategic framework, 57 civil servants were trained on the Medium Term Budget Program (MTPB), as well as 150 civil servants were trained on drafting Sector Unique Projects during these workshops.

20% of policy making staff of line ministries was trained during 2015 on issues of strategic planning.

The Albanian government has made significant progress in terms of improving the operational planning work since the beginning of the office term until the end of 2015. The most important steps that have been taken by the end of 2015 are as follows:

Drafting of operational action plans by all line ministries: the operational action plan is a technical planning document, which reflects all the activities, which the ministry carries out during a specified time interval. This document has not been part of the planning documents before, thus constituting a missing link¹⁰ in the planning, managing and monitoring cycle of the work of government. Drafting of operational action plans remedied this shortcoming of the system thus enabling each ministry to have a comprehensive document and, thereby enabling the accomplishment of management and monitoring functions effectively and efficiently.

Implementation of the integrated logical framework during the work operational planning: Drafting of operational action plans was associated with the application of the logical planning framework for the first time in a large-scale and integrated manner in all line ministries.

Setting into operation of "Operational Action Plans Electronic Management and Monitoring System". This system is an electronic platform based on Microsoft Project Management software and further developed to enable the management and monitoring of

¹⁰ The basic planning documents at the beginning of the office term were mid-term and long term strategies sectoral and crosscutting strategies, short and mid-term budget planning documents of (as well as action plans, which were fragmentary and drafted without a unified methodology), which despite having played and continuing still to play an important role, could not give a clear picture of what was the performance and level of performance of the work at the ministerial level or the Government.

operational action plans. This system enables real-time monitoring of the implementation degree of operational action plans of all agencies involved, and the Prime Minister Office. The system is currently about to open to facilitate highest access for the administration with the purpose of its effective use in terms of managing and monitoring its activities.

Implementation in all ministries of a planning matrix, which ensures coordination of operational actions plans with other planning documents. To enable the best coordination among the operational action plan and other planning documents, the existing matrix of the system Microsoft Project Management has been improved where new columns have been added to reflect the information on the degree of coordination of the operational action plan with the medium term and long term strategic framework planning, the State budget, Acts General Analytical Program, the Government Program, the priorities of the Council of Ministers, the European Union's priorities, priorities of the Ministry. Entering of information with quality in this matrix is another challenge, for which the administration has made efforts and will continue to make efforts to work.

In the frame of **Objective 2: "Transparent and all-inclusive system of drafting laws, which is based on the policies and, which ensures alignment with the acquis"** implementation of 5 out of the 12 planned activities has started.

Progress was made in terms of completing the legal and institutional mechanisms that ensure public participation in public policy consultations. Work on completing the Law on Public Notice and Consultation with bylaws and ensuring its implementation was completed. The Council of Ministers approved the legal framework on the establishment of the electronic registry "On the Public Notice and Consultation". Pursuant to this law, the 7 strategies, which were adopted in 2015, passed through an extensive public consultation process. The impact of the implementation of this law has been immediate. Specifically, the data show that out of 74 draft laws approved by the Council of Ministers during July – 31 December 2015, only 37 of them were subject to consultation, based on criteria set in law. This shows that 36 drafts or 97% of them were publicly consulted. The monitoring found that only the draft law "On some amendments and additions to the Law No. 9920 dated 19.05.2015 "On tax procedures in the Republic of Albania" failed to pass through the required procedure of public consultation.

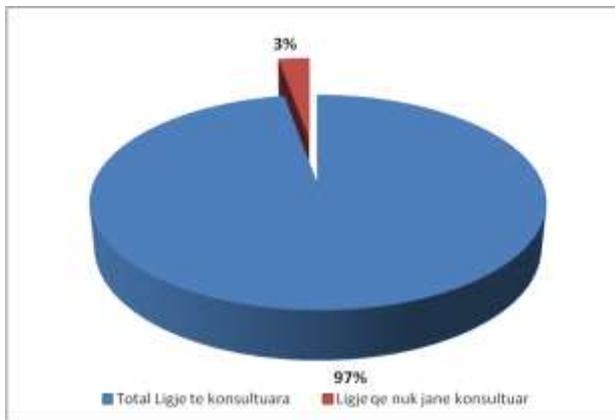
Line ministries received 408 recommendations during the consultation process, of which 227 or 56% of the recommendations were accepted while 3 complaints were filed with them. Between different modes of public consultation, which line ministries have applied, it appears that 71 public meetings were well organized. The graphs below show the extent of the overall implementation of the law and the implementation for all ministries, which should exercise a public consultation procedure for the legal acts that they pass.

Additionally, the attention monitoring was not focused only on carrying out the monitoring process, but also on the evaluation of the quality of this process. The evaluation of the quality of the consultation process shows that the ministries are still far from conducting the consultation

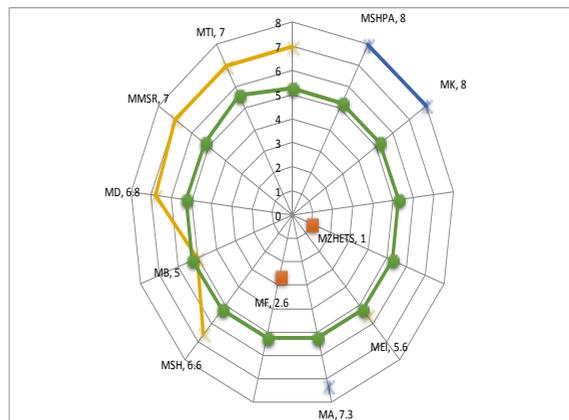
process in accordance with the requirements set by law. Satisfaction of the law requirements by the evaluation is deemed to be only 60%, or 5.25 points¹¹ (Graph 6 green line). Most of the ministries are ranked above the quality average, but there are still ministries that are far from conducting of the consultation process under the requirements set forth by law. As Graph 6 also shows, ministries such as Ministry of Economic Development, Trade and Tourism, MoF should pay greater importance to the organization of the consultation process as required by law.

Data on laws drafted and passed through the public consultation procedure as a total and by ministries

Graph 5: Total



Graph 6: Evaluation of the quality of the public consultation process by ministries



Translation of the graphs:

Albanian	English
Total ligje te konsultuara	Total laws consulted
Ligje qe nuk jane konsultuar	Laws that were not consulted

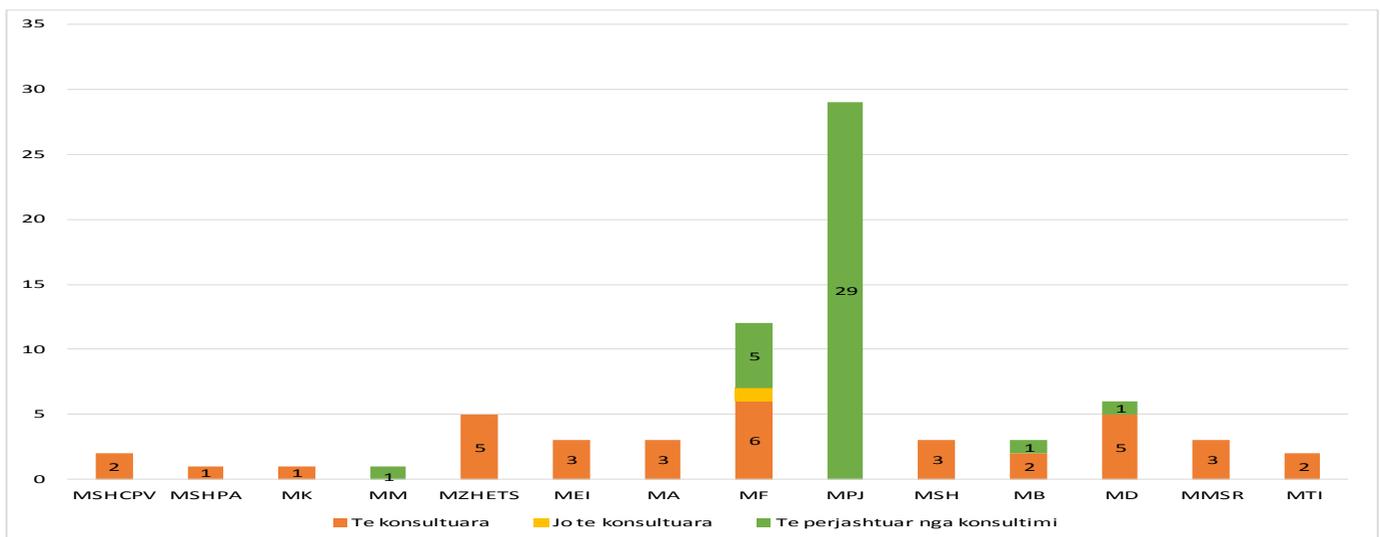
¹¹ Evaluation of the quality system of the consultation process is carried out based on 0-8 scale, where 0 specifies where any of the requirements of the law is not respected by ministries and 8 = all requirements of the law have been respected.

Graph: The number of laws that have been approved and passed through the public consultation according to ministries

Source: State Minister for Relations with Parliament, Legislation and Programs Monitoring Unit

Percentage of legal acts that have passed through an extensive public consultation process and evidence of involvement of the public and stakeholders in the process in 2015 is at 97%. The quality of the consultation process is estimated to be at 5.25 points out of 8 points (maximum rating).

Additionally, efforts were made to ensure the publication of updated and consolidated legislation on the websites of ministries. In this context, the monitoring process shows that ministries have published on their web sites 1.190 acts. Of the total of 1.190 published acts, 945 laws and decisions of the Council of Ministers were monitored for purposes of the updated and consolidated publication. Of these 945 acts, only 255 acts were amended, and consequently they



should be accompanied by an updated and consolidated publication of them. The monitoring

found that out of 255 acts, 67 acts or 26% of the acts were published as updated ones. Likewise, out of 255 acts, 60 acts or 24% of the acts are published with the consolidated text.

The government has paid special attention to improving the drafting and the quality of legislation. Efforts have been made to improve the process of planning the acts, which the Government intends to adopt. In this context, the Acts General Analytical Program 2016 (AGAP) was developed in coordination with other planning documents such as the Operational Plan of the Ministry of Labor for 2016 and National Integration Plan for 2016.

Moreover, work is ongoing to ensure that the process of drafting legislation takes place in a transparent manner based on policies and aligned with the *acquis*. The *e-acts* electronic platform

system was improved during 2015 to enable real-time monitoring of the process of drafting legislation in line ministries and reconciliation of this process with other planning and policymaking processes. The system includes a series of monitoring reports that will enable greater transparency of work processes for drafting legislation and not only, as well as providing interfacing with the National Integration Plan and the government's program.

Situation evaluation regarding the current problems of legislative drafting system began in 2015. The Ministry of Justice has identified some of the current issues of legislative drafting system. The evaluation is foreseen to be completed by February 2016. The results of the evaluation will assist in terms of taking appropriate measures to carry out further institutional and legal interventions.

12 officials of the General Directorate of Codification of the Ministry of Justice were trained in 2015 in order to build the capacity of the units involved in the drafting of legislation and central monitoring units.

Strengthening the process of implementing the regulatory impact analysis draws particular attention. Work was carried out during 2015 to build the functionalities of the legislation drafting network. This network is currently represented by a network of lawyers who will work on drafting legal acts in line ministries. The role and function of the lawyers' network, which is still under establishment, will be the work of drafting the legislation and performing of "*soft RIA*" assessments. The government is working to draft the forms of (*soft RIA*) evaluation and full regulatory impact analysis (*full RIA*). Forms are expected to be ready by mid 2016.

The process of monitoring the quality of acts based on the methodology provided in the indicator passport 2.a. should have began during 2015. This methodology is designed in compliance with the criteria of the existing explanatory note that accompanies every drafting process of the acts. The methodology was introduced to line ministries at the beginning of the process of measuring this indicator. During the consultation with the line ministries it was pointed out that this methodology should be improved to ensure an objective assessment and comprehensive quality of the acts. Therefore, its implementation was postponed until full completion of the review process of the methodology, a process which is associated with the system of evaluating the performance of members of the legislation network that is still in the establishment process.

Currently work is going on to define the criteria for the selection of 30% of the relevant legislation, on which the Government has undertaken to apply RIA in 2017. These criteria together with the RIA methodological implementation package are expected to be completed soon.

To enable the implementation of RIA, work is also going on to establish a statistical database for the main variables of RIA analysis of different sectors. Currently the Government is setting up an electronic platform, in which statistical data to be used for various analyzes will be entered. The Legislation and Program Monitoring Unit aims to also integrate the data for the main RIA

variables of different sectors in this platform. Work on defining the variables is expected to start in 2016.

During 2015, two RIA-s were piloted with the support of GIZ in the Ministry of Economic Development, Tourism, Trade and Entrepreneurship.

1. Regulatory Impact Assessment of policy and legal instrument (PIA-RIA) of the implementation of Directive 2013/11/ EU "On the alternative dispute resolution for consumers" in Albania.
2. Regulatory Impact Assessment of policy and legal instrument (PIA-RIA) of the implementation of Directive 98/29 / EC on the export credit insurance.

The goal of these analyses was to identify and produce arguments sufficient for decision-makers on the advantages and disadvantages of various political and legal options of their addressing through the possible effect/impact on consumer behavior, environment and business practices, and the social and economic impact on society.

The government accomplished 2 regulatory impact analyses during 2015.

Work on capacity building is going on parallel to the establishment of a system for the application of RIA. A full academic training module was drafted in 2015 in Welfare Economics while training is continuing in the field of statistics, a process which will continue in 2016.

During 2015, changes in legislation were monitored within the time frame of 12 months from the adoption of the basic law or its most recent amendment. The monitoring process data show that out of the 151 laws that entered into force in 2015, 10 of them or 6.6% were amended within the time frame of 12 months from the adoption of the law itself, or most recent amendment of it.

Only 6.6% of the laws adopted have been amended within the first year since the adoption.

In the frame of ***Objective 3 "Building of an effective monitoring and evaluation system of strategies, programs and legal framework in force, based on the following: 1) collection of data through a neutral and transparent process for drafting and implementation of strategies, programs and legislation, and 2) drafting of analysis to evaluate the effects generated by the implementation"*** 2 out of 4 activities contained in this objective have been implemented. Although the activities belonging to this objective were set to begin in 2016, programming work began in 2015.

The process of monitoring the strategies started in 2015. Percentage of drafted and published monitoring reports on important strategies in 2015 is only 10%.

The government is currently operating two electronic monitoring systems which are as follows:

- Microsoft Project Management - where the degree of implementation of operational action plans is monitored by line ministries, as well as,
- E-acts – where the process of drafting legislation and internal consulting is monitored.
- There was work carried out during 2015 to develop three other monitoring systems, which are as follows:
 - EDRMMS - Electronic Documents and Records Management and Monitoring System. This system is in the final stage of checking and it will soon become operational in the Prime Minister's Office and in all line ministries.
 - The monitoring System of the implementation degree of government program commitments. The basic version of this system is about to be finished. It will be piloted in the Prime Minister's Office during spring 2016.
 - Quality management integrated monitoring system. This system is in its early stages of development. It will serve as Business Intelligence Center where data from the four systems mentioned above will be integrated and where sophisticated analysis will be applied.

ASPA has prepared the monitoring training curriculum, based on the current methodology. Training for Strategies monitoring started in September 2015 (as part of ASPA package for public policy training). During 2015, they trained 30 civil servants.

They have not started yet the activities related to capacity building in the frame of the systematic application of the evaluation of corruption opportunities in legislation (corruption proofing). While the project "Albanian legislation corruption proofing", which is being implemented by the Institute for Development Research and Alternatives, is in the process of finalizing the methodology for "corruption proofing", training of legal experts for the implementation of the methodology who will be engaged in the implementation of the methodology and generation of structured reports for evaluation of laws. The Electronic Database for the evaluation reports of legal acts according to the methodology developed will be established. This will further help in terms of the continuation of capacity building of public administration regarding legislation corruption proofing.

The total number of monitoring reports made available to the public through publication on the website of the Government for 2015 is 4.

- The next steps for the timely implementation of activities

- Timely conducting of the tendering procedure in 2016 for the company that will develop the IPSIS system. Training modules to be implemented for the training of staff in respective institutions will be prepared after the establishment of the system.
- Timely development of several methodologies that are a prerequisite for the implementation of the respective activities such as: (i) completion of drawing up the manual for drafting legislation; (ii) drafting for RIA development; (iii) completion of the methodology for "corruption proofing", (iv) completion of training needs assessment of the structures involved in the strategic planning process and (v) the methodology for monitoring and evaluation of the strategies implementation.

Priority activities in 2016:

- Development of a new methodology for monitoring the strategy and revising the legislation related to the strategy monitoring system.
- Development IPSIS System.
- Establishment of the sectoral strategies monitoring system, capacity building of line ministries and Strategic Planning Unit to properly carry out the monitoring process.
- Putting into operation of the EDRMMS - Electronic Documents and Records Management and Monitoring System.
- Piloting and then making fully operational the monitoring system of the implementation degree of government program commitments.
- Completion of the design of the “quality management integrated monitoring” system.

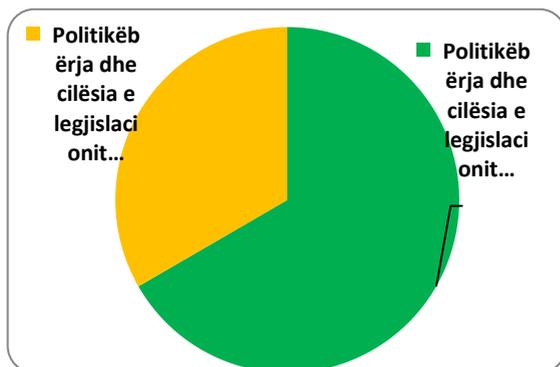
4.1.2. Priority 2: The organization and the functioning of public administration

The aim of the reforms as planned within Priority II is as follows:

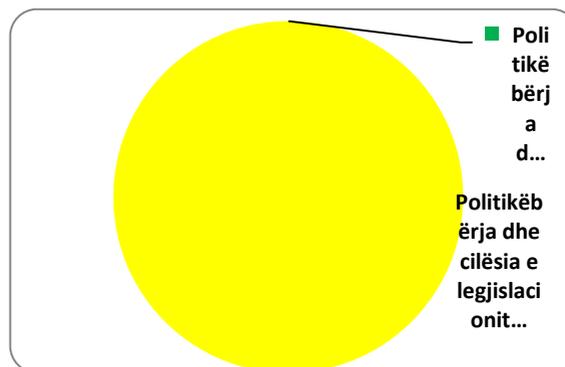
- *Strengthen the public administration set-ups in order to improve service delivery to the public.*
- *Provide improved public, accessible, and integrated services by reducing opportunities for corruption and strengthening public service delivery ethics.*

This field consists of 9 activities, 6 of which are being implemented and 3 other activities will begin to be implemented in 2016, as shown in Graph 9 below. There has been no activity completed in 2015 in the frame of this priority (Graph 10).

Graph 8: Number of activities under implementation



Graph 9: Status of the activities implementation



Translation of the graphs:

Albanian

Parashikohet te filloje ne 2016; 3, 33%

Duke u zbatuar 6; 67%

Realizuar plotesisht 0; 0%

Realizuar pjeserisht 6; 100%

English

It is expected to start in 2016; 3, 33%

Under implementation 6; 67%

Fully implemented 0; 0%

Partially implemented 6; 100%.

- Progress vis-à-vis activities

There are a total of 5 planned activities, of which only 2 were under implementation in 2015 in the frame of **Objective 4: Strengthening the structures of public administration in order to improve service delivery to the public**.

DoPA is working on drafting the procedures manual for each central institution *with aim of strengthening public administration set-ups in order to improve service delivery to the public*. The main element in this process is drafting of job descriptions, which will be well-laid and standardized for each group of positions, part of the civil service. To this end, DoPA continued its work during 2015 to analyze job descriptions for each position in the civil service, part of the state administration. Currently the consultation process has started with three central institutions, MoF, Ministry of Economic Development, Tourism, Trade and Entrepreneurship, MoEI in order to understand the problems encountered when drafting job descriptions. This is done with the assistance of IPA 2012 Twinning Project "Support to civil service reform in Albania". In this context, a 2-day workshop was organized where representatives of subordinate institutions attended in addition the representatives of these institutions.

As part of the territorial reform and strengthening of new municipalities, the focus has been *to ensure methodological support for the organization and functioning of the new administrative units in the country and strengthen implementation capacity*. 5 templates of municipality organization were designed until December 31, 2015; of which 1 was sent to municipalities while 4 other templates will be sent within the first quarter 2016. Work is in progress to prepare the list of functions, under new law 139/2015 of the local self-government. This list will be made available to municipalities in the first quarter of 2016.

- The number of one-stop-shops with improved service standards in central institutions and their branches in 2015 reached to 15 (one-stop-shops) under the administration of ADISA.

- 51 is the number of services delivered with improved standard in 2015.

The implementation of four activities planned in the frame of *Objective 5: Improved and integrated public services by reducing the corruption opportunities and strengthening a civic based ethic for public service delivery*" started in 2015 and good progress is made in many areas.

Work began during the fourth quarter of 2015 on the drafting of a long-term policy document on the services delivery reform, which is expected to be approved within the first quarter of 2016. The consultation meetings about the main elements of it have been held in early December (3 – 4 December 2015) with representatives of the beneficiaries, civil society organizations and business, as well as representatives of central institutions in focus in addition to international partners. Following a broad consultation with all stakeholders, the Council of Ministers approved the draft law on the delivery approach of public services at the front office, which provides for the transformation of ADISA into an autonomous agency and specifies the responsibilities in terms of defining, implementing and monitoring standards in public services, which includes the separation of Front Office-FO from the Back Office-BO.

In the fourth quarter of 2015, ADISA took under administration the Front Offices at Tirana Immovable Property Registration Office (IPRO), thus piloting the separation of Front Office-FO from the Back Office-BO and changing work organization, setting new standards in terms of the provision of services and improve the experience of citizens in their relations with this institution.

Work is continuing parallel to the legal, regulatory and institutional steps to establish the infrastructure for the public services integrated delivery center in Tirana. The international jury of the competition, which has been opened for concept ideas about the master plan of the entrance of Tirana Park, in which Tirana Public Service Center is included, has awarded the studios ranked in first, second and third place. Meanwhile, the procurement process for conducting of a feasibility study at national level for the separation of the FO-BO, as well as related to the concentration of public service delivery in the field of property, transport, social security, health, civil registry, education, business registration and licensing in one-stop shops and in one place has entered the contracting phase with funding from the World Bank.

Piloting of one-stop shops has already started in the municipalities of Elbasan, Durrës, Korça, Lezha and Shkodra in the frame of the process of the establishment of one-stop shops for administrative services at the local government level.

5 One-stop shops were established in local government units up to the end of 2015.

- The next steps for the timely implementation of activities

- Conducting of a feasibility study for the separation of the Front Office-FO from the Back Office-BO and concentrated service delivery.
- ADISA's restructuring under the provisions of the law on the delivery approach of public services in the field.

- Priority activities in 2016

- Adoption of new management models in all municipalities.
- Drafting of a plan to replicate nationwide the model of concentrated delivery of services with a one-stop shop and in one place.
- Opening of concentrated centers of public service delivery.
- Replication of one-stop shop in other municipalities based on the selected model.

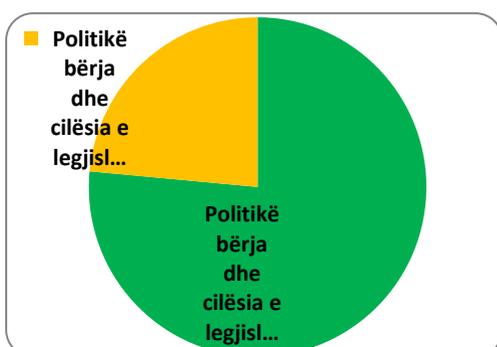
4.1.3. Priority III: Civil service: Human resource management

The aim of the reforms as planned within Priority II is as follows:

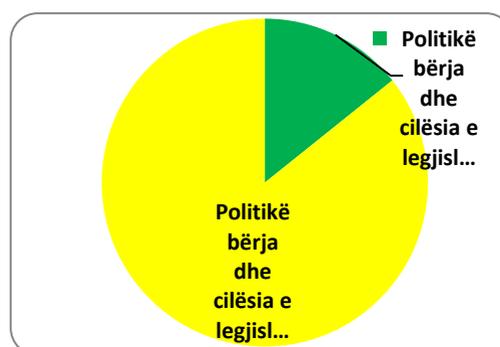
- *Improvement of capacities for the implementation of civil service legislation and facilitated procedures for implementation.*
- *The organization of the payment system in civil service based on job evaluation, the annual achievements of civil servants and mandatory training results.*

As shown in the above graphs, 25 activities are foreseen to be carried out in the frame of this priority, of which 14 are being implemented and 10 other activities will begin to be implemented in 2016. Of the 14 activities, which have started, 2 activities are fully accomplished and 10 others have been partially accomplished.

Graph 9: Number of activities under implementation



Graph 10: Status of the activities implementation



Translation of the graphs:

Albanian

Parashikohet te filloje ne 2016; 24%

Duke u zbatuar 76%

Realizuar plotesisht 2; 14%

Realizuar pjeserisht 12; 86%

English

It is expected to start in 2016; 24%

Under implementation 76%

Fully implemented 2; 14%

Partially implemented 12; 86%.

- Progress made in terms of the implementation of activities.

Objective 6: Improved capacities for the implementation of civil service legislation and facilitated enforcement procedures" has the largest number of activities envisaged in the strategy compared to the other objectives, 22 activities, of which 14 began to be implemented in 2015, while 8 others are expected to start in 2016.

Important steps have been taken towards the improvement of the quality of services and work in public administration institutions. The Decision of the Council of Ministers No. 1037, dated 16.12.2015 "*On the procedures of civil servants evaluation to obtain additional knowledge and update*" is finally adopted in the context of capacity building for the implementation of civil service legislation. The process of obtaining and updating of additional knowledge aims to train civil servants and provide them with required additional knowledge according to the functions and the field, in which they operate, in order to raise the quality of services and work in institutions of public administration, part of the civil service. This process will include preliminary testing and, where necessary, training of civil servants for new knowledge affecting their area.

Department of Public Administration human capacities have been further built with the aim of strengthening it to strategically lead the civil service reform. After the functional analysis, which was made in regard to the new responsibilities of DoPA in terms of the implantation of civil service legislation, but also for the implementation of the CCPARS 2015-2020, it was decided to increase DoPA's staff with 10 positions, thus bringing the number of DoPA's staff to 53. This increase is expected to strengthen the units responsible for the civil service recruitment Human Resource Management Information System (HRMIS) and the sector responsible for tracking, monitoring and reporting of CCPARS 2015-2020.

Progress has been made towards the strengthening of impartiality and ensuring of a transparent, impartial and meritocratic recruitment process and enhancement of the integrity of civil servants. DoPA has worked to build the Bank of Questions, which will be used in the civil service recruitment process. This bank of question will be integrated in the electronic system of generating and evaluation of written tests, which has been set up with the financial support of the World Bank in the frame of IPS 2 Project.

Indicator: "*The average number of participants in a recruitment procedure for recruitment from outside and from within (mobility) in the civil service*".

This indicator is measured through two sub-indicators, respectively:

1: The average number of participants from outside the civil service participating in a

recruitment procedure. The indicator was 13.1 for 2015. This indicator is measured by calculating the total number of qualified candidates who have applied for an expert's position (specialist level) which was 10.000 in 2015, while the number of advertised positions was 758.

2: The average number of participants from inside the civil service participating in a recruitment procedure. The indicator was 1.3 for 2015. The number of applicants within the civil service, in the three categories, for lateral transfer and promotion was 708. The number of announced positions, for which applications were filed within the civil service system, in the three categories, for lateral transfer and promotion was 527.

In order to start implementation of this project, work has begun on drafting a core group of questions, which will be used to pilot the generation of written tests by the bank of questions. Members of the Permanent Selection Committee have already started work on the re-formulation of questions, which were applied in the recruitment procedures organized in 2015, to align them with the format that the electronic system requires. The first set of questions is expected to be ready in early March 2016. These questions will be used in the recruitment procedures that will take place in April 2016. Besides basic questions, the Bank of Questions is expected to be further upgraded by DoPA during 2016 with the financial support of the Council of Europe. All these measures are intended to ensure the impartiality and to guarantee a transparent, impartial and meritocratic recruitment process.

In order to increase the integrity of the civil service, work is also underway to include questions about integrity in the civil service recruitment tests. There are already a number of "template" questions, which must be detailed and further adjusted and later become part of all procedures in the civil service recruitment.

There were 3 complaints relating to recruitment in the civil service that were granted by the court (starting from the second half of 2014).

In the frame of the commitment in terms of simplifying and formatting steps and processes related to public administration human resources, DoPA is working with the financial support of the European Union on drafting the Terms of Reference for experts to be involved in this process.

Annual turnover (mobility) of management level staff at all levels of the civil service in the institutions of central administration was at the level of 6.8%.¹² For 2015, the total number of dismissals at management level was 129 while the total number of managerial staff at the beginning of the year was 1.819 or, 6.8%. This intention of this indicator is to have a downward trend.

¹² This indicator is calculated by dividing the number of managerial staff at all levels of the civil service in central administration institutions that have been dismissed (or fired) from their positions in one year / divided by the total number of managerial staff in the central administration in a given year.

Work has started on the establishment of public institutions performance evaluation system.

In this context, a set of indicators to monitor the civil service reform and their periodic publication is being developed with the support of the Twinning Project IPA 2012 in cooperation with DoPA. The results, which came out of the monitoring of selected indicators, will be included in DoPA's periodic reports on the work of the e department and of all public administration institutions part of the civil service. The selected indicators will be accessible by the public in order to increase and improve the transparency to the public.

Development of Human Resource Management Information System (HRMIS) has advanced successfully by incorporating elements, which ensure management and strengthening of the wages control.

All set-ups/charts of state administration institutions part of the civil service are already included in the HRMIS. Around 6000 staff folders, each of which contains the personal data of employees, such as education, qualifications, etc., as well as information about employment history were added to the system up to the end of 2015. Another important functionality of HRMIS is based on the calculation of salary schemes and their categories. HRMIS interaction with the Treasury System is already completed and the systems can exchange the automatically generated information related to the wages fund and salaries of employees. Testing was conducted during September-November 2015 for a limited number of ministries with the aim to shift the system into fully operational by the first half of 2016. In addition, training of representatives of human and financial resources of all central institutions and their subordinates, part of the civil service system, was completed. Training will continue for local government units and independent institutions.

Training plan of 2016 in the frame of the PAR Strategy was drafted and approved.

The training plan is designed in accordance with the training needs as identified through the Training Needs Assessment conducted in civil service institutions. The training plan defines the continuous training programs according to the strategic level needs; mandatory training programs; in-depth training program; and specific courses according to the institutions' requests. 800 training days, in which 3500 civil servants are planned to be trained, will take place (only with state budget funds) in 2016.

Training curricula that constitute the essence of the *continuous training* model are being revised in the framework of the Twinning project. These training curricula will be included in a comprehensive program to be piloted in 5 institutions. Piloting will start in the 2nd quarter of 2016. ASPA has also finalized a curriculum for training of top management level (TMC) and will finalize the remainder by June 2016. *The level of satisfaction of participants in training courses for level mid and top level management is 80%.*

During September 2015 - January 2016, the first module was piloted (EU Policy and International Affairs) in two training courses. Trained officials were part of the beneficiaries group under the TMC category. The opinion received from the participants regarding the content, methodology and trainers will serve to improve the curriculum in the future.

Steps have been taken to modernize the training system and increase access to training curricula platform through the development of the *e - learning* and *e – training* platform. To set up the platform and use development software in this platform, ASPA has also published the first modules on-line before, EU History and EU institutions and the Stabilization and Association Agreement and Albania-EU relations, which are now accessible for trainees. This platform will enable the following:

- Delivering on-line of a number training topics, opportunities to gain knowledge for a large number of civil servants and other employees of public administration.
- Acquiring knowledge and skills in the workplace without quitting the job.
- Reducing the costs of training by considering that on-line training costs are generally lower than traditional training organized in conference rooms.
- The possibility of access to the ASPA's curriculum archive through the creation of e-library.

ASPA is working to establish an information management center and its library will soon exist in the format of the *e-library*. The first core will be the *e-library* created with the support of DLDP project that started in October 2015. ASPA has drafted with the support of this project the catalogue of the existing training curricula for the local government units, which includes 105 training curricula for local government units.

Functioning of the training quality assessment system through the training courses evaluation continues to remains at the focus of ASPA's attention. Customer satisfaction targets have been set for all the training courses and they are followed up annually. Post-course evaluation forms have been drafted in addition to the impact assessment forms of the course by the participants in the program and by the direct supervisors. The evaluation results for 2015 according to the processing of the training evaluation forms are as follows (on a scale of 1 to 6).

1. Average evaluation of training courses 5.5
2. Evaluation of training organization 5:37
3. Evaluation of methodology 5.76

One of the qualitative indicators to measure the achievements of ASPA is the customer satisfaction indicator. This is indicator is very important to assess after a period of time in order to see how effective are the training programs provided by ASPA, how much do they match to the real needs and whether they have helped or not to enhance the performance of public administration.

Box 2: Performance Measurement Methods

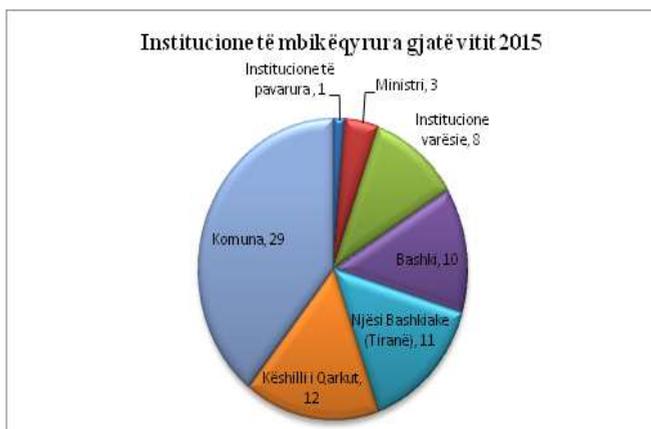
Determination of customer satisfaction (in this case public administration) will be achieved through the following:

- Using the participants' reaction measuring forms after the training;
- Using of training impact measuring forms after a period of 6-12 months (*self-evaluation forms*);
- Using forms of training impact measuring forms after a period of 6-12 months (*forms for the direct supervisor*);
- Study and processing individual achievement evaluation forms (*the training part*) of civil servants at work (annually);
- Obtaining of information through the Human Resources Department of each institution;

This indicator serves to improve the training curricula and it serves to provide the possibility of offering innovative methodologies when developing the training and to maintain and improve the image of the ASPA as a center for the development of professional knowledge and skills.

Meanwhile, the process of the monitoring of the enforcement of the Law “On the civil servant” resumed in 2015.

Civil Service Oversight Commissioner (CSOC) has performed its activity for a period of one year after the adoption of its structure upon Decision No. 98, dated 04 December 2014 of the Parliament of Albania. In order for this process to take place in a more transparent, professional and effective manner, procedures and the monitoring methodology¹³ of the state administration institutions, independent institutions and local government units were standardized with the help and technical assistance of SIGMA experts, under Article 11 of Law 152/2013 "On the civil servant", as amended.



of the state administration institutions, independent institutions and local government units were standardized with the help and technical assistance of SIGMA experts, under Article 11 of Law 152/2013 "On the civil servant", as amended.

Translation of the graphs:

Albanian

Institucione të pavarura

Institucione varësie

Komuna

Bashki

Njësi bashkiake (Tiranë)

Këshilli i Qarkut

English

Independent institutions

Subordinate institutions

Communes

Municipalities

Municipal units (Tirana)

Regional Council

Entry into force of the new law on civil servants led to a significant expansion of the scope of civil service, and consequently increased the number of positions, which became part of it. The Civil Service Oversight Commissioner (CSOC) conducted throughout 2015 an evaluation of the situation, which the civil service is in, taking into account the difficulties due to the different typology of the institutions involved in the area of civil service.

74 oversight and inspection processes were carried out during 2015 across the institutions that are part of the civil service system, (among which 1 independent institution, 11 state administration institutions and 62 local government units, which encompass a total of over 2.000 job positions part of the civil service). At the end of the process the Commissioner submitted

¹³ Two main acts were approved in early 2015 based on the functioning of the Institution: Internal Regulation "On the organization and functioning of the Secretariat of the Civil Service Oversight Commissioner", as approved upon the Decision of the Council of Ministers no. 18 dated 11.03.2015 and the Regulation "On the Commissioner's supervision/inspection procedure", as approved upon Decision of the Council of Ministers no. 17, dated 11.03.2015, the, setting out in detail the basic principles and rules of procedure that will govern the institution of the Commissioner when exercising of the powers assigned by law.

recommendations for the relevant legal improvements to be made by the supervised institutions as follows:

- Revocation of administrative acts for appointments, which have been made against the law while the announcement of these positions as vacancies was requested in **28 cases**.
- Revocation, amendment or adoption of administrative acts for the declaration of employment status was requested in **24 cases**.
- Adoption of transfer/reappointment acts was requested in **7 cases**.
- Obtaining of the written consent of the transferred civil servants and the placing of the written consent in the individual folder in the cases transfer due to restructuring.
- Drafting and approval of job descriptions under the specific legislation of the field and in compliance with the adopted standard format.

During the administrative investigation processes, the Civil Service Oversight Commissioner (CSOC) found the following problems in relation to the civil service management as listed hereunder:

- Failure to complete the process of the declaration of employment status by an administrative act to determine the status at the start of the legal effects of the law, although all employees were treated as civil servants as or civil servants on probation, during the management of the civil service in the institution. Irregularity in this case is of a formal character, which, in fact, had not brought negative consequences to the detriment of civil servants up to the moment of the inspection;
- Shortcomings in the process of drafting job descriptions and failure to submit them to the Department of Public Administration;
- Failure to timely finish the evaluation of results at work;
- Deficiencies in the documentation to be contain in the personnel file;
- Formal problems related to the procedure of disciplinary progress.

Table of inspections completion method

<i>Method of completion</i>	<i>Administrative investigation conducted and irregularities found</i>	<i>Administrative investigation conducted and irregular actions found</i>	<i>Response provided in an administrative way</i>	<i>Suspended due to legal grounds</i>	<i>Dismissed due to complaining to the court</i>	<i>Complaints merged and resolved in the frame of oversight</i>	<i>Backlog from 2015 to 2016</i>
<i>Total information</i>	<i>97</i>	<i>22</i>	<i>14</i>	<i>8</i>	<i>19</i>	<i>9</i>	<i>22</i>
<i>In %</i>	<i>23%</i>	<i>14%</i>	<i>8%</i>	<i>20%</i>	<i>9%</i>	<i>23%</i>	<i>3%</i>

In cases where deficiencies or shortcomings are found in the implementation of the law, it is the implementation of their legal obligations by revoking or correcting the acts as issued by them.

One of the most important objectives of the civil service reform and the Strategy itself is *Organization of the civil service wage system based on job evaluation, on the evaluation of annual achievements of civil servants and on compulsory training outcomes (Objective 7)*.

It is foreseen in the frame of this objective to prepare a policy paper concerning the wage system and the adoption of the new wage structure and rates, as well as to review the relationship between the maximum wage and the minimum/average wage in the public administration in order to maintain an objective wage pyramid and motivation of managerial positions, as well as diversification of classification according to the job content. All three of these activities are envisaged to start in 2016 and finish in 2017.

The two indicators related to wage policies remained unchanged in 2015:

Wage ratio between maximum and minimum wage in 2015 remains at 11.7%.

Changes to the scheme and the number of positions in the salary scheme based on the content of the job description = 0

Both above indicators are related to fulfillment of three activities listed above.

- The next steps for the timely implementation of activities

Next steps are recommended in order to implement in a timely manner:

- Evaluation of DoPA of the analysis of the set-up from the organization and number point of view of the human resource management units and the evaluation of knowledge of the existing staff in these structures in connection with civil service legislation.
- Timely completion of the Bank of Questions and effective implementation in the recruitment procedures that will take place after April 2016.

- Priority activities in 2016

- Completion of the monitoring system of the civil service reform and drafting and publication of the report on the website of the Department.
- HRMIS population within 2016 with employees' data, personnel files for 25% of subordinate institutions of the Prime Minister's Office and line ministries.
- Continuation of training of civil servants according to the terms agreed and identified in ASPA's Training Plan.
- Completion of the review of the ASPA's curriculum as part of the process of obtaining the status of center of excellence at national and international level.

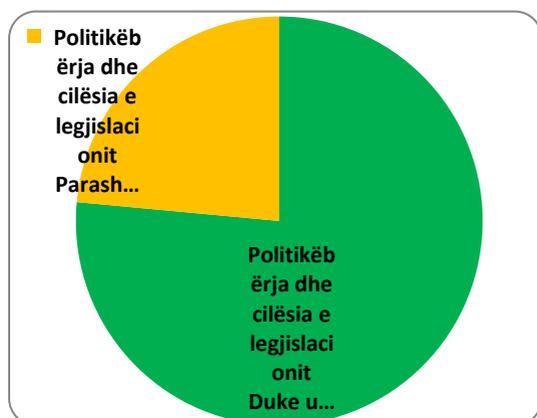
4.1.4. Priority IV - Administrative procedures and oversight

The reforms envisaged under the priority "**Administrative procedures and oversight**" will be directed towards achieving the following four objectives:

- *Implementation of simplified procedures for providing services, facilitating communication with the public and avoid corruption.*
- *Developing an ICT infrastructure capable of supporting the daily activities of the public administration and increase efficiency by reducing the time to access, process and transmit information and improve the flow of information.*
- *Increase the efficiency and accountability of public officials.*
- *Increased control over the activity of public administration, guaranteeing the rights of citizens and access to information.*

This column contains 12 activities, of which 10 have been implemented. Compared with other priorities, this priority has the highest degree of activities that are being implemented compared to the three other priority pillars. The main achievement for 2015 under this priority are contained in Objective 9 "*Developing an ICT infrastructure capable of supporting the daily activities of the public administration and increase efficiency by reducing the time to access, process and transmit information and improve the flow of information*". There were two important activities in 2015: *study to assess the situation of fundamental registers*¹⁴ and *creation of a mechanism for obtaining the opinion of citizens on the quality of services through direct contact with the beneficiaries of the service SMS*¹⁵.

Graph 11: Number of activities under implementation

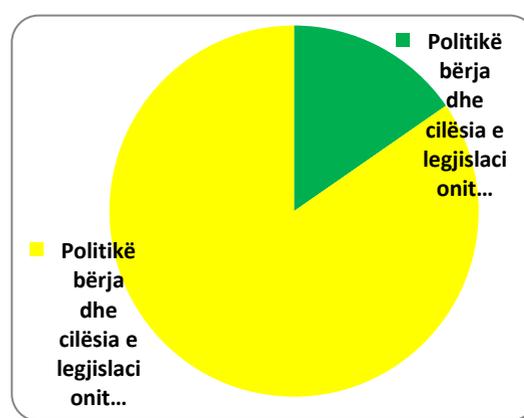


Translation of the graphs:

Albanian

Parashikohet te filloje ne 2016; 4; 24%

Graph 12: Status of the activities implementation



English

It is expected to start in 2016; 4; 24%

¹⁴ Activity 9.1.1

¹⁵ Activity 9.3.1

Duke u zbatuar 13; 76%
 Realizuar plotesisht 2; 15%
 Realizuar pjeserisht 11; 85%

Under implementation 13; 76%
 Fully implemented 2; 15%
 Partially implemented 11; 85%.

- Progress vis-à-vis activities

In the frame of *Objective 8: "Simplified procedure for the provision of services by facilitating communication with the public and avoiding corruption"* a total of 7 activities is foreseen, of which only 1 activity related to the organization of a study on the possibilities of providing services by units outside public administration did not start to implement in 2015. This study is the contracting phase with funding from World Bank.

The government has worked intensively to simplify the procedures of the provision of public services in order to reduce the time of delivery and bureaucratic burden for citizens and businesses and avoid corruption.

Detailed guidelines containing comprehensive information on procedures, legal and IT base for these services, as well as mappings of their award processes have been drafted for nearly 400 primary administrative services of central public institutions, which are envisaged to be re-engineered. An international consultancy company was contracted to carry out the re-engineering, which is expected to be completed within the third quarter of 2016.

Classification and codification according to a methodology based on best practices of the EU is performed for over 1.400 services of 134 central public institutions. The standardized application form, which is adapted for over 280 services of 15 central institutions, has been drafted. In July 2015, MIPA issued Order No. 3477 "On the methodology of classification, encryption and application forms of services provided by the state administration". Meanwhile, the new law "On the delivery approach of public services at the front office in the Republic of Albania" provides for the power for the rules of drafting public service models and their codification. This will be the first framework law on the provision of services, which will affect all institutions of public administration and their local branches with the aim of unifying the entire

Box 3: The objectives of the draft law "On the delivery approach of public services at the front offices in the Republic of Albania"

The new law aims at removing excessive administrative barriers, increase efficiency, transparency, service quality, service delivery through several channels (one-stop shop, call center), online, separation of Front Offices from Back Offices, etc.).

The law has the following objectives:

- (i) Unification and standardization of administrative front offices from ADISA (separation of Front Offices from Back Offices).
- (ii) Establishment of the necessary institutional framework for the creation of unified models of public service delivery, face to face, electronically as well as the institution responsible for providing the service.
- (iii) Setting rules for cooperation between the Front Offices and Back Offices by defining the models for the management of processes, as well as the institutions responsible for providing the service.
- (iv) Provision of necessary tools for ensuring the quality and reducing the time through the implementation of the principles of open administration, legality, accessibility, efficiency, quality and cooperation.

service delivery system. It stipulates a collaborative approach concerning the replication of standards also to local government services.

Two regulations have been adopted in the frame of the re-organization of public services, namely: (i) Internal regulation on the organization and functioning of the administration of the Public Service Integrated Delivery Centre; (ii) The internal regulation on the functioning of the front offices for citizens in local offices of immovable properties registration. The manual of the cooperation procedures between ADISA and Tirana IPRO has been approved.

A further step has been taken in terms of ensuring the legal value of paper copies of documents in electronic form (*e-documents*) through the adoption of Law no. 101/2015 dated 23.09.2015 "On some amendments to Law no. 10273, dated 29.4.2010 "On electronic document". Moreover, writing of the draft guideline "On the certification of the paper copy of the electronic document through the establishment of one or more two-dimensional codes from public institutions" has been completed and its approval is expected to take place in the very near future.

ICT Infrastructure Development is considered an important element not only to increase the efficiency of the work of public administration but also to improve the flow of information and broadcasting. In this context, the Electronic Records and Document Management System (ERDMS)¹⁶ project was introduced, thus conveying a clear vision in terms of increasing the efficiency and effectiveness within the Albanian government. This platform has a direct impact on the reduction of administrative barriers and, therefore it leads to a high performance of the public administration activity. The ERDMS project was piloted for the first time in Prime Minister's Office, Ministry of Finance, Ministry of Justice and the Ministry of Transport.

The goal of the establishment in 2017 of two new IT systems for service delivery and the provision of 100 services in electronic form during 2015 is achieved namely: (i) 1 IT system piloted - ERDMS project in 4 central institutions and 129 services provided in an electronic form in the governmental portal e-Albania.

Particular attention is being paid to the establishment of mechanisms, which ensure the direct involvement of citizens in monitoring the quality of service. Soliciting of citizens' feedback in 2015 was achieved via SMS regarding the provision of services (Citizen Feedback Mechanism)¹⁷.

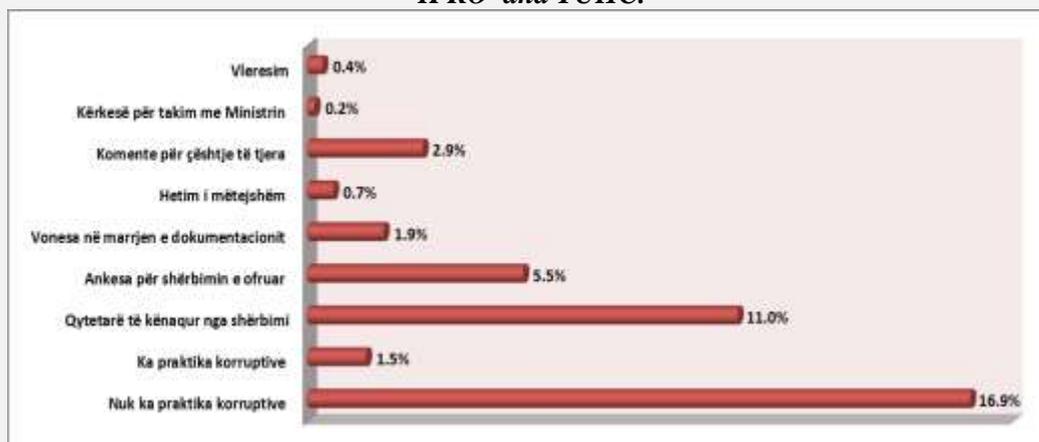
¹⁶ Electronic Records and Document Management System

¹⁷ More illustrative information is available at: <https://ë.youtube.com/tch?v=pJCyeMUzMVQ>

The monitoring system was implemented in 2015 in Tirana, Durres and Vlora IPRO and in Tirana University Hospital Center. 109.412 people were interviewed if they had been asked or if they had given bribes in any different forms or ways immediately after receiving the service up to the end of December 2015 was. Of these, 30.307, or 30.8% provided a direct response, which was often accompanied by comments on the quality of service or problems encountered when receiving it. Of the beneficiary citizens, it came out that 16.9% of those who responded stated that they had not met with any form of corrupt practices while receiving the service. In addition to this response, various citizens had the opportunity to express their opinion about the quality of service, where the citizens' approximate degree of satisfaction with the service could be estimated to be at the rate 11.4% (0.4% appreciate the quality of service delivery and 11% say that they are satisfied with the service).



Graph 13: *Level (%) of citizen's response in relation to corrupt practices in the front offices of the IPRO and TUHC.*



Source: stopkorrupsioni.al

Translation of the graph:

Albanian

Vlerësim 0.4%

Kërkesë për takim me ministrin 0.2%

Komente për çështje të tjera 2.9%

Hetim i mëtejshëm 0.7%

Vonesa në marrjen e dokumentacionit 1.9%

Ankesa për shërbimin e ofruar 5.5%

Qytetarë të kënaqur nga shërbimi 11%

Ka praktika korruptive 1.5%

Nuk ka praktika korruptive

English

Appreciation 0.4%

Request to meet the minister 0.2%

Comments on other issues 2.9%

Further investigation 0.7%

Delays when obtaining documents 1.9%

Complaints about the delivered service 5.5%

Citizens satisfied with the service 11%

Corruptive practices exist 1.5%

There are no corruptive practices

Work to carry out a survey based on the level of public satisfaction against the quality of service delivery is expected to begin in March due to the extension of procurement deadlines and contracting through funding from the World Bank.

The strategic legal framework that ensures and supports provision of electronic services in the Republic of Albania is already prepared and it is increasingly getting further developed.

The Cross-Cutting Strategy Albania Digital Agenda 2015-2020 set as its vision the improvement of the quality of the online public services as an indicator of increasing the transparency of the Albanian government. On the other side, enhancement and promotion of electronic services, e-services for citizens and businesses remain the strategic priority of the Digital Agenda¹⁸. A set of legal acts, which have been passed, complete the necessary legal framework¹⁹.

A range of services are already delivered electronically via *e-Albania* unique portal. The unique government portal *e-Albania* was fully re-designed in May 2015. The portal, which comes in a less complicated form, easier and more practical and also adapted for mobile phones, for android and IOS applications, where the Albanian citizens, businesses and government officials currently receive over **765** electronic services. Of which **248** electronic services are of *level 3 and 4* and over **540** electronic *services* are of *level 1 and 2* under UNPAN standard.

The new portal provides for the first time the on-line payments service. Currently the Albanian citizens and businesses may benefit via credit or debit card a number of services to pay their electricity and water bills, car taxes, fines for traffic violations, etc. There are ambitious targets for 2016 in terms of added electronic services (e-services) in government portal e-Albania. Adding of 150 new electronic services of level 3 and 4 is planned to be carried out in 2016.

¹⁸ Digital Agenda 2015-2020 page 27

¹⁹ Decision of the Council of Ministers No. 703 dated 29.10.2014 "On the National Agency for Information Society"; Law No. 10325 dated 23.09.2010 "On Fundamentals of Database State"; Law No. 107 dated 01.10.2015 "On electronic identification and trusted services"; Law No. 10273 dated 29.04.2010 "On electronic document"; Decision of the Council of Ministers No. 734 dated 28.08.2013 "On the establishment of a unique system of registration, authentication and identification of users when receiving public services by electronic systems"; Technical specifications "System Interoperability of State Databases; Technical Specifications "ESB - Government Gateway and Government Payment Gateway"; National Interoperability Framework Bulletin.

Figure 1: Integrated service online portal – e-Albania



The way of providing services to citizens and business is totally re-dimensioned in the context of the initiatives undertaken in unique government portal. Only 14 electronic services were provided 2 years ago in the government unique portal e-Albania. Moreover, interventions, which have been carried out by NAIS to facilitate the use of government unique portal e-Albania for Albanian citizens, businesses and public officials have resulted in increased use of this portal in a sustainable way. In this regard, some of the data supporting the widespread use of the portal only during 2015 are given in Box 1.

During 2015, another initiative had been taken to facilitate the access of citizens and businesses in the electronic services provided by government unique e-Albania portal. In this context, the project for the deployment of 15 digital kiosks in shopping malls, airports, post offices, the Municipality of Tirana, etc. was completed.

In the frame of **Objective 10: Enhancement of the efficiency and accountability of public officials** a total of 4 activities is foreseen, of which 2 began to be implemented in 2015 and they have to do with the implementation of the code of administrative procedures and public officials integrity system.

New Code of Administrative Procedures is a positive step towards achieving increased efficiency and

Box 1: Data about the use of e-Albania portal

- The number of users registered in the government unique portal e-Albania in 2015 consists of **76.776 records**.
- Average number of users registered in a normal day is about **210 users**.
- From the beginning of 2013 until 31.12.2015 the number of users registered in the portal consists of a total of **169.918 records**.
- **765** electronic services provided: (i) **248** electronic services of **level 3 and 4** and (ii) over **540** electronic services of **level 1 and 2** according to UNPA standard.

accountability of public officials. The law brings a new approach, therefore training of public employees in order to familiarize with new procedures, which the implementation of the Code brings, takes in this context a special importance. Training will begin after the adoption of the Code commentary and by-laws for its implementation. The Department of Public Administration has launched a series of activities aimed at raising the awareness on the innovations that new code will bring and extensive familiarization with them. The emphasis is placed, *inter alia*, on the training with the topic "Administrative silence", which was attended by representatives from all ministries.

Government policy in this area aims also at increasing the accountability of public officials when performing their functions. This process aims, *inter alia*, to delegate decision-making closer to the position responsible for the function and avoid overloading of "head of the institution" with operational decisions.

Upon the start of the enforcement of the new Code of Administrative Procedures, and the development of methodological and legal framework necessary for its implementation, the work will begin to also start the process of delegation. In order to precede this process and to raise awareness on the new Code of Administrative Procedures, DoPA has undertaken with the support of the Twinning Project IPA 2012 funded by the EU a series of measures, which include organization of information sessions on different structures.

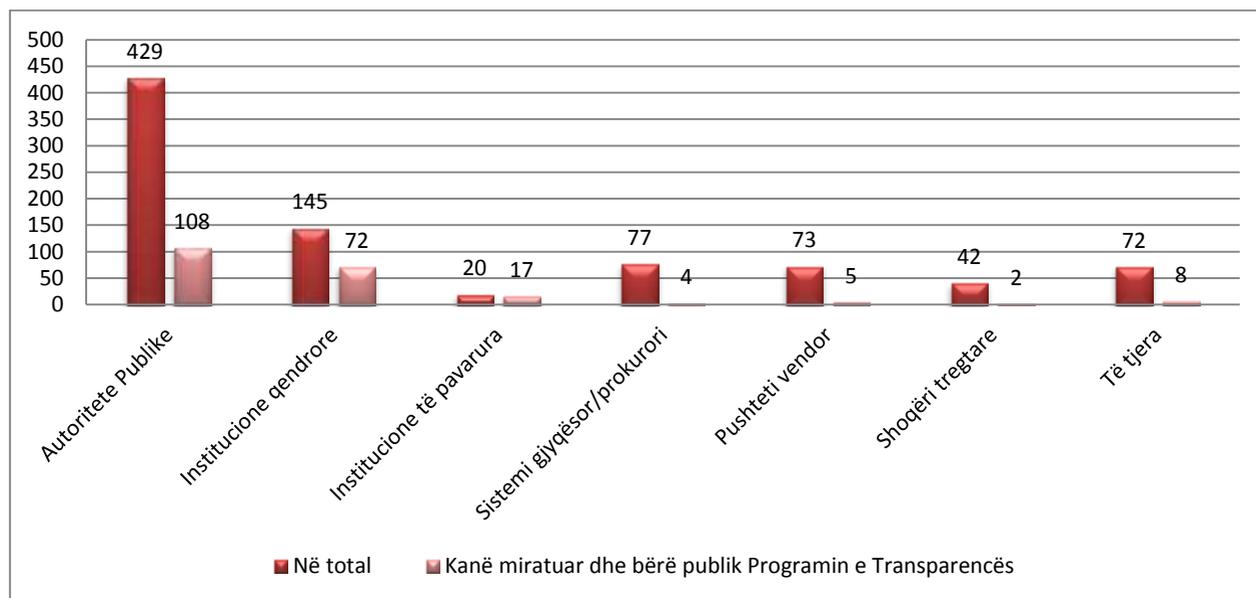
No particular progress has been made during 2015 in regard to the implementation of activities related to the strengthening of the regime of disclosure and control of assets of public officials, cases of conflict of interest and protection of the rights of whistleblowers in cases of declaration of abusive actions or corruption, as the law on the Protection of whistleblowers is still in the parliamentary procedures.

A special importance is also given to the adoption of the law on the right to information to ***Objective 11: Growth of control over the activity of public administration, guaranteeing the rights of citizens and access to information.*** Monitoring of public authorities by the Commissioner for Freedom of Information has been consistently performed in order to provide timely drafting and publishing of transparency programs, appointment of coordinator for the right to information, as well as the publication of the register of requests and responses, pursuant to the obligations of law 119/2014 "On the right to information". **Drafting and publication of transparency programs remains low, while the deadline set by law has been surpassed.** The process of drafting and publication of transparency program has started in the context of measures in regard to the publishing of the transparency programs by the public institutions. The law, which entered into force in November 2014, stipulated that all institutions have to draft and publish transparency programs within 6 months. About 1 year after of the entry into force of the law until the end of 2015, only 25% of public institutions have published the transparency programs. Independent institutions constitute the group where these programs are published to a large extent of 85% (17 from 20 institutions in total), while the lowest one is the judiciary with

only 5% of the institutions that have complied with the provisions of the law. (See Graph 14 below).

Public authorities are given by 198 coordinators for the right to information.

Graph 14. Data on drafting and publication of transparency programs



Translation of the graph:

Albanian

Autoritete publike

Institucione qendrore

Institucione te pavarura

Sistemi gjyqesor/prokurori

Pushteti vendor

Shoqëri tregtare

Të tjera

Në total

Kanë miratuar dhe bërë public Programin e Transparencës

English

Public authorities

Central institutions

Independent institutions

Judiciary/prosecution office

Local government

Companies

Other

Total

They have adopted and published the Transparency Program

Establishment of relevant set-ups, as well as, information and public awareness has helped citizens to file their appeals with the Commissioner for Freedom of Information, when they see that this right has been violated. Based on these complaints, the Commissioner for Freedom of Information has undertaken proper inspections, which have been accompanied by sanctions in cases where an unjustified violation of the law were found.

There were 247 complaints filed with the Commissioner for Freedom of Information in 2015 which were resolved in of citizen's favor²⁰.

102 inspections were conducted during 2015 at the Public Authorities with the purpose of verifying the submitted complaints.

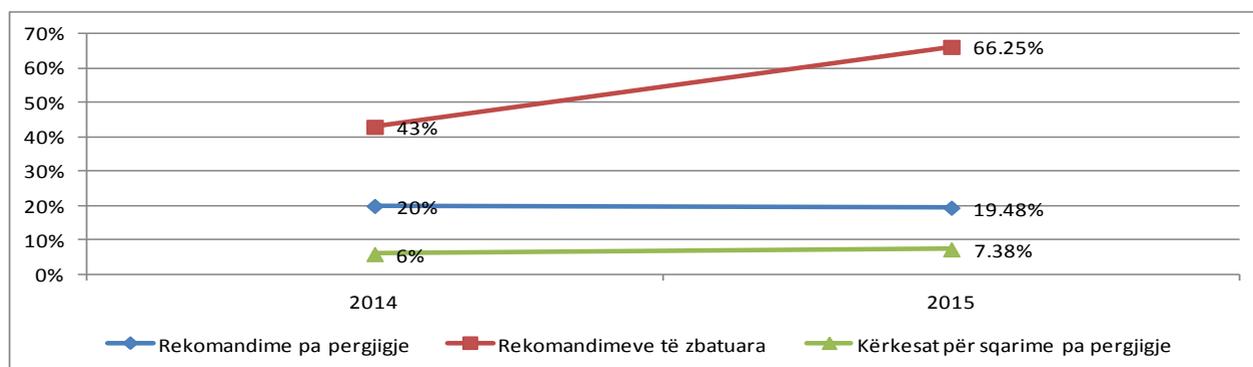
²⁰ Number of granted complaints is calculated by subtracting from the total number of complaints (274) the number of complaints outside the scope of Law 119/2014 (19), the number of incomplete complaints (5) and the number of claims out of deadline.

Index of sanctions imposed in 2015 vis-à-vis the inspections is **0.2**

Timely response by public institutions to the demands of the Ombudsman still remains a concern. The Ombudsman has continued his work in terms of protecting the rights of citizens. The challenges, which he faces, include the lack of cooperation from public institutions regarding the implementation of the recommendations made by the Ombudsman. The data below show an increasingly growing trend in regard to the number of recommendations implemented by public institutions, ranging from 43% in 2014 to 66.25% in 2015, and a very slight decrease in cases where Ombudsman's recommendations receive no response from the relevant institutions (0.52% drop).

Percentage of recommendations implemented by oversight institutions of central government institutions in the past two years is given in the graph below.

Graph 15: Monitoring data of public institutions response



Translation of the graph:

Albanian

Rekomandime pa përgjigje

Rekomandime të zbatuara

Kërkesë për sqarim pa përgjigje

English

Recommendations without response

Implemented recommendations

Request for clarification without response

The increase of the % of requests for clarification in of specific cases, for which there is no reaction on the part of public institutions (from 6% in 2014 to 7.38% in 2015), remains a concern.

- The next steps for the timely implementation of activities

- Approval of the draft law "On the delivery approach of public services at the front office in the Republic of Albania"
- Timely conducting of procurement process of the feasibility study under the World Bank procedures for the separation of Front Office from the Back Office.

- Priority activities for 2016 suppressed

- Implementation of 13 projects for digitization of basic registers, interoperability and the establishment of new systems;
- Passing of by-laws pursuant to Law “On the delivery approach of public services at the front office in the Republic of Albania” includes powers about the rules of drafting public service models and their codification.
- Completion of the process of drafting and publication of transparency programs in all public institutions.
- Approval of the Commentary and by-laws for the implementation of the Code of Administrative Procedures.
- Approval by parliament of the Law on protection of whistleblowers.

5. Main challenges of the strategy implementation in 2016

CCPARS faced in the first year also a number of challenges where the most important one is the lack of sufficient financial resources to implement it. Financial needs assessment of CCPARS was performed through the process of estimating the required potential cost of each institution, which has primary responsibility for the implementation of the planned activities.

The funds estimated as necessary to implement the CCPARS actions during 2015 - 2020 are projected to be 10.79 billion Albanian Leks or EUR 77 million, thus resulting in a financing gap of around 28% of the total funding.

In order to cover the needs of strategy implementation, the government allocated internal financial resources in the framework of the Medium Term Budget Program. Despite the allocated funds, the projected financing amount still remained significant.

To this end, the revision of the financial plan for implementation of the strategy aimed at reducing the cost of some activities and identifying the remaining financial gap of the strategy was conducted with the assistance of SIGMA upon the request of the Integrated Policy Management Group for Good Governance and Public Administration. Costs revision led to a significant reduction of the financial insufficiency. Some institutions like DoPA completed the implementation of a variety of activities with their administrative capacities, thus ensuring in this was a reduction of the additional costs of its implementation and, consequently, a relative reduction of the financial gap. Coverage of financing needs will remain an issue that will be an important priority in 2016.

Timely finding of financial resources will be a prerequisite for the successful achievement of the activities, which are foreseen under the strategy, in order to ensure the timely accomplishment of 22, or 42% of all planned activities and 35 outputs or 44% of the total, which is provided for in the action plan.

Another challenge, which the implementation of activities faced in a number of sectors, is the lack of human resources, especially in some important units dealing with the coordination of the monitoring of operational and strategic programs.

Finally, even though there have been positive efforts, capabilities and experience in terms of monitoring of the strategy itself remain a challenge that should be addressed from the point of view of collecting statistical data for some areas and the implementation of the monitoring processed in a disciplined and systematic manner.