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departamenti
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Administratës Publike

**CROSSCUTTING
PUBLIC ADMINISTRATION REFORM STRATEGY
2015 - 2020**

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List of abbreviations

ADISA	Albanian Agency for Integrated Service Delivery
NAIS	National Agency for Information Society
ASPA	School of Public Administration
EU	European Union
HR	Human Resources
DoPA	Department of Public Administration
DPDFA	Department of Programming, Development and Foreign Aid
GDT	General Directorate of Taxation
FAMIS	Foreign Aid Management Information System
SMG	Strategic Management Group
IWG	Inter-ministerial Working Groups
CSOC	Civil Service Oversight Commissioner
CSL	Civil Service Law
MoF	Ministry of Finance
SAA	Stabilization and Association Agreement
MIPA	Minister of State for Innovation and Public Administration
MSLA	Minister of State for Local Affairs
PACA	Project Against Corruption in Albania
NGOs	Non-Profit Organization
MTBP	Medium Term Budget Program
NLC	National Licensing Center
NRC	National Registration Center
PAR	Public Administration Reform
NSDI	National Strategy for Development and Integration
CCPARS	Cutting Strategy for Public Administration Reform
GFIS	Government Financial Information System
HRMIS	Human Resource Management Information System
IPSIS	Integrated Planning System Information System
IPS	Integrated Planning System
ICT	Information and Communication Technology
TNA	Training Needs Assessment

I. CURRENT SITUATION

1.1 OVERVIEW

Public administration reform in Albania is a necessary and continuous process, which is closely associated with the process of integration into the European Union (EU). Public administration reform has been continuously among the priorities of the Albanian government as a key instrument for improving the quality of services provided to citizens and businesses, and as a condition for the country's integration processes. With the entry into force of the Stabilization and Association Agreement (SAA) in 2009 Albania has focused on the development and implementation of transparent and impartial procedures for recruitment, human resources management, career development in the public service, continued training, promotion of ethics in public administration as well as e-governance¹.

Obtaining of the candidate status in June 24, 2014 marks an important step forward in the European integration process, which requires a professional administration and human and material resources to enable the implementation of national policies and objectives, which have been undertaken in the context of fulfillment of obligations in this regard. The Cross-cutting Public Administration Reform Strategy will provide a general framework for the reform of the Public Administration for the period 2015-2020. The strategy will serve as a strategic document, which has been drawn up following the previous documents approved by the Albanian government regarding the reform of the administration and fulfillment of the obligations of EU integration.

The Albanian government approved in September 2009 the Cross-Cutting Public Administration Reform Strategy 2009-2013², which aimed at building and strengthening the overall administrative capacity in Albania, through modernization of the Albanian public administration and strengthening of the key institutions. The same priorities were included also in the European Partnership document³, in the National Strategy for Development and Integration 2007-2013, and in the National Plan of the Albanian Government for the Implementation of the Stabilization and Association Agreement.

The Cross-Cutting Public Administration Reform Strategy 2009 - 2013 focused only on the civil service, while leaving out of its scope other issues related to the control over the administration, transparency of decision-making, public information, etc. The new strategy 2015-2020 will aim at and focus not only on the civil service, but also on other important elements to address the need to improve the services provided to citizens and businesses, to increase transparency and accountability or issues such as governance innovation, priorities which have been set forth also in the Government's political program of 2013-2017.

To define the pillars where this strategy is based, documents of international organizations are also used in addition to internal analysis conducted by the Department of Public Administration (DoPA) and the analysis of the reports of the institutions involved in this area. Thus, based on an analysis of

¹ Article 111 of SAA

² Decision of the Council of Ministers no. 1017, dated 18 September 2009, "On the approval of the Crosscutting of Public Administration Reform Strategy".

³ 2008/210/EC: *Council Decision of 18 February 2008 on the principles, priorities and conditions contained in the European Partnership with Albania and repealing Decision 2006/54/EC*, Official Journal L 080 , 19/03/2008 pg. 0001 – 0017. See: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2008:080:0001:01:EN:HTML>

the latest Progress Report of the European Commission for Albania (2013 and 2014), several issues, which are still unresolved, or issues which need further improvement, are highlighted, such as the following: the need for adoption of the new law on the administrative procedures; strengthening the role of the Department of Public Administration, its effective coordination with other institutions, the implementation of its decisions, as well as the enforcement of court decisions; making of the Human Resource Management Information System (HRMIS) fully operational and its expansion in addition to its connection to the Treasury System; weak analytical capacity and high turnover of staff in ministries, along with insufficient transparency and lack of consultation in most cases with the interested parties that continue to obstruct the process of legislation drafting; the need to improve the regulatory impact assessment and the implementation in addition to implementation and monitoring of adopted legislation.⁴

Proper implementation of the Civil Service Legislation and its monitoring is now crucial. The key elements, which are identified, include the proper functioning and independence of the Civil Service Commissioner (CSOC) in addition to transparent practices based on meritocracy, especially in the recruitments in the public administration. Building a full and comprehensive monitoring mechanism is essential. The relevant legislation and court decisions must be fully enforced and respected. The new Minister of State for Innovation and Public Administration will have the necessary tools and human resources to fulfill the tasks of policy coordination.⁵

In 2013, SIGMA published a document, which identifies as priorities for public administration reform by 2020⁶ the following points: capacity building to draft policies and legislation in order to draw up and implement policies, which are effective and in compliance with the *acquis*; efficient and effective institutions; professional civil service, which ensures the legitimacy and predictability of the administration, the independence and impartiality of the acts, which helps to harmonize legislation with the *acquis* and its implementation; the establishment of adequate setups for the implementation of administrative procedures, and appropriate setups that ensure administrative and political accountability of the administration.

Another important document, SEE Strategy 2020 (of the Eastern European countries)⁷, sets out “*governance for development*” as one of the pillars of economic and political cooperation of these countries through capacity building of public administration to strengthen the rule of law and reduce corruption, to create a friendly environment for the business and to provide services necessary for economic development.

The latest report of the World Bank⁸ stresses that the Cross-cutting Public Administration Reform Strategy (CPARS) for 2009-2013 failed to cover many issues related to effective public administration. Different components of the Cross-cutting Public Administration Reform Strategy were distributed to other strategies. Fragmentation is one of the reasons why this strategy was mainly related to human resource management. Improving service delivery and enhancement of the accountability of public officials will be considered in parallel with the capacity building of public

⁴ Progress Report 2013 of the European Commission for Albania

⁵ Progress Report 2014 of the European Commission for Albania, pg. 9

⁶ The document may be found at: http://www.sigmaxweb.org/publications/Albania_Priorities_2013.pdf

⁷ <http://www.rcc.int/files/user/docs/reports/SEE2020-Strategy.pdf>

⁸ World Bank Report no. 82013-AL, Albania Public Finance Review, May 2014

administration. The new Cross-cutting Public Administration Reform Strategy 2015-2020 is more extensive and is built on four fundamental elements: 1- Improvement of the delivery of services to citizens; 2- Enhancement of the accountability of public officials; 3 - More delegation of decision-making; 4- Promotion of professionalism in the civil service and meritocracy in recruitment.

Important steps, which can be summarized as follows, were taken during 2013 - 2014 towards the consolidation of the functioning of an efficient institutional network, as well as towards a stable and professional administration:

- Completion of legal reform in the civil service through the adoption of the new law 152/2013 "On the civil servant" and bylaws in its implementation, as one of the steps required for obtaining the status of candidate country;
- Start implementing the massive civil service recruitments, under Law 152/2013, which provide a high degree of objectivity and eliminate the influence of institutions on the staff recruitment;
- Building of an *online* application system for the candidates for vacancies and electronic management of application files by increasing the transparency of the process and reducing costs for the applicants;
- Strengthen control over public administration by reforming the judicial system and start the functioning of the administrative court;
- Creation of a general legal framework for the organization and functioning of public administration by setting standards for its establishment and operation, as well as the typologies of executive government institutions in addition to setting standards related to the establishment of setups and organization charts.
- Drawing up and approval by the Council of Ministers of the draft law "On the Administrative Procedure Code";
- Establishment of one-stop-shops for service delivery, as well as the use of information technology has expanded to increase the speed of delivery, to store the data and to ensure transparency.
- Conversion of the Human Resource Management Information System (HRMIS); preparation of the legal framework, which is required to expand and make the system operational in all the institutions of public administration, as well as testing the implementation of this system in 17 line ministries. In addition, work is ongoing for a new improved version of HRMIS in order to turn this system into a modern and powerful means of the management of the human resource procedures for all public administration institutions in Albania.

However, public administration faces major challenges in key sectors when discharging its own duties, which relate to sustainability and depoliticization, establishment of effective control mechanisms, strict implementation of the civil servant law and implementation of transparent recruitment procedures, enhancement of the quality of services delivered to citizens, fight against corruption and the use of information technology in service delivery.

1.2 CURRENT SITUATION BY AREAS AND CHALLENGES

Proper implementation of the legal framework for public administration during 2009-2013 turned out to be problematic in general in terms of the lack of transparency and accountability regarding appointments and the politicization of public administration. Recruitment to the civil service based on temporary contracts by failing to comply with the procedures set forth in the Civil Servant Law was relatively high (averaging over 20%)⁹ in the above period. Most of the staff hired on temporary contracts was appointed through competitions, which were organized in a fake manner, because these employees had already been employed¹⁰. In addition, there was a high percentage of staff replacement due to politicization of recruitment practices. These practices reduced the overall capacity of the public administration, therefore undermining in this way the procedures and principles of civil service law.

To highlight the challenges of public administration and issues that the new strategy will address, self-assessment instrument was prepared and distributed for a number of institutions of public administration¹¹. The instrument for each area and sub-area defined the assessment that had to be made for the current situation according to an evaluation range from 1 to 5, where 1 was considered the weakest scoring, while 5 as the maximum scoring. Based on this instrument, the institutions involved presented an evaluation of the state of play for each area by identifying and defining some of the challenges that must be taken into consideration and addressed by the new strategy in order to further improve these areas. The findings of this self-assessment instrument were discussed with the involved institutions in a 2-day seminar together with SIGMA experts, who have assisted with drafting of this strategy. The following represents a summary of the findings coming out of this instrument.

Evaluated areas		Scores (From 1 up 5)
a	Polycymaking: Central Government and Coordination Structures	3.6
b	Polycymaking: Development of Policies and Quality of Legislation	3.4
c	Public Administration Organization: Organization of State Administration	2.6
ç	Civil Service: Human Resource Management in Public Administration	2.9
d	Administrative Procedures and Oversight – Inspections and Controls: Administrative Decisions, Checks and Balances;	3.8
dh	Public Administration Reform: Management and Coordination	3.7
e	Inovative Governance as a horizontal approach across all areas	2.8

Based on these findings and identified challenges, the objectives and priorities of this strategy have been drafted by focusing on the following areas:

- a) Polycymaking and the Quality of Legislation;
- b) Organization and Functioning of Public Administration;
- c) Civil Service: Human Resource Management;
- d) Administrative Procedures and Oversight.

Innovative Governance will be addressed as a horizontal objective, which affects all the priorities set by the Albanian government, in order to efficiently provide services to the public by a

⁹ The data are reported in Public Finance Review 2014 by the World Bank (pg. 62), according to data obtained from DoPA.

¹⁰ Annual Report 2011 of the Civil Service Commission

¹¹ Department of Public Administration; Ministry of Justice; Ministry of Finance; Ministry of European Integration; Department of Development Programming, Financing and Foreign Aid at the Council of Ministers, Albanian School of Public Administration (ASPA), the State Supreme Audit, the Ombudsman, Advisor to Prime Minister on Public Law.

professional and well-organized administration. This strategy will be one of the instruments to address and measure the achievement of this major objective of the government.

Findings, which came out for each of the areas mentioned above, part of the self-assessment instrument, were analyzed, summarized and presented in a Policy Paper on the Public Administration Reform Strategy, which served as the basis for the Cross-cutting Public Administration Reform Strategy 2015-2020. Below is an overview of the current situation and challenges for each of the pillars of this strategy.

A. Policy-making and the quality of legislation

Current situation:

Drafting of policies and strategies is based on the Integrated Planning System (IPS). The Integrated Planning System is the key national decision-making system for determining the strategic directions and allocation of resources (World Bank refers to the Albanian Integrated Planning System as one of the best practices in the region). The main goal of the Integrated Planning System is to draft a strategic, integrated, structural and responsible plan for Albania, including here also the harmonization and adapting of the existing planning and monitoring systems within the new system and the reorganization of structures under the new system. The aim of the Integrated Planning System is to avoid drafting of *ad hoc* policies and strategies, to avoid overlapping between them and ensure compliance with financial planning processes.

The Integrated Planning System institutional framework is further consolidated with the restructuring of the Office of the Prime Minister and capacity building in regard to strategic monitoring and planning in this office through the establishment of the Development Programs and Strategic Planning Coordination Unit, establishment of the Foreign Funding and Aid Unit, establishment of the Legislation and Programs Monitoring Unit and the Priorities Implementation Unit.

Information systems are being set up for various components of the IPS. The Medium Term Budget Program (MTBB) has been in place since 2007 for all line ministries, while the Government Financial Management Information System (GFMIS), and Foreign Aid Management Information System (FAMIS) and Integrated Planning System Information System (IPSIS) will be established.

The Strategic Management Group (SMG), which is chaired by the Minister and coordinated by the Secretary General, operates in each ministry, has been established in each ministry since 2006. This group, as the core basis for the policy management of line ministries will review issues related to strategy, budget, donor funds and IPA. The functioning of these groups is confined only to the drafting of the strategies, whereas these groups then do not perform the strategies monitoring. Inter-Ministerial Working Groups (IWGs) are set up at the political level and technical level (coordinated by the ministry leading the process) in the frame of the process of drafting cross-cutting strategies. Under the EU approach in regard to the programming of IPA 2014-2020, a sector approach is being followed in terms of planning the policies, programs and foreign investments. Currently 3 Integrated Policy Management Groups are being piloted (water, competitiveness and direct foreign investment, employment, training and social policy), as inter-ministerial structures for drafting, implementing and monitoring policies and coordination with donors.

Although there are efforts to improve the analysis, planning measures and their accomplishment in terms of the legislative process and the quality of legislation, there may be noticed a fragmentation of the process, which leads to taking measures, which are not so consolidated, coherent and resistant in terms of time. In general, the process of drafting the legislation has been coupled with

insufficient transparency and lack of consultation with stakeholders. In 2014 a law was passed about public consultation of policy and legislative acts in addition to the new law on the right of information, for which the necessary measures have to be taken for full and qualitative implementation. Proper *ex ante* and *ex post* assessments of the consequences of legislation were made in few cases, while consolidated publication of legal acts is missing in the country. Model obligations just like the one set forth in the tax legislation for the GDT¹² will extend to other acts.

Currently, work has begun on Legislative Reform, for which two working groups were established, the Group at strategic level and the group at technical level in order to make an inventory of legislation, to carry out an analysis of structures that deal with the drafting of legislation and its approximation and to determine the criteria employment clear for those who are going to deal with lawmaking, etc.

The process of transposing EU *acquis* in the domestic legal framework, although it has continuously been supported with funds and technical assistance from EU, capacities still need to be consolidated and built, especially in the perspective of the opening of negotiations for the accession of Albania into EU.

Challenges:

Consolidation of the framework of the Integrated Planning System still remains a challenge. Restructuring of the Office of the Prime Minister and other changes of the components of the system (public investment management) have also led to changes of the mechanisms relating to the well-functioning of the system, something which has often brought confusion and overlapping of the roles and functions of structures. Moreover, it is necessary to consolidate the capacities of new structures in terms of the operation of all the mechanisms system as a whole. Enhancement of the efficiency of the system needs to be addressed through its consolidation.

Establishment of information systems for the IPS components requires a clear implementation of the core business processes concerning policy planning, budgeting and investment. On the other hand, the capacity building of the institutions involved is essential.

Capacity building of stakeholders involved in the drafting and monitoring of strategies, but also the legislation, as the main instrument for the implementation of strategies, remains a challenge for the future. The central units, which are established in the Office of the Prime Minister, will be strengthened while they will refine their working procedures.

Capacity building and functioning of Strategic Management Groups, as the coordinating structures within each ministry, is one of the challenges that require attention in the future. Poor quality of strategic and budget documents in some cases has been a reflection of insufficient capacity of the Strategic Management Groups. Generally, capacity building of line ministries in regard to drafting and monitoring the policies, strategies, action plans and legislation is necessary.

Inter-Ministerial coordination (IWGs as an inter-ministerial structure) remains still a challenge to be addressed. Inter-Ministerial Working Groups (IWGs) have faced great difficulties in terms of their operation, collection of contributions, preparation of quality materials and coordination in general. This has led to delays in terms of drafting the cross-cutting strategies, or it has led to drafting of poor documents.

¹² The law obliges the DPP to publish on official website the latest and the consolidated version of the act.

Special attention will be paid to the definition of terms of office and functional job descriptions of specific organizational units within each ministry, related to the drafting of strategies, monitoring of action plans and drafting of a quality legislation, which is aligned with the *acquis*. All this will be accompanied by capacity building of civil servants employed in these directorates/organizational units.

Besides the stakeholders involved, it is necessary **to improve and refine a set of work processes** related to policymaking and legislation. It is necessary to consolidate the process of monitoring the performance of sector/crosscutting strategies in the frame of improving the functioning and implementation of integrated planning in order to ensure a stronger link between policies and budget.

Broad discussion of sector/crosscutting strategies, policies and legislation with civil society, parliament and donors to develop comprehensive and transparent policies is a challenge. All crosscutting policies and strategies, as well as laws and bylaws will be consulted widely with all stakeholders and civil society through the public web sites of the respective institutions.

Policy impact or regulatory assessments, *ex ante or ex post*, are analyses that have been missing in the process of policy or legislation drafting. This has led in many cases to frequent amendments of laws. Such analysis will be carried out as much as possible by achieving capacity building of the administration in advance in order to perform such analysis.

Regarding the alignment of legislation with the *acquis*, the aim is to strengthen the inter-institutional cooperation, particularly in the context of inter-institutional working groups, which are established under Order no. 107, dated 28 February 2014, which reorganized the existing Inter-Ministerial Working Groups (IWGs), which have been established for each chapter of the *acquis*.

B. Organization and Functioning of Public Administration

Current situation

Law no. 90/2012, "On the organization and functioning of the state administration" was drafted and approved as a result of the analysis of the legal framework and based on the priorities as set out in Cross-cutting Public Administration Reform Strategy 2009 – 2013. This law sets forth a general framework for the establishment, operation and internal setting up of the institutions of state administration. Bylaws pursuant to this law are adopted by the Council of Ministers.

The way of building the organizational setup of ministries and their subordinate institutions was revised during 2005-2013. Decision of the Council of Ministers no. 893, dated 17 December 2014, which sets out the rules of organization and functioning of supporting cabinets, the rules of the internal organization of the institutions of state administration, as well as detailed procedures for preparation, proposal, consultation and approval of internal organization.

The administrative and territorial reform was adopted during 2014 by making fundamental changes to the architecture of local government units in Albania. Local Government Units will be organized into municipalities, which will have larger and more complex organizational setups, which will be able to face the challenges of economic development and service delivery to the public. They will be organized in the central unit and the internal administrative units. This new setup of local government is envisaged to be applied after the 2015 local elections.

Over recent years there have been significant improvements of service delivery procedures to the public. Special windows of service delivery have been established in several institutions. In some other cases ICT tools are used to improve the quality and increase the speed of service delivery. Yet fragmented ways of providing services still prevail while institutions don't have any setups, which are organized in the form of service windows and, which are supported by internal setups, which process the data.

Challenges

Specific legislation, on the basis of which institutions under the Prime Minister or line ministers are set up and operate, will be reviewed in the future with the goal of aligning them with the their frame law no. 90/2012, while setups will be reviewed and analyzed to see if there is any overlapping of functions between institutions. Job descriptions will be adapted to the classification of job positions after the review and better implementation of the wage philosophy – differentiated salary for differentiated work.

Reviewing of the setup of ministries and subordinate institutions will be guided by the need for the adaptation and adjustment of functions, which are performed by the parent institutions, their subordinated and territorial units. These setups have to be adapted to the new administrative division of the country in order to ensure coverage of all new municipalities with deconcentrated government services.

The new administrative division of the country will be accompanied by massive help for new local units in view of their functional organization. Newly created municipalities are larger and with more administrative branches compared to the previous municipalities. It is necessary to prepare in advance some samples of organizational setups according to the type of municipalities, which will govern the process of functional organization of the new local units. An inventory of functions and services in order to build some functioning alternatives of the local unit with its administrative units will be prepared in parallel by including the use of the concept of “one-stop-shops”, which use the ICT technology for the delivery of administrative services at the local level. A comprehensive training program will be prepared in advance while its implementation will start in the second half of 2015 and extend over a 3-year period to address the issue of missing capacities in those units after the re-organization. An integral performance management and monitoring system of local government will be established.

The Albanian government is moving towards the unification of centers, which will provide services to citizens. Therefore, it is thought to establish a major hub for the delivery of 300 services. The establishment of this hub will be accompanied by structural models of operation and staffing with trained persons who are skillful in terms of delivering to the citizens the required service, despite the fact of which institution is responsible. Additionally, the institutions back-up offices, which will support the process of service delivery, will be adapted. Since the establishment of this hub affects a large number of institutions, the practical implications are considerable.

C. Civil Service: Human Resource Management

Current situation

Law no. 152/2013, as amended, and the bylaws approved in its implementation enable the development of a professional and merit-based civil service. The legislation is comprehensive and defines the setups responsible for managing the civil service. Implementation of the new recruitment procedure has currently started while several sets of questions, which are used in recruitment, have been drafted. Preliminary results are very good and they demonstrate the application of meritocracy in recruitment.

Upon the expansion of the scope of the civil service law, human resource units of the involved institutions have recently started to implement new procedures. Department of Public Administration has served as advisory and monitoring unit for the implementation procedure. The Civil Service Commissioner Office has been established and the Commissioner has been appointed to office whereas the institution is under consolidation.

In order to adapt to the new provisions of the civil service law, the re-designed Human Resource Management Information System (HRMIS) is in the finalization process and it will be tested in the line ministries by the first quarter of 2015. .

The structure of civil service wages has undergone several changes since the entry into force of the new law on civil service. In addition to the classic system enforced in recent years, implementation of a system of horizontal career is anticipated to be put in place through the salary upgrade, based on several criteria. Expanding the scope of the civil service has not affected the wage system, because all public institutions have been using the same wage structure since 2006.

Challenges

New civil service legislation differs significantly from the previous one. The new adopted procedures (recruitment, job description, evaluation of positions, transfer, suspension, evaluation of annual achievements etc.) are very complex and totally new to the institutions involved for the first time in the scope of this legislation. On the other hand, the implementation of this new legislation, began to take place in a very short time after its adoption, something which failed to allow the possibility of proper training for the civil servants who will have to apply it directly (human resource units of institutions), as well as it was not made possible to carry out an evaluation of the current structures in terms of available resources.

Human resource planning, based on the policies and strategies adopted by the government, has been one of the weaknesses observed in the past. It is necessary to create a proper framework for human resources planning, either quantitatively, or in terms of required capacity in order to support the implementation of the strategies and the timely provision of civil servants with the required capacity.

Department of Public Administration has increased the number of staff, although capacity building of staff to strategically lead civil service reform, to play the role of regulator for different processes and to guide institutions in regard to the implementation of the law remains a challenge to be addressed in the future. It is also necessary that the Civil Service Commissioner becomes fully operational as an institution and plays its role in the implementation of civil service reform, particularly in local government institutions, which are outside the oversight influence of the Department of Public Administration.

Depoliticization of civil service remains a constant challenge in Albania. The new law on the civil service is a major step forward and the effects are being observed in practice. However, it is necessary to further improve recruitment system in order to increase the objectivity and transparency. Changing the recruitment procedure in addition to the output improvement, has led to a significant complication of all the steps to be followed by the Department of Public Administration. The number of participants in the process has increased significantly because of the concentration of recruitment while the current application and pre-selection electronic system has shown deficiencies, although it has significantly facilitated the work of the staff. Quadrupling the number of applicants makes it necessary to create databases with prepared questions by categories of competition. Electronic systems will be used in the future to process the tests in order to reduce the time required to evaluate them and to increase the effectiveness of the work of the Department of Public Administration staff.

Despite the simplification under the new legislation, human resources management procedures remain bureaucratic and spend considerable time for HR staff in institutions. Even communication with the Department of Public Administration becomes difficult due to the diversity of procedures and different capacities of HR staff in specific institutions. It is necessary to establish standard formats for certain procedures. These standard procedures may be computerized in a second phase through the application of Human Resource Management Information System and the use of electronic communication between institutions and the Department of Public Administration, where a series of approvals may be provided electronically.

The transparency of the implementation of civil service reform has been one of the most sensitive issues in the past. Regular declaration of true and comprehensive indicators was missing. The Department of Public Administration has a set of indicators, which it publishes in an annual report, but they are not complete. To improve this situation, the set of indicators generated by the Department of Public Administration will be reviewed and their regular publication on the Department of Public Administration website will be ensured by seeing this also in the light of new procedures adopted by the new law.

Bringing into full operation of the Human Resource Management Information System will help in terms of better management of HR, but also in terms of the generation and reporting of indicators. The system is improving, but still not fully functional. The Department of Public Administration staff has built the capacities for its management, although more work is needed to be carried out by the institutions for population with data and continuous updating of the system. Connection to the treasury and electronic generation of payroll are two of the future challenges for HRMIS.

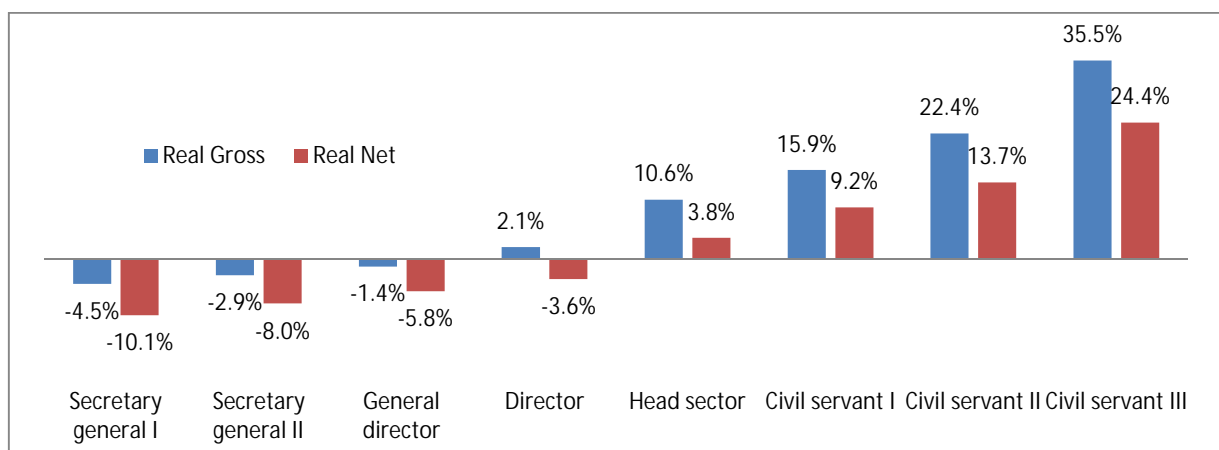
The new law on the civil service has established a career system for the existing civil servants. The Department of Public Administration will build some managerial mechanisms for managing the process and ensuring the implementation of merit in career advancement. In addition to experience and performance appraisal results, it is necessary to establish qualification and training courses to switch from one rank to another. According to the introduction training model, mandatory training courses will be established for career ranks from the Albanian School of Public Administration, followed by accredited tests. Credits will be taken into consideration in the decisions about career promotion.

Transformation of the Training Institute of Public Administration into the Albanian School of Public Administration (ASPA) is a step forward in terms of enhancing the professionalism of civil servants. However, it is necessary to further strengthen the Albanian School of Public Administration and to provide it with the necessary budget to design specific training, which has been identified as a priority in this strategy.

The wage system will be reviewed continuously. This is to enable the implementation of a new methodology for the evaluation of the jobs, but also to differentiate specific positions, based on the content of the job. The Department of Public Administration will create the necessary conditions to start implementing horizontal career in the civil service. To this end, the relevant strategy will be drafted and capacity building of the implementers will be carried out in all institutions.

The new administrative division and establishment of the new setups and capacity building of the public administration at the local level, requires a review of the structure of wages in the local government units, therefore mitigating the major differences between municipalities of similar category and making them more competitive.

In addition, it is necessary to review salary rates, especially for managerial positions. The real salary rate in top managerial positions has been strongly influenced by the policies pursued by the government in the years 2005-2013, when the maximum wage rate versus the minimum wage went from 20.2 to 11.7, while the maximum wage rate versus the average wage went from 7.6 to 4.9. Consequently, top level managerial positions have lost competitiveness with the market, thus having a direct impact on staff motivation and the spread of corrupt practices. The following table illustrates the wage policies pursued by the government in the period 2005-2013 and real wage increase adjusted with the inflation¹³:



D. Administrative Procedures and Oversight

Current situation

¹³ These data haven't taken into account the effect of progressive tax for higher wages. If this effect is also calculated, the real wage increase for the first three categories will be with a greater negative value.

One-stop-shops for providing services were established during 2009 -2013 while the application of information technology expanded in order to reduce the deadlines of service delivery, storage of data and transparency (e.g., the establishment of the National Licensing Center, National Registration Center and the General Inspectorate). Special institutions such as the State Police have launched an initiative to establish one-stop-shops to provide services in all police commissariats of the country, although this is associated with only a slight simplification of the services provided.

Bureaucracy continues to prevail in the daily operations of state administration. The information about where, how and when a public service is provided is often unclear, thus increasing the queues with confused citizens who seek just to take a simple information. While progress has been made over the last decade in terms of reducing corruption, citizens still view corruption and low quality of public services as a significant problem, particularly in health services, police, customs and property registration. Civil servants often abuse with the service delivery deadlines depending on the nature of the service, thus creating room for passive corruption practices. Archaic practices of service delivery, outdated ICT infrastructure and lack of service culture has turned the provision of services into a heavy burden for citizens and into an efficiency gap for the public administration.

To date the services provided hereunder continue to be based on completely (or partially) digitized systems: business registration and licensing, property registration, issuance of passports and identity cards, etc. Additionally, NAIS (National Agency for Information Society) has developed an online platform (e-Albania) that provides several online services while it provides information for many others. However, these are isolated initiatives and actions while their coordination and alignment is viewed as necessary to ensure efficient use of these systems.

In addition, there are also improvements in terms of denationalization of the delivery of some service, therefore granting the right of their delivery also to the regulated private sector (e.g., private court bailiff service). However, use of ICT and innovative services remains fragmented and oriented to a limited number of services.

Although the law, which facilitates electronic circulation of documents between public administration institutions, has been in force since 2010, it is not fully applicable and, for the most part, paper documents continue to be widely used in practice.

Meanwhile, ADISA (Albanian Agency for Integrated Service Delivery) has been established and operating since November 2014. This agency is provided with the necessary staff and it will start its normal operation in 2015.

The legal framework about the control of administrative processes has been improved with the adoption of the Law no. 49/2012 "On the organization and functioning of administrative courts and the adjudication of administrative disputes" while the government has already approved the draft of the new Administrative Procedure Code, which is expected to enter in force in the second half of 2015.

Lately, the new Law no. 119/2014 "On the right to information" was adopted. It turns the Commissioner for Personal Data Protection into the Commissioner for Freedom of Information and

Personal Data Protection and it boosts the guarantees regarding the enforcement of the obligation of public institutions for transparency.

While there are many regulatory and control bodies, there is a reluctance to implement their decisions and, in many cases, there are appeals to the highest instance of the judiciary. The enforcement of court decisions is a key point in regard to the government's intentions, while backlog of decisions over years is considerable.

Challenges

The public receives many services from the administration, but few of them are organized in such a way as to be understandable and accessible by the public. There is still much time spent to get the service and there is considerable bureaucracy, which generates even corrupt practices. A range of services is provided electronically, although their safety and "user friendly" appearance will be continuously improved. Institutions have not yet embedded in their daily activities the aim of continuously simplifying the services and creation of a friendly approach to the public. It is necessary to take an initiative to review the work processes related to service delivery and the amendment of the relevant legal framework.

Provision of modern services to citizens and businesses and the usage of ICT in all areas is one of the major challenges. On the other hand, public records are not uniform and often not related to each other to exchange data electronically so that citizens and businesses may benefit from quick services in terms of time. This leads to the increase of processing costs and to the extension of service delivery deadlines.

There is a significant lack of transparency in the activities and decision-making. Institutions generally provide little information and are not open to transparency. Civil society and interested persons have little access to the activity of the administration, which tends to be hermetic.

Decision-making in institutions is focused on the "top" of the institution, thus unnecessarily burdening the heads of institutions with routine decisions and reducing the accountability of officials at lower levels. For this purpose, it is intended to shift decision - making as close as possible to the position in charge of exercising the function. Furthermore, it is intended to review the operation relations between ministries and their branches and relevant agencies in order to increase the powers based on the standpoint of decision-making, budgeting, financing, etc. Additionally, strengthening the mechanisms of control over the administration and simplifying administrative procedures will require attention in the next 5 years.

II. VISION, POLICY AND POLICY GOALS

2.1. VISION

The new strategy will reflect the main directions of the government program for public administration and of the aforementioned documents of OECD/SIGMA and SEE 2020. The 4-year program of the government has set in the chapter on public administration the following objectives:

- Sustainability and depoliticization of the administration;
- Strict implementation of civil service legislation and implementation of transparent competitions and career advancement;
- Boosting of online services for their modernization and the fight against corruption;
- Enhancement of the quality of services through the use of information technology;
- Enhancement of the accountability of public officials when performing their duties.

The aim of all of these objectives is to establish an environment of development and innovative governance. Based on these documents and the role to be played by the administration in the process of European integration, the vision that will guide the administration's new strategy is as follows:

Vision

“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.”

2.2. POLICIES AND POLICY GOALS

Building of an administration, which is reliable and able to meet the challenges of national development and priorities of EU membership, will continue to be an important priority. This administration will offer innovative governance in terms of the professionalism of its staff, improvement of the policymaking and legislation drafting process, efficient organization setups, and enhancement of civil servants accountability, transparency of activities and in terms of improved services for the public.

The long term aim is to increase the sustainability of public administration through the strict implementation of the procedures as specified in the applicable legal framework, capacity building through in-depth and continuous training of civil servants of the central and local public administration, especially in the field the improvement of managerial and leadership skills.

Regarding the improvement of the policymaking system and the quality of legislation:

- The aim of the policies is to enhance the strategic planning, policy and legislative monitoring, reporting and evaluation system, which transforms the government's priorities into concrete actions;
-

increase transparency to government strategic documents and their monitoring; build the capacity of ministries to draft good policies and legislation in line with the *acquis*. Policies of this sector will also aim at enhancing the efficiency of strategic planning and monitoring the performance of implemented policies; establishment of information systems for the policy planning systems and public finances; capacity building and improvement of horizontal coordination and cooperation between ministries, as well as the line ministries; as well as the establishment of mechanisms to control the effectiveness of legislation.

Regarding the improvement of the way of the organization of public administration:

- The aim of policies is to significantly increase the quality of services provided to the public and faster alignment with the standards and requirements of the EU through the use of innovative tools and one-stop-shops. Policies aimed at improving the way of the functioning and organization of public administration through strengthening the institutional structures.

Regarding the improvement of the Civil Service and Human Resource Management:

- The aim of policies is to build the capacity of institutions in order to implement in a unified manner the new legislation on civil service and to improve human resource management. The aim of policies is also to review of the wage system of the civil service based on realistic evaluation of job positions, the annual performance of civil servants and the outcomes. Additionally, the aim is to enhance transparency and accountability in regard to the implementation of civil service reform across all levels of decision-making. The aim in terms of building and improving the capacity will be to establish compulsory qualification and training levels as a condition for promotion and advancement of civil servants in the career steps. The policy of maintaining and promoting the gender equality will be at the center of the reforms that will be undertaken during all the processes.

Regarding the improvement of the administrative procedures and oversight:

- The priority is to review the procedures for the provision of services to the public and their simplification, including, where possible, ICT solutions, as well as taking into account the implementation of the new Administrative Procedures Code. The policy also aims at enhancing 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 to avoid overburdening of the "head of the institution" with operational decisions.

The whole process of implementation of the Strategy will be carried out in close compliance and by keeping in mind two important principles: promoting gender equality and providing an environment, which is stable in all its elements. This will be achieved not only in the context of policy-making, but a special attention will be paid to the implementation of these two important principles throughout the process of implementing the Strategy.

III. POLICY OBJECTIVES AND MAJOR OUTPUTS

PAR Strategy is part of the strategic framework, which has been drafted by the Government and, which covers all areas of governance. Other strategies, which are in the drafting or adoption process, have been taken into consideration when defining its scope of action. Activities, which are mainly related and interdependent with other strategies, are not mentioned to avoid duplication with these strategies.

One of the objectives, which is included in the PAR Strategy and, which is interrelated with the government's Anti-Corruption Strategy, is the issue of increasing the accountability of public officials when performing their functions. The same approach is used for innovation and technology, because the government has drafted the "Digital Albania" Strategy. PAR Strategy has addressed only the part that relates to the improvement of provided services and innovation in the work of administration.

Implementation of the Strategy will be conducted in two phases:

During the first phase, which coincides with the activities set out in the action plan of 2015 - 2017 (medium-term objectives), efforts will focus on improving the legal framework and procedures for the drafting of policies, strategies, action plans and legislation, as well as on building the capacity involved in these processes, including monitoring. Furthermore, the focus will be set on the institutional structural reform and improvement of services offered to citizens and businesses through ICT tools, implementation of new civil service legislation and building institutional capacities responsible for its implementation and completion and fully setting into operation of the human resources electronic database of public administration, in order to improve the approximation of the civil service system to European standards. The activities of the Action Plan for this stage are more detailed even with concrete qualitative and quantitative indicators.

The second phase covers the period 2018 - 2020 (long-term objectives) and aims at consolidating the achievements of the first phase of implementing the strategy. It will be based on an assessment of the implementation of the objectives of the previous period and reassessment of priorities and it will include new activities in key areas of administrative reform, such as improvements in areas where progress has not been sufficient in terms of meeting these requirements and the implementation of domestic legislation, which is aligned with the *acquis*. Objectives and indicators for this period are envisaged in a general manner.

Based on the defined fields, the objectives and activities, which are set out to be achieved and performed, are presented as follows.

3.1. Policymaking and quality of legislation

The aim of the policy goal in this area is to have policymaking, legislation drafting, monitoring and evaluation systems, which are clearly defined and regulated, linked with government priorities and budget planning in order to enhance efficiency by enabling the government to have analysis based

policies, drafting of qualitative policies and legislation and approximation of legislation to the *acquis*.

The following objectives and activities as listed for each goal will serve to achieve this goal.

Objective 1 - Improved planning and coordination policies to draft government strategic documents, which turn priorities into concrete actions.

This objective will be achieved through the following activities:

- 1.1. *Evaluation of the current situation and regulatory framework for drafting strategic documents (sector and cross-cutting strategies, etc.), in addition to capacities of stakeholders involved in the process (Central Units of the Office of the Prime Minister and the units of central institutions).*

According to SIGMA Assessment of 2014, it is needed to review the regulatory framework in terms of drafting policies and strategies. The aim of reviewing the Order on drafting sector and cross-cutting strategies, as well as taking into consideration of the planning and coordination process, is to strengthen the planning process when drafting sector and cross-cutting strategies. This will avoid fragmentation and it will provide an effective regulation of the overall strategic framework.

- 1.2. *Drafting of regulatory framework to draw up sector and crosscutting strategies and sector strategic documents 2015-2020, in the frame of the National Strategy for Development and Integration 2015-2020.*

Evaluation of situation will be followed by the drafting of the regulatory framework for drafting sector and cross-cutting strategies by clearly defining the process and roles of all stakeholders involved. The aim is to carry out a mid-term review of the NSDI in 2017 in order to identify progress that has been made and newly emerging challenges. This review will be reflected in other strategic documents deriving from the NSDI. Moreover, the methodology of identifying needs and the type of strategic planning documents, which will be drafted by various institutions (strategy, cross-cutting documents, action plans, integrated plans, etc.), will be determined.

- 1.3. *Capacity building of the Department of Programming, Development, Financing and Foreign Aid in regard to strategic planning and public policy planning based on the realized training needs assessment.*

Capacity building of the Central Unit in terms of coordinating the drafting and monitoring of strategies and policies is a matter of paramount importance for the success of the whole process. Increasing the number of staff will be followed by capacity building in order to perform the tasks as allocated by the functional job descriptions.

- 1.4. *Capacity building of central institutions, after assessing the needs in relation to strategic planning and public policy planning (as well as the use of IPSIS).*

Human resource capacities in the central institutions were not at the right level during the previous cycle of the National Strategy for Development and Integration, therefore affecting the overall quality of drafted documents, and the monitoring and evaluation of achievements.

Their improvement will have an impact on the enhancement of the effectiveness at this stage and the identification of priority policies versus the common ones in ministries.

1.5. Establishing of the Government Financial Information System and capacity building for financial control management.

The aim of this system is to improve planning and reporting of budget expenditures associated with the policies, which are drafted by the central institutions.

1.6. Capacity building of the central administration in relation to drafting the MTBP (Medium Term Budget Plan).

Each strategy is based on the budget plan and estimated costs to achieve the objectives. The Medium Term Budget Plan is the main framework of the budget planning and the indicator of funding, which the government allocates for specific areas. However, in many cases the activities of strategies and policies have failed to have the budget support of the Medium Term Budget Plan, whereas plans had failed to be realistic. Capacity building in terms of drafting the Medium Term Budget Plan and its connection with the policies will lead to the improvement of the strategic documents in general.

1.7. Capacity building of line ministries in terms of drafting policies, strategies, action plans and development programs.

Drafting of strategic documents, action plans, the definition of indicators and drafting of monitoring reports have been one of the weaknesses identified in recent years. It is necessary to significantly improve the capabilities of policy-making departments in ministries and other central institutions in these processes.

1.8. Capacity building and better functioning of the Strategic Management Group as coordination structure within each ministry.

Coordination of strategic planning, drafting of strategies and their monitoring will be improved for the next cycle of the National Strategy for Development and Integration. Strategic Management Groups have a key role in the process. The capacities of the Strategic Management Groups will be improved while the overall coordination process within each ministerial portfolio will to be clearly defined and improved as such. The role of the Strategic Management Groups members will be clearly defined.

Besides capacity building at the ministry level, the aim will also be to build and strengthen the capacities of crosscutting structures to better manage horizontal strategies, which include more than one institution.

Objective 2: Transparent and all-inclusive system of drafting laws, which is based on the policies and, which ensures alignment with the acquis.

This objective will be achieved through the following activities:

2.1. Evaluation of situation regarding the current challenges of the legislative drafting system:

The process of drafting the legislation has suffered from issues related to the process, but also from problems associated with the capacity of officials involved in drafting the laws. This is

true also for the process of approximation of legislation to the *acquis*. Progress reports of the European Union about Albania have continuously addressed this issue by highlighting the need for the improvement of the process¹⁴. Evaluation of the situation will identify areas where there is needed to intervene and steps of the process that will be improved.

2.2. *The adoption of the normative regulatory framework for drafting the laws in view of strengthening the facilitating framework in the legislative drafting process.*

It is necessary to revise and improve the existing manual of legislative technique according to the latest practices and best examples by adding the parts, which relate to the procedure of drafting legal acts. This document will be brought to the level of the Decision of the Council of Ministers in order to make it applicable in practice. It will reflect the legal requirements in terms of consultation with the public and stakeholders; establishment of an organic link between strategic documents and regulatory acts; setting the obligation of drafting policy papers before the drafting of legal acts, the role of different directorates within the institution initiating the legal act (relations and cooperation between the content directorates and legal directorate as a supporting directorate, etc. In addition, the criteria when a normative act will be passed and adopted as a package will be defined along with the bylaws in order to start its implementation immediately.

2.3. *Systematic use of the evaluation of corruptive opportunities of legislation (Corruption proofing)*

Opportunities for corruption are often enabled since when drafting the laws or bylaws. Forecasting of complex procedures for obtaining a service, forecasting of overlapping responsibilities and roles, forecasting of long and unreasonable term, etc., are just some examples of how laws or bylaws may result in corruption in different sectors of government. Under these conditions, it is fundamental for the fight against corruption that all public institutions, which draft laws and bylaws, adopt and use a methodology to examine corruption opportunities (Corruption proofing of Legislation).

Just like risk analysis, examination of corruption opportunities (Corruption proofing of Legislation) is a novelty for the Albanian public administration. Being aware of the potential of this approach in the fight against corruption, the government has chosen to turn its systematic use into a key objective of the Cross-cutting Anticorruption Strategy 2015 - 2020:

- Including the Corruption Proofing Manual as drafted by PACA (Project Against Corruption in Albania) in the revised manual on legislation drafting.

2.4 *Supplementing with bylaws and ensuring the implementation of the Law on public notification and consultation:*

¹⁴ The 2013 Progress Report states explicitly that: “...*Weak analytical capacity and high turnover of staff in ministries, along with insufficient transparency and consultation with interested parties continue to obstruct the legislative drafting process. Regulatory impact assessment should be improved in addition to the implementation and monitoring of adopted legislation*”

Approval of the draft law at the end of 2014 will be accompanied by secondary legislation to ensure its implementation. Moreover, the intention is to create a platform to enable the electronic consultation and the establishment of a database of stakeholders and standard procedures, which have to be followed by each institution for the consultation of strategic documents and legislation. All these will be accompanied by information campaigns and capacity building for civil servants who will be charged with carrying out this procedure in the respective institution.

2.5 Improvement of procedure for conducting expected impact assessments and evaluations of the compliance with the Acquis, as well as linking the regulatory acts with the policies in the country:

Expected impact analyses (ex ante) are a general weakness of public administration. Even when performed, their quality was good only in a few cases. Furthermore, all the possible consequences and interfacing with other legal acts were not taken into account when drafting legislation. This has led to frequent amendments of legislation, or generation of undesirable effects. It is necessary to clearly define the obligations of carrying out the ex ante analysis of drafting legislation relating to the expected effects, including the evaluation of compliance with the acquis. Special forms may be drafted to unify the analyses.

2.6 Capacity building of units dealing with drafting legislation and central monitoring units:

Drafting of the Decision of the Council of Ministers on the procedure of drafting the legal acts and the legislative technique with training programs for staff involved in the process (respectively, the content directorates for the manuals of the process of legislation drafting and alignment, whereas the legal directorates for the manual of legislative technique). Job descriptions of content directorates may be revised to better reflect this role. Capacity building will focus particularly on two central units linked with the drafting of legislation - Ministry of Justice and the Office of the Prime Minister, due to the regulatory role that the latter have for all lawmaking process in the country.

2.7 Enhancement of the legislation publication transparency:

The system of official publication of laws will be reformed to enable publication of consolidated acts with legal value and easier searches of legal acts in the official version. Additionally, the practice of the publication of regulatory acts on websites of the institutions will be refined with a view to continuously update them and to ensure the publication of their latest versions.

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.

To achieve this objective, cooperation will be enhanced with the State Audit Institution taking into consideration the legal commitment that this institution has in terms of contributing to the implementation of reforms in the country through audit work outputs, independent reviews and assessments relating to matters that may occur in the future.

This objective will be achieved through the following activities:

3.1. Evaluation of the current situation regarding the monitoring and evaluation system used by the government, including the institution in charge of these functions, human resources available and the needs for capacity building, the methodology used and the regulatory framework in force:

The existing monitoring and evaluation system, either for strategic documents, or for legislation, which is drafted or, which has to be drafted, will be improved, because today drafting of policies and legislation purely based on well-functioning systems is missing. Before performing interventions and modifications to the system and to the existing methodologies a full evaluation of the state of play will be carried out to ensure a stable and efficient system.

Currently there is a performance monitoring system of the sector/crosscutting strategies, which needs to be reviewed in order to consolidate it. This system will also rely on IPSIS (Information System of Integrated Planning System) in order to increase the efficiency of the implementation of outcome-oriented policies.

3.2. Building and strengthening monitoring and evaluation system of the Albanian Government, through the reformation of the regulatory framework in force, functional review of units responsible for monitoring and evaluation in central institutions and capacity building of staff in these institutions, but also in the central monitoring units in the Office of the Prime Minister by establishing an efficient monitoring and evaluation network:

Evaluation of situation will be followed by the review of the regulatory framework for the incorporation of monitoring and evaluation in the administrative practice of all central institutions. Reviewing of the functions and resources of the units assigned with these functions will be carried out in coordination with the same activities, which are envisaged for objectives 1 and 2 of this strategy. A special training program, which will be attended by all civil servants involved, will be drafted for capacity building purposes.

3.3. Drafting of the monitoring and evaluation methodology:

These methodologies will enable the implementation of the functions of monitoring and evaluation units in an efficient and unified manner in all institutions. The evaluation methodology will be based on the drafting of the impact analysis and it will be written and implemented in coordination with similar activities, which are envisaged for objectives 1 and 2 of this strategy.

3.4. Using of the electronic monitoring systems by the government institutions:

These systems include the monitoring system of the application of government programs, monitoring system of information flow/correspondence between government institutions, the monitoring system of legislation drafting. All these will be integrated into a system called "The monitoring tower".

In addition, the Integrated Planning System Information System (IPSIS), the Foreign Aid Management Information System (FAMIS) and the Government Financial Information System (GFIS) will be established and strengthened as part of the policies monitoring mechanism.

3.2. Organization and functioning of public administration

The aim of the policy goals in this area is to establish efficient and accountable public administration structures and reduce corruption.

The following objectives and activities as listed for each objective will serve to achieve this goal.

Objective 4: Strengthening the structures of public administration in order to improve service delivery to the public.

This objective will be achieved through the following activities:

4.1. Conducting of a study to review the legal framework and the functions and internal organization of the institutions of administration at central and local level:

Intervention in structures and functions of subordinate institutions and branches of the ministry will be performed after analyzing the situation and the factors that influence their activity in the future. In this frame, it is expected to analyze the functions currently performed by each institution, their positioning in the relevant line ministry, elimination of overlaps and internal organization of resources, compared with the standards in force. The study will be followed by the drafting of a manual of procedures and establishment of a documentation management system in accordance with the approved processes.

Another area of study relates to the reinstatement of subordinate institutions and branches of ministries in the territory in accordance with the new administrative and territorial division of the country.

4.2. Conducting of legal interventions in the constitutive acts of subordinate institutions and branches of ministries, review the organizational setups and job descriptions and location of new headquarters according to the territorial units:

The evaluation study will be followed by a review of the legal framework, the functional review of institutions and adapting to the new territorial division.

4.3. Support for the organization and operation of new administrative units of the country and capacity building regarding implementation:

The establishment of new larger municipalities and their administrative units distributed in the territory will be accompanied by support from the central administration regarding the drafting of a list of functions and services that the local units perform and their distribution patterns in the central municipality and administrative units; there is needed to draft several models of structural organization of municipalities according to their size and models of jobs classification; there is needed to draft a comprehensive training program to support the staff in these new units to ensure a transition, which is as easy as possible..

Objective 5: Improved, accessible and integrated public services by reducing the corruption opportunities and strengthening of ethics when delivering public services.

This objective will be achieved through the following activities:

5.1. *Establishment of Center for the Integrated Delivery of Public Services:*

The establishment in Tirana of a center to provide over 300 services is foreseen in the mid-term prospect under the one-stop-shop model and in one location. ADISA will be the administering institution. Establishment of the center will be associated with the adoption of organizational structure, drafting of job descriptions, staff recruitment and intensive training for capacity building in regard to its proper functioning.

5.2. *Division of the management of service windows for the public from the offices of processing the applications as submitted by citizens for services (supporting organizational units - back office) in all central institutions.*

ADISA will continue to be the responsible institution for setting and guaranteeing the defined standards regarding public services delivery, therefore becoming the administrator of the interfacing of the public for delivering of services by the central institutions. This separates the contact between the citizen and the officials who remain responsible for the service delivery. Organization of the work of the front desk workers and the functioning of the windows will be built on the basis of a model in compliance with the customer service standards and performance monitoring. It will be based on the clarification of efficient works processes when discharging the respective functions by the central institutions in service of citizens according to the activities of pillar 4 of this strategy. Adoption of the relevant structures and staff of the service windows for the public will be accompanied by intensive training in relation to capacity building and to improve communication and ethics when dealing with citizens.

5.3. *Establishment of “one-stop-shops” for delivering administrative services at local level*

All the administrative units, which are part of 61 new municipalities, will operate under the "one-stop-shop" model. 80 administrative services, which will be provided in these one-stop-shops through the use of information technology, have been identified. All one-stop-shops will be operational by 2017 in 61 municipalities, including their supply with hardware and software structures, defining the protocols of processing services practices, staff training, improvement of communication and ethics in dealing with the citizens.

3.3. Civil Service: Human Resource Management

The policy goal in this area is to develop a professional, impartial, independent and merit based civil service.

The following objectives and activities as listed for each objective will serve to achieve this goal.

Objective 6: Improved capacities for the implementation of civil service legislation and facilitated enforcement procedures.

This objective will be achieved through the following activities:

6.1. *Evaluation of human resource capacities in charge of implementing the Civil Service Law in the newly incorporated institutions and capacity building to implement uniform procedures:*

The analysis will include the quantitative side, as well as the knowledge of existing staff. Based on the findings, recommendations for structural changes will be implemented and special training programs for employees will be implemented by the Albanian School of Public Administration, based on the drafted training needs assessment.

6.2. Capacity building for planning of human resources in public administration institutions:

In general, human resource planning, based on strategies and policies, is a missing procedure in public administration institutions. Drafting of strategies is not combined with proper assessment and planning of necessary capacities. The Department of Public Administration will draft a methodology to plan and draft a training program specifically for long-term human resource planning.

6.3. Capacity building of the Department of Public Administration to strategically lead the civil service reform:

Increasing the number of the Department of Public Administration staff will be accompanied by capacity building in terms of strategic leadership of the civil service reform. New staff will be trained in order to comprehend the policies, their interconnection and effects. Twinning project with IPA 2012 funds may cover this aspect, although a greater attention is necessary.

6.4. Functioning of the Civil Service Oversight Commissioner:

The Commissioner will be provided with adequate staff to exercise its powers and to develop monitoring procedures and methodology, particularly in institutions outside the scope of the executive government (LG).

6.5. Building the database of questions and the electronic evaluation system, as well as the development and enrichment of content under the requirements of the recruitment process:

The Department of Public Administration will create, maintain and enrich a set of databases according to key areas of testing with questions prepared in advance. These databases will be sufficient to ensure the objectivity of testing and inclusiveness of the specific field.

6.5.1 Systematic use of integrity testing procedures (Integrity testing).

Honesty and integrity of individuals who are employed in the public sector is a prerequisite for the prevention of corruption. In these conditions, it is crucial to adopt and apply a methodology to test in advance the integrity of the candidates applying for jobs and integrity of employees continuously. Long-term activities are as follows:

- Inclusion of preliminary testing of integrity in the recruitment processes of the public administration;
- Integrity testing to be included in the annual evaluation processes;

6.6. Simplification and formatting of steps and processes related to human resources in public administration through the use of templates or standard forms:

The Department of Public Administration will draw up these standard operating procedures, together with templates. Specific training will be organized for all those involved in the process in civil service institutions. The process will be automated in a second stage by using

the electronic system of human resource management - Human Resource Management Information System. Applications and approvals will be both electronic.

6.7. Drafting of a set of indicators to monitor civil service reform and regular publication:

The Department of Public Administration will draw up a set of indicators, based on best practices in this field, and it will ensure their regular publication.

6.8. Setting of the Human Resource Management Information System into full operation and implementation of the action plan. Implementation of the Human Resource Management Information System at a wide scale and improvement of the system.

The system is being finalized, whereas the Department of Public Administration will manage the operation of its connection with the treasury system regarding the electronic generation of payroll. The action plan will be enforced for the period 2015 - 2017. Improvement of the system will take place after 2017.

6.9. Creating conditions and procedures for implementing the transparency and objectivity of career promotion in the civil service:

DoPA will create a number of evaluation mechanisms dedicated to testing of knowledge related to ability to perform the tasks, as well as with the level of integrity, under Point 6.5.1.. As a result, DoPA will recommend the necessary training.

The Albanian School of Public Administration will create some compulsory courses to be attended by civil servants, as prerequisites to apply for promotion, among others, also the corresponding training and tests relating to integration. These qualifying courses will be followed by verification of knowledge and credits, which will affect decisions on career advancement.

6.10. Continuous strengthening of the Albanian School of Public Administration as a provider of training for civil service and conducting of studies and research in the field of public administration:

The Albanian School of Public Administration will be funded with a budget sufficient to enable the drafting of training programs mentioned in this strategy, but also for the development of specific training required by the institutions for specific matters. ASPA will develop training methodology in terms of combining classical approach in the classroom and in the workplace with the innovative approach of e-learning and e- training platforms.

The role of the Albanian School of Public Administration as a research unit within the administration will be established and supported by human and financial resources.

The administrative and territorial reform and the complexity of public administration at the local level makes it imperative for ASPA to establish specialized units of human resource capacity building at local level with curricula and training programs tailored to the needs of administration at the local level. A special program for training of public administration at the local level will be implemented over a period of three years.

Objective 7: 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.

This objective will be achieved through the following activities:

7.1. Drafting and adoption of a document on the policies of the wage system and the adoption of the new wage structure:

This document will examine the implications of the methodology of the job classification and the new wage structure, under the new law. It will also analyze the procedures and effects of horizontal career development and salary upgrading as a result of performance appraisal. In order to make the transition from the current wage system to the new system there is needed first to draft a wage policy paper, which will include all elements as follows:

- Classification of new job positions, under the new methodology;
- The manner how the appraisal methodology will be strengthened;
- Defining of compulsory training to be attended in regard to salary upgrading;
- The calculation of the financial effects that the implementation of the new salary structure could bring.

7.2. Adoption of new decisions on wages and implementation of the new structure:

This is a long-term objective of the government and is closely linked to the financial possibilities in terms of covering the new wage scheme and implementation of salary upgrading as a result of good performance.

7.3. Review of the ratios between the maximum and minimum/average wage in 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:

Ratios between the wages will be reviewed through the government adjustment policies while the aim will be to achieve at least the 2005 ratio. In addition, there is needed to ensure different classification for positions with the same title, based on the job content.

3.4. Administrative Procedures and Oversight

The aim of the policy goal in this area is to build a model with the citizen in the center through the modernization of public services, improvement of the efficiency and response of administrative services.

The following objectives and activities as listed below for each objective will serve to achieve this goal.

Objective 8: Simplified procedure for the provision of services by facilitating communication with the public and avoiding corruption.

This objective will be achieved through the following activities:

8.1. Re-engineering of public services, as a necessary measure for simplifying administrative procedures and reducing the number of steps, which have to be taken by citizens and support staff:

The purpose of this activity is to carry out a re-engineering of processes for public services by accomplishing a regulatory reform also from the procedural point of view, which will facilitate the removal of some services (e.g., permits/licenses) and simplification of

procedures and shortening of the time to get a service, standardization of application forms for services, expansion of communication channels so that citizens may have access to information about services, and a monitoring system to certify the quality of service provided to citizens.

8.2. *Re-organization of services to be provided in the one-stop-shop and in the windows separate from the supporting organizational unit (the back office):*

Re-organization of the manner of delivering the services modifies the working relation between the institutions by interfering with their functions and powers.

8.3. *Organization of a study for the possibilities of service delivery by the units outside public administration:*

The aim is to study areas of service delivered by public administration institutions to identify areas, which can be transferred out of the public administration and carrying out of this process.

8.4. *Reviewing in general of the legislation governing the provision of public services in order to reflect the re-engineering of business processes in the regulatory framework:*

Re-engineering of business processes for service delivery will be reflected in the legislation on the area. A comprehensive regulatory reform, which will be led by the working group chaired by the Minister for Innovation and Public Administration, will be implemented.

8.5. *Drafting of codified standard manuals and forms for providing the service in a standardized and unified manner:*

Providing of services will be performed through the use of standard unified forms.

8.6. *Ensuring the legal value of paper copies of e-documents by using innovative technology:*

This includes expanding opportunities for the use of paper copies of electronic documents by means of applying innovative technology just like the one, which is provided by the two-dimensional code.

8.7. *Capacity building of the staff involved in the re-engineering of processes and in the provision of improved services for the public:*

It is necessary to create groups of staff members capable of carrying out reviews on an ongoing basis. Special training programs will be drafted for this purpose and will be implemented in practice.

Successful implementation of the new model of public service delivery will require capacity building within the public administration in terms of knowledge and professional skills to ensure long-term sustainability of the results and the quality of service and continuous improvement of work in response to feedback received regularly from citizens.

Objective 9: Developing an ICT infrastructure capable of supporting the daily activities of public administration and efficiency increase by reducing the time to access, process and transmit information while improving the flow of information.

This objective will be achieved through the following activities:

9.1. *Digitization of main registers, interoperability and establishment of new IT systems:*

The purpose of these activities will be to enable electronic communication and exchange of information between institutions and will significantly reduce the number of documents, which the public is required to provide. These are necessary steps to enable the delivery of public services also through the Internet (online).

9.2. *Development and use of an integrated ICT for the services delivery windows of the central institutions for the citizens;*

ICT provides through an integrated solution the possibility of efficient and effective management of the work of the performance of the windows according to the service model with the citizen in its focus.

9.3. *Creating a mechanism for the citizens who will monitor the quality of service to provide their opinion through direct contact via SMS only for recipients of service:*

Monitoring of quality, costs and effectiveness of service delivery will be made at regular intervals. The opinions of the citizens will be the measuring indicator for the quality of service delivery.

Objective 10: Enhancement of the efficiency and accountability of public officials.

This objective will be achieved through the following activities:

10.1. *Drafting of a broad program of training on the new Administrative Procedure Code:*

The new code brings a whole new approach to the functioning of the administration and the theory of the administrative act. All public servants will familiarize themselves with the new procedures and build capacity for practical implementation of the Code.

10.2. *Application of delegation in institutions, as a measure to increase the accountability of civil servants:*

The priority is to increase the accountability of public officials when performing their functions. The aim of this process is to shift decision-making closer to the position responsible for the function and to avoid overburdening of the "head of the institution" with operational decisions. This reform will take place in a pilot form in a number of institutions, while it will spread later to all public institutions. The reform will extend also to relations between ministries and subordinate institutions and their territorial branches.

10.3. *Strengthening the regime of the assets declaration and auditing of public officials, cases of conflict of interests, as well as protection of the rights of whistleblowers.*

Rigorous implementation of the regime of assets declaration and auditing and the prevention and identification of cases of conflict of interest are important tools to limit corruption. Monitoring of the implementation and various analysis, which have been made to the current laws on the declaration of assets and conflicts of interest revealed serious problems of legal and administrative nature, which affect the effectiveness of the control regime over public officials. Furthermore, the cooperation of internal staff (whistleblowers) of public institutions

with law enforcement agencies is vital to the successful investigation of criminal offenses related to acts of corruption. The following activities are considered as very important:

- Establishment of integrity structures in each institution;
- Capacity building of integrity structures;
- Analysis and assessment of the situation regarding the law on the whistleblowers;¹⁵
- Develop training program for public administration regarding the new law on the whistleblowers.
- Integration of the topics and new law in the ASPA trainings and Training of Trainers.¹⁶

Objective 11: Enhancement of control over the activities of public administration, guaranteeing the rights of citizens and access to information.

This objective will be achieved through the following activities:

11.1. Implementation of the institutional transparency program by public authorities:

With the adoption of the new law on the right to information, all institutions should draft and implement the institutional transparency program in order to guarantee access of citizens and civil society to information. The Commissioner for Personal Data Protection and the Right of Information will monitor the implementation of this process.

11.2. The use of ICT to enhance the transparency of administration activities:

In addition to the *e-Albania* portal, institutions will use their websites to provide information of general interest to the public and will regularly publish data related to the operation of the institution.

IV. ACCOUNTABILITY, MONITORING AND EVALUATION ANALYSIS

The effective and successful implementation of the Cross-cutting Public Administration Reform Strategy will be achieved through a monitoring and evaluation system to check whether the objectives set in the strategy are implemented or not. The data and analysis, which such a monitoring and evaluation system will generate, will help decision-makers to update their policies, to allocate their resources, and to review the planned activities against the actual circumstances at any given time.

The whole process of monitoring and evaluation will be managed at political level by the Minister responsible for Innovation and Public Administration. The Inter-Institutional Group for the Cross-Cutting Public Administration Reform Strategy as established upon the order of the Prime Minister No. 180, dated 19 June 2014, which coordinated the work at high level of government policy for drafting the Strategy, will permanently monitor its implementation for the reform in the public administration.

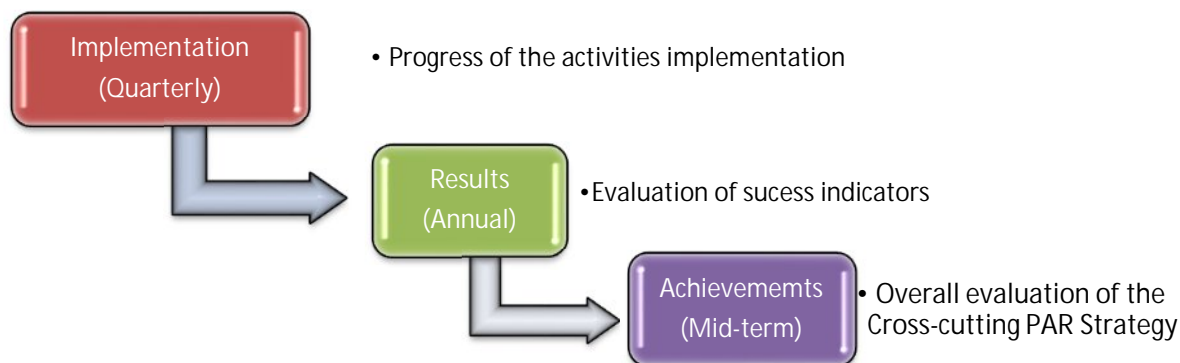
The Monitoring and Evaluation System

¹⁵ The sub-activity doesn't have an additional cost, because its cost estimate has been provided in the Cross-cutting Anti-corruption Strategy 2015-2020.

¹⁶ The sub-activity doesn't have an additional cost, because its cost estimate has been provided in the Cross-cutting Anti-corruption Strategy 2015-2020.

DoPA will establish, within 3 months of the adoption of the Strategy, a monitoring and reporting system, which will provide periodic information on the progress of implementation of activities that are foreseen for the next 5 years. The graph below shows the approach, on which the whole system of strategy monitoring and evaluation will be based.

Graph X: Monitoring and Evaluation System of the Cross-cutting Public Administration Reform Strategy 2015 - 2020



As shown in the above graph, the monitoring of the implementation of the Strategy activities will be conducted by DoPA on a quarterly basis based on reports of the respective structures. DoPA will draft 6-month and annual reports on the progress of the implementation of the Strategy. Annual reports will present the progress of the strategy implementation and evaluation based on the of success (outcome) indicators.

The Action Plan of the Strategy, which is set out in Annex 1 attached to this document by taking into account the speed and degree of mobilization of financial resources for its implementation, will be reviewed annually to ensure in this way a realistic evaluation of its implementation.

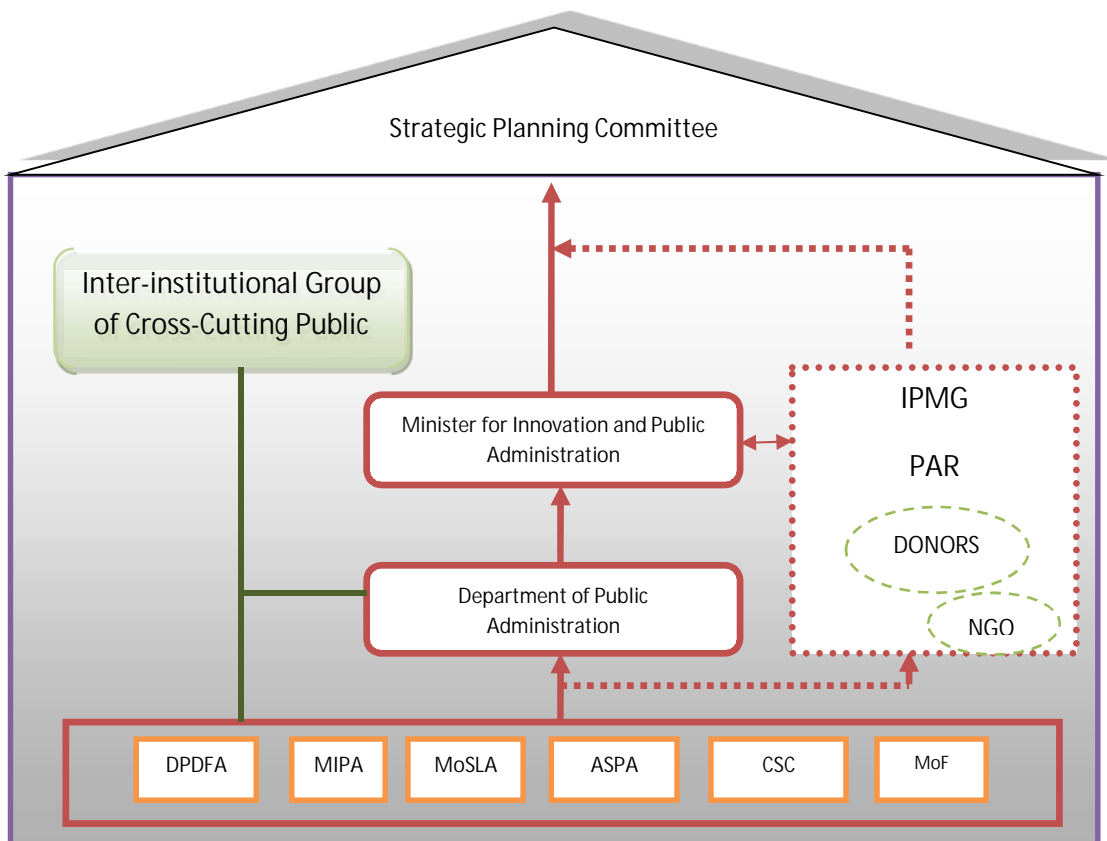
The Cross-Cutting Public Administration Reform Strategy will undergo a mid-term evaluation process, expected to be completed by late 2017. The evaluation will include the period from 2015 to 2017 and will highlight the achievements of the first two years of the strategy in relation to the expected outcomes and the level of achievement of the objectives of the strategy. Mid-term evaluation will serve to define a more precise action plan for the period of 2018-2020, for an assessment of financial needs for the implementation of the strategy for the next three-year period by orienting in this way the programming resources in the frame of the Medium Term Budget Program.

DoPA will develop a specific methodology, which will determine how the process of Strategy monitoring will and evaluation will be conducted. The goal is to establish an **effective, unified** and **systematic** reporting of all institutions involved in the implementation of reform. Establishing of a monitoring and evaluation system will be accompanied by institutional strengthening activities and capacity building of human resources of the structures involved in the implementation of the strategy. Investments will be made in information technology to facilitate the system of keeping and reporting the data and to carry out statistical analysis.

Structures and stakeholders involved in the Monitoring and Evaluation System

The monitoring process will be coordinated and managed by the DoPA. All other ministries and independent institutions involved will provide information in accordance with the activities and the level of defined indicators.

Graph XI: The Institutional Framework of the Monitoring and Evaluation of the Cross-Cutting Public Administration Reform Strategy



The Action Plan of the Strategy sets out the relevant institutions and partner institutions to cooperate in the implementation of specific activities. For the purpose of reporting, the responsible institutions will collect the data from other partner structures and institutions and will report to DoPA about their accomplishment.

The Group on the Integrated Management of the Public Administration Reform Policies will be established in the first year of implementation of Cross-Cutting Public Administration Reform Strategy (2015) in the frame of the process of improving the coordination and policy drafting. The role of the Integrated Management Policy Group of the Public Administration Reform (IMPG-PAR) will be significant in terms of process of the management of PAR policies in the frame of periodic reporting to the Strategic Planning Committee on the progress of reform in public administration and *vis-a-vis* the Implementation of the Cross-Cutting Public Administration Reform Strategy 2015 – 2020.

Monitoring Indicators of the Cross-Cutting Public Administration Reform Strategy

Implementation of the strategy will be based on the use of a number of synthetic indicators related to inputs, processes, outputs and outcomes of the action plan, as reflected in the latter. The progress of the implementation of the Cross-Cutting Public Administration Reform Strategy will be monitored and evaluated by periodically measuring the indicators, which have been set according to the respective objectives.

The following table identifies the synthetic indicators according to the strategic objectives.

No	Indicator	Basement	Accomplishment deadline	Target 2017	Verification source
Objective 1 - Improved planning and coordination policies to draft government strategic documents, which turn priorities into concrete actions.					
1.a	100% of strategic regulatory framework drafted and implemented		2016	100%	Government's evaluation reports
1.b	100% of sector strategies and quality finished (with the action plan costing and set of indicators with corresponding goals)		2016	100%	Government's evaluation reports
1.c	70% of policy-making staff of LM trained, at least, once on issues of strategic planning		Annual	50%	Government's evaluation reports
1.d	Improvement of Transparency Index during the policy-making process by the Government, according to the World Economic Forum	4 ¹⁷		5	According to the FEB evaluation
Objective 2: Transparent and all-inclusive system of drafting laws, which is based on the policies and, which ensures alignment with the acquis					
2.a	Quality of impact assessment analysis and evaluation of the implementation of relevant drafted and published legal acts.			Growing trend	SIGMA evaluation reports, progress reports and reports drafted by the Programs and Legislation Monitoring Unit
2.b	Percentage of legal acts, which have passed through an extensive public consultation process and evidences of involvement of the public and stakeholders in the process.	Data of 2015	Ongoing	Growing trend	SIGMA evaluation reports, progress reports and reports drafted by the Programs and Legislation Monitoring Unit /Minister of Relations with the Parliament
2.c	The number of legal acts as amended within the first year since the adoption.	Data of 2015	Ongoing	Decreasing trend	SIGMA evaluation reports, progress reports and reports drafted by the Programs and

¹⁷<http://reports.weforum.org/global-competitiveness-report-2014-2015/economies/#economy=ALB>

					Legislation Monitoring Unit /Minister of Relations with the Parliament
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.					
3.a	<i>Percentage of monitoring and evaluation reports for important strategies drafted and published annually.</i>	To be measured in 2016	Ongoing	Growing trend	Monitoring reports
3.b	<i>The extent to which reporting provides information on the results achieved (SIGMA indicator)¹⁸.</i>	To be measured in 2015	Ongoing	Growing trend	SIGMA Evaluation Reports
3.c	<i>Number of public consultations /presentations held to discuss monitoring and evaluation reports.</i>	To be measured in 2016	Ongoing	Growing trend	
Objective 4: Strengthening the structures of public administration in order to improve service delivery to the public.					
4.a	<i>The extent to which the structures of ministries and other institutions are rational and coherent (SIGMA indicator).</i>	To be measured in 2015		Growing trend	SIGMA Evaluation Reports
Objective 5: Improved and concentrated public services by reducing the causes of corruption and strengthening a civic based ethic for public service delivery.					
5.a	<i>Number of windows with improved standard of service in central institutions and their branches. The range of services provided at the one-stop-shop center.</i>	To be measured in 2015	Ongoing	Service windows established in 25 institutions and 150 services provided.	Monitoring reports of Ministry for Innovation and Public Administration
5.b	<i>Number of one-stop-shops established in local government units.</i>		Ongoing	In 80% of the municipalities	Monitoring reports of Minister of Local Government Affairs and Ministry for Innovation and Public Administration
Objective 6: Improved capacities for the implementation of civil service legislation and facilitated enforcement procedures.					
6.a	<i>Annual turnover (mobility) of management level staff at all levels of the civil service in the institutions of central administration.</i>	To be measured in 2015	Ongoing	Decreasing trend	Annual reports of DoPA, SIGMA Evaluation Reports
6.b	<i>The average number of participants in a recruitment procedure for recruitment from outside and from within (promotion) in the civil service.</i>	To be measured in 2015	Ongoing	Growing trend	Annual reports of DoPA, SIGMA Evaluation Reports

¹⁸For all quality indicators borrowed from SIGMA document "Principles of Public Administration", the measurement will be performed using SIGMA's evaluation and the appropriate methodology. In the case of these indicators, for which there is no previous indicator value as baseline, 2015 will be used.

6.c	<i>The number of complaints relating to recruitment in the civil service accepted by the court (starting from the second half of 2014) is decreasing.</i>	Outcome of 2014	Ongoing	Decreasing trend	Annual reports of DoPA, SIGMA Evaluation Reports
6.d	<i>The extent to which the training system of civil servants is functional and applied in practice (SIGMA indicator).</i>	To be measured in 2015	Ongoing	Growing trend	SIGMA Evaluation Reports
Objective 7: 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.					
7.a	<i>De-compression of the salary system and achieving of the proportion 22.1 in 2020 report between maximum and minimum salary.</i>	11,7 in 2014			Monitoring reports of DoPA
7.b	<i>Increased variation / number of positions in the salary scheme based on the content of the job description.</i>		Quarter IV of 2016	Increase with, at least, 3 levels	Monitoring reports of DoPA
7.c	<i>The extent to which the system of remuneration of civil servants is fair and transparent and applied in practice (SIGMA indicator).</i>	To be measured in 2015		Growing trend	SIGMA Evaluation Reports
Objective 8: Simplified procedure for the provision of services by facilitating communication with the public and avoiding corruption.					
8.a	<i>Number of public services provided to the public after simplifying the procedure.</i>		Ongoing	150	Monitoring reports of Ministry for Innovation and Public Administration
8.b	<i>Level (%) of public satisfaction vis-à-vis the quality of service delivery.</i>	To be measured in 2015	Ongoing	Growing trend	Monitoring reports of Ministry for Innovation and Public Administration
8.c	<i>The extent to which policies for the provision of services focusing on the citizen are adopted and applied in practice (SIGMA indicator).</i>	To be measured in 2015	Ongoing	Growing trend	SIGMA Evaluation Reports
Objective 9: Developing an ICT infrastructure capable of supporting the daily activities of public administration and efficiency increase by reducing the time to access, process and transmit information while improving the flow of information.					
9.a	<i>Creating innovative IT systems for service delivery and the number of services provided in electronic form..</i>	To be evaluated in 2015		2 new systems and 100 services digitized	Monitoring reports of Ministry for Innovation and Public Administration
9.b	<i>The extent to which political and administrative pre-conditions for the provision of e-services are applicable (SIGMA indicator).</i>	To be measured in 2015		Growing trend	SIGMA evaluation
Objective 10: Enhancement of the efficiency and accountability of public officials.					
10.a	<i>The extent to which the legal framework for the good administration is approved and implemented in practice (SIGMA indicator.)</i>	To be measured in 2015		Growing trend	SIGMA Evaluation
Objective 11: Enhancement of control over the activities of public administration, guaranteeing the rights of citizens and access to					

information.					
11.a	<i>The number of complaints filed each year with the Commissioner responsible for freedom of information.</i>	To be measured in 2015		Decreasing trend	Annual Reports of the Commissioner for the Right of Information and Personal Data Protection
11.b	<i>Percentage of recommendations implemented by the supervisory institutions of central government institutions in the past two years.</i>	To be measured in 2015		Decreasing trend	Annual Reports of the Commissioner for the Right of Information and Personal Data Protection / Ombudsman

V. FINANCING OF THE STRATEGY

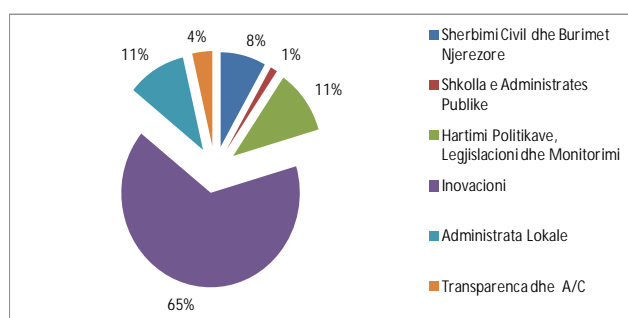
Determining of the financing needs for the Cross-cutting Public Administration Reform Strategy was realized through the process of evaluating the required potential cost by each institution, which has the main responsibility in relation to the accomplishment of the planned activities.

The estimated funding needed to implement the actions of the Cross-cutting Public Administration Reform Strategy during the period of 2015 - 2017 is projected to be at **10.79 billion Albanian Leks or 77 million Euros**, according to Annex 2 “Detailed Cost Estimate of the Cross-cutting Public Administration Reform Strategy 2015-2020”.

Table 1: Financing cost by area

Areas	Value
Civil Service and Human Resources	884,383.50
Albanian School of Public Administration	138,478.34
Polymaking, Legislation and Innovation	1,183,524.36
Local Administration	7,060,505.62
Transparency and A/C	1,137,906.00
Total	10,792,828.82

Graph Nr. 1 Specific weight of cost by areas of the Cross-cutting Public Administration Reform Strategy



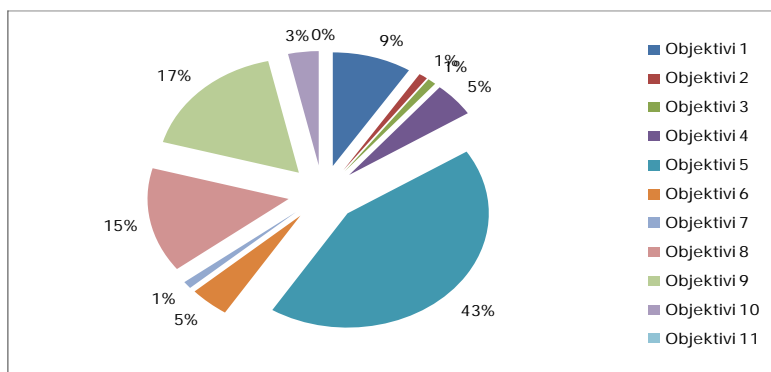
It should be stressed that the needs for financing the implementation of the strategy are estimated for the implementation of activities for the whole period of 2015-2020, while it should be noted that in the entirety of the activities foreseen, a part of them (about 19) constitute activities, the financing needs of which can't be determined at this stage, because they are activities, the beginning of which depends entirely on the outcome of preliminary activities. Such are the activities that are related to capacity building and implementation of some assistance programs, which can be realized only after the needs assessment has been completed in advance. Whereas the needs for the implementation of actions in the period of 2017-2020 can be realized in 2017, when the mid-term - assessment of the implementation of the strategy is thought to be performed.

As seen from the data provided in Tables 1 (above) and 2 (below) and the respective graphs, the largest specific weight is taken up by the costs for the implementation of activities in the field of innovation, and implementation of the objectives, respectively, 5¹⁹, 8²⁰ and 9²¹, which are the objectives related to improvements of services delivered to the public in order to increase the efficiency, transparency and communication with the public, and which include a deep reform in the regulatory aspect, as well as in terms of information infrastructure technology.

Graph 2:
Specific weight of each objective in the total cost of the implementation of Cross-cutting Public Administration Reform Strategy

Table 2:
Costs by objectives
Objectives

Objectives	Total potential cost (000 ALL)
Objective 1	982,128.00
Objective 2	109,127.20
Objective 3	02,300.16
Objective 4	24,198.50
Objective 5	4,640,043.80
Objective 6	497,949.34
Objective 7	11,300.00
Objective 8	1,594,590.48
Objective 9	1,853,191.34
Objective 10	78,000.00
Objective 11	84,000.00

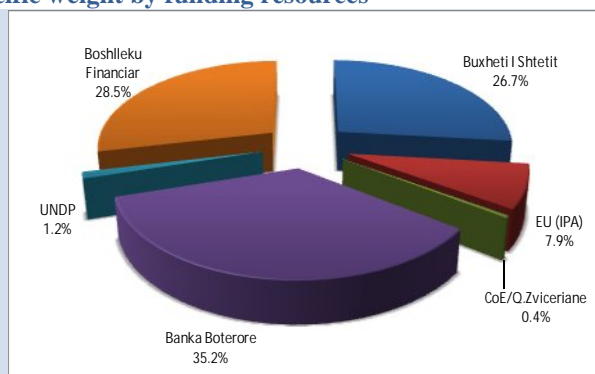


Funding the implementation of the Cross-cutting Public Administration Reform Strategy will be realized through two main resources, the state budget (Government of Albania) and donor contribution. It should be mentioned that the level of funding for the strategy by the European Union is greater than 7.9%, which is estimated to be in the table below, because budgetary support, which will be given to the Government of Albania, will be transferred as part of budgetary funding in regard to its implementation. This will have a positive impact on the decrease of the financial gap, which at the moment of strategy drafting takes up 28%.

Table 3: Funding resources

	Total (000 ALL)
State budget	2,882,950.76
EU (IPA)	855,258.08
CoE/Swiss Gov	44,100.00
World Bank	3,803,054.92
UNDP	128,250.92
Financial gap	3,079,214.14

Graph 3: Specific weight by funding resources



¹⁹ Objective 5: Improved and concentrated public services by reducing the causes of corruption and strengthening a civic based ethic for public service delivery

²⁰ Objective 8: Simplified procedure for the provision of services by facilitating communication with the public and avoiding corruption..

²¹ Objective 9: Developing an ICT infrastructure capable of supporting the daily activities of public administration and efficiency increase by reducing the time to access, process and transmit information while improving the flow of information..

Relevant structures will plan budgetary financing needs through the relevant budget programs and lines, as part of the planning process of the Medium Term Budget Program and the annual budget. The government together with the donor community will look at the possibilities of financing the activities, which result in financial gaps.
