



THE CROSSCUTTING PUBLIC ADMINISTRATION REFORM STRATEGY

2015 – 2020

Annual Monitoring Report

2018

Tirana, March 2019

Table of content

I. Executive Summary	5
II. Introduction.....	10
III. Overall evaluation of the strategy progress	12
IV. The progress of reforms implementation in the frame of each priority	16
<i>Pillar I: Policymaking and Quality of Legislation</i>	<i>16</i>
<i>Progress compared to each objective:</i>	<i>16</i>
<i>Pillar II: Organization and Functioning of Public Administration</i>	<i>26</i>
<i>Progress towards each objective:</i>	<i>26</i>
<i>Pillar III Civil Service: Human Resource Management</i>	<i>36</i>
<i>Progress towards each objective.....</i>	<i>36</i>
<i>Pillar IV - Administrative Procedures and Oversight.....</i>	<i>54</i>
<i>Progress towards each objective:</i>	<i>54</i>
V. Main Challenges for Implementing the Strategy in 2019.....	69

LIST OF ACRONYMS:

ADISA	Agency for the Delivery of Integrated Services Albania
AFMIS	Albanian Financial Management Information System
ALUIIAB	The Agency for Legalisation, Urbanisation and Integration of Informal Areas and Buildings
ASLSG	The Agency for the Support of Local Self-Government
ASPA	Albanian School of Public Administration
CAP	Code of Administrative Procedures
CAS	Curriculum Assessment System
CCPARS	Cross-Cutting Public Administration Reform Strategy
CHIF	Compulsory Health Insurance Fund
COCS	Commissioner for the Oversight of Civil Service
CS	Civil Servant
DoPA	Department of Public Administration
EAMIS	External Assistance Management Information System
EC	European Commission
ECVET	European Credit System for Vocational Education and Training
EIPA	European Institute of Public Administration
ENA	École nationale d'administration
ENPCR	Electronic Notification and Public Consultation Register
EU	European Union
GAPDA	General Analytical Program of Draft Acts
GDCS	General Directorate of Civil Status

GDT	General Directorate of Taxation
GIZ	The Deutsche Gesellschaft für Internationale Zusammenarbeit
HRMIS	Human Resource Management Information System
ICT	Information and Communication Technology
IDPC	Information and Data Protection Commissioner
IPMG	Integrated Policy Management Group
IPRO	Immovable Property Registration Office
IPSD	Support to improve citizen-centric public service delivery
IPSYS	Integrated Planning System Information System
KOICA	Korean Agency for International Cooperation
KPI	Key Performance Indicators
LGU	Local Government Unit
LM	Line Ministry
MTBP	Medium Term Budget Program
NAIS	National Agency for Information Society
NBC	National Business Center
NES	National Employment Service
NGO	Non-governmental Organization
NPEI	National Plan for European Integration
NSDI	National Strategy for Development and Integration
NVR	National Voluntary Report
OECD	Organization for Economic Co-operation and Development
OSS	One Single System

PCCN	Public Consultation Coordinators Network
PFM	Public Financial Management
PSC	Permanent Selection Committee
ReSPA	Regional School of Public Administration
RIA	Regulatory Impact Assessment
SDG	Sustainable Development Goals
SIGMA	Support for Improvement in Governance and Management
SII	Social Insurance Institute
SOP	Standard Operational Procedure
SSC	Sectoral Steering Committee
TOT	Training of Trainers

I. Executive Summary

The aim of the Annual Monitoring Report of the Cross-Cutting Public Administration Reform Strategy 2015-2020 is to present the overall progress of the Strategy implementation based on its four main pillars and the level of achievement of the respective objectives of 2018.

During 2018, work on the implementation of the Crosscutting Strategy for Public Administration Reform was focused on two main directions: *(i) drafting and finalization of a new action plan for 2018-2020; (ii) implementation of the foreseen activities in the strategy for 2018 - 2020.*

As outlined in the Strategic Document adopted on 15 April 2015, the Strategy underwent a mid-term review process, which ended in the second quarter of 2017. The review included the period 2015-2017 and served to highlight the achievements during the first two years of implementation of the strategy in view of the foreseen results and the level of achievement of the objectives. This review served also as a good basis to guide the priorities for the period of 2018-2020, as well as to identify whether the set indicators or objectives should be revised or not.

Following the mid-term review and restructuring of the central state administration, the Department of Public Administration, with the support of OECD/SIGMA, started to work on the drafting of the New Action Plan 2018-2020, a process that started during the fourth quarter of the 2017.

Based on the findings and recommendations reflected in the mid-term review, the achievements and challenges encountered during the implementation of the Strategy were taken into consideration when drafting this action plan. The recommendations of the European Commission's Annual Report for Albania, the SIGMA annual assessment, and the conclusions of the seventh meeting of the Public Administration Reform Special Group¹, as well as the priorities of the new government, were considered and reflected on a case-by-case basis during the drafting phase of the new activities. Attention was also paid to the identification of unaccomplished activities during 2015-2017 in order to include them in the new action plan. Special focus was devoted to financing activities to ensure that the new plan is based on clear financial resources and a very low level of financial gap. This way, the financial sustainability of the plan can be guaranteed since its drafting stage.

The New Action Plan 2018-2020 reflected the changes of activities by paying particular attention to deadlines and sources of funding to implement the measures in order to ensure an ambitious and feasible Action Plan.

Following the co-operation with all institutions, involved in the implementation of this Strategy, the jointly prepared draft was published on the DoPA website (www.dap.gov.al) and all interested parties were invited to give their comments and suggestions on this plan². Moreover, The Deputy Prime Minister and the Department of Public Administration organized in April 2018 two roundtables of consultations with civil society and development partners to discuss the new action

¹ The Seventh Meeting of the Special Group on Reform in Public Administration EU-Albania, took place in Tirana on September 27, 2017

² <http://dap.gov.al/publikime/dokumenta-strategjik/186-test-rdraft-plani-i-ri-i-aktiviteteve-2018-2020>

plan and to finalize this important document in cooperation with all stakeholders. Following the approval of the action plan in the Integrated Policy Management Group meeting, the new Action Plan was approved by the Decision of Council of Ministers no. 447 dated 26.07.2018.

The Department of Public Administration has continued monitoring the performance of the activities periodically throughout the year in parallel with the preparatory work for the drafting of the new action plan.

Findings of the 2018 annual monitoring report are encouraging despite the new action plan being in its first year of implementation. Data shows that 87% of the activities envisaged in the new Action Plan 2018-2020 are under implementation.

Regarding the improvement of the policy-making and quality of legislation, Albania has continued taking the necessary steps to implement the Regulatory Impact Assessment System (RIA)³. The draft laws that will be subject to the impact assessment process for 2018 have been identified. A total of 13 draft laws have been set out to undergo the impact assessment process and the line ministries have drafted the assessment reports.

There has been a positive progress in terms of building information management systems that will contribute to the improvement of policy planning and co-ordination: IPSIS⁴, AFMIS⁵ and EAMIS⁶. Furthermore, it was finalized the revision of the legal framework and regulatory framework for the functioning of IPMGs⁷ to address the challenges related to changes in government structures and their functions⁸.

Developments have also taken place with regard to the completion of legal and institutional mechanisms that ensure public participation in the consultation of public policies. Public Consultation Coordinators' network has been established in each line ministry and the work has started on the preparation of operational guidelines for line ministries to conduct the public consultation process and the functioning of the public consultation e-register. Moreover, during October 2018, a mission was carried out with SIGMA experts which assisted in drafting the methodological framework and in drafting a first draft of the public consultation methodology.

Concerning the improvement of the way of public administration organization and functioning, ***the way in which services are provided to the citizens has been re-designed based on an inclusive and citizen-centred approach.*** For this purpose, during 2018 work began to implement the new organization model of subordinated institutions on three pilot systems. Following the Order of the Prime Minister no. 59 dated 26.03.2018 *"On the establishment of the structures for governmental*

³ This practice aims at the quality improvement of policy development practices, as well as conducting in-depth analysis of legal acts, prior to their adoption

⁴ Integrated Planning System Information System

⁵ Albanian Financial Management Information System

⁶ External Assistance Management Information System

⁷ Integrated Policy Management Group

⁸ Order no. 157, dated 22.10.2018 "On taking measures for the implementation of a wide sectoral / cross-sectoral approach, as well as the establishment and functioning of the sectoral / cross-sectoral integrated mechanism"

structural reform", the leadership, steering, management, and working structures for the restructuring of the subordinated institutions were established. The reform of the subordinated institutions was carried out in the framework of the project for co-governance with the citizens, initiated with the institutional reorganization, the review of the functions of all the subordinated institutions, including the inspectorates, with the purpose of restructuring them to increase the performance of the administration, the quality of services to the citizens' and the proper territorial scope. Following this order, the following structures were established: (i) the leading structure; (ii) steering committee; (iii) management group; (iv) the central working group; and (v) technical working groups in the line ministries.

Work started with the reforming the Public Health Institutions within the Health and Social Protection ministerial system related with Public Health, which will serve as an organisation model for the new line ministries. Moreover, draft-laws of other ministerial systems as: finance, education or interior were drafted.

Further progress was made in terms of facilitating the provision of public services during 2018. The opening of the three integrated service delivery centres in Shkodra, Elbasan and Tirana is in process. ***Also in the context of improving service delivery, a complaints management system is fully functional*** as a managing mechanism of the complaints filled by the citizens in ADISA Integrated Centres. In November 2018, the process of collocation of ADISA counters was finalized at the One Stop Shop premises of the municipality of Maliq. Meetings with representatives of the municipalities of Patos, Belsh, Malësi e Madhe, Mallakastra etc. were held with the aim of extending the process of collocation the counters near these municipalities as well. The agreement between ADISA and municipality of Patos is in its final phase and the drafting of agreements with other municipalities is ongoing.

There has been a positive development in terms of raising the capacities of the public administration, where during 2018 the Albanian School of Public Administration organized 270 training courses, training 5554 employees. The Training Need Analysis has been conducted on three levels for the Public Administration (state level, institutional level and individual level) and also the didactic archive of the training curricula for 103 modules is in place.

In terms of capacity building regarding the implementation of civil service legislation and human resources management, the communication and interaction between public administration institutions has been improved and facilitated through the unique online portal *administrata.al*.

The portal is a communication and reporting platform for all public administration, to help the Human Resources Units at central and local level institutions in order to unify the practices of human resource management. *Administrata.al* is a single and concentrated source of information that provides knowledge and sharing of information. Until now the platform contains the practices, procedures and legal bases for human resource management procedures and will be further enriched with different practices and data available to the administration and citizens.

Towards drafting the catalogue of the job descriptions, during the second six months of 2018 the process of job descriptions review continued, will all line ministries submitting to DoPA the current job descriptions. Based on the problematic issues identified by DoPA, (*specifically in the fields of the: mission, purpose, main tasks and special requirements*) individual meetings with the human resources units of the Prime Minister's Office and the line ministries were organised to correctly instruct them on drafting the job descriptions according to the standards⁹.

During 2018 the process of recruiting and fulfilling the institutional needs has further improved. A series of measures were taken to improve the testing process, specifically: enriching and improving the quality of the bank of questions of the civil service recruitment processes, preparing a range of guiding materials to assist all potential applicants, training of Permanent Recruitment Committees members on the methodology and accurate evaluation techniques of candidates, co-operation with higher education institutions with a view to inform potential candidates (students and newly graduated students) about employment opportunities in state administration, etc. In order to increase the efficiency of recruitment procedures' management and to pre-select the best qualified candidates, in December 2018, the amendments in two decisions of the Council of Ministers that regulate the recruitment procedures¹⁰ were approved.

The expansion of the Human Resources Management Information System (HRMIS) continues to be an important priority. During 2018 the work for populating the system continued intensively and human resources and finance staff were trained as systems' users in collaboration with ASPA. It is worth mentioning that during 2018 the number of institutions that can ***generate payroll of public administration employees through HRMIS*** has increased significantly, a process that is being implemented in **90** state institutions.

Regarding the improvement of administrative and oversight procedures, special attention has been paid to reviewing the procedures of services delivery to the public and to their simplification, including ICT solutions whenever possible and taking into account the new Code Administrative Procedures.

Developments have also taken place in terms of online services that enable the provision of more electronic services to citizens, businesses and administration. Currently, the governmental portal e-Albania offers 591 electronic services, while 49 state systems interact with each other to ensure real-time communication between citizens and public institutions.

The use of the e-Albania portal for public administration employees to obtain certificates and documents, creating another channel (*13 new paid e-services by the General Directorate of Taxation for payment of tax liabilities to the state*) that helps daily business work and also the online applications to benefit from national support schemes for farmers, which were implemented through

⁹ Decision of the Council of Ministers no. 142 dated 12.03.2014 "On the Description and Classification of Positions in State Administration Institutions and Independent Institutions" as amended; instruction no. 01, dated 31.05.2017 "On the drafting of job descriptions in the civil service".

¹⁰ Decision of the Council of Ministers no. 746, dated 19.12.2018 "On some additions and amendments to decision no. 243, dated 03.18.2015 "On admission, parallel movement, probation period and appointing the executive category" and Decision of the Council of Ministers no. 748, dated 19.12.2018, "On some additions and amendments to decision no. 242 dated 18.03.2015 "On appointment in the low and mid-level management category"

the e-Albania portal¹¹ module by the authorized employees of Agency of Agricultural and Rural Development Agency are *some of the novelties of the e-Albania portal during 2018*.

Positive developments have also occurred in terms of the implementation of the institutional transparency program by public authorities, especially in the case of independent institutions and municipalities. The Office of the Information and of Personal Data Protection Commissioner has continued to supervise the implementation of Law no. 119/2014 "On the right to information" by monitoring various elements of the law such as the following: number of public authorities that have drafted transparency programs, coordinators appointed by public authorities, updating of complaints and responses register, number of complaints reviewed, investigations conducted, hearings held and decisions that have been made. During 2018, **219** public authorities have approved and have published the transparency program; **331** public authorities have assigned a coordinator for the right of information and **178** public authorities have published a register of requests and responses.

A series of measures have been undertaken with a view to strictly implement the Code of Administrative Procedures in order to draft guidance materials to assist citizens, a set of standard formats directly related to the provisions of the Code have been drafted, while the work has continued towards the assessment of the approximation of sector laws in accordance with this Code.

2018 was the first year of implementation of the new Action Plan 2018-2020 of the Strategy. According to the reported data and the analysis conducted, *implementation of activities can be considered at a high level as 87% of the activities are under implementation.* Out of 15 total activities that had a deadline of completion in 2018, 10 of them were fully implemented and 5 are still under implementation. However, based on the positive progress in terms of completion of the remaining part (5 activities), it is estimated that these activities are very close to full completion.

Over the next two years, the work will focus on the achievement of the objectives of the strategy by ensuring the progress of the implementation of the action plan and the ongoing monitoring of the Strategy.

¹¹ The e-Albania portal is used by public administration employees to obtain certificates and documents that are used as portal services (with digital stamp) for completing the accompanying documentation of the services requested by the citizen. These documents are no longer required to the citizen himself when receiving a public service.

II. Introduction

Public administration reform in Albania remains crucial to the process of country integration into the European Union. A professional, merit-based professional administration capable of delivering quality services to the public is a prerequisite for transparent and democratic governance. A well-defined strategic framework forms the foundation, on which the implementation of public administration reform will be based.

The Crosscutting Public Administration Reform Strategy, adopted in April 2015, serves as a strategic document that guides administration reform, based on four main pillars, clear objectives and a concrete action plan.

Giving of the recommendation by the European Commission to open the negotiation process with Albania marks a significant step forward in the European integration process, a process which requires a professional administration and human and material capacities to enable the implementation of national policies and objectives.

In this context, the Strategy is led by the vision as follows:

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

Its implementation is based on the reforms that should be undertaken in the four main priority pillars aimed at further improvement and development of the following:

- i. System of Policy Making and Quality of Legislation;
- ii. Organization of Public Administration;
- iii. Civil Service and Human Resource Management;
- iv. Administrative Procedures and Oversight;

Implementation of the Strategy is achieved through the activities, which are set out in the Action Plan. To monitor the extent of progress, which is made in regard to the accomplishment of activities, a regular monitoring and evaluation process is in place. 14 periodic reports were prepared during 2015-2018 by focusing on the ongoing monitoring of the accomplishment of the activities.

Meanwhile, the achievements of the strategy implementation and its impact are assessed on an annual basis, through the evaluation of the success indicators set out in the Strategy's objectives. ***This is the fourth Annual Monitoring Report of the Strategy and the evaluation of the achievements based on the objectives.***

The monitoring reports are drawn up in cooperation with all the institutions involved and they are discussed in thematic group “Civil Service Reform and Cross-Cutting Public Administration Reform Strategy” and then adopted in the Integrated Policy Management Group on Good Governance and Public Administration.

DoPA as the responsible institution for reporting the implementation of the objectives of CCPARS has ensured a high quality of the whole monitoring and reporting process and also active involvement of the civil society representatives in this process. Monitoring the implementation of activities is based on the Guidelines prepared by SIGMA¹² on the preparation, implementation, monitoring, reporting and evaluation of the Public Administration Reform and sectorial strategies.

The developments and steps taken by Albania in terms of meeting the objectives of the Crosscutting Public Administration Reform Strategy in all four pillars aim at ***fulfilling the vision of this Strategy and strengthening of an administration, which is professional, knowledgeable and aware of its role in the European integration process.***

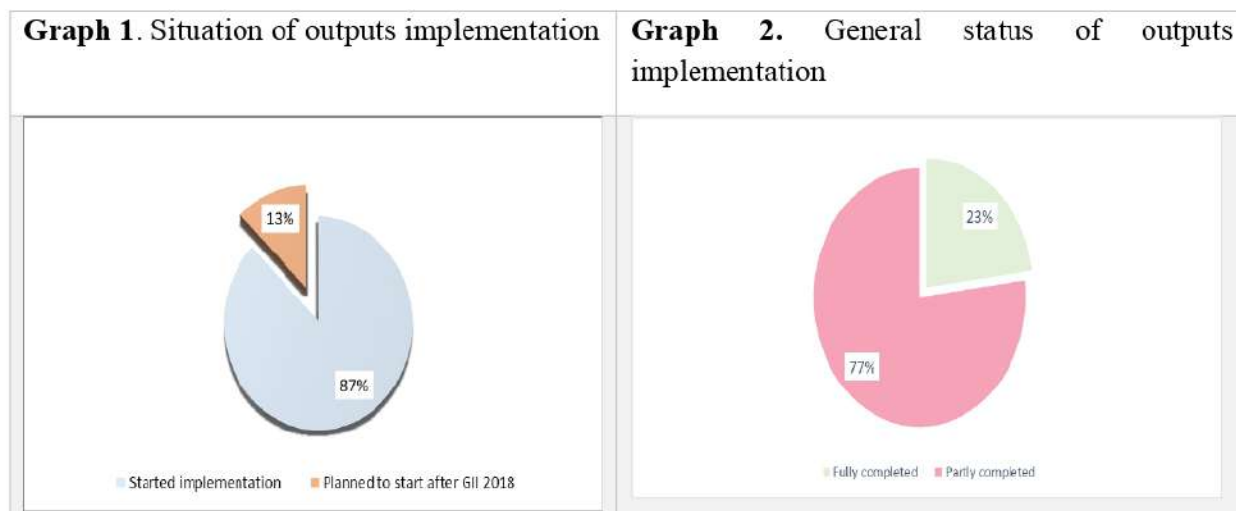
As one of the five priorities to be fulfilled by Albania in order to open negotiations, public administration reform requires serious engagement, persistence to face the challenges it poses, sustained support, but, above all, it requires inter-institutional involvement and contribution.

The focus is and will continue to be the strengthening of a professional public administration with civil servants and employees who work based on common values and exercise their functions with integrity.

¹² <http://www.sigmaweb.org/publications/SIGMA-Strategy-Toolkit-October-2018.pdf>

III. Overall evaluation of the strategy progress ¹³

The 2018-2020 Action Plan provides for the **implementation of 34 core activities and 95 outputs in total**. By the end of 2018, out of 95 outputs in total, **83 of them were under implementation (or 87% of the total)** (Chart 1). Of these, 19 outputs are evaluated as fully accomplished, thus marking an increase of 8 outputs compared to the first semester of 2018.



It's important to mention that the implementation of the Strategy's activities has kept increasing every year and, despite the implementation's challenges, such process has continued smoothly, therefore **showing a positive trend of CCPARS performance in terms of meeting the objectives**.

With the Decision of the Council of Ministers no. 447 dated 26.07.2018, the new Action Plan 2018-2020 was adopted, which foresees the implementation of 34 core activities and 95 outputs. In order to monitor the implementation of undertaken commitments with regards to the realization of products and activities in general, the monitoring process has been carried out on a product level.

The assessment of the level and status of the implementation of CCPARS activities for 2018 is based on the information provided by each responsible unit. The Department of Public Administration conducted the assessment of information during the first quarter of 2019.

Following the presentation of the situation as above, out of a total of 83 outputs under implementation (or 87%), **19 (or 23%) of them were fully implemented by the end of 2018**.

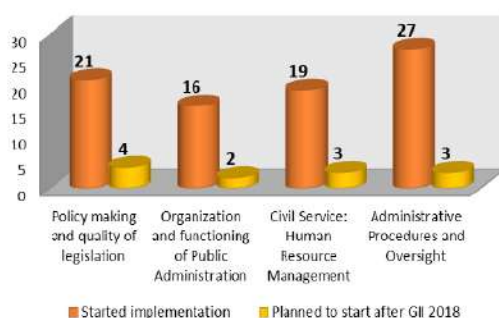
The number of outputs under implementation for each of the Pillars is as follows:

¹³ The evaluation of the 2018 developments in terms of achieving the objectives of the Strategy is realized through the evaluation of the indicators (success indicators) foreseen in the Strategy document, while the assessment of the implementation of the reforms envisaged within the strategy is based on the evaluation of the progress of implementing the activities foreseen in the Action Plan.

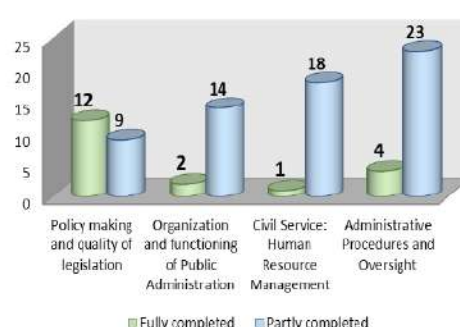
- i. *Pillar I: "Policy-making and Quality of Legislation"* (21 outputs out of 25 in total);
- ii. *Pillar II: "Organization and Functioning of Public Administration"* (16 outputs out of 18 in total);
- iii. *Pillar III: "Civil Service: Human Resource Management"* (19 outputs out of 22 in total);
- iv. *Pillar IV: "Administrative Procedures and Oversight"* (27 outputs out of 30 in total).

The above graphic presentations represent a comparative situation regarding the ongoing status of

Graph 3. Number of outputs under implementation by Pillars



Graph 4. Status of outputs implementation by Pillars



work in priority areas. As the charts show, the number of outputs that are under implementation is as follows:

- > Under Pillar I: *"Policy-making and Quality of Legislation"* (21 outputs out of 25 in total, thus marking an increase of 7 outputs compared to the sixth-monthly report of 2018);
- > Under Pillar II: *"Organization and Functioning of Public Administration"* (16 outputs out of 18, thus marking an increase of 2 outputs compared to the sixth-monthly report of 2018).
- > Under Pillar III: *"Civil Service: Human Resource Management"* (19 outputs out of 22 in total, thus marking an increase of 2 outputs compared to the sixth-monthly report of 2018).
- > Under Pillar IV: *"Administrative Procedures and Oversight"* (27 outputs under implementation out of 30, which is comparatively the same number as in the previous reporting period which is the same number as in the sixth-monthly report of 2018).

In general, the percentage of activities under implementation is 87% for the four pillars.

In order to improve the policymaking system and quality of legislation¹⁴, ***Albania has continued to take the necessary steps to implement the Regulatory Impact Assessment (RIA) system. This new system aims to improve the quality of the policy development process based on conducting of in-***

¹⁴ Reform foreseen under Pillar I

depth analyses of laws before their adoption. The Impact Assessment, which is now mandatory¹⁵, also enables to increase transparency and improve the quality of legislation drafting. With the support of the OECD / SIGMA the first version of the **Methodology for Regulatory Impact Assessment** was approved to then proceed with piloting the implementation of this methodology. During February 2018 the "RIA Network" was established, with representatives from the Prime Minister and all line ministries, with the aim to advance and implement the regulatory impact assessment in Albania.

There has been positive progress in regards to the development of three information management systems: IPSIS, AFMIS and EAMIS for the purpose of carrying out the integrated planning and monitoring of strategic policies and financial management/foreign assistance through an integrated good governance system. During 2018, a database has been created with DCM, Guidelines and Acts drafted through the years for IPS by SIGMA, also enriched with experiences (laws and by-laws) for the Integrated Strategic Planning from different countries. Also, the first draft on IPS is being designed. Within the framework of functioning the IPMG's for Good Governance and Public Administration, and in the implementation of the systematic and integrated approach, the structures have been mobilized and the respective reforms in the field of good governance are coordinated.

The legal and institutional mechanisms that ensure public participation in public consultation policies are completed. The Electronic Notification and Public Consultancy Register has already been set up and is accessible to the public. Following the structural reorganization of the central administration, institutional responsibilities regarding the public consultation monitoring process are clearly defined, thus placing responsibility within the Prime Minister's Office apparatus. For 2018, in the framework of public consultation process and the use of the electronic register for acts consultation with all actors and stakeholders, it results that 58 legal acts have been consulted with a total of 17,241 visits. *Special attention is given in this year to the improvement of the quality of the public consultation process through mechanisms that ensure reflection of citizen's and stakeholders' contribution in the public policies.* With the support of SIGMA in March 2018, the process of updating the Impact Assessment Methodology was finalized, and the Final Methodology was published. The next update of the Impact Assessment Methodology will be done in 2020 based on the analysis of practical cases on the current methodology.

There has been progress under Pillar II, which aims to improve the way the public administration is organized and functions ***through a radical process of re-building the way services are provided to citizens' based on a comprehensive and citizen-centred approach.***

The Standard Operational Procedures (SOPs) assessment has been completed in the municipalities of the country and a guide has been drafted for the drafting of Standard Operational Procedures at local level. In order to implement the SOP guide correctly, trainings have been conducted in 61

¹⁵ In order to implement this important process, Decision no. 197 dated 11.04.2018, which amends Decision no. 584 dated 28.08.2003 of the Council of Ministers, "On the approval of the regulation of the Council of Ministers". Through these changes, among others, the obligation to carry out impact assessment during the policy-making / drafting process is foreseen.

municipalities of the country. Within the STAR 2 project, the process of physical archiving of documentation was carried out in 61 municipalities of the country (318 Administrative Units); 80% of archivists at local level were trained and provided with a performance certificate in collaboration with ASPA.

During 2018, it appears that two Integrated Centres are still in the process of being developed as well as a Mobile Unit is under the purchasing process. During this period, in the framework of the further strengthening of central public services in Albania through the mobile units, a feasibility study was carried out in the remote areas of 7 (seven) regions, namely: Shkodra, Lezha, Kukës, Dibër, Tirana, Gjirokastra, Korça.

Work has continued across all state administration institutions to ensure the rigorous implementation of legislation on the civil servant. The Human Resource Directorates have had the main role in this process in order to raise the awareness of employees for the recognition, unification and oversight of all procedures in regard to the improvement of the public administration performance.

Concrete steps have been taken during 2018 ***to enable the generation of payroll of public administration employees through HRMIS***, where only during this period have been added 80 state institutions, which are generating the payroll through the system, bringing the total number of institutions to 90. ***Moreover, the Human Resources Management Information System (HRMIS) has been further enriched with data from the public administration institutions***, independent institutions and local government units, enabling more than **790** institutions added in the system and information for more than **50,000** employees. During 2018, DoPA in cooperation with ASPA have conducted trainings for over 230 employees from Human Resources and Finance Units, part of public administration institutions.

Good progress has been made in direction of improving the administrative and supervision procedures, where the review of procedures regarding service delivery to the public and their simplification, including ICT solutions whenever possible, remains a priority. Currently, the e-Albania government portal offers **591** electronic services, while **49** state systems interact with each other to ensure real time communication between the citizen and public institutions. ***The public administration coordinates, for the first time, the generation of 33 documents with a digital stamp.***

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

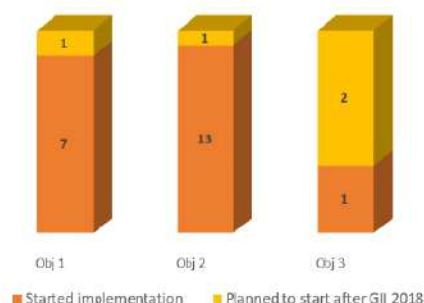
Pillar I: Policymaking and Quality of Legislation

The main objectives focus on the following:

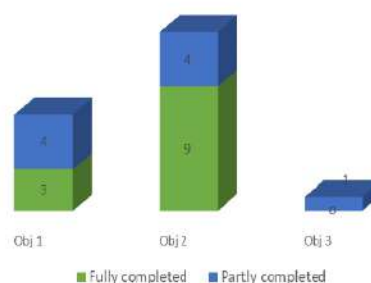
- ❖ *Improvement of policy planning and coordination to draft government strategic documents that turn priorities into concrete actions;*
- ❖ *Implementation of a comprehensive and transparent law drafting system, which is based on policies and ensure alignment with the acquis;*
- ❖ *Building an effective monitoring and evaluation system for the strategies, programs and legal framework, based on the following: (i) collection of data, through an impartial and transparent process, to develop and implement the strategies, programs and legislation, as well as (ii) based on making analyses to assess the effects generated by the policy implementation.*

During 2018, under Pillar I “Policymaking and Quality of Legislation” are implemented 21 outputs and 12 new outputs are fully implemented.

Graph 5. Number of outputs under implementation by Objectives



Graph 6. Status of the implementation of outputs by Objectives



Progress compared to each objective:

Out of 8 outputs that are foreseen under **Objective 1** “*Improved planning and coordination policies to draft government strategic documents, which turn priorities into concrete actions*” most of them (7) have already started implementing and 3 have been fully implemented by the end of 2018.

Progress has been made towards the further development of the strategic framework. Improved policy planning and coordination is closely related to the implementation of the Integrated Planning

System, through which the Government intends to harmonize the strategic framework/strategic priorities with medium-term financial planning by defining in general terms the role, status and hierarchy of strategic planning.

Currently, out of the list of 30 strategies under the NSDI II **27 have been approved**, thus resulting in: 27 approved documents, 2 advanced drafts and 1 initial draft document.

Regarding the drafting the legal package for the functionality of the IPSIS system, with the assistance of SIGMA has been established a database with DCM, Guidelines and acts drafted over years for the Integrated Planning System (IPS). Moreover, the database has been enriched with laws and by-laws from different countries such as Estonia, Latvia, Kosovo, Montenegro. Currently the work is concentrated on the first draft of the Albanian act on IPS. The full legal package (DCM, Orders, Guidelines and Manuals) will be finalized after the full implementation of IPSIS System in June 2019.

Progress has been made in terms of improving the capacities of the Department of Development and Good Governance & the line ministries regarding monitoring of the policies / strategies / action plans / development programs in accordance with IPSIS & AFMIS methodologies. This process started with raising awareness meetings of general directors, followed by the creation of a network for IPSIS contact points, consisted of general policies directors. During this period around 12 meetings, presentations and discussions were held with line ministries and the Prime Minister's Office for IPSIS.

After the approval of the System Design Document in February 2019, until the end of the contract in June 2019, work will continue with other important activities on testing, making the system functional, preparation of manuals by the company, their approval and preparation of the relevant procedures for system users.

Progress has been made towards the instruments for development and good governance policies at central and sector level, more specifically on the preparation of a Guideline for the Millennium Development Goals *(a preliminary phase as part of the National Strategy preparation process beyond 2020)*. In this context, the Department of Development and Good Governance has coordinated the work with the Ministry of Europe and Foreign Affairs, the Ministry of Finance and Economy and international partners (Delegation of the European Union) for reviewing the legal base and regulatory framework related to the functioning of IPMGs. In October 2018, the Order no. 157 *"On taking measures to implement the sectoral / cross-sectoral approach as well as the establishment and functioning of the sectoral / cross-sectoral integrated mechanism"*, which established 5 Integrated Policy Management Groups (IPGMs) and 5 Sectoral Steering Committees (SSC) was approved. During 2018, 6 IPMG / SSC meetings and 8 thematic groups were held in order to mobilize the mechanism and the continuity related to the preparation, revision and monitoring of the respective sectoral policies.

Work has continued intensively to announce formally and to inform the institutions for a detailed technical information regarding the functioning of the integrated sectorial mechanism and the establishment of responsible structures.

The General Secretariat of the Mechanism was established and started its function, during November. The General Secretariat has held two meetings in 2018. Moreover, legal actions have also been initiated for setting up the Technical Secretariats for each IPMG.

Indicator 1a.	Value 2018
100% of strategic regulatory framework drafted and implemented	80%

Regarding the planning skills and the implementation of the National Plan of European Integration, for 2018 all the documents foreseen in the NPEI have been approved and 80 % of the documents foreseen in the Annual Analytical Acts Plan marking the highest percentage in the planning and approval report.

Indicator 1b.	Value 2018
"100% of sector strategies and quality finished (with the action plan costing and set of indicators with corresponding goals)	82%

Regarding to Indicator 1b "100% of sector strategies and quality finished", this indicator has been achieved 82% in 2018 compared to 100% in 2017, 85.7% in 2016 and 70% in 2015.

During 2018 the "*National Strategy of Energy 2015-2030*" was approved, increasing the number of approved documents up to 27, out of 30 in total.

In the framework of strengthening the systemic approach and an integrated governance system focused on functional approach, a significant progress has been made in 2018 on the finalization of three information management systems: IPSIS¹⁶, AFMIS¹⁷ and EAMIS¹⁸.

The Integrated Planning System (IPS) is in the phase of automating its main pillars, consisting on the establishment and operation of three MIS¹⁹ systems that will function as a "one-stop-shop" for the management of policies and public finances by the state administration.

The implementation of these three systems directly support the modernization of public administration and the implementation of good governance principles which despite the complex nature, are designed to function as a *one single system (OSS)*. Operating as a single system (OSS)

¹⁶ Integrated Information Management System

¹⁷ Financial Management System

¹⁸ Foreign Assistance Management System

¹⁹ Information Management Systems

provides the conditions for a systematic and performance-oriented approach, efficient policy planning in line with budget programs; real time reporting and monitoring results and performance for key indicators.

The major objectives of the system "One Single System" (IPGIS, AFMIS and EAMIS) consist of:

- i. Performance-Oriented Management & Results through Evaluation Indicators;
- ii. Increasing the Quality of Good Governance, Accountability & Transparency;
- iii. Creating a flexible multi-dimensional reporting system.

Important institutional steps have been taken to reflect the Sustainable Development Goals (SDG) in National Policies ("Agenda 2030 for Sustainable Development of the United Nations" Transforming Our World" and Harmonization and Nationalization").

During 2018 was drafted a Guideline for SDG-s that preceded the drafting of the SDG Harmonization Report with the existing Sector Policies (*adopted at the first SDG Meeting*), the *National Voluntary Report (NVR)* of the country, which was presented by the Deputy Prime Minister at the High Political Forum in New York (July 2018).

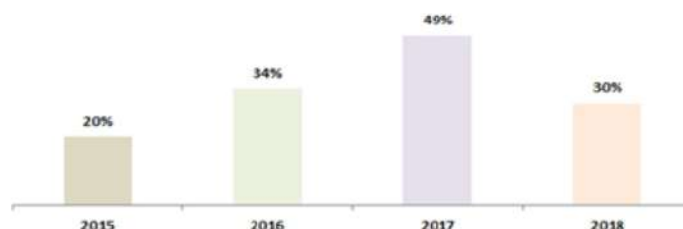
In this framework, during 2018, seven Inter-Institutional Working Group meetings and two Inter-Ministerial Committee for the SDG meetings were organized with the focus on preparing the NVR. During the last 3 months of 2018, started the work on drafting the document "Annual Publication on the SDGs " (first publication) under the INSTAT lead.

Special attention has been paid to the capacity building for strategic planning. In this context curricula and training cycles/packages by the Albanian School of Public Administration (ASPA) regarding the drafting and monitoring of the strategic framework & sectoral/crosscutting strategies (according to the existing methodology) were developed. During this period **152 civil servants (CS)** were trained.

<i>Indicator 1c.</i>	Value 2018
70% of policy-making staff trained, at least once for strategic planning issues	29.57%

This indicator has declined in 2018 due to trained policy-makers, decreasing this percentage to 30% compared to 49% in 2017.

Graph 7. The percentage of policy-making trained staff at LM at least once for the strategic planning issues.



Objective 2 "A comprehensive and transparent system of law drafting, based on policies that ensures alignment with the *acquis*" containing a total of 14 products (9 of which are fully implemented, 4 are under implementation and 1 is projected to start in 2019).

Public consultation is one of the six areas monitored by the European Commission through SIGMA, and is one of the pillars of the Public Administration Reform Strategy where is allocated the budget support (*Budget Support Performance Contract*) through the public consultation indicator. In the framework of monitoring the performance of the indicator (through previously set goals / targets) periodic assessments are carried out and then reported to the European Commission structures.

During 2018, operational guidelines for line ministries to conduct the public consultation process and the functioning of the public consultation e-register have begun to prepare. Within the framework of the model of the integrated system of governance and systemic approach, one of the main objectives of the good governance system is to increase the quality of accountability and transparency by having the main component of public consultation.

For this purpose, a full database with the contacts of coordinators' in the line ministries has been completed and the Public Consultative Coordinators Network (PCCN) has been reactivated. During this period a first mission with the SIGMA experts is being assisted in the preparation of a methodological framework for the first draft of the public consultation methodology.

Targeting the progress of public consultation process, in cooperation with the National Agency for Information Society (NAIS), two workshops dedicated for the coordinators' network were developed in order to understand the electronic register, the importance of the public consultation process, drafting pipelines of planned and approved / consulted acts, etc. Moreover, it was held a workshop with SIGMA / OECD together with the line ministries to identify issues encountered during the public consultation process as well as the preparation of a methodology with the help of this expertise.

Under this objective is also foreseen the preparation of a manual for public consultation (for the public and experts) to facilitate participation in public consultations through the use of the e-

consultation register. This activity was fully accomplished, where in 2018 the manual of electronic register usage was developed and detailed explanations regarding the reporting procedure in coordination with NAIS. During January-December 2018 two workshops were organized in cooperation with NAIS to train the public consultation coordinators on the use of the electronic register, as well as dedicated meetings on the use of the electronic register and the publication of legal acts.

Regarding the implementation of the impact evaluation process, have been undertaken the necessary steps for its implementation. The implementation of this process aims to increase the quality and effectiveness of drafting policies / legislation in Albania and to ensure that government intervention is directed where is necessary, in order to deliver better results at a minimal regulatory cost through *ex-ante* analysis of policy / legal acts, prior to their approval. The implementation of this process also contributes to the increase of transparency and the opening of the government policy making process.

In implementation of Order no. 102, dated 14.6.2017, of the Prime Minister, "On the establishment of working groups for piloting the implementation of the impact assessment methodology in some ministries", amended by Order no. 194, dated 9.11.2017, through the support of SIGMA, started the piloting process for the implementation of the Impact Assessment methodology, which was finalized in December 2018. This piloting process was conducted by two ministries: The Ministry of Finance and Economy and the Ministry Infrastructure and Energy. The Ministry of Finance and Economy piloted the implementation of the Impact Assessment methodology during the preparation of the draft law "On employment promotion" while the Ministry of Infrastructure and Energy piloted the implementation of the Impact Assessment methodology when drafting the draft law "On the production, transport and marketing of biofuels and other renewable fuels for transport".

In order to effectively coordinate and implement the impact assessment process in the line ministries, in February 2018, the "RIA Network" (impact assessment) was created. This network in its composition has 3 representatives from each ministry, one from the policies sector, one from the legal sector and one from the finance sector. The RIA network and the impact assessment process as a whole is being coordinated by the Regulatory and Compliance Department at the Prime Minister's Office.

The Impact Assessment Methodology was finalized in March 2018, and in April 2018 the amendments to the Council of Ministers' Regulation were approved by the Council of Ministers Decision no. 197, dated 11.4.2018, *"On some Additions and Amendments to Decision No. 584, dated 28.8.2003, of the Council of Ministers," On the approval of the Council of Ministers regulation*", as amended, which foresees the obligation to carry out the impact assessment process during the policy / legislative drafting process.

Moreover, pursuant to the Council of Ministers Decision, no. 584/2003 "On the approval of the Council of Ministers regulation", as amended, the Order no. 6, dated 21.5.2018 of the General

Secretary of the Council of Ministers, *"On the determination of draft laws that will be subjected to the impact assessment process for 2018"*, was approved. According to this order, **13 (thirteen) draft-laws were foreseen to carry out the Impact Assessment process for 2018.**

In terms of strengthening the capacities of the line ministries, with the support of OECD / SIGMA, during March and June 2018 were organized trainings for representatives of the RIA network of all ministries in order to obtain the necessary knowledge in conducting the Impact Assessment process.

In terms of increasing the transparency on the publication of legal basis, during 2018 the Programming and Regulatory Acts Unit in the Prime Minister's Office monitored this process for each ministry and drafted an annual report on "The findings of monitoring process of publication of legislation in the *websites* of the line ministries".

In the framework of strengthening the measures of planning in the General Analytical Program of Draft Acts (GAPDA) for 2019, with the aim of harmonizing it with the NPEI and reducing the number of draft laws submitted to the Assembly which are not part of GAPDA, during 2018 the guideline "For drafting the general analytical program of draft acts in 2019" was prepared. The guideline sets out the rules, procedures and deadlines to be followed in the drafting process of GAPDA that will be submitted to the Council of Ministers during 2019. The General Analytical Program of the Draft Acts was officially conveyed to the Assembly in December 2018.

Progress has been made in completing the legal and institutional mechanisms that ensure public participation in public policy consultation. With the implementation of the electronic system (RENJK), after the approval of the Council of Ministers Decision no 848, dated 7.10.2015 "On the Approval of the Rules for the Creation and Administration of the Electronic Register for Notification and Public Consultation", it has become possible to use an important instrument for conducting the public consultation process in accordance with the standards required by law no. 146/2014 "On Notification and Public Consultation". Currently, the network of national consultative coordinators is established and is fully functional in line ministries. The activation coordinators' network has been followed by trainings dedicated to capacity building in relation to public consultation.

In the framework of standardization of procedures and consolidation of the process, a manual of procedures for public consultation has been drafted and made available.

In December 2018, the Department of Development and Good Governance in coordination with the Regulatory and Compliance Department and the support of SIGMA, organized a training with participants from line ministries in order to improve the quality of the process, after receiving comments and opinions on the challenges and difficulties encountered during the implementation of the process.

During 2018 were adopted 72 legal acts by the Council of Ministers (1 Strategy / 16 Action Plans and 55 Draft Laws), of which 73.6% of the acts were passed in the consultation process (various forms / channels of consultation).

Indicator 1d. Based on the World Economic Forum Report 2017-2018 on "Global Competitiveness", the value of the Transparency Policy Index for Albania is 3.8 out of 5 which is the intended target²⁰, with a decrease of 0.9 points compared to the year 2017.

<i>Indicator 1d.</i>	Value 2018
Improvement of the Transparency Index during the policymaking process by the Government, according to the World Economic Forum	3.8

Indicator 2 a. The measurement of this indicator is the object of the activity of Regulatory and Compliance Department and will be based on the methodology described in the passport of this indicator **starting in 2019**.

<i>Indicator 2a.</i>	Value 2018
The quality of impact assessment analysis and evaluation of the implementation of important drafted and published legal acts	Starting in 2019

Regarding the indicator on legal acts that have passed through a wide public consultation process, the value for 2018 is 47.22%, thus marking a decrease compared to 87% in 2017. A downward trend for the quality of public consultation indicator has been estimated for 2018 (at 3.25 points).

<i>Indicator 2b.</i>	Value 2018
Percentage of legal acts that have gone through an extensive public consultation process and evidence of the involvement of the public and stakeholders in the process	47.22%

Indicator 2c. During 2018, the Regulatory and Compliance Department monitored legal changes within the 12-month period from the adoption of the draft law or its latest amendment. The monitoring process data shows that in 110 draft laws, which were adopted in 2018, **9 of them had changes within the 12-month period since the adoption of the law itself or its latest amendment**.

<i>Indicator 2c.</i>	Value 2018
Number of legal acts altered within the first year of adoption	9

Objective 3 "Establish an effective monitoring and evaluation system for effective strategies, programs and legal framework based on: 1) data collection through a neutral and transparent process for drafting and implementing strategies, programs and legislation and 2) compiling the analysis for evaluating the effects generated by the implementation".

²⁰ For a detailed methodology please visit: <http://reports.weforum.org/global-competitiveness-report-2014-2015/>

Monitoring the implementation of strategies is a very important process which provides not only increased responsibility and accountability regarding the achievement of measures and objectives in each strategy approved by the government, but above all, it is a process that helps decision-makers in clear reflection of the progress of implementation of various sectoral reforms and timely identification of various issues that may accompany the process of implementing the strategies.

In the framework of transparency and open governance, during 2018 all monitoring and evaluation reports produced for strategic documents under implementation are made available to the public.

Transparency Reports published periodically and annually relate to the implementation of the following strategies:

1. Sector Strategy and Transport Action Plan;
2. Justice Strategy;
3. Crosscutting Strategy against Corruption;
4. Diaspora National Strategy 2018-2024;
5. Intellectual Property Strategy 2016-2020;
6. Cross-Cutting Public Administration Reform Strategy 2015-2020.

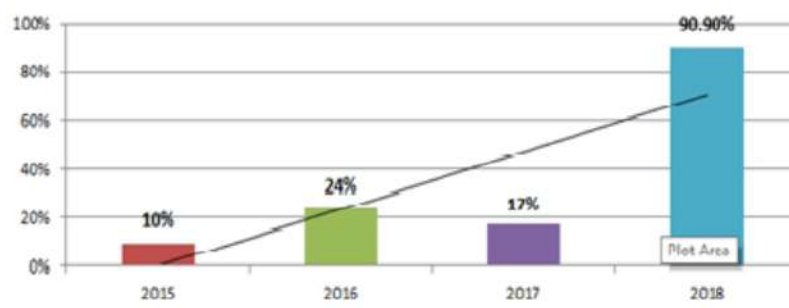
Regarding the monitoring for 2018, the evaluation of drafting the strategic documents (*referred to as the NPEI and the Analytical Program - reviewing of draft acts 2018*) was carried out and implemented in practice. According to the evaluation, referred to NPEI were planned to draft 14 strategic documents (according to the Analytical Program - Review of draft acts 2018 are planned to be drafted 21) and during 2018 have been drafted and approved 11 strategic documents.

Out of 29 strategies considered as part of the NSDI, during 2018 were planned to be drafted three documents, among which, only the National Energy Strategy 2018-2030 was drafted and approved. It was also evaluated the situation of developing and monitoring strategies reports, which results that during 2018 have been compiled the monitoring reports for 14 strategic documents and has been provided financial funding and technical assistance for drafting the report NSDI II Monitoring, a process that will start in January 2019.

During 2018, a Training Manual was prepared for line of ministries' staff relating to strategic monitoring framework (strategy/programs/policy documents) and staff training. The IPSIS Manual of Procedures will be ready after the company submits the training manuals in May 2019 and adapt them according to the Albanian legislation during and after delivering the system.

Indicator 3a.	Value 2018
Percentage of monitoring and evaluation reports for important strategies compiled and published annually.	90.9%

Graph 1. Percentage of monitoring and evaluation reports for important strategies compiled and published annually



Indicator 3b.

Value 2017

The extent to which reporting provides information on the achieved results (SIGMA indicator) 3²¹

According to the SIGMA Assessment Report, *"a set of documents and reports drafted by the central administration and independent institutions are not published on websites and there is not a uniform standard for their design"*. In comparison with 2015, there is no difference in terms of the value of this indicator, while in terms of 2018, SIGMA has not made an assessment of this indicator.

Indicator 3c.

Value 2018

The number of public consultations/presentations organized to discuss the monitoring and evaluation reports. 11

Compared to 2015, which was the baseline year, the index has increased by 1 point. During 2018, 11 monitoring reports were drafted and adopted following a consultation process.

²¹ See: The Evaluation Report "The Principles of Public Administration" page 24

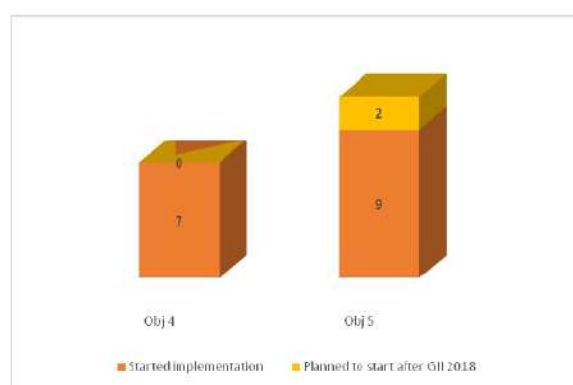
Pillar II: Organization and Functioning of Public Administration

The planned objectives under Pillar II aim at:

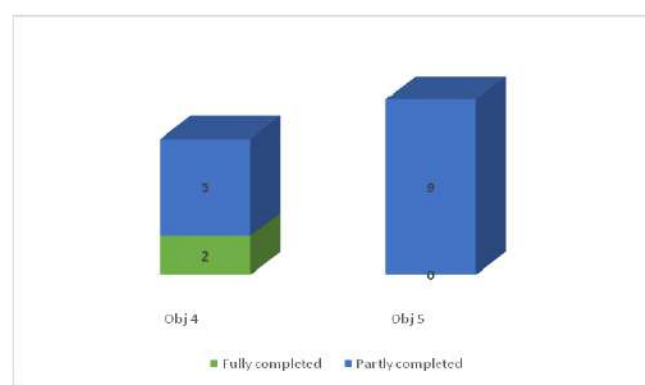
- ❖ *Strengthening public administration structures in order to improve service delivery to the public.*
- ❖ *Providing improved, accessible and integrated public services by reducing opportunities for corruption and strengthening ethics in public service delivery.*

This pillar consists of 18 sub-activities, 16 of which have begun to be implemented and 2 of them have been fully implemented until 2018 (Graph 10).

Graph 9. Number of sub-activities under implementation according to the objectives



Graph 10. Status of realization of sub-activities according to the objectives



Progress towards each objective:

In Objective 4 "Strengthening public administration structures to improve the delivery of public services", 7 sub-activities provided under this objective have been implemented and 2 of them have been fully implemented.

As part of the structural reform of subordinated institutions, with the Order of the Prime Minister no. 59 dated 26.03.2018 was set up: (i) the leading structure²²; (ii) the Steering Committee,²³; (iii) The management Group²⁴; (iv) the Central Working Group ²⁵(v) Technical Working Groups within

²² Consisting of the Department of Development and Good Governance, the Regulatory and Compliance Department and the Department of Resources, Transparency and Good Administration at the Prime Ministers' Office)

²³ Chaired by the Deputy Prime Minister, consisting of the Minister of State for Protection of Entrepreneurship, Deputy Minister of Finance, Deputy Minister of Justice, Prime Minister's Adviser on Security Issues, Director of Department of Development and Good Governance, Director of Regulatory and Compliance Department, the Director of the Department of Resources, Transparency and Good Administration and the Director of the Department of Public Administration)

²⁴ Chaired by the Director of the Department of Public Administration that has its own management teams

²⁵ Composed by the director of the Directorate of Policies and Development of Institutions and Salaries in the Department of Public Administration, experts of the field of organization of institutions in the Department of Public Administration and external experts

the ministries ²⁶. The Steering Committee of the structural reform of subordinated institutions has adopted the document on the typology of the subordinated institutions. Based on the decisions of the Committee as well as the SIGMA methodology, two systems were determined in order to be piloted the new typology of the institutions namely:

> **Health System**

For this system, during 2018:

- The Steering Committee adopted the new organization model for the functioning of health system institutions related to public health.
- The Council of Ministers approved the Decision no. 419, dated 04.07.2018, "On the establishment, organization and functioning of the Health Care Services Operator". With the approval of this decision, 36 directorates of public health, 413 health care centres, 36 hospital units which previously were directly subordinated to the minister, were reorganized to a single institution, (*which consists of the central directorate, 4 regional directorates which supervise local offices and health centres and hospitals*). Moreover, the structure and organigram of the operator at central and local level was approved by the Prime Minister. As well, the responsible health minister approved the structure and organigram of the local offices.
- A new draft-structure of the Public Health Institute was developed, which will have the authority role for this system.
- A draft Decision of the Council of Ministers was drafted "On the establishment, organization and functioning of the Quality Assurance Agency for Health System", which is in the discussion phase. As a result, 3 institutions were reorganized, the National Centre of Quality, Security and Accreditation, the National Centre of Continuing Education and the State Health Inspectorate, in a single institution.

> **Education System**

For this system, during 2018:

- The Steering Committee approved the new model for the organization of education system institutions related to pre-university education.
- Amendments to the pre-university education law were adopted, thus paving the way for the reorganization of pre-university education institutions.
- The Council of Ministers prepared the draft-decision "On the establishment, organization and functioning of the General Directorate of Pre-University Education", on the basis of which was realised the reorganization of 13 Regional Education Directorates and 25 Educational Offices, before depending directly on the minister, is now one single institution, consisting of the central

²⁶ Comprised of the deputy minister of the field, director / head of the development / projects program sector, program director / director, standardization and harmonization of the regulatory framework, budget director / manager and financial management and field experts

directorates, 4 regional directorates which will be under the supervision of local offices and institutions of pre-university education.

- It was designed a draft decision by the Council of Ministers "For the establishment, organization and functioning of the Agency for Quality Assurance of Pre-University Education", on the basis of which was realised the reorganisation of 2 institutions, The Education Development Institute and the State Educational Inspectorate, in a single institution.
- The Decision of the Council of Ministers no. 441, dated 18.07.2018, was approved and the "Partizani" Club and the "Student" Sportive Club are not depended on the Ministry of Education, Sports and Youth but to the Municipality of Tirana.

In addition to the two above-mentioned systems, during 2018, some changes were also made in the organization of subordinated institutions, as a first phase, for some other systems, namely:

> Ministry of Agriculture and Rural Development System

For this system, during 2018:

- The Decision of the Council of Ministers no. 146, dated 03.13.2018 "On the establishment, organization and functioning of the regional agencies of the veterinary service and plant protection" and the Decision of the Council of Ministers no. 147, dated 13/03/2018 "On the Establishment, Organization and Functioning of Regional Agencies of Agricultural Extension" were approved. As a result, 13 regional directorates of agriculture were reorganized, in a total of 8 regional agencies. Relevant structures and organigrams have been approved for these regional agencies.

> Ministry of Finance and Economy System

For this system, during 2018:

- The Decision of the Council of Ministers no. 298, dated 05.23.2018 "On the establishment, organization and functioning of the General Directorate of the Treasury" was adopted. As a result of the reorganization, 36 Treasury Branches were conducted in a single institution under the Minister responsible for finance. Moreover, for this directorate has been approved the respective structure and organigram.
- The Decision of the Council of Ministers no 299, dated 23.05.2018 "On the Establishment, Organization and Functioning of the General Directorate of Financing and Contracting for EU Funds, World Bank and other Donors", was approved, through which it was realized the separation of this directorate from the ministry. For this directorate has been approved the structure and organigram.

> Ministry of Interior System

For this system, during 2018:

- The Decision of the Council of Ministers no. 81, dated 14/02/2018 "On the establishment, organization and functioning of the Concentrated Purchasing Agency" was approved, through which it was realized the separation of the General Directorate of Concentrated Procurements from the apparatus of the Ministry of Interior. For this directorate has been approved the structure and organigram.

> The Prime Minister's Office System (Water Resources Management)

For this system, during 2018:

- The Decision of the Council of Ministers no. 221, dated 26.04.2018, "On the organization and functioning of the Agency for Water Resources Management", was adopted. As a result, it was reorganized in a single agency of 9 organizational units and institutions, as follows:
 - 6 basin agencies, previously directly under the Ministry of Agriculture and Rural Development;
 - Directorate of Water Resources Policies on the apparatus of the Ministry of Agriculture and Rural Development;
 - Former-State Water Inspectorate, extracting its controlling function of permits implementation at basin water level;
 - Technical Secretariat of the National Water Council.
- The Prime Minister approved the structure and organigram of the Water Resources Management Agency.

Also, the working group of the Ministry of Tourism and Environment and the Central Working Group have prepared a first draft of reorganization model of the subordinated institutions of this ministry.

In order to strengthen the administrative structures, ASLSG in cooperation with the STAR2 project, during 2018 worked on the adoption of Standard Operational Procedures (SOP). After a preliminary assessment on the need for improvement of SOP in the country's municipalities, were developed the training curricula on Code of Administrative Procedures (CAP) and the adoption of Standard Operational Procedures which were certified by the ASPA. Based on these curricula, a full cycle of trainings was conducted, including 14 two-day sessions on the CAP and SOP. About 195 local officials from almost all municipalities (57 from 61), participated in these trainings.

Figure 1. *Training on the Code of Administrative Procedures*



After starting the work in 2017, for the proper implementation of physical archiving of documents at local level, in the beginning of 2018, attention was paid to the training of archive and protocol employees in collaboration with ASPA.

During 2018, through the assistance of STAR2 project begun the implementation the activities dedicated for public involvement and consultation at local level. After evaluating and identifying the good practices on the public involvement and consultation of municipalities, a manual for municipalities was drafted.

<i>Indicator 4a.</i>	Value 2017
The extent to which the structures of ministries and other institutions are rational and coherent (SIGMA indicator)	2 ²⁷

This indicator has not changed since it refers to the OECD/SIGMA assessment in the beginning of 2017 and covers the evaluation period 2015-2016. Regarding the 2018, SIGMA has not made an evaluation of this indicator.

In Objective 5 "Improved, Accessible and Integrated Public Services Reducing Opportunities for Corruption and Strengthening Ethics in Public Service Delivery", 9 of the 11 anticipated products were accomplished. During January-December 2018, ADISA and ASLSG have continued their work to achieve the set objectives.

During 2018, the work continued in regards to the well-managed and functioning of the one-stop-shop integrated service centres in Tirana, Kavaja, Krujë, Fier, Gjirokastra, and one-stop-shops in 14 municipalities (compared to 11 municipalities that were in 2017): Shkodër, Lezhë, Durrës, Elbasan, Korça, Vau Dejës, Mat, Klos, Saranda, Berat and Fier. As well, two Integrated Centers are being established in Shkodra and Tirana. Regarding the establishment of the integrated center in the ground floor of the "Former Officers Hotel" building in Tirana, a draft decision has been approved that these premises to be administrated by ADISA.

²⁷ Refer to OECD / SIGMA Evaluation Report 2017 "Principles of Public Administration" p. 89-90

Currently, this process is in negotiation stage with NBC for the administration of the above mentioned premises. The work has continued on identifying suitable premises for the establishment of an Integrated Centre in Elbasan.

Regarding to ADISA's collocation in Municipalities, the process of collocation was finalized in November 2018, at the front-desk ADISA premises at the “One Stop Shop” of Maliq Municipality.

Figure 2. Inauguration of the front-desk in Maliq Municipality for service delivery



During this period, were held meetings with representatives of Patos, Belsh, Malësi e Madhe, Mallakastra municipalities etc. in order to extend the collocation process of the front-desk even to these municipalities. It is about finalizing the agreement between ADISA and Patos Municipality, which provides the provision of public services by ADISA in the premises of this municipality. Regarding other municipalities is currently undergoing the drafting of agreements according to the parties' agreement.

In order to further strengthen the delivery of central public services in Albania through the mobile units, a feasibility study has been carried out in the remote units in 7 regions, concretely in Shkodra, Lezha, Kukës, Dibra, Tirana, Gjirokastra and Korça. As part of the purchase procedure for the mobile units, ADISA staff in cooperation with UNDP reviewed once again the technical specifications by adding new elements that were not previously predicted. In December, the UNDP announced the procedure and during January is expected the announcement of the winner to proceed further with the implementation of this project.

In the framework of creating a new model for the delivery of public services, the Integrated Centres ADISA in Kruja, Fieri, Gjirokastër and Kavaja continued to provide the following services:

- 1) **Integrated Center of ADISA in Kruja - 233 services²⁸ of 6 institutions** in 15 front-desks, respectively: CHIF, IPRO, SII, GDCS, GDT and NBC for 59.814 citizens and businesses (service of asset registration, social insurance, health card, business registration, civil status

²⁸ The Integrated Center in Kruja offers 233 services, respectively: 51 IPRO services, 67 ISS services, 1 FSDKSH service, 64 MCC services, 22 DPGJC services and 28 DPT services.

and taxes). During 2018, the total number of applications received at the reception counters was **33.909**, while **the total number of complaints** for the same period was **7**.

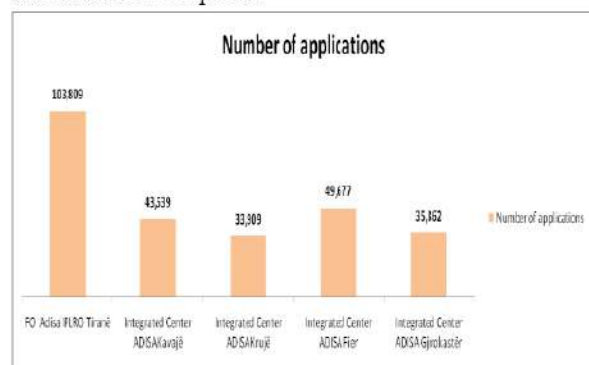
- 2) **Integrated Centre of ADISA in Fier - 343 services²⁹ of 8 central and local level institutions** in 23 *front-desks*, respectively: CHIF, IPRO, SII, GDT, NBC, NES (until June 2018), Local Tax (until July 2018), Agricultural Land Registry Directorate and ALUIZNI (service piloting started in September 2018) for about 120.655 citizens and businesses (asset registration services, social security, health card, business registration, employment services, local taxes, agricultural land registration). In the period of January - December 2018 the total number of applications received at the front-desk was **49.677** and the number of complaints filled was **1.539**.
- 3) **Integrated Centre of ADISA in Gjirokastra - 338 services of 6 public institutions** in 22 *front-desks*, respectively CHIF, IPRO, SII, GDSCS, GDT and NBC, for 28,673 *citizens and businesses* (asset registration services, social insurance, health card, business registration, civil status and taxes). In the Integrated Gjirokastra Centre, ALEAT provides support for 2 GDSCS services, respectively the *application for an ID card and a biometric passport*. During 2018, the total number of applications received at the front-desk was **35.862**. The number of complaints filled at the front-desk was **124**.
- 4) **Integrated Centre of ADISA in Kavaja - offers 233 services³⁰ of 6 institutions** in 17 *front-desks*, namely CHIF, IPRO, SII, GDSCS, GDT and NBC, for 40,094 *citizens and businesses* (asset registration services, social insurance, health card, business registration, civil status and taxes). During 2018, the total number of applications received at the front-desk was **43.539**, while the total of complaints for the same period was **430**.

The following graph shows the number of completed applications and requests for information from citizens filled at the front-desk of ADISA at IPRO Tirana and in the Integrated Services Delivery Centers in Kavaja, Kruja, Fier and Gjirokastra:

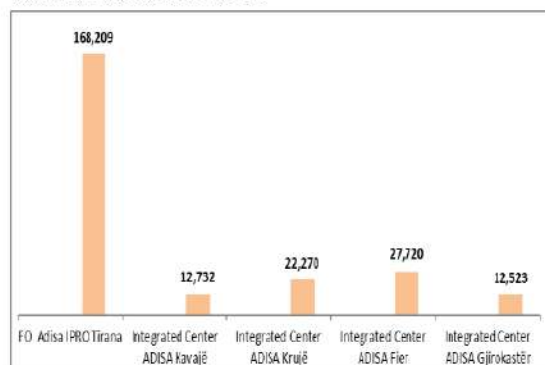
²⁹ The integrated Centre in Fier offers 343 services, respectively: 51 IPRO services, 64 ISS services, 1 FSDKSH service, 169 MCC services, 23 DPGJC services, 28 DPT services and 8 local services.

³⁰ The integrated Center in Kavaja offers 233 services, respectively: 51 IPRO services, 67 ISS services, 1 FSDKSH service, 64 GCC services, 22 GDSCS services and 28 GDT services.

Graph 11. Number of applications filled for information requests



Graph 12. Number of requests for information services

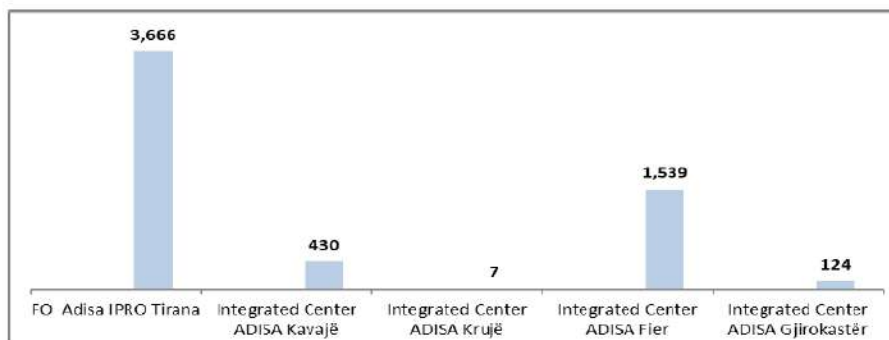


In the framework of separating the service delivery between front office and back office, as well as the establishment of Integrated Centers, were administered 9 front-desks: 2 front-desks at CHIF (Gjirokastra and Shkodra), 6 front-desks at SII (Tirana, Kavaja, Kruja, Fier, Gjirokastra, Shkodra) and 1 front-desk at IPRO (Shkodra).

The complaint management system is an innovation mechanism where the citizens can express their dissatisfactions with the services provided by the institutions which provide front-desk services ADISA such as: IPRO, SII, CHIF, GDCS, GDT etc., and / or in connection with service assistants under ADISA. This system provides the registration and the management of the submitted complaints by the citizens to the Integrated Centers ADISA. The system made possible to preserve all the main details of a complaint for all the institutions that are part of these three Centers, respectively in Kruja, Fier and Gjirokastra. During 2018 were filled 3,666 complaints for IPRO Tirana, 430 complaints for the Integrated Center in Kavaja, 7 complaints for the Integrated Center in Kruja, 1,539 complaints for the Integrated Center in Fier and 124 complaints for the Integrated Center in Gjirokastra.

Below the graphical presentation of the submitted complaints at the complaint desk for the institutions at the Front Office ADISA IPRO Tirana and at the Integrated Centers ADISA:

Graph 13. Number of complaints filled at ADISA front desk



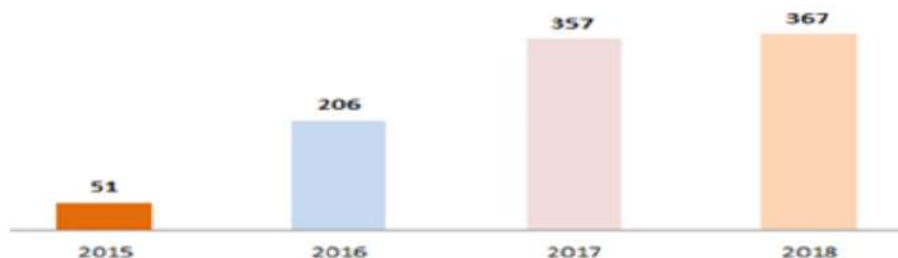
In the framework of the IPSP project "The Support for improving the delivery of citizens-centred public services" the training related to the Operational Manual of Integrated Service Delivery has been conducted. During this period were drafted: DCM no. 624 dated 26.10.2018 "On approving the manual for standardization of the establishment and functioning of the public service front desks" and DCM no. 625, dated 26.10.2018 "On the Approval of the Ethics Manual in the delivery of public service at the front desk."

The development of institutional capacities of ADISA and central institutions to improve the quality of service delivery **has had positive progress**, where during January-December 2018 in collaboration with ASPA were organized 21 trainings for the 134 Agency of Integrated Public Services Delivery employees. Regarding the training of central institutions staff during 2018, were trained **1260** employees and were conducted 56 trainings were. Respectively were held 22 training sessions for the Front Office employees in 14 institutions and were developed other planned trainings and it was designed the communication campaign of ADISA to improve the service delivery. In order to gain experience and best practices in terms of service delivery, were realized two study visits in the Republic of South Korea and in Portugal. Also, the following trainings have taken place: 3-day training on the "Management of Change", 2-day training on customer care and communication skills, 3-day training "Training of Trainers" (TOT) for customer care and communication skills, the workshop on Operational Manual and TOT Training on the Operational Manual.

Indicator 5a.	Value 2018
Number of central government services with improved interaction in front desk offices	367

Achievements towards the target for 2018³¹ have been exceeded at 141%. In total, at the front desk of IPRO Tirana and the Integrated Centers in Kavaja, Kruja, Fier, Gjirokastra and Municipality of Maliq are provided 367 services of 10 central and local institutions.

Graph 14: Number of central government services with improved interaction in front desk offices



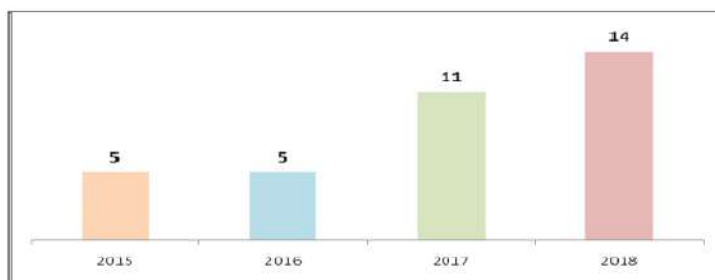
³¹ The target for 2018 is 150 (referred to the Passport of Indicators, pg. 15).

Indicator 5b.

The number of one-stop shops established in the local government unit

Value 2018

23% of the municipalities



Graph 15. The number of one-stop shops established in the local government unit

Following the work that started in 2017 through the assistance of STAR2 project, during 2018 finished the development of the one stop shop system, which was applied in the selected pilot municipalities. The "one-stop shop model" for administrative services at local level includes workflow for approximately 60 administrative services. During 2018, three pilot municipalities completed and finalized the work for the system and started implementing "one-stop shops". Also were prepared and validated curricula and training materials for this process.

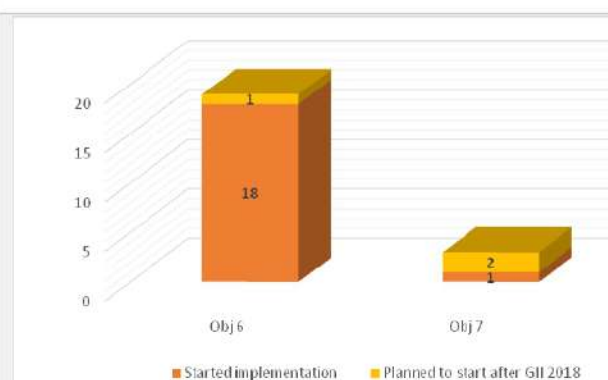
Pillar III Civil Service: Human Resource Management

The objectives aim at:

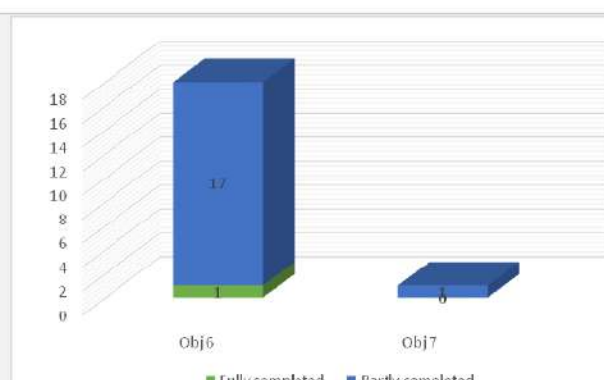
- ❖ *Improving the capacity to implement civil service legislation and facilitated procedures for implementation;*
- ❖ *Organizing the civil service payroll system based on job appraisal, the annual achievements of civil servants and results in mandatory training;*

Under this pillar have been implemented 19 activities out of 22 in total. Out of 18 sub-activities under implementation, one of them has been fully accomplished.

Graph 16. Number of implemented activities according to Objectives



Graph 17. Status of product realization according to Objectives



Progress towards each objective

Objective 6: Enhanced capacities for the implementation of civil service legislation and facilitated procedures for implementation ". Under this objective, out of 19 activities in total, 18 are under implementation.

During 2018 the intensive work continued to strengthen the DoPA capacities and the structures of human resource management and to lead strategically the reform of the civil service. One of the measures taken is the organization of Human Resources Professional Network meetings, composed of representatives from the human resource units in the line ministries and the subordinated institutions. In these meetings was analysed the progress of the work and were discussed the problems faced and the challenges of the future. Such meetings will continue periodically, being a very good opportunity to share successful practices and to ensure uniform understanding and

implementation of work processes regarding the human resources management. In October was held a meeting with the human resources directors of the line ministries in the Department of Public Administration to explain the content of the *administrata.al* portal, an integrated and reporting portal, especially dedicated to the public administration. During this meeting was also explained the reporting information method that central and local institutions should follow.

Administrata.al is a communication and interaction platform that provides practices, guidelines and legal basis, as well as sharing knowledge/information by unifying the human resource management procedures. During the meeting was emphasised the importance of cooperation between central institutions, subordinated institutions, regional branches and local government units to ensure monthly reporting on quality and in real time. The portal contains information on institutional practices, legal basis, vacancy announcements in the civil service, disciplinary measures, court decisions etc.

The training of employees remains one of the most effective mechanisms in capacity building. In this direction, during 2018 the civil servants of the Department of Public Administration have participated in several trainings such as: training on "Integrity Challenges in Civil Service Recruitment and Selection" organized by the Regional School of Public Administration (ReSPA), training on "Presentation with the Chinese Administration" organized by the Chinese Government, training on "Access to Court of Justice of the European Union successfully" organized by the European Institute of Public Administration (EIPA), training on "Coaching" organized by ReSPA, training on "Coaching on HRMIS" organized by the National Agency for Information Society, training on "European Youth Event" organized by the European Parliament, training on "Training of the Trainer Programme" organized by the Institute of Public Administration (IPA Ireland), training on "Programme in EU Law and Economics" organized by the Riga Graduate School of Law, training on "Development and Management of Human Resources in the Public Sector" organized by the Korean Agency for International Cooperation (KOICA).

Reviewing and drafting the catalogue of job descriptions is one of the most important components that will be realized through the implementation of the IPA 2014 Project "Implementation of the Civil Service Reform in Public Administration", which started in October 2018 and will last until 2021. DoPA has started the preparatory work for drafting the job descriptions catalogue by collecting the job descriptions from the Prime Minister and Line Ministries. Followed up by DoPA it turned out that more than 50% of job descriptions had problems in divisions such as: *mission, purpose, key tasks, key responsibilities, and special requirements*. In order to improve the quality of job descriptions and rigorous follow-up of the standards set out in the Decision of Council Ministers and the Guideline of DoPA dedicated to job descriptions were held individual meetings with the Human Resource Units of the Prime Ministry and Line Ministries on how job descriptions should be written.

Conducting 'ad-hoc' assessments to get the opinion of the applicants on the recruitment process and taking measures to address issues arising from the assessment has continued with positive trend. For the first time in 2018, DoPA considering the importance of the opinions of the candidates' part of the recruitment procedures, decided to undertake a new initiative that encourages

the expression of public opinion. Asking for the opinion of the applicants on the recruitment process is firstly conducted by the evaluation commissions, who at the last phase of the structured interview they often ask questions to the candidates (their selection is casual) in regards to the issues encountered or suggestions they might have on the recruitment procedure. Other forms of ensuring this information are as well the complaints filled by candidates participating in the procedure or requests sent electronically through the channels of communication such as: the dedicated email address info@dap.gov.al, the telephone number available, the account of the Department of Public Administration on the social network Facebook or the Platform of Co-Governance. Hereafter is planned to conduct online questionnaires of the candidates at the end of written test. This will make possible to ensure structured opinions and prioritization of problems that should be addressed.

In order to guarantee transparency, the right of information and a more objective evaluation, DoPA has invited the candidates to get the answers of the written test in order to make a comparison with the answers provided by the candidate, or in case of complaints for the evaluation of the structured interview, its re-evaluation by the commission was conducted in the presence of the candidate. To address the above issues, one of the foreseen measures to be implemented next year it is the application of **e-testing**, that consists in making the test electronically and its evaluation in real time. Apart from the above, given the encountered problems in practice it was necessary to change the candidate's evaluation scheme for admission in the civil service, in order to ensure a more effective management of recruitment procedures and pre-selection of the most qualified candidates. Thus, in December 2018 were approved the relevant amendments on the two decisions of the Council of Ministers which regulate the recruitment procedure³². Moreover, based on the requests for information that DoPA manages from the interested people through email and social network Facebook, aiming to clarify as many individuals as possible, during 2018 DoPA continued intensive work with the publication on social networks to answer the most frequently questions about the application, the phases of the competition etc.

During 2018, in the context of implementation of Public Administration Reform, the work focused on:

- > *Continuing to implement and ensuring rigorous implementation of legislation for Civil Servants in all public administration institutions, through the coordination with all human resources units for recognition, unification and oversight of all procedures for improving the performance of public administration;*
- > *Improving the regulatory framework for civil service;*
- > *Improving the selection and evaluation process of candidates that compete to become part of the public administration;*

³² Decision of the Council of Ministers no. 746, dated 19.12.2018 "On some additions and amendments to decision no. 243, dated 18.3.2015, of the Council of Ministers, "On acceptance, parallel movement, probation period and appointment in the executive category" and Decision of the Council of Ministers no. 748, dated 19.12.2018 "On some additions and amendments to decision no. 242, dated 18.3.2015, of the Council of Ministers, "On the filling of vacancies in the lower and middle management category"

- > *Strengthening the capacities of DoPA and human resources units in public administration institutions, to advance the civil service reform through ongoing training in order to understand human resource management policies, interconnection and their effects;*
- > *Further development of innovative methods to improve and facilitate communication and interaction between public institutions and citizens;*
- > *Continuous strengthening of ASPA as a provider of civil service training and not only;*
- > *Expansion of HRMIS in the public administration institutions not part of the civil service, independent institutions and local government units, and the implementation of the payroll module through HRMIS.*

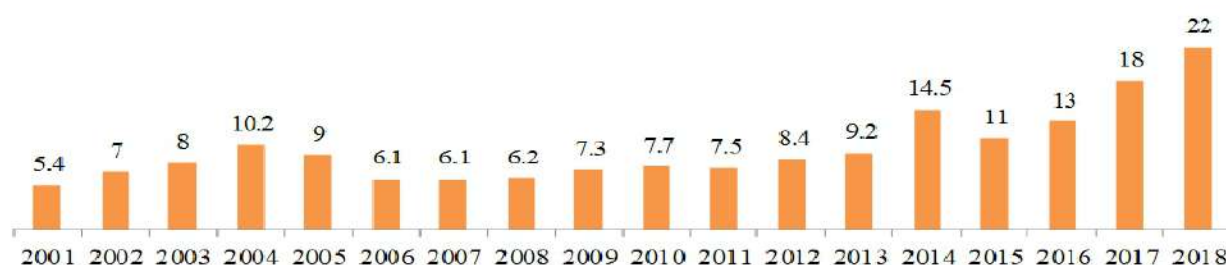
Below are the concrete achievements of the objectives. ***In order to improve the recruitment process and the meet the institutional needs, the Department of Public Administration, during 2018, undertook a series of measures in terms of:***

- > Enrichment and qualitative improvement of questions at the Bank of Questions, an activity which is foreseen to be developed within the IPA 2014 project "Implementation of the Civil Service Reform in the Public Administration";
- > Training the new members of Permanent Admissions Committees on the methodology and accurate evaluation techniques of the candidates;
- > Collaboration with higher education institutions with the aim of informing potential candidates (students and newly graduates) about employment opportunities in the public administration, etc.

Even in 2018, work was oriented ***in improving the recruitment process in the civil service at all stages*** starting from planning of vacancies, their grouping and announcement, the public's orientation on the correct manner of application and managing the recruitment process effectively through the implementation of innovative methods.

In 2018, the average number of candidates for a vacancy is estimated to be 22. As it can be seen from the chart below, the average number of applicants for the position has increased compared to the previous years, which indicates a growing interest to become part of the civil service.

Graph 18. The average number of applicants for the period 2001-2018



Concrete steps have been taken to enable ***generation of salaries of administrative employees through HRMIS***, a process that is being implemented in 90 state institutions. Out of these, 82 state

administration institutions part of the civil service; 3 state administration institutions not part of the civil service; as well as 5 independent Institutions.

Also, the Human Resources Management Information System (HRMIS) was further enriched with data from public administration institutions, independent institutions and local government units, enabling more than 790 institutions to be part of the system and to generate information for more than 50,000 employees. Over 230 civil servants of human resource sector were trained and were organized 30 training sessions (18 trainings for Human Resources and 12 trainings for the Finance Units employees).

With the support of the European Union in the implementation of the Public Administration Reform during 2018, several important projects started the implementation, where DoPA was the main beneficiary, where concretely:

> **IPA 2014 project "Creating computer solutions to enable the implementation of several components and control mechanisms"**

The Department of Public Administration signed on December 2018 a contract for the implementation of the IPA 2014 project **"Creating Computer Solutions to enable the implementation of several components and control mechanisms"** funded by the European Union. The purpose of this project is to enable computer solutions to better implement control mechanisms over:



- functionality of the Human Resource Management System (HRMIS) through using electronic certificates;
- developing an information system to improve evaluation processes and testing of employees in the civil service;
- development of an information system with centralized monitoring which will standardize governmental processes of the Albanian public administration;
- developing a centralized software platform which will facilitate and standardize the collection and processing of data related to civil servants.

> **IPA 2015 Project "Young Civil Servants Scholarship Scheme"**

During 2018, the Department of Public Administration in collaboration with the French National School of Public Administration (ENA) and ASPA implemented the EU-funded project "Young Civil Servants Scholarship Scheme"³³. This project, which started on 11 September 2017 and ended on 11 July 2018, aimed to support the civil service reform to establish a professional, independent

³³ All materials developed by the project in cooperation with the Albanian institutions can be found online at the official website of the project <http://ycesalbania.eu/>

and merit-based system, in line with European standards and to increase the attractiveness of civil service for young professionals.

In the framework of this project, the EU Delegation to Albania contracted the French School of Public Administration "Ecole National d'Administration"(ENA), which in cooperation with the Albanian School of Public Administration (ASPA), drafted and implemented a specific and practical training program for 15 new civil servants from the Albanian public administration and selected subordinated institutions through a rigorous competitive, transparent and merit-based procedure.



The duration of this training program was 4 months: 0.5 months of preliminary training at the Albanian School of Public Administration (ASPA), 3.5 months of practical training sessions at ENA in Paris and Strasbourg, including a study visit to EU institutions.

The participants were selected from four main horizontal areas covering public policy; monitoring and implementing the strategy; drafting the legislation; European integration, budget planning and financial management.



The training program contained a variety of modules which covered topics related to public policy, governance for citizens and European integration. Training sessions at ENA were interactive, focusing in concrete examples, public administration missions and activities, case studies and other exercises. The trainings included verbal arguments, group discussions, and the creation of a stimulating teaching environment and the evaluation progress of colleagues. Part of the training program were also the visits to some of the French and European public administration institutions. In conclusion, 15 officials which benefited from this training were subjected to a final test organized by ENA. At the end of the project, a graduation ceremony was organized, where 15 newly graduates expressed their enthusiasm about this unique experience and the motivation to share the knowledge gained with their colleagues in terms of improving the performance of public administration

> IPA 2015 Project "Public Administration Reform in Albania - Communication and Visibility"

In the framework of the implementation project "Public Administration Reform in Albania - Communication and Visibility", DoPA in cooperation with the European Union delegation in Tirana, made a video (part of a documentary) showing: *improved recruitment procedures, announcement and online application procedures for vacancies, admission procedures* etc. Also, through this project, was launched a call for young people who want to join the public administration, a radio spot that was broadcasted on national radio Club FM. Moreover, were published some articles in press and online media about innovations in the civil service, such as: online recruitment or trainings abroad at the some of the best schools in the world. Also were prepared brochures, leaflets and various information posters for citizens on public administration reform and employment opportunities in the civil service.

> IPA Project 2014 "Implementation of the Civil Service Reform in Public Administration"

In October 2018 started the implementation IPA 2014 project funded by the European Union "Implementation of the civil service reform in public administration". The project's focus, which is expected to last 30 months, is the reform on the payroll structure, the definition of performance criteria for employees and institutions, the creation of a unified human resources system for central and local public administration, the strengthening the monitoring role of the Department of Public Administration, the Commissioner for the Oversight of Civil Service, and the Albanian School of Public Administration (ASPA).

Taking in consideration that the process of public administration reform in Albania and its alignment with EU standards are essential conditions for Albania's future membership to the EU, this project will continue to support the Department of Public Administration and other oversight bodies in the standardization and unification of civil service management to establish an independent, transparent and professional civil service at central and local level and in communication with relevant institutions.

The project, in close cooperation with the Department of Public Administration has already started the work on the implementation of planned activities according to deadlines. These measures are also reflected in the new Action Plan 2018-2020 of the Crosscutting Public Administration Reform Strategy as activities with an indirect/cross-sectoral impact.

As it is foreseen in the IPA Project Regulation, the first three months of the implementation of the project coincides with the preparation of the "Inception Report", where are described the findings of the experts of project during the initial period, such as analysis of legislation and current situation in relation with the objectives and purpose of the project. Furthermore, the project will continue to implement activities according to the timeline for each component during 2019 and will last until 2021.

During 2019, the work will focus on providing concrete solutions to improve: (i) the civil service payroll system (civil servants rewarding system); (ii) job appraisal of the civil servants; (iii) classification of positions and job descriptions; (iv) work processes (manual of procedures); (v) strengthening the capacity of ASPA; (vi) monitoring process to ensure rigorous implementation of civil servant legislation and coherent standards for all public administration.

Below is a brief explanation for each activity planned during 2019:

- *Development of a new civil servant **payroll system** and reform of public administration payroll systems as a whole.* In order to determine the path for the implementation of the payroll system approved by the law no. 152/2013, "On Civil Service", as amended, during 2019 will be prepared an analytical study that will identify the needs for change or adaptation of the new payroll system, possible ways of implementing the new system, as well as the standards for the payroll system as a whole in the public administration.
- ***The Job Performance Appraisal Manual** will contain procedures and examples used as benchmarking/comparative for job performance appraisal. Once analysed and evaluated the existing situation, the manual for the evaluation of results at work will have objectives and indicators clearly defined.*
- ***Methodology of job classification and job descriptions.** In the framework of this project, the current job classification methodology will be analysed and potential improvements will be proposed by drafting a dedicated catalogue that will contain procedures and examples for benchmarking the evaluation of positions. A job descriptions catalogue will also be developed which will serve to improve the quality of job descriptions according to the standards set out in the Council of Ministers Decision and the DoPA guideline dedicated to job descriptions.*
- ***The manual of procedures,** which will include examples on horizontal processes in line ministries and some specific processes dedicated to them, will ensure the unification of public administration procedures and improve public servants' performance.*
- ***Strengthening the role of ASPA as the only central institution for training and development of human resources capacities of public administration, including local government.** Under this activity, ASPA will rely on: (i) reviewing and implementing the curricula for TMC members, (ii) developing a model for quality management of training curricula, (iii) developing a strategy for transforming ASPA in an center of excellence for training and development of public administration.*
- ***Development of monitoring mechanisms to ensure the proper implementation of civil servant legislation and coherent standards for all public administration.** Under this activity, DoPA will assist in: (i) designing the set of indicators and other monitoring and evaluation mechanisms and (ii) standardizing human resource management procedures, as well as the CCSO to strengthen the monitoring process of the implementation of civil service legislation, with focus on self-government local bodies.*

Regarding the rate of implementation of recommendations from the Commissioner for the Oversight of Civil Service in central, local and independent institutions, the situation is as follows:

Commissioner for the Oversight of Civil Service (COCS), during 2018, has reviewed **105** information / complaints resolved through individual administrative investigation, or in the framework of the initiated oversight processes.

The general supervision or inspection process has been completed with the warning decision on the regulation of the legality, in **54** institutions of different typologies of public administration.

In the first half of 2018 ***has been finalized the process launched in 2017 to monitor the restructuring of state administration*** by drafting a special monitoring report for each institution involved (*in 11 Line Ministries and the Prime Minister's Office*). In all cases, the Commissioner has given concrete tasks at the monitored institutions regarding the law enforcement for employees in different hierarchy of the civil service. The process was completed in time and according to law requirements, paying attention to the completion of the job descriptions process which was detected with irregularities during the monitoring (*acts that materialize the job descriptions in these institutions are outdated and have immediate need for amendments in terms of functions, tasks, objectives, specific job requirements, etc., which have often changed due to the adoption of laws that regulate their functioning*).

After the verification of executed tasks assigned by the Commissioner, it resulted that the job description process has been completed in the central institutions of public administration (*line Ministries and the Prime Minister's Office*), in accordance with the requirements of law and by-laws.

The Commissioner has also worked towards data management and the analysing of the current situation in regards to the level of law enforcement, in the ***execution of final court decisions*** for returning to work the civil servants who have won the trial, as an important moment of law enforcement for civil servant. Data were collected and managed in **112** institutions and at the end were identified **311** final court decisions (*in 209 cases (or 67%) belong to the state administration, in 90 cases (or 29%), LGUs, and in 12 cases (or 4%) independent institutions*), which for various reasons have not been executed yet by the respective entities. During this process was noted the need for legal changes and additions to the existing regulatory acts which foresees the procedures that should be applied in this case. The Commissioner is following the administrative investigation process to determine each case of law violation by the institutions required to implement the court decisions.

During the ongoing monitoring process, which is related to the process of implementing the Commissioner's warning decisions, it results that the process was carried out through verifications in **49** supervised institutions, out of which **16** belong to the public administration (*subordinated institutions*) and **33** local government units (*1 regional council and 32 municipalities*).

After the verification process, the on-going supervision was concluded with the Commissioner's decision in 26 cases or 53% of them (15 subordinated institutions of public administration, 10 municipalities and 1 regional council) because the institutions had fully implemented the tasks assigned by the Commissioner and in 23 cases or 47% of them, the process was being realized in its various phases (22 municipalities and 1 subordinated institution of the public administration).

When the institutions have applied voluntarily the warning decisions, both in the case of monitoring / inspection and individual decisions for resolving complaints, the Commissioner has not applied the fine.

Progress is noted by the Commissioner towards increasing the level of law enforcement for civil servants, compared to previous reporting periods.

This conclusion is based particularly on:

- a) The consolidation of the recruitment process in the central administration. The Commissioner monitored the recruitment process at DoPA during January - December 2018, for completing **834** job vacancies (*through group recruitment, lateral transfer and promotion in the public administration as well as in the procedures performed for the TMC category*) through **484** competition procedures. The process appears transparent and within procedural limits. Monitoring the procedures in the public administration is worth noted: the number of competitors for a recruitment process is increased; the principle of group recruitment is applied; the principle of transparency of the process is applied while publishing the announcements on the National Employment Service and on the Department of Public Administration's website; the right of competitors complain is respected, which is reflected in the increased number of competitors at the phase after complaints review as well as the low number of complaints to the Commissioner.
- b) The establishment of formal recruitment process in legal and procedural limits even to local government units. From **1207** administrative acts founded by the Commissioner which were contrary to the law, issued by for temporary appointments in the civil service by the head of institutions in **48** local government units over three years, on **740** of them (or **61%**) the situation was regulated in accordance by the law, by implementing the tasks assigned by the Commissioner. In **467** cases (or **39%** of them), the recruitment process has now begun through the announcement of vacant positions followed by quick steps to restore a state of legality.

But, on the other hand, the ongoing challenge of civil service management in the local administration, is to increase the level of law enforcement in all civil service administration processes through strengthening the capacities of human resource management units.

Currently the number of HRM staff in the municipality and their capacities are limited. HRM staff in these units have a low level of general legal knowledge about various processes of civil service administration, and so is the level of skills to ensure proper implementation is incomplete. The Commissioner estimates as well that the available law enforcement tools, especially in some of its

institutes (in the case of recruitment, job descriptions, job evaluation, efficiency gained and organizational effectiveness of municipal administration and services, etc.) are missing, complex and not related to the context of local administration.

Under these conditions, regarding the drafting and the proposal for ***necessary legal changes to unify the implementation of the law*** in the state and local administration, the Commissioner considers that there is a need for new special legislation for the organization of the local administration, as well as for revising and expanding the range of tools available to human resource management staff in LGUs for law enforcement. Thus the adaptation of the existing human resources law enforcement tools prepared by the DoPA with locally features identified was needed, assessing the possibility of simplifying their use for municipalities.

The Commissioner has submitted to the Assembly the needs for legislative amendments through the 2018 Annual Report, as well as addressing solutions in cooperation with specialized experts with the implementation of the IPA 2014 project “Implementation of civil service reform in the public administration”.

Preparation of guidelines and recommendations regarding the unification of law implementation in the civil service based on the issues identified by the Commissioner for Civil Service Oversight in Public Administration continued in 2018. Thus, it results that the following guidelines have been drafted as follows:

1. Guideline on the treatment of civil servants from institutions part of the civil service (state administration institutions);
2. Guideline regarding the restructuring process of the public administration institutions and monitoring the implementation of legal procedures during its application;
3. Guideline on the functioning of the civil service scheme in local government units. Monitoring its implementation during drafting and approving the organizational structure in these institutions has continued.

Albanian School of Public Administration (ASPA) during 2018 had as the main purpose preparing the Albanian public administration in the challenge of European integration and implementation of the civil service legislation.

Since September 2018, ASPA has entered into a comprehensive restructuring process with the aim of strengthening its institutional capacity, improving the quality of the training service, diversifying the training portfolio, and preparing it to support the challenges of public administration in the European integration process.

The Albanian School of Public Administration (ASPA) during October-November 2018 conducted ***Training Needs Analysis process*** for all civil service institutions in central and local administration

as well as independent institutions. This process aimed the identification of training needs at the institution and individual level for three major categories of issues related to the (i) training needs within the implementation of the functional tasks; (ii) of the European integration process, as well as the needs for (iii) improving professional communication in a foreign language.

During this process, 102 institutions were contacted, including 12 line ministries (*including subordinated institutions*), 61 municipalities, 12 regional councils, 17 independent institutions (*including judicial and legislative institutions*). From the data processing results that have provided training needs to 74 institutions (or 72% of the institutions contacted) (*100% of central institutions, 67% of local institutions and 70% of independent institutions*), while at the individual level participated 1770 individuals (or 10% of the total of 16193 employees in the 102 contacted institutions) (*out of which 1026 individuals were from central government, 636 individuals in local government and 108 individuals in independent institutions*).

In conclusion, a total of 40,487 requests for training (*34.830 requests from central government, 3.951 requests from local government and 1.706 requests from independent institutions*) were gathered at institution level.

From a total of 40.487 training request, there are:

- 32.236 requests related to the needs within the implementation of functional duties (*29% require a basic level of knowledge, 39% require a medium level of knowledge, 25% require a deep knowledge level and 7% result that have not specified the level of knowledge required*);
- 3.283 request related to the European integration process (*35% require a basic level of knowledge, 36% require an average level of knowledge, 25% require a level of knowledge and 4% result that have not specified the level of knowledge required*), and
- 4.968 requests related to the needs for improving professional communication in foreign languages (*38% require a basic knowledge level, 30% require a medium level of knowledge, 24% require a deep knowledge level and 8% result that have not specified the level of knowledge required*).

From the data analysis it resulted that the most requested fields related to the needs within the implementation of the functional duties, are: The Code of Administrative Procedures; designing and project management as well as risk management. For issues related to European integration process the three more required fields are: mapping the Acquis with central and local policies, the approach of legislation, and the management of EU funds. Regarding the needs for improvement of communication in foreign languages, the most requested languages are: English, Italian and German.

During November 2018, based on the Training Needs Analysis results, ASPA reviewed the existing modules and designed new modules, so that the programs and trainings fulfil the real needs of public administration and the didactic requirements of the learning process for adults. For this purpose, the

school approved the criteria for drafting a training module. All this process serves the new ASPA approach for the methods of developing the trainings with adults, emphasizing the need for modules to respect the context in which adults maximize learning during the learning process.

Based on these criteria a training module contains:

- Theoretical material, which is a summary of the basic literature that the module deals with. Its content reflects the legal framework in force as well as the national, sectoral and local strategic development policies.
- Didactic material in which the information and didactic training activities are organized in accordance with adult learning methods. This material introduces training objectives, activity timeline, learning methods, learning outcomes, and individual files of each activity with all the content and organizational details.
- The Bank of Questions, which contains questions about knowledge examination. Questions can be of different types, such as: reproductive, analytical and implementing, and also some questions whose answers require synthesis or evaluation.

As a result, during 2018, a didactic archive with 103 training modules for 31 areas of expertise was built, out of which 13 modules were revised, 74 modules were designed and 16 existing modules were redrafted.

These modules will be part of new programs that will be designed and developed by ensuring the didactic quality of training throughout 2019 and onwards.

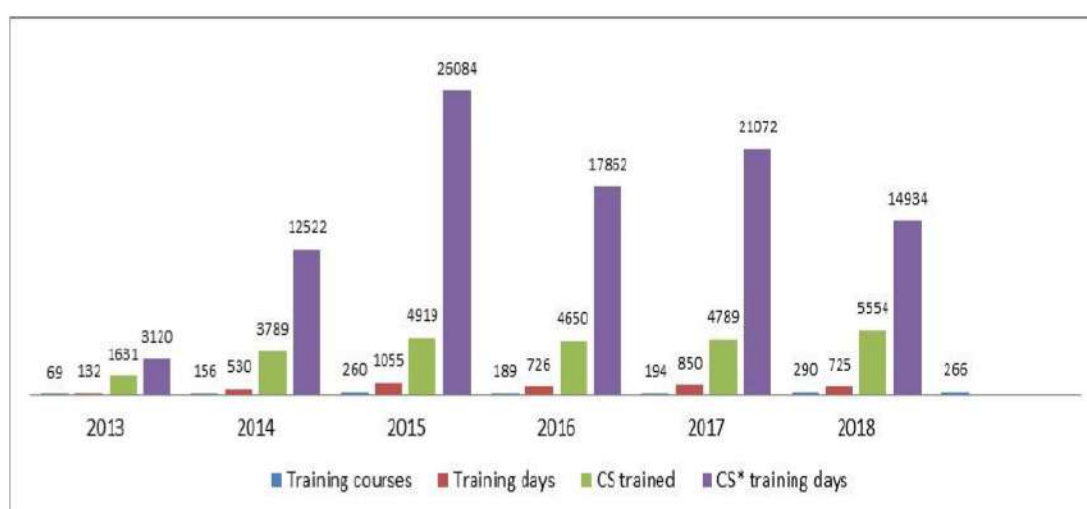
Other achievements of ASPA's work during 2018 were:

- Training of 5.554 public administration employees, which marked an increase of 14% compared to 2017;
- Definition of didactic criteria for the design of a training module;
- Beginning of piloting the training quality standards and organization management;
- Development of the working procedure for opening and closing the training g class;
- Establishment of the database with a significant number of indicators such as: training programs and modules; trainees; trainers and documents delivered;
- 1000 new users have been registered to the e-learning platform, offering the opportunity to learn and improve English, German, French, Italian and Spanish languages at all levels.

ASPA Indicators for 2018:

Indicator	Value 2018
Civil Servants participant in trainings	5,554
Training Courses	270
Training Days	726
Civil Servants for Training Days	14,934

Graph 19. Training statistics for the period 2013-2018



During 2018, with the support of GIZ was measured the impact of training on the performance of the civil servant. Impact assessment was carried out for trainings in the framework of capacity building for the harmonization of Albania's economic and trade legislation with EU acts for the implementation of harmonized legislation and preparation of public administration for the development of EU accession negotiations.

Indicators related to training management have continued to improve in quantity and especially in quality by implementing standards of control and management of the quality of curricula and increasing the number of average training days for a civil servant through drafting, organization and development of long-term training programs.

In cooperation with OSCE Presence was developed the evaluation of training impact (ex-post evaluation) in relation to the local administration officers trained on anti-corruption matters. The instrument used in this evaluation was the questionnaire distributed to participants before and after the training to identify knowledge gained during the training towards pre-training knowledge and the use of new knowledge in their work.

In line with the European Union's policies on Continuing Education and Training, there are numerous researches aimed at establishing a quality management system for training and recognition of programs based on the European Credit System for Vocational Education and Training (ECVET). For the realization of this objective ASPA is being supported by experts from the IPA 2014 project "Implementation of the Civil Service Reform in Public Administration".

During 2018, the "Commercial Programs" process has begun, where a career development program for non-civil servant candidates that want to attend the ASPA training programs and the "Start-up school" was developed which provides preliminary training for non-civil servant candidates (young people and newly graduated) who intend to become part of the civil service. Also, the consolidation of charging policies for these paid programs remains objective for 2019.

In the framework of the strategic objective, ASPA aims to have a single system for managing work processes and information. In this context, the logical building of databases that will be part of the system was realized and their data populations are completed. The 2019 target remains the integration of these databases into a single system.

In order to increase the quality of training and to have a qualitative curriculum in line with standards and training development methodology (implementation of innovative methods), ASPA has used the e-learning platform as a new training methodology that is accessible on the official website.

ASPA during 2018 has consolidated the digital library³⁴ by enriching the curricula for central and local government. The "Quality Assessment Methodology, based on standards and criteria" was also consolidated. During 2018 were published 89 curricula on e-library. The themes according to the curriculum materials and relevant manuals are offered to pass the Curriculum Assessment System (CAS) in advance. According to the Curriculum Assessment System (CAS), have been evaluated 89 training modules until now (76 modules assessed until 2017), such as compulsory training modules for civil service admission to the local and central administration, management of EU Funds, Public Procurement, Urban Waste Management, Local Finance Management.

ASPA has now a digital library (e-Library) consisting of curricula programs of public administration training in central and local level. This platform offers to the users the opportunity to access 89 different curricula of training programs evaluated by field experts. There are currently **1322** online **users**.

In order to improve the quality of the curricula, the existing Curriculum Assessment Methodology (CAM) was revised and the "Guideline on the design/ Curriculum Review" was drafted and approved, and moreover it was implemented at the end of 2018 during the drafting / review process of the training curricula. As a result of this process, based on the Training Needs Analysis conducted in November, the process of revising / drafting the new curricula was completed. As a result, 31

³⁴ The digital library is an intelligent system built on the official website that manages the management of all the training curricula used by the Albanian School of Public Administration for the training of civil servants and other budget employees.

curricula and 108 training modules (90 new modules and 13 revised modules) were designed and 29 experts were contracted.

Thus, during 2018 was realized the measurement of training impact³⁵ of the civil servant performance. The measurement was done for the trainings in the framework of increasing the capacities for the harmonization of the economic and commercial law of Albania with the EU acts, for the implementation of the harmonized law and the preparation of the public administration to develop the accession negotiations with EU.

<i>Indicator 6a</i>	Value 2018
Annual turnover of management level staff at all levels of civil service in the institutions of central administration	7.8%

This indicator is calculated by dividing the number of managerial staff at all levels of civil service in the central administration institutions who left their positions in one year, with the total number of management staff in the central administration in the given year. The number of management staff removed during 2018 is 81 out of the total staff of 1036.

<i>Indicator 6b 1</i>	Value 2018
The average number of participants outside the civil service participating in a recruitment process	13 ³⁶

This indicator is calculated by dividing the total number of candidates outside the civil service participating in an executive position (11688) with the total number of positions announced in the executive category in the given year (897).

<i>Indicator 6b 2</i>	Value 2018
The average number of participants within the civil service participating in a recruitment process	1.5 ³⁷

The total number of participants from the civil service (all groups) for 2018 is 1537 and the total number of vacancies that were followed with application was 1013.

Regarding the following indicator 6c, from 2014 the number of judged cases by the Administrative Court of the First Instance with the object of recruitment procedure was 17, out of which only in 1 case the complaint was partially accepted from the Court and currently is in the process of judgment

³⁵ Based on the data analyzes: (i) 82% of the participants' value that the skills gained from training were necessary and the training was successfully prepared and developed; (ii) the trainings have accomplished the purpose to combine theoretical and practical skills, as well as the use of gained skill in the workplace.

³⁶ Marked an increase of 3.1

³⁷ Marked an increase of 0.13

by the Administrative Court of Appeal. In the other cases the trial has stopped the judgement. Given the 0 or 1 values of this indicator over the years, it is suggested to review and formulate another indicator that will measure better what is meant to be achieved with this target.

Indicator 6c	Value 2018
The number of complaints related to civil service recruitment received by the court (starting from the second half of 2014) has declined	0

The value of the following indicator has continued to remain constant from the SIGMA 2015 evaluation.

Indicator 6d	Value 2018
The extent to which the civil servants training system is functional and implemented in practice (SIGMA Indicator)	3

Towards **Objective 7 "Organizing the civil service payroll system based on job appraisal, annual performance of civil servants and mandatory training outcomes"** were foreseen 3 products, where 2 are foreseen to start their implementation through the IPA 2014 Project *"Implementation of civil service reform in public administration"*.

Indicator 7a	Value 2018
Balancing the payroll system and achieving the ratio of 22:1 in 2020 between maximum and minimum wage.	8.6

This indicator represents the ratio of the maximum salary in public administration (salary of the President of the Republic of Albania) to the minimum wage in the public administration. This indicator does not change compared to 2017 as the President's salary is unchanged at 257,000 ALL and the minimum wage in the public administration continues to be 30,000 ALL.

Indicator 7b	Value 2018
Increased of the variation / number of positions in the salary scheme based on job description	0

One of the most important objectives of civil service reform and the Strategy itself is to organize the civil service payroll system based on the assessment of the job position, the annual performance of civil servants and the results of mandatory training (Objective 7). The IPA 2014 Project *"Implementation of civil service reform in public administration"* will support the administration in implementing the measures foreseen on this objective. The project was launched in October 2018 and during January-December 2019 were foreseen activities related to the organization's payroll

system. Meanwhile, at the end of 2018, work has started to develop the structure of the analytical study for the new payroll structure.

Indicator 7c	Value 2018
The extent to which the reward system for civil servants is fair and transparent and implemented in practice (SIGMA Indicator)	3

In the OECD / SIGMA evaluation, this indicator has dropped from level 4 in 2015 at level 3 in 2017, underlining the fact that “*vertical promotion and salary growth remains the only way to improve payroll conditions*” and changes made in the Albanian legislation don’t provide a coherent payroll system yet. Regarding 2018, there is no evaluation of this indicator by SIGMA, while in the framework of IPA 2014 project “*Implementation of civil service reform in public administration*” will be conducted a study to improve the payroll system and will reduce the gap with the private sector.

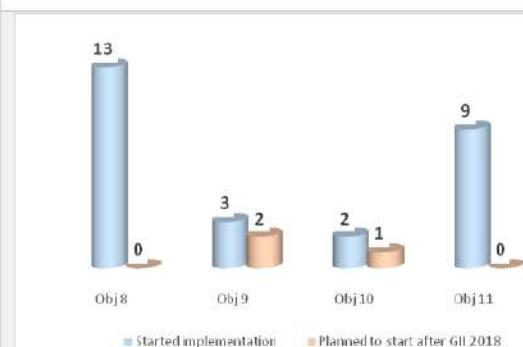
Pillar IV - Administrative Procedures and Oversight

The reforms provided in this area are oriented towards achieving the following four objectives:

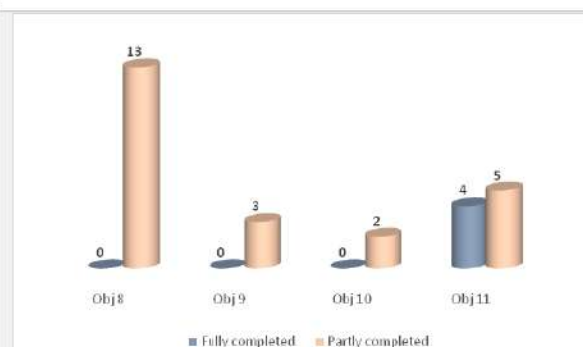
- ❖ *Implementing simplified procedures for providing services by facilitating communication with the public and avoiding corruption;*
- ❖ *Developing an ICT infrastructure capable to support day-to-day public administration activities and increasing efficiency by reducing time to access, process and transmit information while improving information flows;*
- ❖ *Increasing efficiency and accountability of public servants;*
- ❖ *Increasing control over the activity of public administration, guaranteeing the rights of citizens rights and access to information.*

This pillar contains 30 products out of which 27 have begun implementation, out of which 4 activities have been fully accomplished.

Graph 20. Number of products under implementation by Objectives



Graph 21. Status of accomplished products by Objectives



Progress towards each objective:

In the framework of **Objective 8 "Simplified Service Delivery Procedures Facilitating Public Communication and Avoiding Corruption"**, a total of 13 products have been envisaged, which have started implementation until the end of 2018.

Regarding the realization of work processes on the **verification for the provision of public services of ADISA** with the support of the EU financed project "Support to improve the provision of citizen-centered public services" was built a platform for public service inventory. This Platform is conceived as an interaction between the institutions and ADISA for data exchange on public services. The information generated by the IPSD Platform will serve to follow the deregulation process and standardization of public services by generating Information Cards, Application Forms, and generating various reports within the deregulation process. As mentioned above and following the inter-institutional cooperation, ADISA is engaged in 3 phases, namely: (i) Platform presentation to public institutions, (ii) Evaluation of the service list, and (iii) Completion of the Platform.

(i) Introducing the IPSD Platform to Working Groups at Institutions

Representatives of ADISA and IPSD project experts have developed the presentation and training of working groups established in ministries / subordinated institutions. During July - December 2018, IPSD Platform was introduced in 53 institutions. At the end of the training, members of the working groups were equipped with the credentials to process with filling the rubrics of the platform.

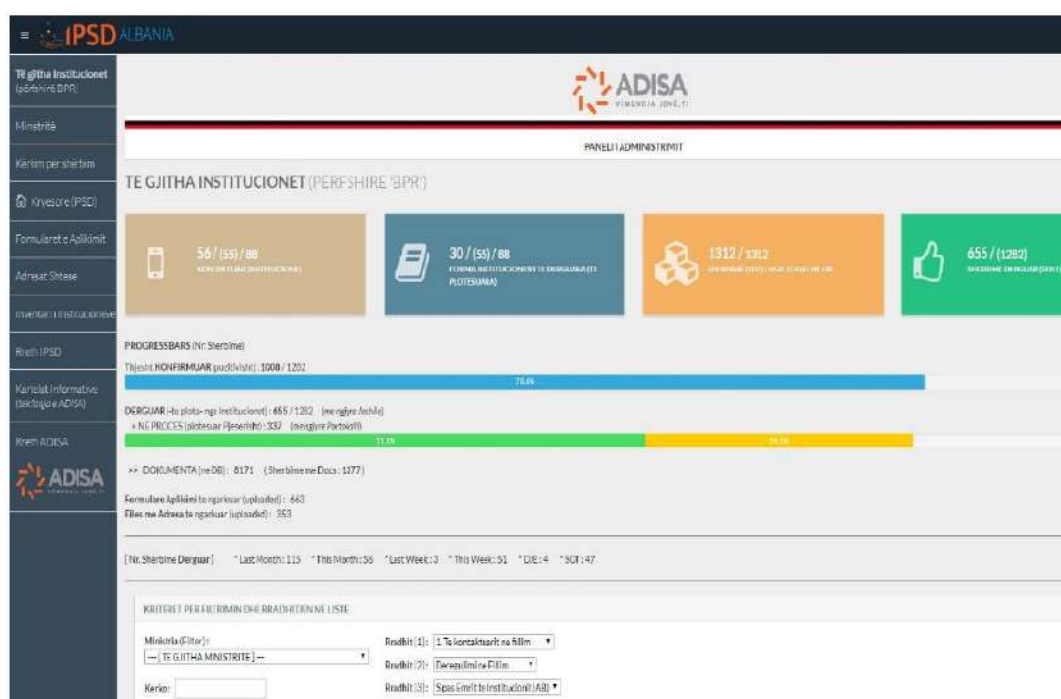


Figure 3. Home page of IPSD Platform

(ii) Validating the list of services

During the second half of the year, meetings with the public institutions continued with the purpose of analysing their legal basis and validating their services. Throughout 2018, the services of 48 public institutions have been validated.

(iii) Completion of IPSD Platform with information for each service

Following the validation of the list of services for public institutions as above, the Reengineering Sector and the Institute of Relations assisted the institutions in completing the IPSD platform with information on public services. During this 6-month period, IPSD Platform has been implemented for 46 institutions. At the end of this process it is possible to generate an Information Card for each service. Then, standardized information cards are published on the official website of the ADISA institution and at the same time in the Call Center.

In the framework of the Albanian Government priority for the improvement of public services and the implementation of the Re-engineering of public services in which 15 institutions were selected from the Prime Minister's Office during 2018, ADISA's assistance was requested in order for these institutions to re-engineer the services provided by the latest. During this period, the Laboratory of Innovative Ideas "ADISALab", in support of the Prime Minister's Office, has worked on the "Life Event" project. "Life events" are service packages designed to enable the provision of some services from different institutions, with a single application. ADISALab has currently prepared two service packages that are foreseen to be implemented within 2018, namely: (i) the Birth Package and (ii) Migration. As well, three other packages are expected to be implemented in 2019. Finally, to facilitate citizens in obtaining information on services related to various life events, information packages provide detailed information on: marriage, passport application, vehicle registration, retirement pension, employment, housing, education, and utility contracts.

During this period, application forms were drafted and updated. During 2018, 176 application forms were standardized and 72 were updated. A total of 296 forms have been standardized and 234 application forms are in use, covering about 460 services for 18 institutions.

In this direction, cooperation with 43 institutions has been strengthened by completing the platform (IPSD) designed for the inventory of public services. Out of these 43 institutions, 27 are new institutions which there was no previous cooperation with.

Information towards citizens has continued and during this period 8,038 citizens were informed, where 7 out of 10 citizens were fully informed. According to the monitored data, the number of calls made by men and women was approximately the same, i.e. 51% of calls by women and 49% of calls by men. Almost all calls were made from urban areas, i.e. 98% of calls from urban areas and 2% from rural areas. 92% of citizens are informed about the Call Center ADISA by online channels. Meanwhile 4 out of 10 citizens are loyal callers.

Data according to the gender



Data according to the area



Graph 22. Disaggregate Call Center data by gender and area

Indicator 8a.	Value 2018
Number of services with simplified procedures for their provision	0

The actual level of this indicator for 2018 is 0. Consultation products for the re-engineering of public services of 10 focusing institutions, respectively 382 new mapping processes, have been approved by the institutions concerned, but not by the Council of Ministers. *Achievements towards the target level for 2018³⁸ are consequently at 0%.*

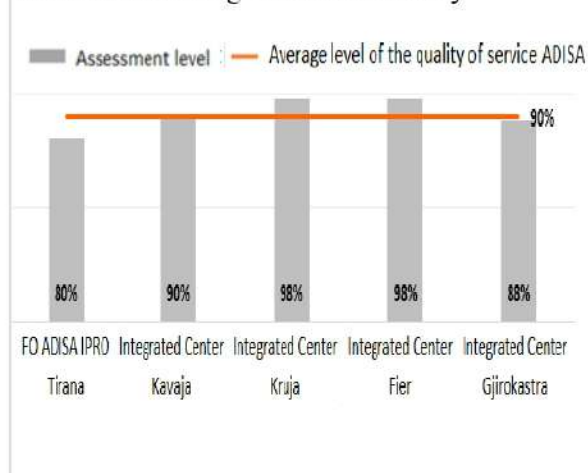
During 2018, ADISA conducted an evaluation of the quality of service delivery at the ADISA reception offices through various mechanisms. This is how the measurement of **citizen satisfaction was carried out through direct surveys, (Exit Survey) Mystery Shopper visits and online surveys.**

The level of citizen satisfaction in terms of service delivery has increased considerably, as a result of direct surveys (Exit Survey), online surveys or Mysterious Shopper visits conducted to measure citizen satisfaction at the ADISA reception offices. Six surveys were conducted to measure citizen satisfaction at the reception units of the IPRO Tirana, Kavaja, Gjirokastra, Kruja and Fier respectively in February, May, July, August and October 2018. In general, the respondents have evaluated positively by 98% the services offered by IPRO in February and October 2018. The services offered in Kavaja Center are evaluated positively by 97%. The level of citizen satisfaction for the period July - August 2018 at Kruja and Fier centers is 100%. The data analysis showed that there is a noticeable increase in the level of citizen's satisfaction in all indicators compared to the period before opening the reception offices. The graph below shows the improvement of the level of citizens' satisfaction according to various indicators for measuring the performance in the level of "very satisfied":

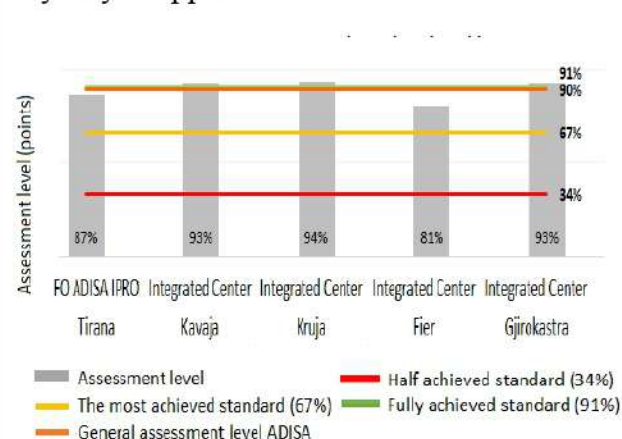
³⁸ The target level for 2018 is 150 maps produced and approved by the Council of Ministers (referred to as Passport of Indicators, page 24).

During June 2018, an **exit survey** was conducted with citizens and business representatives, who

Graph 23. Assessment of the quality of service according to the exit survey



Graph 24. Assessment of quality of service by Mystery Shopper



received service at the reception offices of the institutions providing services at the IPRO Tirana and the Integrated Centers Kavaja, Kruja, Fier and Gjirokastra. In general, citizens are satisfied with the quality of service delivery at the level 90%. The level of satisfaction with the quality of service delivery at **IPRO Tirana** is 80%, in **Kavaja Office** is 90%, in **Kruja Office** is 98%, in **Fier Office** is 98% and in **Gjirokastra Office** is 88%.

During March - April 2018, according to "Mystery Shopper, Assessment of performance in central government service delivery", mysterious customer visits were conducted to assess the quality of service delivery of public administration institutions, including a service administered by ADISA at **IPRO Tirana** and the **Integrated Centers Kavaja, Kruja, Fier and Gjirokastra**. In total, ADISA scored **90-point** out of 100 points in total. Analysed at the office level, the **Integrated Center in Kruja (94 points)**, **Kavaja (93 points)** and **Gjirokastra (93 points)** have the highest performance and have reached the required standard. While other branches that have performed close to the standard are **FO IPRO Tirana (87 points)** and the **Integrated Center in Gjirokastra (81 points)**. On-line surveys were conducted from citizens with open voting on the ADISA official website through the question "How do you evaluate the changes made by ADISA related to the quality of service delivery?" regarding FO ADISA IPRO Tirana and the Integrated Centers in Kavaja, Kruja, Fier and Gjirokastra. In general, the level of online evaluation was highly positive. The most appreciated are the changes made at the Integrated Centers in Fieri and Gjirokastra.

Taking into consideration the above-mentioned analysis of citizen satisfaction measurement at the reception offices at IPRO Tirana and the Integrated Centers in Kavaja, Fier, Gjirokastra and Kruja, including the results of online surveys, this indicator **is increasing** in relation to the periods prior to the opening of the Integrated Centers ADISA and the respective months when surveys were conducted during 2018.

Achievements towards the target level for 2018³⁹ have been achieved.

Indicator 8b.	Value 2018
Public satisfaction (%) versus the quality of service delivery	Tendency upwards

Given the above-mentioned analysis of citizen satisfaction measurement at reception offices at IPRO Tirana, Integrated Centers in Kavaja, Kruja, Gjirokastra and Fier, as well as the results of online surveys, this indicator shows an **increased progress** compared with the prior periods to the Integrated Centers of ADISA and the respective months in which surveys were conducted during 2018. *Achievements towards the target level for 2018⁴⁰ have been realized.*

Indicator 8c.	Value 2017 ⁴¹
The extent to which policies for providing citizen-focused services have been adopted and implemented in practice	3

According to the OECD / SIGMA 2017 assessment report, the extent to which policies for providing citizen-focused services have been adopted and implemented in practice has been 3, marking an increase compared to the 2015 estimate of 2. Regarding 2018, SIGMA has not made an assessment of this indicator.

Concerning **Objective 9 "Developing an ICT infrastructure capable of supporting the daily activities of public administration and increasing efficiency by reducing the time to access, process and transmit information while improving the flow of information"** have started implementing 3 products out of 5 provided in total.

During 2018, in pursuit of this objective, we briefly mention some of the concrete achievements for the reporting period:

There are 99 central institutions and 61 local government units that offer a wide range of electronic service categories ranging from employees, unemployed, drivers, property owners, students, pensioners, Albanian citizens abroad, but also foreigners who are interested in receiving services in Albania and businesses and employees of the public administration.

During January-December 2018, another institution joined the Government Interoperability Platform, bringing the total number of related institutions to 49 compared to 47 in 2017. The Governmental Interoperability Platform is the basic structure that enables the interconnection of electronic registers with each other and sharing real-time data in a secure and reliable way by

³⁹ The target level for 2018 is on a growing trend (referred to as Passport of Indicators, p. 25).

⁴⁰ The target level for 2018 is on a growing trend (referred to as Passport of Indicators, p. 25).

⁴¹ See OECD / SIGMA Evaluation Report 2017 "Principles of Public Administration" p. 108

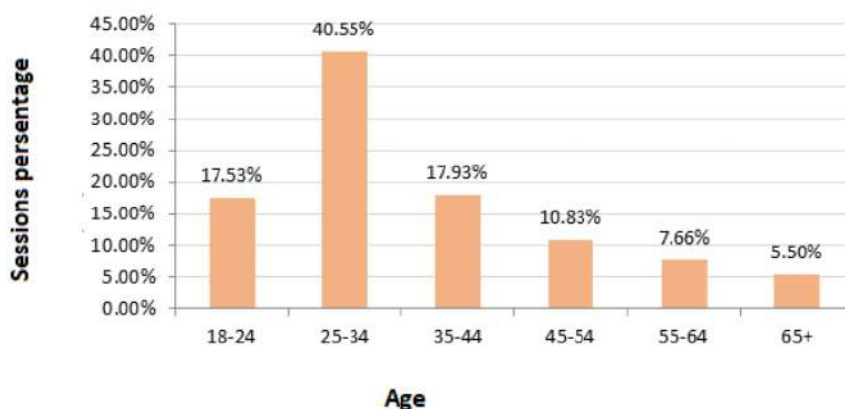
guaranteeing electronic services for citizens, businesses and the public administration. During 2018, over 52 million transactions were circulated between the related systems.

The e-Albania governmental portal, a project of the Albanian government that offers online institutional interaction, is the typical example of digitalization of public services where are provided facilitated means of direct communication of certified individuals into the system, therefore avoiding a wide range of obstacles. The Albanian government, as a promoter of transforming physical services into online services, managed to build a serious image of the state and institutions gained the trust of the citizens'.

The e-Albania unique government portal has provided around **1570** electronic services, out of which **591 electronic services** more or 42 times higher than in 2013. Currently, **333.378** new users have been registered, counting to **726.280** registered users since 2013 (**or 14 times more than 2013**). Of the registered users for the reporting period from 2013, 5% of them belong to the business profile and 95% of the users belong to the citizens' profile. During 2018, were registered 50% more users than the total number of people registered throughout the previous year (151,439 people registered during 2017). For this reporting period, 3% of the users have a business profile and 97% belong to the citizens' profile.

Portal pages were clicked 10,361,520 times during 2018 and a user have spent on average 00:05:46 minutes browsing the portal. The users that turn to the portal are 33.19% of the total number.

Graph 25. Users of the e-Albania portal by age



In the **Intergovernmental Interoperability Platform** have been added 22 dedicated services for foreigners aiming to work in Albania and enabling them to apply online for work permits.

In terms of facilitating access to citizens and businesses in electronic services, an important initiative offered by the unique governmental portal e-Albania was undertaken, namely **the digital seal** and **public administration module** for issuing administrative documents to citizens. The e-Albania portal is used by public administration employees to obtain certificates and documents that

are used as portal services (with digital stamp) for completing the accompanying documentation of the services requested by the citizens. These documents are no longer required from the citizen when receiving a public service.

By the end of 2018, there are **33** stamped documents provided in the module for public administration employees that deal with the service delivery procedures to citizens in order to improve the availability, quality and transparency of public services and reduce the time of implementing the procedures and costs of public administration. **Over 2.5 million electronically sealed documents** have been provided to citizens and businesses, eventually avoiding corruption and delays. There are currently **140 institutions** and **over 7.300 users configured** in the module for electronically sealed documents. To facilitate the use of e-Albania portal by citizens and businesses, the unique government portal e-Albania has been completely redesigned, more attractive, easier and more practical. The entire interface of the portal has been changed by introducing the categories of electronic services (family, education, work, health and social protection, contributions and pensions, business, permits and licenses, etc.), which makes it easier and faster at finding services.

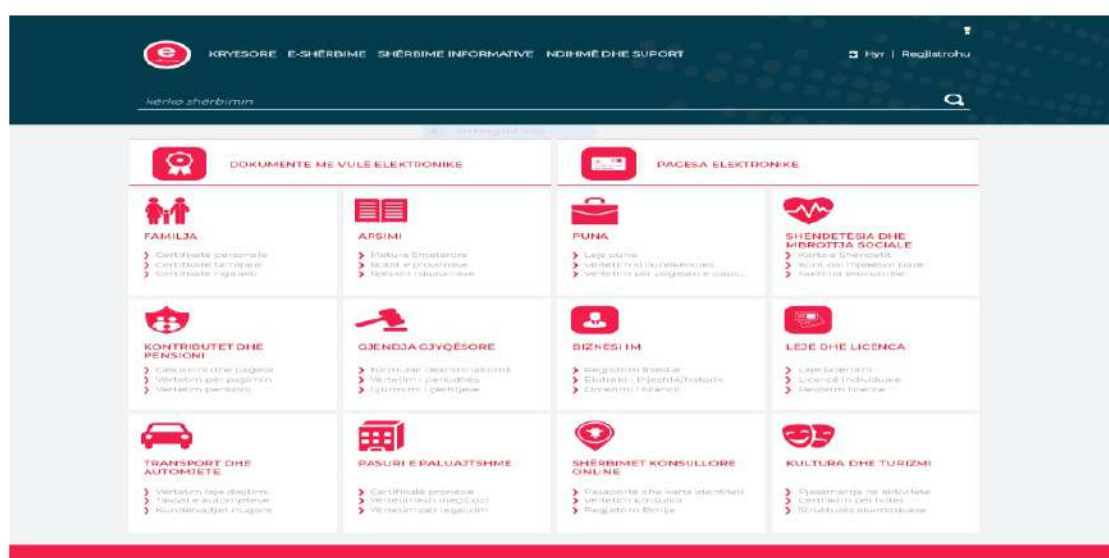


Figure 4. Presentation of the portal changes

By clicking each category, not only the list of services that belong to it but also a list of sub-categories that guide the user in finding the required services faster. The type of user for each dedicated service is specified (e.g. for citizens, for businesses, for citizens and businesses), a distinct feature made in colour. Each category and subcategory has a dedicated icon which is designed using universal icons as an example to enable a wide perception at first glance.

All electronic services have been redesigned and recreated, not only to be visually adapted to the new portal format but also to improve functionality by increasing performance.

Indicator 9a.	Value 2018
Improved IT service delivery systems	0

During 2018, the National Agency of Information Society, expanded through DCM no. 673, dated 22.11.2017, worked on drafting the analyse of the situation (*including the analysis of existing systems and their upgrades as well as identifying the needs for new systems or digitalisation*). The terms of reference for a number of projects have been designed, involving improvements or upgrading of new systems have been procured and contracted during 2018. The value of this indicator is 0 as these contracts are still in the process of being implemented and are expected to end in 2019. Information related to contracts will be provided after the end of the implementation, in the following reports.

Indicator 9b.	Value 2018
The extent to which the political and administrative prerequisites for the delivery of electronic services (SIGMA Indicator) are applicable.	Increasing tendency

Regarding **Objective 10 "Increasing the efficiency and responsibility of public servants"**, a total of 3 activities have been foreseen, of which 2 have been implemented during 2018.

In the framework of the Public Administration Reform, as one of five priorities for opening the accession negotiations with the European Union, mainly emphasising a professional administration based on merit, aiming to strengthen the capacity and improve service delivery to citizens and businesses, during 2018 the government undertook a new and ambitious initiative with the design of the Administration Program we want⁴². This program focuses on public administration employees as one of the key components and the basis for the implementation of all reforms undertaken by the government. This program is in line with the key strategic documents adopted by the Albanian Government, the Cross Cutting Public Administration Reform Strategy 2015-2020, which emphasizes the reform of the administration and the fulfilment of the obligations for EU integration with concrete activities dedicated to growth and strengthening of the public administration capacities in Albania, through its modernization and the strengthening of key institutions.

The Public Administration Program includes a set of combined measures and integrated actions whose benefits are linked to provider synergy and serving the achievement of more sustainable and longer-term benefits in terms of improving public administration performance. This program focuses not only on the skills and abilities of employees to perform tasks, but also the attitudes, motivation and commitment to act correctly.

The program consists of four main components that coincide with the areas where the intervention was necessary, namely:

⁴² Prime Minister's order no. 125, dated 31.07.2018

1. **Raising the awareness of the Public Administration** ⁴³ - the activities included in this component are intended to clarify and familiarize employees with the purpose, vision, mission, values and principles of administration, strategic goals and priorities of the government and the institution they belong to. More specifically, the orientation aims to make it clear to the administration staff why they are there (the reason) what they want to achieve and on which bases and principles they must act.

2. **Training and building capacities of the Public Administration** ⁴⁴ - the activities foreseen in this component aim to increase the capacities of public administration employees in order to be clear about what to do and to have the knowledge and the necessary skills to carry out a function, task or a certain job.

3. **Increasing the motivation of the Public Administration** ⁴⁵ - the activities foreseen in this component aim to ensure the proper level of commitment, engagement and sense of belonging. Under this component are foreseen measures to increase the motivation of public administration employees through promotion of group work and cooperation, rewards, or providing opportunities for further professional development and promotion, or increased responsibility.

4. **Increasing the interaction of the Public Administration** ⁴⁶ - the activities foreseen in this component aim to strengthen the cooperation and interaction of the administrative structures between them and the public, ensuring an integrated coordination of the work of public administration as a single unit.

The 2018 coincided with the first or "immediate" phase of this program, where the main lines on which the program will be developed during its full three-year extension were determined. This phase focused on the elements that highlighted the need for immediate intervention and more specifically:

- Measures have been taken regarding **raising the awareness** of the public administration in terms of the understanding and promotion of the program and its benefits in the public administration. For this reason, a number of explanatory meetings have been conducted with different levels of public officials to include all categories in program activities, goals and its benefits. Also, the first orientation package on government priorities was prepared as one of the first activities foreseen in this component.
- With the aim of **training the administration** attention was paid on the employees of service-providers institutions, Front Office⁴⁷ employees which have direct contact with citizens, developing trainings for "Soft Skills"⁴⁸ with the support of European Union. During 2018, with

⁴³ The leading structure is Delivery Unit in the PMO;

⁴⁴ The leading structure is Albanian School of Public Administration (ASPA);

⁴⁵ The leading structure is Department of Public Administration (DoPA);

⁴⁶ The leading structure is Agency for Dialogue and Co-governance

⁴⁷ During 2018, around 1260 employees of the Front Office offices were trained with the support of the EU-funded IPSD project.

⁴⁸ Soft Skill Training includes Training on Ethics and Behavior, Communication, and Customer Care.

the support of the Council of Europe and the Swiss Cooperation, a Leadership Training was organized for about 100 senior public administration managers with the cooperation of ASPA.

- In order to **increase the motivation** of the public administration, the Department of Public Administration started to analyse the evaluation process of employee job performance in order to: (i) increase the objectivity of this process to identify the best public administration employees, and subsequently their motivation and reward, and (ii) identification of employees who have achieved low scores in order to address their training needs.
- In terms of **increasing the interaction** of the administration, professional networks have been set up as one of the most effective forms of professional development as with the increase of interaction among officials in the same fields will be ensured their ability to perform their daily functions and duties.

Developing a public administration that provides high quality services to citizens and businesses in a transparent, effective, and efficient manner, through the use of modern technologies and innovative services, and complies with European integration requirements, through impartial, professional and responsible civil servants, part of the efficient structures, will continue to be the focus of the Albanian government and all stakeholders as one of the 5 priorities for opening accession negotiations in the European Union, a process that can only be achieved through a professional and dedicated public administration at central and local level.

<i>Indicator 10a.</i>	Value 2018
The extent to which the legal framework for good administration was approved and implemented in practice (SIGMA Indicator).	3

According to the OECD / SIGMA 2017 assessment report, the extent to which the legal framework for good governance was adopted and implemented in practice was 3, marking an increase compared to the 2015 estimate of 2. This assessment is mainly related to the adoption of the new Code of Administrative Procedures and the adoption of standard service delivery procedures. SIGMA has not made an assessment of this indicator for the year 2018.

Regarding **Objective 11 "Increased control over the activities of public administration, guaranteeing the rights of citizens and access to information"**, a total of 9 activities are foreseen that should be implemented, out of which 4 have been fully implemented.

During 2018, the Office of the Commissioner for the Right to Information and Protection of Personal Data has continued working on the implementation and monitoring of Law no. 119/2014 "On the right to information". Oversight of Law enforcement no. 119/2014 "On the right to information" is carried out through monitoring of various elements of the law such as: the number of public

authorities that have drafted the transparency programs, the number of coordinators appointed by the public authorities, the updating of the register for requests and responses, the number of reviewed complaints, the investigations conducted, the hearings developed and the rendered decisions.

During 2018, the Office of the Commissioner for the Right to Information and Protection of Personal Data not only monitored the official sites of the Public Authorities but carried out on-the-spot inspections and requested information regarding the fulfilment of the obligations deriving from Law no. 119/2014, such as:

- *Publication of transparency programs;*
- *Appointing a Coordinator for the Right to Information;*
- *Publication of the register for requests and responses.*

The monitoring public authorities showed that **219** public authorities have adopted and published the transparency program; **331** public authorities have appointed a coordinator for the right of information and **178** public authorities have published the register of requests and responses.

By monitoring public authorities for 2018, has resulted that institutions that have a full and updated transparency program are ***independent institutions***. Moreover, independent institutions have the same coordinators who were appointed since the enforcement of law no. 119/2014 "On the Right to Information". The number of requests for information handled by these institutions during 2018 was **425** while the number of rejected requests was **6**.

Regarding local government, the Commissioner's Office estimates that the level of municipal transparency is improving. All municipalities have already assigned the coordinators for the right to information and the number of requests for public information handled by the municipalities during 2018 was **7244**, while the number of rejected requests was **367**.

The Commissioner's Office estimates that the level of transparency for the ***central government institutions*** is improving compared to 2017, where due to changes in the areas of competencies of each ministry, there was a significant aggravation in the implementation of the obligations deriving from the law "On right to information". However, monitoring continues to identify issues related to the fact that transparency programs are not up-to-date, identifying the lack of documents that need to be published (such as budget, procurement and audit reports).

During 2018, the coordinators of the right to information in the line ministries have handled a total of 728 requests for public information and only nine of them were rejected.

In implementing the Law No.119 / 2014 "On the Right to Information" during 2018 were filled **820** complaints in the Office of the Commissioner, out of which **622** were solved through intervention. For **37** complaints, the Commissioner has given a "Decision". Furthermore, **116** complaints have resulted beyond the competencies of the Commissioner, 9 complaints were out of date and **17** complaints were found to be incomplete.

The fact that most of the complaints were resolved by intervention shows the effectiveness of the intervention of the Office of the Commissioner. Most complaints reviewed by the Office of the Commissioner have been complaints made by citizens. Specifically, **656** complaints have been filled by citizens, while **164** complaints have been filled by the Non-Profit Organization-s (NPO). The fact that the largest number of complaints come from citizens is a good indicator of the citizen's awareness of the right to information.

The Office of the Commissioner has conducted **93** administrative investigations in the area of the right to information aimed at verifying the complaints filled. **37** decisions were also issued to the Public Authorities, out of which **30** orders, **3** decisions of dismissal and **4** fine orders. During this year were held **29** hearings. The Office of the Commissioner has implemented the foreseen measures in accordance with the deadlines set out in the Action Plan and is in the process of complying with the timeframes for those measures for which a longer period of time has been set for their realization.

The process of monitoring the subordinated institutions of the line ministries has been completed and currently the Commissioner's Office is processing the results of this monitoring. The final outcome will reflect the identified issues and will be forwarded to the competent public authorities in order to take appropriate measures. It also turns out that the activity on drafting model programs of transparency for local government has been fully realized. By order no. 211, dated 11.09.2018 The Commissioner has approved the Transparency Model Program for Local Self-Government Units.⁴⁹

This program was published in the official journal no. 133 dated 17.09.2018. Also, the training of the right to information coordinators for local self-government units was developed in cooperation with IDM and the STAR 2 project for all municipal coordinators. The review of the structure of the CRIPPD was also completed with the aim of strengthening the monitoring capacities for the implementation of the law on the right to information and through the Parliament's Decision no. 86 dated 19.07.2018 the new structure of the Office of the Commissioner has been approved.

The Office of the Commissioner in cooperation with the Open Society Foundation for Albania has completed the implementation of the transparency self-assessment instrument in the Institution of the Prime Minister, the Institution of the President for the Republic of Albania, Parliament and all ministries and independent institutions. Initially, trainings were organized for all the coordinators of the right to information with the aim of explaining the self-assessment instrument and then the final report and recommendations for each institution was drafted.

Within the framework of capacity building activities, on February 27-28, 2018, the Office of the Commissioner in cooperation with TAIEX (Technical Assistance and Information Exchange instrument of the European Commission) held the second training on "Harmonization of National Legislation with the Directive 680/2016". Among the key issues of the training were those for recognizing and respecting the rights of citizens when they are subject to the transfer of data for

⁴⁹ http://www.idp.al/wp-content/uploads/2018/09/Programi_i_Transparences_Pushteti_Vendor.pdf

purposes of police or judicial investigation as well as the categories of data that are transferred in such cases.

For 2018, *the number of complaints has been increasing* (indicator 11.a). As outlined in the passport of indicators **684** complaints were reviewed in 2016, **560** complaints have been reviewed in 2017 and in 2018 the number of complaints received is **820**.

Regarding the number of sanctions applied by the Commissioner in relation to the number of inspections carried out at public authorities, as provided in the Passport of Indicators, this report for 2018 is of 0.04%, with a decrease compared to 2017. One of the key challenges of the Office of the Commissioner is to increase the accountability of public authorities by increasing the control over the activity of public administration in guaranteeing citizens' rights and access to information.

Indicator 11a.	Value 2018
Number of complaints filed annually at the Commissioner responsible for freedom of information	820

During this period, the Ombudsman Institution addressed a total of 171 recommendations to the public administration bodies, including central and local government. Out of the total number of recommendations it turns out that:

- *93 recommendations were upheld;*
- *17 recommendations were rejected;*
- *5 recommendations without response;*
- *56 recommendations are pending.*

As a result of the above data, the number of recommendations registered for 2018 is 171, but 56 of them are still in process, meaning that the procedural deadlines for these recommendations have not yet passed to consider whether they have been accepted or rejected, implemented or not implemented, with or without response, being sent at the end of 2018 or early 2019 for inspections carried out in 2018.

Thus, to enable the reporting of realistic data and the generation of a real indicator, the calculation of the indicator will be done on the basis of the factual recommendations (**115 recommendations**) that were effectively sent to the respective subjects and the procedural deadlines were exhausted resulting in their acceptance or implementation by the institutions.

In conclusion, starting from the analysis of the above statistics, for 2018 there is an ***increase in the number of recommendations fully received by public administration institutions and there is an increase of the percentage of recommendations implemented***. Regarding the recommendations with no response, it results that for 2018 there are 5 unanswered recommendations. So referring to the ratio between unanswered recommendations and recommendations addressed in total by the

Ombudsman, it shows that 4.3% of the recommendations have not been answered. The following value increases compared to 16.7% during 2017.

<i>Indicator 11b.</i>	Value 2018
Percentage of recommendations implemented by the subordinated institutions of the central government institutions over the past two years.	81.7%

The number of recommendations addressed in total (115), shows that 93 of them were accepted, and 76 of the accepted recommendations have been fully implemented. So referring to the ratio of the accepted recommendations with the fully implemented recommendations, it results that around 81.7% of the recommendations accepted have been fully implemented by the relevant institutions.

V. Main Challenges for Implementing the Strategy in 2019

The main challenges following the implementation of the strategy remain:

- ***Following the implementation of the new Action Plan for the period 2019-2020***, in implementation of the Crosscutting Reform Strategy for Public Administration 2015-2020,
- ***Full implementation of the reforms foreseen in the Strategy*** thus, fulfilling the objectives set for the end of 2020 to have a strategy which can be considered as implemented over 80% of its level.
- ***Improving policy planning and coordination***, improving the public consultation process, enabling active and qualitative inclusion, implementing regulatory impact assessment, de-regulation process or even restructuring of agencies and dependency institutions in view of improvement of service delivery, new payroll structure, unification of procedures, full functionality of HRMIS, strengthening of ASPA capacities, development of ICT infrastructure and guaranteeing citizens' rights, etc. remain among the key challenges throughout 2019 and beyond.
- ***One of the challenges remains the open presentation of the problems encountered in implementing the strategies.*** It is necessary to reflect systematically the challenges and potential risks in the annual monitoring strategy reports at all levels of technical, managerial and political levels. This requires an improvement of the work culture of the Albanian administration: the culture of analysing and identifying issues in a more objective way.
- ***Public administration reform should remain the focus and attention of all actors*** as one of the 5 priorities for opening accession negotiations in the European Union. The success of these negotiations can only be achieved through a professional and dedicated public administration at central and local level.