

**MID TERM EVALUATION
OF THE
ALBANIAN CROSS-CUTTING
PUBLIC ADMINISTRATION STRATEGY
2015 -2020**

Final Report

Ms. Albana Lukacevic

20 June, 2017

Disclaimer

The findings, analysis, and recommendations made in this report reflect the views of the independent evaluator and do not necessarily reflect the views of the CoE, the Government of Albania or other stakeholders involved in the PAR implementation.

ACRONYMS AND ABBREVIATIONS

ADISA	Agency for Delivery of Integrated Services in Albania
ASPA	Albanian School of Public Administration
CCPARS	Cutting Strategy for Public Administration Reform Strategy
DoPA	Department of Public Administration
EC	European Commission
EU	European Union
GoA	Government of Albania
IPMG/PAR	Integrated Policy Management Group on Good Governance and Public Administration
HRMIS	Human Resources Management Information System
MTBP	Mid Term Budget Program
MIPA	Minister of State for Innovation and Public Administration
NAIS	National Agency for Innovation Societies
NSDI	Strategy for Development and Integration, 2015-2020
PAR	Public Administration Reform
SPC	Strategic Planning Committee
ToR	Terms of Reference

CONTENTS

ACRONYMS AND ABBREVIATIONS	3
EXECUTIVE SUMMARY	5
I. Introduction.....	18
II. Context for the PAR and priorities addressed	23
Current situation in the sector	24
III. MAIN FINDINGS.....	27
RELEVANCE	27
EFFECTIVINES	29
SUSTAINABILITY	47
EFFICIENCY	48
IV. CONCLUSIONS AND RECOMANDATIONS.....	53
ANEXXES	59

EXECUTIVE SUMMARY

Introduction

This report contains the findings of the “Mid-term evaluation of the implementation of the “CCPAR and its Action Plan 2015-2020” commissioned by CoE and conducted between March and June 2017”

Background of PAR Strategy

With the DCM no.319, date, 24.4.2015, was approved the Crosscutting Public Administration Reform Strategy 2015-2020. The Cross-cutting Public Administration Reform Strategy provide a general framework for the Reform of the Public Administration for the period 2015-2020.

The strategy also serves as a strategic document, which has been drawn up following the previous documents approved by the Albanian government regarding the reform of the administration and fulfillment of the obligations of EU integration.

The Public Administration Reform is a continuing process and represents the critical prerequisite for the effective implementation of reform principles and objectives in all segments of society. The Strategy envisages progress and changes in 4 main pillars as following.

- Policymaking and the Quality of Legislation;
- Organization and Functioning of Public Administration;
- Civil Service: Human Resource Management;
- Administrative Procedures and Oversight.

The strategy reflects the main directions of the government program for public administration and of the aforementioned documents of OECD/SIGMA and SEE 2020. Also it goes in line with the PAR and NSDI, 2015-2020.

The 4-year program of the government has set in the chapter on public administration the following objectives:

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

The aim of all of these objectives is to establish an environment of development and innovative governance. Based on these documents and the role to be played by the administration in the process of European integration, the vision that will guide the administration's new strategy is as follows: Vision *“Development of public administration, which provides high quality services for citizens and businesses in a transparent, effective, and efficient way through the use of modern technologies and innovative services and, that complies with the requirements of European integration through impartial, professional and accountable civil servants, part of efficient setups.”*

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

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

The implementation of the Cross-Cutting Public Administration Reform Strategy 2015-2020 is an important challenge to ensure the fulfilment of the commitments taken by the Albanian Government in various fields, as well as to achieve the objectives and the results as set out.

Methodology

The mid-term evaluation examines and assesses a large range of evaluation criteria, i.e. implementation (progress achieved), relevance, effectiveness, efficiency, utility and sustainability. The cut-off date for data collection for the evaluation was December 2016. Elopements that occurred after this date are not reflected in the findings of this report. The operational level of the CCPAR Action Plan 2015-2020 is comprised of 53 core actions and 82 sub-actions that are detailed and described in the plan; these represent the main analytical unit of this evaluation study.

Main Findings

It can be summarized that the most significant attention is focused on the actions oriented toward:

- ▶ Improve the efficiency and productivity of Public Administration, towards the rationalization of public expenditure and the reduction of time spent in administrative procedures for a better service to citizens and enterprises.
- ▶ Incorporate the Regulatory Reform through Regulatory Impact Assessment and Better Regulation.
- ▶ Reduce the Administrative Burdens in procedures to enterprises and citizens to improve the work and business environment.
- ▶ Implement institutional changes to restructuring public sector reducing/merging the number of Administrative units or levels, aimed at finding synergies and creating a new and more efficient structure, by means of the removal of overlapping functions.
- ▶ Boost and enable the innovation as a main support for increasing the productivity in all the economic sectors.
- ▶ Enhance transparency and accountability, opening the information to the citizen's in order to explain public actions, and to submit public performance to the evaluation by interested actors.

The established monitoring and evaluation mechanisms:

Fundamentally are based on regular reports how far along the process of implementation of Action Plan 2015-2020 is in order to achieve the Public Administration Reform goals. A great value is given to the recommendations made by the SIGMA Monitoring and Baseline Reports on the principles of Public Administration.

Implementation

PAR objectives will be implemented through the Action Plans of the Cross-cutting PAR Strategy and Albania Public Financial Management Strategy, as well as through the Action Plan of the Cross-cutting Strategy "Digital Agenda of Albania 2015-2020". These Action Plans clearly designate the responsible institutions, the financial resources, the sources of funding and implementation deadlines; they also address all areas typically associated with PAR.

Overall, the implementation of the CCPAR Strategy and Action Plan is advanced: 25 activities (almost 50%) have been completed and a significant proportion of the on-going actions are close to completion. In general, it can be said that the work is either completed or over 50% completed for the majority of the actions.

With regard to completion of actions in terms of the timeframes proposed in the CCPAR Action Plan, most on-going actions are experiencing delays. The delays are motivated, for the most part, by the fact that the PAR Action Plan's objectives were overly ambitious in relation to its complexity, as well as to the limited human resources dedicated to the task of implementing the plan.

Main difficulties faced in the implementation of the PAR Action Plan concerned the management of a number of actions that suffered from a lack of a detailed work plan, clear milestones, institutional responsibilities and/or intended final output.

Overall, for sufficiently advanced actions, the PAR Action Plan does have a good level of visibility, with its progress reported and followed among the stakeholder community. Generally, the MIPA made considerable efforts to disseminate the results of the sufficiently advanced actions. For some actions, dissemination was limited to a publication on the MIPA, DoPA/ ASPA website and a presentation during an event, and as such was probably insufficient to generate results.

A strong characteristic of the CCPAR and its Action Plan is that it builds heavily on stakeholder involvement and on the various ways in which stakeholders are invited to participate in all actions.

Good cooperation and involvement of the various stakeholders during the course of implementation of the CCPAR and its Action Plan. Stakeholders indicated that the communication on the Reform on Public Administration was not always sufficiently clear, leading to a lack of understanding with respect to its progress and expected final outcomes.

► Effectiveness

Overall, the implementation of the PAR Strategy and its Action Plan is advanced: 76% (62 sub-activities out of 82) of the sub activities envisaged in the Strategy are under the implementation, while 31 of them are fully delivered and for 10 of the 11 original objectives there is tangible evidence of progress towards the expected institutional or behavioural changes.

The legal framework for civil servants is clear and complete. Nevertheless, it is necessary to draft manuals and explanatory material, easy to use for all civil servants and units responsible for enforcing the civil service law.

The state administration is quite stable aiming at civil servants' performance and oriented toward meritocracy. The career development is an opportunity provided by the civil service law applying at large in state institutions, allowing for civil servants to be identified thanks to their merit and performance. The mobility trend within the civil service system in terms of parallel transfer procedures and promotion increased by 47% for promotion and 49% for parallel transfer, compared with the previous year.

The state administration institutions are clearer on their role in managing human resources and the DoPA role as the entity responsible for managing and coordinating all human resource procedures. However, more remains to be done in strengthening and building capacities of the

human resource units in the administrative institutions regarding the implementation of the civil service law. These units should particularly focus on the vacancy planning and clustering of similar positions according to their typology.

The civil service recruitment process improved in order to ensure and use transparency-guaranteeing mechanisms at every stage of this process. Automatic generation of written tests, guaranteed anonymity, automated assessment of multiple-choice-question tests, audio recording of the oral interviews are elements aimed at avoiding subjective assessment of candidates and ensuring transparency in the process of evaluation. The centralization of the recruitment process can be considered as a success story and is recommended to be applied in other services foreseen within CCPAR Strategy.

The data show an increased rate of applicants meeting the criteria to participate in the contest procedure. In 2016, 57% of applicants were qualified, compared with 55% in 2015 - an indicator of the applicants' awareness of the application procedure and specific requirements for each contest. It is worth noting that in 2016, DoPA held a series of information campaigns in cooperation with higher education institutions, the print media and social networks, to communicate the procedures to be followed by any person interested in a job position in the state administration. Therefore, the number of candidates competing for a vacancy increased (on average 13 candidates / 1 vacancy), but on the other hand, a lot needs to be done to improve the overall process of evaluating professional knowledge and individual skills.

Knowledge of civil service legislation, in terms of civil servants' rights and obligations and the formal disciplinary procedure improved. This was the result of the DoPA representatives' ongoing work in committees to raise the disciplinary committees' awareness of respecting all formal procedure elements; as well as trainings organized by DoPA and ASPA on this topic.

The DoPA official website provides comprehensive information and it is also designed as an online application portal for vacancies in the state administration. It is proposed that the website needs to be transformed into a portal for all public administration, with accessible and understandable information by all: by citizens, civil servants or potential candidates.

In terms of building institution structures and staff positive developments were noticed, namely:

- i. there are significant improvements in the proposal contents by line ministries in terms of relevant organizational changes, compliant with the legal framework providing rules and procedures for the organization and functioning of public administration institutions;
- ii. the structures of internal services, legal services, integration, finance and statistics in line ministries and subordinate institutions are unified;

- iii. quantitative standards compliant with the relevant decision governing, inter alia, the relations between the number of positions that deliver the basic functions and the supportive positions are respected.

In the context of improving the job description quality and standardization, unified job descriptions were prepared for the supportive positions analogue in all public administration institutions. These unified job descriptions serve to further improve the procedures and the quality of recruitment in these positions.

Important developments were made in the extension of the Human Resource Management Information System HRMIS, by uploading data in the system and training the responsible people in each institution on its use. In the meantime, updating the information generated by this system remains the biggest challenge.

Two major documents are approved to support the Reform on Public Service Delivery “Long Term Policy Document on the Delivery of Citizen Centric Services by Central Government Institutions in Albania” and the Law on “The method of delivering public services at the front- office level in the Republic of Albania”. Progress has been made in strengthening the policy framework for citizen-centered service delivery which involves administrative simplification, and progress has been made in improving accessibility and quality of administrative services.

Major improvements have taken place in bringing 476 services online through e-Albania.al portal. Standardisation of service provision (unified application forms, service passports, complaints management) has eased the used of the administrative services, and improvements have been made to gather user feedback about service quality and satisfaction.

ASPA worked intensively and handled a vast amount of work in the process of organizing training activities and in developing its institutional and professional capacities. The quality of customer services is assessed as more positive, which is an indicator of an improved quality of trainings, training materials and communication with customers. The challenge rests in further improving the quality of trainings delivered by ASPA.

One of the major contributions of the PAR Strategy and Action Plan so far was to generate debates and discussions, and share knowledge within the stakeholder community. Due to involvement of different parties, many views and existing barriers to PAR Strategy deployment could be discussed and shared.

Efficiency

In terms of concrete deliverables, outputs were generally achieved at reasonable costs due to the allocation of limited resources in the implementation of the CCPAR Strategy and Action Plan. More specifically, it was assessed that the studies conducted in the context of the CCPAR Strategy and Action Plan delivered good value for money and were a cost-effective starting point for many actions.

A measure of how economically resources/inputs (funds, expertise, time etc.) are converted to results (outputs and outcomes). Efficiency is the relationship between resources and results: the input-output ratio. As such, it is a relative not an absolute concept, and requires a reference point to be meaningful. Efficiency is almost impossible to evaluate for whole areas of interventions and objectives (as compared to individual interventions), in the absence of comprehensive data on spending (based on actual disbursements, not budget or contract values), and aggregate performance indicators for the period. Nevertheless, PAR sector based evaluation allows observations on both the resourcing of interventions and their management.

On the inputs side of the efficiency equation, feedback from PAR focal points in several ministries and line institutions suggests that one of the hardest challenges in programming is to budget accurately for individual projects, especially knowing that implementation will not commence for 12-36 months (depending on the donor and the procurement process), meaning these future conditions must also be anticipated.

The MTBP 2018-2020 does not address the issue of PAR funding in a medium-term perspective. Nor does it provide for any objectives or programmes related to PAR. Therefore, it is impossible to determine the amount of resources allocated for PAR in the medium term. There is an increase in funding allocated to information society services and to development and management of the public administration. But yet, as the medium-term and annual budgets of the ministries in charge of these specific activities do not provide budget allocations for them, it is impossible to identify the amount of funds allocated for the implementation of other PAR activities.

Currently the estimated financing gap stands at 22%, the figures are updated in light of the 2016-2018 MTBP. Brief information on the Medium Term Budget Program 2018-2020 for the PAR strategy has been provided but further review and revision of outcome budgets is warranted. Realistic funding gaps can often be a help to resource mobilisation efforts, however, the financial sustainability remains to be further examined and ensured through intensive policy dialogue between Ministry of Finance, Minister of State for Innovation and Public Administration and EU Delegation and other donors.

Efficiency is also about making the best choice of modality for the circumstances and desired outcomes. MIPA has a number of tools at its disposal to achieve its policy objectives, of which spending is often the most important, but not the only solution. Other options include:

- ▶ Regulation: either introducing or reducing laws and by-laws (and their implementation);
- ▶ Revenue-based incentives: increasing or cutting fees, charges,
- ▶ Institutions: creating, merging, abolishing state-owned bodies

Relevance

Stakeholders acknowledged the necessary leadership of the Minister of State for Innovation and Public Administration in the implementation of PAR in Albania and found the objectives of the CCPAR Strategy and Action Plan, at the level of actions, to be highly relevant.

Sustainability

The question of the sustainability of the action of the CCPAR Strategy was discussed at length during the evaluation. Sustainability can be understood as the capacity for a given action to continue through time with lasting effect, and has structural, financial, social and political dimensions.

Recommendations

To improve the implementation of the various actions, a number recommendations were formulated that build upon the positive aspects, as well as the lessons learned from the difficulties encountered in implementing the CCPAR Strategy and its Action Plan 20015-2020.

Following-up on all action-specific recommendations might be burdensome for the Minister of State for Innovation and Public Administration, especially in light of the limited resources available. For this reason, a set of horizontal recommendations are put forward for the MIPA which set the stage for the possible follow-up and improvement of the CCPAR Strategy Action Plan in the short and medium term. These are the following:

In the short term:

- ✓ Work on the CCPAR Strategy Action Plan should continue in line with the current objectives. It is not necessary to revise it based on its current progress, as the present evaluation does not recommend a substantial re-orientation of the current objectives. The above mentioned work plan should be published on the MIPA's website in order to provide clarity for stakeholders with respect to the planned output of these actions.
- ✓ The internal management of the CCAPR Strategy Action Plan 2015- 2017 in its current form, requires a definition of a clear work plan for a number of actions. This is especially

important for the actions that are delayed, have unclear final outputs, or have an “open ended” interpretation of operational objectives. The revised work plans should be built around realistic targets in terms of timing, taking into account limitations relating to the availability of human resources.

- ✓ The CCPAR Strategy and the Action Plan were built around a strong participatory approach aiming at engaging stakeholders in the work. This approach should be maintained and enhanced, especially in the process of drafting specifications, impact assessments, and setting the ground for future policy measures. For specific actions (e.g. Activity 1.6 “Capacity building of the central administration in relation of drafting MTBP), the establishment of a stakeholder platform is recommended.
- ✓ In line with the horizontal strategy of a participatory approach for stakeholders, dissemination activities are very important. MIPA should make sure that the website is regularly updated with the results of studies, minutes from IPMG meetings and workshops, updated work plans, etc. More specifically, in the preparation of workshops, participants should be sent the material beforehand in order to have the time to study it prior to the meeting, as well as to be in a position to actively contribute to the discussion. It is proposed that the DoPA website needs to be transformed into a portal for all public administration, with accessible and understandable information by all: by citizens, civil servants or potential candidates.
- ✓ To support the implementation and effectiveness of a number of actions, the creation and moderation by MIPA of a stakeholder platform(s) is recommended. While a stakeholder platform is certainly relevant for a number of actions, the diversity of the stakeholders and topics/themes that need to be on the agenda makes it difficult to employ a one-size-fits-all solution. The proposed platform(s) could build on the existing eMobility forum. The work conducted under such a platform could also benefit from the existence and work of the Public Administration Reform Advisory Group. Such a stakeholder platform is particularly relevant for Activity 1.6 “Capacity building of the central administration in relation of drafting MTBP), the establishment of a stakeholder platform is recommended.
- ✓ MIPA should ensure that the coordination structures meet regularly and that all the relevant stakeholders such as state institutions, independent institutions, municipalities, CSOs, international organizations and other participants are part of the reform process planning and implementation.
- ✓ It is recommended the Institutions should highly represented into the IPMG PAR meetings and Thematic Groups of IMPG should be more active and effective, with continuity participation as far as the same representatives of institutions are concerned.

- ✓ Interest in Public Administration Reform is growing. These issues are being addressed at national levels, but more consideration for the local administrative level is needed in order to ensure interoperability and continuity of services.
- ✓ It is important to ensure that standards resulting from the standardisation efforts mandated under the CCPAR Action Plan 2015-2017 provide a sufficiently flexible environment and are technologically neutral. In order to ensure that they are appropriate for the needs of the industry and the latest technological development, stakeholders should actively participate in the standardisation process.
- ✓ Capacity building of staff tasked with PAR co-ordination and monitoring in order to strengthen PAR-related capacities is recommended (e.g. communication, teamwork, conceptual and analytical thinking, planning and organisation).
- ✓ The Register of Public Consultation should be more accessible and more usable from all line institutions. It is recommended to be updated continuously.

In the medium and long term:

- ✓ It is recommended that the MIPA maintains a role in leading and supporting PAR development once the Action Plan 2018-2020 will be finalised. Support for coordination, decision making, and a consistent funding strategy should be among the main pillars of such an important strategy. The IPA 2 Instrument, Donor Trust Funds, EBRD and WB funds are potential tools which can support the MIPA's integrated approach.
- ✓ Given the large proportion of the CCPAR budget that is donor- and the constraints in the availability of GoA resources, engage with the external donors to discuss ways for greater cost-sharing by the developing partners for ongoing programmatic efforts. Advocacy should focus on results areas that are most closely aligned with the NSDI II priorities.
- ✓ It is recommended the coordination between Line Ministries and all institutions involved in the implementation of CCPAR Strategy when planning the MTBP. All institutions should have more responsibility of their own budget execution and use the MTBP pro-actively in management and as a basis for internal management and control. This will create better understanding of the interaction between inputs and outputs, better ownership of the results and better reports to the Ministry of Finance
- ✓ In addition to the above, the implementation, use and appropriateness of specifications and the budget expenditures should be monitored and reported on regularly. The MF should include a specific section on policy priorities in the MTBP document to ensure alignment of medium-term budget decisions with set policy priorities (e.g. PAR, public-financial

management) to guarantee financial sustainability for their implementation. PAR Budget should be integrated with the online MTBP system of the Goa.

- ✓ In the longer term, based on a thorough analysis of the functioning of the PAR co-ordination and monitoring mechanisms, as well as the overall implementation of the PAR agenda, the Minister of Innovation and Public Administration and the Department of Public Administration should review their staff numbers and capacity levels.
- ✓ For management and communication purposes, a number of actions would benefit from a better defined work plan. This is especially important for the delayed actions such as activity 1.2 “Drafting of regulatory framework to draw up sectors and cross cutting strategies...” and for actions with unclear final outputs or an “open ended” interpretation of operational objectives. The revised work plans should be built around realistic targets in terms of timing, taking into account limitations related to the availability of human resources.

In activity level:

- ▶ **Strengthening the DoPA capacity and human resource units in the state administration institutions** to take the civil service reform forward through continuous trainings in understanding the human resource management policies, their interconnection and their effects. Special attention will be paid to human resource planning in the civil service.
- ▶ **Building public administration institutions** and reviewing their functions pursuant to the government program for a citizen-centered government aiming at:
 - i. identifying cases where there is a need to eliminate functional overlaps between existing structures;
 - ii. identifying cases where there is a need to review the function, role and structural organization of institutions;
 - iii. reviewing the cases where it might be necessary to merge two or more institutions, or establish new institutions;
 - iv. reviewing the cases when it might be necessary for institutions to change their positioning.
- ▶ **Improving the job descriptions quality**, by developing general job descriptions which will serve to develop specific job descriptions by line ministries and subordinate institutions. This will help determine unified criteria for similar positions to increase the quality of the recruitment process.
- ▶ **Improving the selection and evaluation process** of candidates competing for positions in the state administration by:
 - i. enhancing the evaluation capacities of admission committee members, through trainings on contemporary evaluation methods;

- ii. improving the quality of questions in written tests, through the development of the questions bank;
- iii. improving the quality of oral interviews, through the inclusion of questions assessing candidates' individual skills.

The centralization process of the selection and evaluation of the candidates competing for position in the state administration is considered effective and has a good impact on the PAR reform, therefore centralisation is recommended to be applied in other PA functions foreseen within Strategy.

▶ **Enforcing legal mechanisms to test and verify the job candidates' integrity in advance** and the integrity of employees in the public administration in the future, through: questions assessing the candidates' integrity. Testing honesty and integrity related elements should become part of the selection process of those individuals applying for the public sector as a prerequisite for the prevention of corruption.

▶ **Evaluating the civil servants' performance and the existing capacities** through:

- i. defining precisely the objectives for the evaluation period;
- ii. defining precisely the indicators to measure the achievement of objectives;
- iii. training of officials in charge of the process on all the evaluation process steps.

▶ **Executing final court decisions and returning civil servants, who have won their cases in court, back to their former positions.**

Executing final court decisions and returning civil servants, who have won their cases in court, back to their former positions remains a demanding issue requiring added attention by DAP and the state administration institutions. This is due to the fact that the execution of the final court decisions is an exhaustive process in view of DoAP's legal obligation as a responsible entity. In this regard, the focus will be on:

- i. improving the quality of managing the documentation (personal files of dismissed civil servants), in order to accurately implement the obligations stemming from these decisions;
- ii. case by case evaluation of each decision and the deriving obligations;
- iii. further improvement of the online reporting system of judicial records by state administration institutions.

▶ **Further development of innovative methods** to improve and facilitate communication and management of human resource processes for public administration, including transparency and external communication with citizens, through:

- i. transforming DoPA's official website into a fully interoperable public administration portal incorporating standardized procedures and the full range of HRM tools and procedures, respectful of the autonomy of local HRM units and other independent institutions, and with accessible and understandable information by all: by citizens, civil servants or potential candidates;
- ii. strengthening the online communication and reporting mechanisms between institutions in order to improve the exchange of information in human resource management.

- ▶ **Making the Human Resource Management Information System (HRMIS) operational.**
Extending the HRMIS at large and improving the system:
 - i. extending the HRMIS in the state administration institutions, which are not part of the civil service, in independent institutions and local government units;
 - ii. executing the payroll module through HRMIS for all the state administration institutions part of the civil service.

- ▶ **Continuous strengthening of ASPA** as a training deliverer for the civil service and studies and research performer in the field of public administration: ASPA should work to increase the quality of trainings delivered through:
 - a. reviewing and reassessing the existing curricula, and establishing well-defined standards on the development of the new curricula;
 - b. raising the level of use of new techniques and methodologies to make trainings more efficient and interactive;
 - c. using examples from practice in order to have realistic trainings

- ▶ **ADISA should work on the expanding the network of the one-stop** shops to increase the territorial coverage of the Public Service Reform in Albania.

I. Introduction

Objectives of the evaluation

In April 2015 the Government of Albania approved the Crosscutting Public Administration Reform Strategy 2015-2020. The Public Administration Reform is a continuing process and represents the critical prerequisite for the effective implementation of reform principles and objectives in all segments of society. The Strategy envisages progress and changes in 4 main areas where the following objectives have been set. Implementation of the Strategy will be conducted in two phases:

- During the first phase, which coincides with the activities set out in the action plan of 2015 - 2017 (medium-term objectives), efforts are focused on improving the legal framework and procedures for the drafting of policies, strategies, action plans and legislation, as well as on building the capacity involved in these processes, including monitoring. The activities of the Action Plan for this stage are more detailed even with concrete qualitative and quantitative indicators.
- The second phase covers the period 2018 - 2020 (long-term objectives) and aims at consolidating the achievements of the first phase of implementing the strategy. It will be based on an assessment of the implementation of the objectives of the previous period and reassessment of priorities and it will include new activities in key areas of administrative reform, such as improvements in areas where progress has not been sufficient in terms of meeting these requirements and the implementation of domestic legislation, which is aligned with the acquis. Objectives and indicators for this period are envisaged in a general manner.

To ensure a sequenced implementation of the CCPAR Strategy envisages the Action Plan for 2015 – 2017, meanwhile it is foreseen that a new Action Plan for the period of 2018-2020 will be prepared after analysing the results achieved during 2015-2017.

As set out by the ToRs the mid-term evaluation of the implementation of the Cross-Cutting Public Administration Reform Strategy aims:

- To assess the effectiveness of the implementation of CCPAR Strategy objectives and actions from the Action Plan 2015-2017;
- To assess the relevance of the public administration reform objectives and activities;
- To assess the efficiency of the Public Administration Reform management structure;
- To draw lessons and provide recommendations for the review of the CCPAR Strategy, preparation of the new CCPAR Strategy Action Plan 2018-2020 and improvement of the PAR management structure.

Mid-term evaluation will serve to define a more precise action plan for the period of 2018-2020, for an assessment of financial needs for the implementation of the strategy for the next three-year period by orienting in this way the programming resources in the frame of the Medium Term Budget Program.

Nevertheless, the mid-term evaluation is also aimed at assessing the relevance (or any substantial change needs) of the set Objectives of the Strategy and to assess the general “*current state*”, as of 2017 in order to reflect to any substantial changes in the environment that requires special, targeted strategic attention that is not cover under the Strategy properly

Evaluation approach

The evaluation of the CCPAR is a strategic, programmatic evaluation. The methodology applied contribution analysis to understand and assess how the outputs achieved through CCPAR implementation have contributed to expected outcomes and influenced progress towards the achievement of national development priorities and targets. The evaluation was conducted in a participatory manner, ensuring the involvement of key stakeholders in all phases of the evaluation.

To meet the objectives of the evaluation, the evaluation used the following criteria:

- **Relevance.** The extent to which the PAR expected PAR results and strategies were consistent with the vision, strategic priorities, and policies of the Cross cutting PAR Strategy, 2015-2020 and the commitments related to Albania’s ratified treaties and international agreements.
- **Effectiveness.** The extent to which planned PAR results (mainly outputs) were achieved and how, if at all, they made a contribution to the expected outcomes and progress towards national development priorities and targets. The evaluation will also note any un-intended results and their effects on country development.
- **Efficiency.** The extent to which PAR results were achieved in an economic manner (i.e. avoiding waste and duplication) and with minimum transaction costs.
- **Sustainability.** The extent to which the PAR results are likely to continue beyond 2020 and how the complementarities and collaboration fostered by the CCPAR contributed.

The criterion related to impact was not required by the TOR. Given that the CCPAR Strategy and Action Plan 2015-2017 is still under the implementation it was not appropriate for the evaluation design. The actual impacts of the Action Plan are not likely to be evident until after the end of the planned period.

Information sources and data collection methods

The evaluation employs several data collection methods including, but not limited to:

- ✓ **Document review** focusing on the PAR planning documents, the Cross Cutting Strategy on Public Administration Reform (2015-2020), the Action Plan, quarterly and annual reports, independent reviews and reports, concluding observations and recommendations from international organization reports, major challenges and issues identified in National Plans and Strategies related to multi-lateral agreements, annual and mid-term reviews and progress reports, past programme evaluation reports, strategy papers, passport of indicators of the PAR strategy and national sectoral plans and policies.
- ✓ **Semi-structured interviews** with individual and small groups of key stakeholders including: senior GoA officials and technical partners, Interviews with lead institution, participating institutions, possibly the beneficiaries and key stakeholders, Good Governance and Public Administration IPMG members, members of the PAR advisory group, senior programme and operations staff from MIPA agencies, and representatives of donor organisations, and partners from civil society organisations and the private sector.
- ✓ **Briefing and debriefing sessions** with IPMG Secretariat, DoPA Director, directors of OPM Units, and other independent agencies, such as People Advocate, the Commissioner for Civil Service, the Commissioner for Right to Information, members of the Parliament.
- ✓ **Interviews with donors**, including European Commission, WB, Council of Europe, UNDP etc.
- ✓ **Document review focusing** on all major the plans and reports related to the CCPAR and its Plan of Action.
- ✓ **Semi-structured interviews** with individual and small groups of key stakeholders from GoA, implementing institutions, civil society representatives, and other partners
- ✓ **Focus group discussions** involving small groups and sub-groups of the stakeholders.

The evaluation expert used multiple questions with different groups of respondents in order to triangulate its findings and to ensure that the findings and conclusions are credible and convincing.

Evaluation Questions

Questions addressed by the evaluation are as follows:

Aspects	Questions
Effectiveness of the implementation of CCPAR Strategy objectives and actions from the Action Plan	<p>Did the implementation of the CCPAR Strategy and Action Plan take place as expected during the first 3 years?</p> <p>Were implemented actions and interventions appropriate to address the problems of public administration and to achieve the objectives of the Strategy and Acton Plan?</p> <p>Did the results achieve the desired level of performance under each objective of the CCPAR Strategy and Action Plan?</p> <p>What are the strengths that facilitated the implementation of the Strategy and Action Plan?</p> <p>What are the weaknesses that have hampered the implementation of the Strategy and Action Plan?</p> <p>What should be the main areas of intervention in the next three years to achieve the objectives of the Strategy?</p> <p>What should be the main interventions and actions to achieve the desired level of performance?</p> <p>What are some of the threats and risks to bear in mind that could affect the implementation of the Strategy in the future?</p> <p>What are the key lessons learned that could be used in order to optimize results at the end of the implementation of the Strategy?</p>
Relevance of the public administration reform objectives and activities	<p>Are the objectives of the Strategy still relevant?</p> <p>Did and how well each intervention/ action contributed to the achievement of results and objectives?</p> <p>How the interventions should change to achieve the desired level of achievements and objectives?</p>
Efficiency of the Public Administration Reform management structure	<p>How has the current CCPAR management structure (SPC, IPMG-PAR, SPU, and MIAP) supported or hindered Strategy implementation and decision-making?</p> <p>How well has each PAR management structure fulfilled its obligations (have they convened as it is foreseen in their Terms of Reference, have they made timely decision, have these decisions been implemented, etc.)?</p> <p>Is there any overlap of mandates among the different levels of management (SPC, IPMG-PAR, SPU, MIAP and any other bodies)?</p> <p>Is the capacity of the CCPARS Management structures adequate and satisfactory?</p>

Conclusions, recommendations, and lessons

The conclusions, recommendations, and lessons learned are based upon the findings and analysis presented in chapter 3 of the report. They are structured according to the evaluation objectives and evaluation criteria. The recommendations were reviewed and commented upon by IPMG Secretariat to ensure their relevance and applicability.

Unless otherwise stated, the main actors to implement the recommendations are the IPMG, MIPA and international partners supporting Public Administration Reform.

II. Context for the PAR and priorities addressed

Public administration reform (PAR) in Albania is a necessary and ongoing process, closely associated with the process of European Union Integration (EU). PAR is continuously placed among Albanian Government priorities as a key instrument for improving the quality of services to citizens and businesses and as a condition for the country's integration processes. Enhancing the overall administrative capacity of Albania through the modernization of the Albanian public administration and strengthening its key institutions, is a key priority both for Albanian government and EU Enlargement policy.

On June 24th, 2014, Albania obtained the EU candidate country status and the Commission identified reform measures under five key priorities to be implemented before accession negotiations can be opened. Under Key priority 1, Albania is expected to implement public administration reform with a view to enhancing professionalism and de-politicization of public administration. The Commission has strengthened its focus on public administration in its communication "Enlargement Strategy and Main Challenges 2014-2015". It recognizes that PAR as one of the fundamental pillars of the enlargement process, is a key challenge for enlargement countries and aims to better integrate public administration reform into the enlargement process.

The new Law 152/2013 (amended) "On the Civil Servant" and its secondary legislation constitutes a set of core values: professionalism and respect of the merit principle, political impartiality, transparency and accountability, integrity, stability and continuity of the civil service. However, there is still lack of sufficient institutional capacities, human resources and unified instruments/mechanism and procedures needed to translate these values and principles into concrete practices.

According to the Latest Progress Report of the European Commission, Albania is moderately prepared with the reform of its public administration. Some progress was made on public administration reform, especially with more transparent recruitment procedures for civil servants. Steady implementation of the public administration reform and public financial management reform strategies continued. In the coming year, particular focus should be placed on further aligning the annual budget and the medium - term budget programme with one another and with the ongoing reform strategies and the priorities of the government; strengthen the capacity of human resources managers and selection committee members to further improve the recruitment process; and enable data exchange between the human resources management information system and the treasury; complete alignment of relevant sector legislation with the code of administrative procedures and adopt relevant by - laws to ensure its coherent implementation.

SIGMA assessments on Albania's public administration as well as the Commission progress reports and conclusions from Joint Working Groups and High Level Dialogue have pointed out a number of problem areas:

- the lack of a strategic framework and effective sector coordination mechanism for PAR; the need to strengthen the capacity to draft policies and legislation, which are effective and in compliance with the acquis;
- the need to establish a professional civil service, through proper implementation of the Law on Civil Servants at all levels of administration and the need to build a reliable and comprehensive reporting system to monitor the implementation of civil service legislation;
- the need to guarantee independent monitoring by the Commissioner for the Oversight of the Civil Service and ensure follow-up to the recommendations of the independent institutions;
- ensure transparency of the public administration; to establish adequate legal framework and institutional setups for the implementation of administrative procedures, and appropriate setups that ensure administrative and political accountability of the administration.

The World Bank has also highlighted that improvement of service delivery and enhancement of the accountability of public officials should be considered in parallel with the capacity building of public administration.

In reply to these challenges, in April 2015 the Government of Albania adopted the Cross-Cutting Public Administration Reform Strategy 2015-2020 (PAR Strategy), along with the Strategy for Anti-Corruption (April 2015), the Strategy for Public Finance Management (December 2014), the Digital Albania Strategy (April 2015) and the Strategy for Decentralization and Local Governance (July 2015).

The development of a modern and professional civil service is yet to be achieved in order to attract, retain and motivate the personnel needed for an effective public administration. Further support is needed to ensure the implementation of civil service legislation and administrative procedures across line ministries, subordinate institutions including the local government units and to ensure that all public servants are fully familiar with the operation of these laws.

Current situation in the sector

PAR Strategy developments began in April 2014 following support received by OECD/SIGMA. The Crosscutting Public Administration Reform Strategy 2015-2020, adopted in April 2015, provides a general framework for Public Administration Reform 2015-2020 and serves as a strategic document guiding the reform of public administration and fulfillment of the obligations of EU integration.

The Strategy seeks at the “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.”

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

- Policy making system and quality of legislation;
- Organization and functioning of public administration;
- Civil Service and Human Resource Management;
- Administrative procedures and oversight;

PAR focuses on improving the overall administrative capacity, including the reform of PA institutional structures, improvement of the management of civil service wage reform and capacity building in public administration. Also, the policies’ aim is to substantially improve the quality of public services and to ensure a more rapid approximation with EU standards and requirements.

The State Minister for Innovation and Public Administration as well as the Department of Public Administration is responsible for monitoring the implementation of the activities foreseen in the CCPARS 2015-2020.

Proper implementation of the legal framework for public administration during 2009-2013 turned out to be problematic in general in terms of the lack of transparency and accountability regarding appointments and the politicization of public administration.

Recruitment to the civil service based on temporary contracts by failing to comply with the procedures set forth in the Civil Servant Law was relatively high (averaging over 20%)⁹ in the above period. Most of the staff hired on temporary contracts was appointed through competitions, which were organized in a fake manner, because these employees had already been employed¹⁰. In addition, there was a high percentage of staff replacement due to politicization of recruitment practices.

These practices reduced the overall capacity of the public administration, therefore undermining in this way the procedures and principles of civil service law. To highlight the challenges of public administration and issues that the new strategy will address, self-assessment instrument was prepared and distributed for a number of institutions of public administration.

The instrument for each area and sub-area defined the assessment that had to be made for the current situation according to an evaluation range from 1 to 5, where 1 was considered the weakest scoring, while 5 as the maximum scoring.

Based on this instrument, the institutions involved presented an evaluation of the state of play for each area by identifying and defining some of the challenges that must be taken into consideration and addressed by the new strategy in order to further improve these areas. The findings of this self-assessment instrument were discussed with the involved institutions in a 2-day seminar together with SIGMA experts, who have assisted with drafting of this strategy. The following represents a summary of the findings coming out of this instrument. Based on the evaluated areas such as:

a. Policymaking: Central Government and Coordination Structures	3.6
b. Policymaking: Development of Policies and Quality of Legislation	3.4
c. Public Administration Organization: Organization of State Administration	2.6
d. Civil Service: Human Resource Management in Public Administration	2.9
e. Administrative Procedures and Oversight – Inspections and Controls:	
f. Administrative Decisions, Checks and Balances;	3.8
g. Public Administration Reform: Management and Coordination	3.7
h. Innovative Governance as a horizontal approach across all areas	2.8

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

- Policymaking and the Quality of Legislation;
- Organization and Functioning of Public Administration;
- Civil Service: Human Resource Management;
- Administrative Procedures and Oversight.

III. MAIN FINDINGS

RELEVANCE

Based on the evidence, this evaluation concludes that the CCPAR Strategy was highly relevant to the priorities expressed in the NSDI 2015-2020 including those for EU accession.

Progress has been made towards further development of a Strategic Framework. In this context, the National Strategy for Development and Integration II 2015-2020 (NSDI) was approved upon the Decision of the Council Ministers No. 348, dated 11 May 2016. This document sets out the main strategic directions of development of the country for a 5-year period not only related to national development, but it also ensures, at the same time, policy guidance for an effective regional cooperation, as well as the enhancement of competitiveness through a regional approach regarding the relations of Balkan countries with the EU.

Additionally, the document reflects the agenda for a sustainable development at the global level, associated with the Sustainable Development Goals, thus aiming at achieving sustainable development in its 3 dimensions - economic, social and environmental - in a balanced and integrated manner. NSDI II shows how the vision for the development and integration of the country will be achieved through policies and strategies aimed at the following:

- Promotion of national development pace by generating a sustainable economic growth through macroeconomic and financial stability;
- Achieving the standards that serve the citizens, increase welfare and ensure protection of their rights;
- Transformation of Albania into a country with standards, which enable membership in the European Union;
- Drafting policies that boost Albania's economic competitiveness and prospects through a more competitive and innovative business environment and sustainable use of resources, as well as competition with regional countries and beyond.
- The strategy is based on growth model generated by promoting local and regional economic potentials through efficient structural and sector policies, as well through the promotion of competitiveness and innovation.

The document, as a development approach to enable the roles of local and regional economic development in order to generate growth and welfare of citizens, presents the future and the objectives regarding the development of the country.

In terms of planning, NSDI-II 2015 - 2020 is a key component and instrument of the Integrated Planning System (SPI) through which medium and long-term planning process is ensured by providing an integrated link between sector and crosscutting strategic

documents, which guide policymaking at the highest level in regard to determining national priorities and strategic goals.

The NSDI document is harmonized in terms of time and content with a number of strategic documents, which are drafted in the same period with this document. It should be noted that the process of drafting NSDI II has proceeded in parallel with the programming documents of the institutions for the sectors, as well as with a series of reports and programming documents drawn up by development partners in the frame of the programming of development funds.

This has created synergy in regard to the prioritization of policies and development funds programming for the reforms and the country's integration. The 2015-2020 period of the NSDI II is harmonized with the period of the financial planning of the European Union (EU) from 2014 to 2020, the Lisbon strategy of EU by 2020, and three cycles of the Medium Term Budget Framework, with which the NSDI II is aligned.

The novelty of this document is presented in its **focusing on key government priorities**, as well as in its drafting based on the principle of "outcome oriented policies, **while it's the first time that policies and priorities are set out with clear, measurable and concrete indicators and targets**, which will monitor and evaluate the implementation of the strategy and the its impact in regard to advancing the country's development."

The National Plan for European Integration ensures the development of an efficient and accountable public administration, notably to support rule of law implementation and the proper functioning of the state institution. The areas of cooperation shall mainly focus on institution building, including the development and implementation of transparent and impartial recruitment procedures, human resources management, career development for the public service, continued training and the promotion of ethics within the public administration, and e-government.

The CCPAR Strategy is in line with the obligations deriving from the Stabilization and Association Agreement (SAA), especially with article 111 "Public Administration".

The CCPAR Strategy is also in line with commitments of South East Europe 2020 Strategy (SEE 2020 Strategy) with regards to the fifth pillar "Governance for growth" as one of the pillars of economic and political cooperation in SEE countries through enhancing capacity building of public administration, strengthening the rule of law and reducing corruption, creating a business-friendly environment and delivery of public services. Activities under this action document aim at increasing government effectiveness (percentile rank as measured by the WBI index). This action also addresses the SEE 2020 strategy's objective to have effective public services by strengthening

the state through making public institutions more robust and credible and through improving the quality of the public services delivered to the public.

The CCPAR was also verifiably effective in terms of the achievement of most planned PAR outputs, and their plausible contribution to the expected outcomes, and to progress towards country priorities.

EFFECTIVINES

What were the PAR's actual contributions to the achievement of the CCPAR outcomes and Albania's country priorities?

The sources of evidence included the full set of data from the analysis of all actions (interviews, survey and desk research at the action level) Using the analysis presented in section 3.2, the evaluation expert concludes that 76% (62 sub-activities out of 82) of the sub-activities envisaged in the Strategy began to be implemented, while 31 of them are fully implemented, and for 10 of the 11 original objectives there is tangible evidence of progress towards the expected institutional or behavioural changes. In addition, each of the 11 CCPAR objectives is linked explicitly to no fewer than 3 performance related to inputs, processes, outputs and outcomes from the Action Plan.

Based on these indicators, followed by activities and sub activities. Many of these were driven by EU accession requirements under the of the EU acquis. This demonstrates that CCPAR Strategy complemented Albania's EU accession aims and that CCPAR results made plausible contributions to the ground work for the Albania's path towards EU.

Qualitatively, there was a high degree of alignment between the content of PAR Strategy, Action Plan annual progress reports and the perceptions of key stakeholders in government, and from civil society and donor organisations. DPA produces annual reports on the progress of public administration reform, these reports are made public. The Cross-cutting PAR Strategy provides a general framework on how the monitoring, reporting and data collection system will operate, based upon which a more specific and detailed mechanism are created

Stakeholders from both government and civil society were able to speak meaningfully and specifically about the role and contribution of the PAR for the achievement of activities, the extent to which these activities contributed to the planned objectives, with concrete examples of improved institutional performance. They could also speak to the influence that these changes have had on progress towards national development priorities.

Reform partners also spoke very positively about the nature of the partnership, GoA leadership, the value of a coordinated action, and the connection with PAR Strategy. The main institution leading the reform process is the Minister of State for Innovation and Public Administration (MIPA) along with the Department of Public Administration (DoPA) responsible for the civil service reform. Other institutions as the Albanian School for Public Administration (ASPA) the Minister of State for Local Issues (MoSLI), the Ministry of Finance, and the Ministry for European Integration as well as Prime Minister's Office also have played a key role on the PAR implementation. Respondents referred to it as 'respectful', 'challenging', and 'engaging'.

Donors appear to greatly value the coordinated approach. The IPMG's Secretariat instrumental work to support the successful implementation of the PAR was offered as an example. The MIAP leadership was also seen as playing a constructive role in donor coordination.

Looking forward, the ongoing relevance and effectiveness of the CCPAR Strategy and Action Plan for the period 2015-2016, and the design of the next Action Plan for the period 2018-2020 will be influenced by Albania's rapidly evolving situation, including:

- ▶ Improve the financial capability of the government to achieve PAR sector policy objectives;
- ▶ Promote PAR sector policies and reforms to:
- ▶ Improve planning and coordination to draft government strategic documents;
- ▶ Establish a transparent and all-inclusive system of drafting laws, which is based on agreed policies and ensures the alignment with the *acquis*
- ▶ Establish a professional, impartial, independent and merit-based civil service
- ▶ Reduce corruption opportunities through ensuring quality and accessibility of public services
- ▶ Enhance accountability of public administration
- ▶ Improve PAR sector governance and institutional capacity at central and local level.

COORDINATION is another pressing matter.

In 2015 the Integrated Planning and Management Group (IPMG) on Good Governance and Public Administration (IPMG – GGPA) was established by the Prime Minister's Decree No. 129, dated 21 September 2015, as a new approach to guide and monitor policy development, strategy implementation and evaluation and strengthen PA sector and donor coordination. The IPMG has been given the mandate to lead and manage, on a continuous and systematic basis, the development, implementation and monitoring of sector reforms in Albania in line with:

- ▶ Government's Priorities,

- ▶ National Strategy for Development and Integration (NSDI),
- ▶ Medium Term Budget Process (MTBP),
- ▶ EU accession process and Albania's international obligations.

The IPMG is composed of representatives of the following institutions: State Minister for Local Issues, State Minister for Relations with the Parliament, Ministry of Internal Affairs, Ministry of European Integration, Ministry of Finance, Ministry of Justice, Ministry of Social Welfare and Youth, National Agency for Information Society, Prime Minister's Office.

In January 2016 all Thematic Groups under the IPMG for "Good Governance and Public Administration Reform" were established and held their periodic meetings based in an agenda agreed before. The six Thematic Groups under the IPMG for "*Good Governance and Public Administration Reform*" are:

1. Civil Service and Human Resources Management
2. Policy making (including gender equality)
3. Digitalization and e-Government
4. Anti-Corruption
5. Decentralization
6. Public Services

In September 2015, the staffs in charge of PAR was strengthened by the establishment of the IPMG secretariat, with specific responsibilities for PAR co-ordination, management, administration, communication within government departments as well as with other development partners.

MIPA should ensure that the coordination structures meet regularly and that all the relevant stakeholders such as state institutions, independent institutions, municipalities, CSOs, international organizations and other participants are part of the reform process planning and implementation.

The coordination links between the sector programme, the IPMG. and its secretariat, and the donors are still to be further strengthened.

MIPA, in co-operation with the Prime Minister's Office, should more actively use this political-level forum to discuss the most important PAR issues, including in the public financial management area

Activity Area Level

When asked about successes and positive elements of the implementation of the CCPAR Strategy Action Plan spontaneously mentioned increased

The Action Plan provides for the implementation of 53 core activities and 82 sub-activities. Due to monitoring effects, 82 Sub-activities are regarded and described below in the report as separate activities.

Assessment of the level PAR results (mainly outputs) were achieved and how, if at all, they made a contribution to the expected outcomes and progress towards national development priorities and targets is based on information provided by each responsible entity.

Priority I: Policymaking and quality of legislation

The main priorities in the area of policymaking and the quality of legislation of the Crosscutting Public Administration Reform focus on the following:

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

Of the 13 activities foreseen under *Objective 1: "Improved planning and coordination policies to draft government strategic documents, which turn priorities into concrete actions"* most of them (10) have already begun implementation, while 3 activities were completely delivered in 2016.

In the context of the approach and orientation towards policy planning performance and budgeting processes and, in order to improve the institutional capacity to monitor the outcomes at strategy and program levels, the process has begun to establish an integrated information system in regard to the policy development and monitoring. After the needs assessment in relation to strategic planning and public policy planning, the **integrated planning System Information System (IPSIS)** design paper has been completed and approved and live presentations of the respective bids were made. In addition, the respective processes for the finalization of the contract have been completed respectively in order to set into operation the **External Aid Management Information System (EAMIS)**.

Both systems will enable the government's effectiveness in terms of tracking the status of implementation of policies and strategies by strengthening the monitoring mechanism based on

results. This will be carried out by establishing a clear hierarchy of the main results of the strategy and policy indicators, based on program indicators as reflected in the medium-term budget planning and beyond.

The pilot process of the development and testing of the governance objectives and indicators within the United Nations Sustainable Development Goals (SDG) post-2015 has been carried out **in cooperation with the United Nations Program for Development (UNDP)**.

Piloting has national and international dimensions. **At the national level, the pilot process provided an integration of good governance performance measures and indicators in the National Strategy for Development and Integration (NSDI 2015-2020)**, as well as, capacity building in terms of collecting, monitoring and analyzing data for selected indicators as the basis for the strategy. At the global level, this process supports the Government of Albania (GoA) to share its experience in regard to informing about the development of the subsequent framework of the Millennium Development Goals (MDGs) or the Sustainable Development Goals (SDG) for the post-2015 agenda in the area of "rule of law, capable and effective institutions".

This process focuses its scope mainly on the principles that underpin good governance and innovation, accountability, transparency, participation and predictability.

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

8 (eight) out of the 12 foreseen sub-activities have started to be implemented, whereas 4 (four) of these sub activities have been fully implemented in 2016.

Progress was made in terms of completing the legal and institutional mechanisms that ensure public participation in public policy consultations.

After the adoption of the Decision of the Council of Ministers no. 848, dated 07.10.2015 "On approval of Rules of Creation and administration of the Electronic Registry for public notification and consultation" the Public Notification and Consultation Electronic Registry (PNCER), which is already accessible to the entire link www.konsultimipublik.gov.al, was established in October 2016.

Launching of the PNCER enabled using of an important instrument for the achievement of the public consultation process in accordance with the standards required by Law no. 146/2014 "On the public notification and consultation". The correct use of the Public Notification and Consultation Electronic Registry will help increase the standards of drafting the legislation in order to make this a transparent and inclusive process.

193 draft laws were passed by the Council of Ministers during 2015 and 2016, of which 100 were subject to the law "On public notification and consultation". Ministries achieved their target to an extent of 89% in regard to the consultation of these laws where 89 laws were consulted while 11 laws were not consulted.

Attention of monitoring hasn't focused only on carrying out the monitoring process, but also on evaluating the quality of this process. According to the assessment of the quality of the consultation process in 2015, it came out that ministries were away from carrying out the consultation process in accordance with the requirements set by law.

Meeting the requirements of the law by the evaluation was considered to be the level of 60%, or 5:25 points. Meanwhile, in 2016, there was an increase of quality of consultation, which is estimated to be at 6:17 out of 8 maximum points. Compared with 2015 shows a downward trend in the indicator value to legislation that passed the public consultation (97% in 2015) and an upward trend indicator for the quality of consultation (5.25 2015). Among the ministries meeting the criteria are the Ministry of Finance, Minister of State for Innovation and Public Administration and the Ministry of Justice.

However, there are still challenges to overcome. Increased use of the Public Notification and Consultation Electronic Registry - PNCER for the public consultation process is one of the main objectives in terms of next steps. Moreover, the establishment of a centralized reporting system, as well as publication of consultation reports, remains still areas to be improved.

In the frame of *Objective 3 "Building of an effective monitoring and evaluation system of strategies, programs and legal framework in force, based on the following: 1) collection of data through a neutral and transparent process for drafting and implementation of strategies, programs and legislation, and 2) drafting of analysis to evaluate the effects generated by the implementation"* implementation of all activities (5) contained in this objective has begun, while one of the activities was fully delivered by the end of 2016. Monitoring the implementation of strategies is a very important process, which ensures not only increased accountability and enhances accountability for achieving specific measures and targets in each of the government approved strategies, but, above all, it is a process that helps decision makers in terms of a clear reflection of the implementation progress of various sector reforms, timely identification of different problems that can accompany the process of strategies implementation.

The regulatory framework of monitoring and reporting of the strategic framework has been drafted, while it was consulted and discussed within IPMG group meetings, meeting with donors and EUD, meetings with representatives of Line Ministries and Institutions.

There has been an increase of efforts to monitor the strategies. Out of 2 monitoring reports drafted in 2015, the number of strategies monitoring reports reached to 5 in 2016.

The Strategies Monitoring Indicator

24% of the monitoring reports on important strategies is developed and published in 2016 compared with 10% in 2015.

This consolidated framework envisages that the implementation monitoring process will be based on monitoring the NSDI and sector/crosscutting strategies. The proposing instruments for monitoring strategic framework will include the following:

- ✘ NSDI Annual Progress Report drafted by the Strategic Planning Unit.
- ✘ Outcome Annual Report of the strategies as drafted by the line ministries.

One of the challenges, which the monitoring process still faces, are the line ministries capacities to ensure a qualitative process of strategies' monitoring, and the capacities to draft reports in the appropriate standards. Limited human capacity of Strategic Planning Office in terms of providing a timely methodological orientation and in terms of reviewing the reports submitted by ministries to ensure that they are drafted according to the appropriate standard, constitute another challenge. Finally, one more challenge, which still remains, is the awareness levels and enhancement of political accountability in terms of achieving the objectives, which have been set out in the strategic documents. Proper informing of the political level, honest and forthright presentation of problems in the course of the implementation of strategies requires a change in the work culture of the Albanian administration: culture analysis and identification of problems in the most objective way possible.

Capacity building for strategic planning and capabilities for operational planning has been improved. ASPA has organized and conducted comprehensive 14-day training on the drafting and implementation of strategies and on the measuring of their impact. Three 14-day training programs (42 days) were conducted during 2016 while 72 civil servants were trained on the strategic framework and 81 civil servants were trained on the Medium Term Budget Program. In the context of improved capacities for the operational work plan, 2-day training on "logical framework of operational planning" was organized and 128 civil servants from line ministries were trained.

Priority 2: The organization and the functioning of public administration

- a. The aim of the reforms planned in the frame of Priority II is as follows:
Strengthen the public administration set-ups in order to improve service delivery to the public.

- b. Provide public services which are improved, accessible, and integrated by means of reducing opportunities for corruption and strengthening public service delivery ethics.

This field consists of 10 activities, 7 of which are being implemented and 3 other activities have started their implementation in 2017. Out of these 7 activities that have begun implementing, 4 were fully implemented in 2016.

Objective 4 *“Strengthening the structures of public administration in order to improve service delivery to the public”* consist of total 6 sub activities, the implementation of 3 of which started and was fully completed in 2016.

The implementation of three other sub-activities is planned to start in 2017. **Strengthening of the public administration set-ups in order to improve service delivery to the public is an extremely important goal**, which stipulates, first of all, the organization of a study to review the legal framework and functions and internal organization of the administration institutions at the central and local level. Intervention in the set-ups and functions of subordinate institutions and branches of ministries will be made after analyzing the situation and the factors, which influence their activity in the future. Given the importance of activities under this objective, as well as the necessary financial support, the implementation of the activities, for which it has been periodically reported that there is financial gap, has not started. To identify the funds needed to launch the implementation of the above-mentioned activities, the Department of Public Administration has intensified the work in 2016 to enable the starting of the implementation of IPA Project 2014, which aims at obtaining the necessary financial support. Implementation phases of this project are about to be finalized and the implementation of the project is expected to begin during the second half of 2017.

Meanwhile, the Department of Public Administration has worked **to draft a manual for human resources units (“HR handbook”)**. The second draft of this manual has been already drafted. While it will have to undergo a rigorous examination to ensure the quality and accuracy of the information and, then, it will be sent to all institutions for comments. The draft was written in cooperation with IPA 2012 Twinning Project "Support to civil service reform in Albania". As part of the territorial reform and Strengthening of new Municipalities, the focus has been to ***ensure methodological support for the organization and functioning of the new administrative units in the country and to build implementation capacity.***

All municipalities were provided with an organization model, which was designed by type of municipality, within the first quarter of 2016 with the help of UNDP/Star Project. 30 municipalities were assisted in 2016 regarding the application of 4 organization models for

the new units as proposed and funded by the Council of Europe. This process, which will assist 20 other municipalities, will continue in 2017. 122 civil servants of local government were trained by the Council of Europe Program in the context of human resource management capacity building.

The 4 activities planned in the frame of ***Objective 5: Improved and integrated public services by reducing the corruption opportunities and strengthening a civic based ethic for public service delivery***” started being implemented and good progress was made in 2016.

Progress has been made in strengthening the policy framework for citizen-centred service delivery, which also entails elements of administrative simplification put into practice, and steady progress has been made in improving the accessibility and quality of administrative services. Two major documents were put into place to support the Government’s service delivery agenda: the Long-Term Policy Document on the Delivery of Citizen Centric Services by Central Government.

Institutions in Albania¹ was approved by the CoM in May 2016 and Law No. 13/2016 on the method of delivering public services at front-office level in the Republic of Albania was approved by the Council of Ministers (CoM) in February 2016. While the Long-Term Policy Document sets out the Government agenda in the area of service delivery transformation, the Law is its main implementation instrument by setting out the main principles and rules for delivering public services and describing the model for co-operation between different institutions in service delivery processes, focusing mostly on the one-stop shop model of service delivery.

The National Action Plan on Persons with Disabilities 2016-2020 was approved by the CoM in June 2016. However, in practice, accessibility issues for people with disabilities remain largely unaddressed outside of ADISA CSCs. The accessibility of public buildings remains generally low, and the web accessibility standards have not yet been adopted.

One of the main developments in terms of the practical implementation of planned actions has been the opening of 91 service windows to improve the availability and quality of service. Successful implementation of the interoperability technical solution by has made it possible to increase the number of e-services in the central portal (e-Albania.al) from 32 in April 2014 to 467 in February 2017.

The developments and progress made during the last two years have resulted in improvement of two indicator values. A systematic process of reviewing administrative burdens through service re-engineering has been put into place and has resulted in the To-Be maps with measured reduction of administrative burden.

The adoption of the Code of Administrative Procedure (CAP) has been a major improvement, while central support by the MoJ during the initial implementation period has been only modest, with no concentrated effort to review and harmonise special regulations.

¹<http://www.adisa.gov.al/wp-content/uploads/2016/10/GoA-Citizen-Centric-Service-Delivery-Policy-Document2c-April-2016.pdf>.

Major improvements have taken place in bringing more and more services online through the e-Albania.al portal.

Standardisation of service provision (unified application forms, service passports, complaints management) has eased the use of administrative services, and improvements have been made to gather user feedback about service quality and satisfaction.

PRIORITY III: Civil service: Human resource management

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

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

25 activities are foreseen to be achieved within this priority, of which 17 are being implemented and 8 other activities have started the implementation in 2017. Out of 17 activities that had started up to the end of 2016, 9 of them are fully implemented while 8 other activities are partially accomplished

Objective 6: Improved capacities for the implementation of civil service legislation and facilitated enforcement procedures" has the largest number of activities envisaged in the strategy compared to the other objectives, that is 22 activities, 17 of which began to be implemented in 2015, while 5 others are expected to start in 2017, while five others expected to start in 2017. Among these activities, 9 of them are fully delivered. The following are concrete achievements against overall objectives which aim at improving the capacity to implement civil service legislation.

Important steps have been taken toward improving the quality of services and work in public administration institutions. The Decision of the Council of Ministers No. 1037, dated 16.12.2015 "*On the procedures of civil servants evaluation to obtain additional knowledge and update*", provides a detailed description of the process of obtaining and updating of additional knowledge aims to train civil servants and provide them with required additional knowledge according to the functions and the field, in which they operate, in order to raise the quality of services and work in institutions of public administration, part of the civil service. This process will include preliminary testing and, where necessary, training of civil servants about new knowledge affecting their area. In 2016, the first two procedures to test the existing civil servants were organized by the Human Resource Management Units and European Integration Network Units. After this experience, which was applied for the first time, the weaknesses and strengths of the implementation approach of this decision were highlighted and several amendments were

proposed in order to further improve this important process. Thus, several proposals were prepared to improve the procedure in order to have a well-defined planning and management of the entire process, based on the gained experience.

DoPA's capacities have been further built to strategically lead the civil service reform. After the functional analysis that was made in connection with the new responsibilities of DoPA in regard to the implementation of legislation civil service, but also in regard to the implementation of Crosscutting Public Administration Reform Strategy 2015-2020, it was necessary to strengthen DoPA's set up by increasing the number of available staff in order to successfully achieve these objectives; more specifically, DoPA's organization chart was expanded with 10 positions, thus bringing the number of DoPA's job positions from 43 in 2015 to 53 in 2016. Additionally, with the entry into force of the law on integrity,

DoPA's set-up will include a dedicated unit to manage this process. ***In order to further improve the civil service recruitment procedures and to modernize the process,*** the Department of Public Administration has been working on several fronts. In order to further enhance the transparency and to strengthen the implementation of mechanisms for the candidates' objective evaluation, the tests for the recruitment procedures organized in 2016 were automatically generated and checked through the electronic system, based on the area of knowledge for each procedure.

Meanwhile, the Department of Public Administration focused on further enrichment and improvement of the bank of questions, through which the tests are generated automatically based on the relevant area of knowledge. For this reason, thanks to the support of the Council of Europe, work began on the enrichment of the bank of questions in cooperation with experts of this field. Initially, all questions used in the recruitment procedures organized during 2015 were revised and reworded to comply with the format that the electronic system requires. Experts have prepared the first set of questions for the various disciplines. These questions will have to go through a final filtration to ensure their compliance with the areas of knowledge for the recruitment procedure planned for 2017 to ensure clarity of the wording of questions by avoiding their misinterpretation to the maximum extent, to ensure the updated legal reference, as well as other important element related to their accuracy. Later, all these questions will be added to the existing bank, thus significantly increasing the number of questions for each area and contributing directly to increased transparency and professionalism of the organization of the recruitment procedures.

Regarding the incorporation of integrity questions into the civil service admission test, the Department of Public Administration in collaboration with the Office of the Minister of State for Local Affairs/National Anti-Corruption Coordinator worked closely during 2016 with the

expertise provided through the Twinning Project to find the proper approach and the most convenient way to include these types of questions in the admission tests. In order to ensure the fairest method of checking the answers to these questions, DoPA's recruitment staff was trained on methods of checking the answers, an element that should be taken into consideration to make a fair evaluation and many other details, which are specific to this area. Initially, the plan is to include such integrity questions in the form of a "pilot" to see the reaction of the candidates to the new approach and make the necessary adjustments. Incorporation of these types of questions enables testing of elements related to the honesty and integrity of individuals who are employed in the public sector as a prerequisite for the prevention of corruption.

Annual turnover (mobility) of management level staff at all levels of the civil service in the institutions of central administration in 2016 was at the range of 5.4%.¹³ The total number of dismissals at management level was 98 while the total number of managerial staff at the beginning of the year was 1812 or, 5.4%. The intention for this indicator is to have a downward trend. Compared to 2015 (6.8%) a downward trend may be observed.

Group of indicators for monitoring civil service reform and their periodic publication was drafted and published. Efforts were made in 2016 to finalize the indicators with the support of the expertise provided by the IPA Twinning Project 2012. A broad set of indicators, which underwent an evaluation stage to select those indicators that will be included in DoPA's periodic reports, was initially developed. The selected indicators are included in the Annual Report prepared by DoPA and are easily identifiable through a special formatting. Each part of the report contains also the identified indicators along with narrative descriptions and other prepared data. The report and the indicators will be accessible for the public on the official website of the Department of Public Administration in order to increase and improve its transparency.

The work to complete the information and to extend the Human Resources Management Information System (HRMIS) into the public administration institutions focused during 2016 on completing the information in terms of organization charts and staffing of all institutions that are part of the civil service, thus making it possible to add into the system over 330 spending units, which are part of the civil service. Information for over 11,000 employees (compared to 6,000 by the end of 2015) has been entered into the system for those spending units. All organization charts and staffing of state administration institutions, which are part of the civil service, are already included in the HRMIS, wheelwork has begun to include local government units and independent institutions.

Progress has been made towards the development of HRMIS including the function of calculating salaries based on their schemes and categories. The HRMIS payroll module will enable not only automatic generation of wages by providing a higher precision of information quality, but it will also directly affect the updating of each employee's file, thus guaranteeing not only a functional electronic system, but also a system that reflects the latest information for each

employee. Department of Public Administration in collaboration with the Ministry of Finance has worked for the unification of the payroll for general government units in order to enable the consolidation of payroll module of the Information System Human Resources Management (HRMIS). The next step is to use the payroll module through HRMIS by the institutions, something which will enable automatic generation of the payroll for each institution based on the present information in HRMIS.

Implementation of the 2016 training plan in the frame of the PAR Strategy, which was drafted in accordance with the training needs, is fully accomplished. 726 training days were organized and 4,650 civil servants were trained in 2016 with the state budget funds. Training curricula as part of *continuous training* are being revised in the frame of the Twinning project. ASPA has drafted the comprehensive programs including "Strategic planning", "Public Finance Management", "Public Procurement" and it is in the process of drafting a comprehensive program of "Human Resource Management". Training program for senior management was drafted in 2016. ***Satisfaction level of training courses participants for the mid-level and senior management level is 70%.*** The impact of training on the mid-level and senior management level was measured during 2016 and it came out that 70% agree that the training has helped in terms of enhancing the performance. ***E-learning platform developed by ASPA*** has been operating as part of training organization. 745 civil servants have attended, at least, one training module.

One of the qualitative indicators to measure ASPA's achievements is the indicator of customer satisfaction. This is quite an important indicator to evaluate after a period of time how effective the training programs provided by ASPA have been in accordance with the real needs and how much they have helped to enhance the performance of public administration.

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

Meanwhile, the process of the monitoring of the Enforcement of the Law "On the civil servant" continued in 2016. Given the situation found during supervision, as well as the constant communication with institutions operating in the field of civil service, the Commissioner considers the application of Law No. 152/2012, "On the civil servant", as amended, to be at a good level.

The Commissioner assesses the increasing level of work of the Public Administration Department in various aspects of civil service management. Based on the conclusions, which have been drawn during the recruitment process supervision as performed at the Department of Public Administration, the Commissioner concluded that this institution continues to work at higher pace in order to place the process on regular procedural framework. Even during this year,

competitions continued to be organized as pool, something which ensures a considerable number of candidates and a satisfactory quality threshold of participants in the process.

During this year, increasing trends of the level of implementation of the institute of pool recruitment may be found in local administration institutions and independent institutions, which were problematic in this regard a year ago.

Civil Service Supervision Commissioner (CSSC) supervised **40** institutions, of which **33** belong to the state administration (**2** ministries and **31** subordinate institutions) and **7** local government units (including **7** municipalities and **43** administrative units (former communes), which are attached to the municipalities under the new administrative division of the territory), which include a total of **2.233** positions as part of the civil service. **26** supervision/inspection procedures, **22** of which belong to the state administration and **4** to local government units (municipalities) ended with a warning decision to remedy the legality of the civil service administration, where the Commissioner has presented recommendations for legal corrections, which have to be undertaken by supervised institutions in regard to the civil service administration:

- ✓ Cancellation (revocation) of administrative acts was requested in **300 cases** appointments, which had been made against the law (temporary contract or appointment act);
- ✓ Cancellation (revocation), amendment or the issuance of administrative acts for the declaration of the employment status was requested in **483 cases**.

In the meantime, there are **14** general supervision/inspection procedures in process, of which **11** belong to the state administration (Agriculture Directorates of Berat, Fier, Durrës, Elbasan, Lushnja and Prefects of Berat, Dibra, Fier, Gjirokastra, Elbasan, and VURI), and **3** local government units (Municipalities of Elbasan, Shkodra and Puka).

- 90 reports/complaints were submitted, of which 56 belong to the state administration, 32 to local government units and 2 to independent institutions.
- The supervisions/inspection process is completed for 89 civil service admission procedure at the expert level in the Department of Public Administration.
- Further treatment of processes initiated in 2016 will continue also during 2017, in addition to the planned supervisions/inspections as set out in the Annual Work Plan 2017.

One of the most important objectives of the civil service reform and the Strategy itself is the *“Organization of the civil service wage system based on job evaluation, on the valuation of annual achievements of civil servants and on compulsory training outcomes” (Objective7).*

The two indicators related to wage policies remained unchanged.

- *Wage ratio between maximum and minimum wage in 2015 remains unchanged at 11.7%.*
- *Changes to the scheme and the number of positions of the salary scheme based on the content of the job description = 0*

Priority IV - Administrative procedures and oversight

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

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

This priority contains 17 activities, of which 15 have begun to be implemented. Compared with three other priority pillars this priority has the highest number of activities that are implemented. Out of the activities that were under implementation, 10 were fully delivered by the end of 2016.

A total of 7 activities is foreseen in the frame of *Objective 8: "Simplified procedure for the provision of services by facilitating communication with the public and avoiding corruption.* Their implementation started in 2016 and all of them have been fully implemented by May 2017. A methodology has been developed for the implementation of the reengineering process, which will lead ADISA in future projects to improve the processes of public services.

The validation process of obtaining services through "Baseline/AS-IS" mapping for institutions at the focus has been completed. ADISA's team responsible for the reengineering has been also trained, in addition to ADISA's legal sector experts, the services sector, and the standards and complaints sector. Moreover, technical working groups at 10 institutions at focus were trained during this period on the reengineering techniques.

ADISA, in the capacity of the authority responsible for drawing up the models, has also simplified the way of obtaining information about benefiting the public services by preparing a unique model of public services Information Card and by drafting 481 Information Card for the services 18 (eighteen) state administration institutions.

Among them, 420 Information Cards were validated by 10 (ten) of the aforementioned institutions, 17 thus determining the manner of obtaining public services delivered by them

and the necessary documentation for their own benefit, while 61 other Information Cards were sent to 8 relevant institutions¹⁸ for validation.

As of October 2016, the citizens get informed on the basis of 420 Information Cards about the manner of benefiting 420 services of 10 institutions (as above) through ADISA Call Center, which runs from Monday to Saturday from 8:00 am to 21:00 pm.

- Immovable Property registration Office;
- *General Directorate of Road Transport*;
- *General Directorate of Civil Registry*.

Services for which most information is required on the other hand are:

1. Application for biometric passport (GDRCR);
2. *Driving license renewal (GDRT)*;
3. *Revaluation of immovable property (IPRO)*.

Drafting and validation of 420 Information Cards in question has not only meet the need of informing citizens about the manner of how to benefit public services as delivered by 10 institutions in the initial focus, but it has also contributed to increased citizens' security regarding the collection and presentation of the documentation necessary for benefiting the requested service. Validation of Information Cards excludes, at the same time, the possibility of adding, changing or reducing the formal criteria for benefitting the service (required documentation) by the institution responsible for providing the service.

This translates into preventing any possibility of abuse by the institution responsible for providing services to citizens service in regard to changing the criteria set for providing the service and it avoids, at the same time, failure to provide the service by the responsible institution or to exceed the deadlines of its delivery based on the justification of failing to meet other formal or new criterion/criteria of benefiting the service, which are often defined ad hoc by the responsible institution.

Consequently, citizen's clarity and security has increased as regards the manner of benefiting a service on the basis of clear, transparent and exhaustive criteria for benefiting public services, as defined in the relevant Information Card, while multiple channels are made available to citizens to get informed about he ways how to benefit public services (either in ADISA's front offices or those of the respective institutions, ADISA's Integrated Centers, in e-Albania portal or in ADISA Call-Center).

In order to measure the level of satisfaction with public services, citizens were surveyed over the past 12 months about their experience when receiving public services. Respondents were asked if they had needed to obtain a public service or to have access to such services in 16 institutions

in focus19 in order to measure the satisfaction level. Respondents, who admitted accessing the service in one of the 16 institutions, were further asked to provide their evaluation about receiving the requested service.

The findings of the study are presented in percentage for the entire sample and disaggregated by gender, age, educational level, employment, income level and ethnic group affiliation.

Almost half of respondents (51%), who have approached the central government institutions, have stated that they are "somewhat satisfied" or "very satisfied" with the entire service process experience. There are more women satisfied with the experience related to public services than men (57% to 47% respectively). In addition, older people say they are more satisfied with public services than younger people (57% of respondents over 55 years old are satisfied, compared with 49% of respondents under 55 years old). Divided by "wealth index", about 53% of the "poor" say they are "satisfied" or "very satisfied" compared with 49% of the "rich" who declare the same.

Even in the case of the Roma, the percentage of those who are satisfied with the public services is 52% of those who have contacted, at least one, institution in the last 12 years: this percentage is approximate to finding of the general population.

There is no difference in the level of satisfaction among respondents from urban and rural areas: these two categories mark the level of 51%.

When disaggregated by level of education, the percentage of the level of satisfaction is 44% among those with university and postgraduate education, 54% among those with secondary school education and 52% among those with elementary school education.

ICT Infrastructure Development is considered an important element not only to increase the efficiency of the work of public administration, but also to improve the flow of information and broadcasting. In order to achieve this objective, the project of Electronic Record and Document Management System (EDRMS) was introduced by conveying a clear vision in terms of increasing efficiency and effectiveness inside the Albanian Government. This platform has a direct impact on the reduction of administrative barriers, therefore leading to a high performance of the public administration activity. The ERDMS project was piloted for the first time in the Office of the Prime Minister, Ministry of Finance, Ministry of Justice and the Ministry of Transport. Changes were made during 2016 to improve workflow of the system by the Legislation and Programs Monitoring Unit in the Office of the Prime Minister. Ministries' IT specialists in the role of administrator, protocol and user were trained on 1-2, 8-9, 15-16, 22-23 December.

Risk related to the proper operation of the ERDMS system by the public administration is the lack of training of IT workers in line ministries, depending on the functions they exercise, which are related to documentation management system ERDMS, thus resulting in difficulties when using the system. Steps, which aim at delivering this activity, include organization of training and assistance from the IT staff of their respective institutions during the first procedures of using the ERDMS system.

The way of providing services to citizens and businesses has been totally re-dimensioned in the government unique portal in order to implement the initiatives. Three years ago, only 14 electronic services were delivered in the government unique portal e-Albania. The completely redesigned version of the government unique portal **e-Albania** was introduced in May 2015. The portal is designed in a simpler, easier and more practical form and it's also adapted for phones, for Android and iOS, where the Albanian citizens, businesses and civil servants at the central level can use all the services and functionalities of the portal. Interventions carried out by NAIS in order to facilitate the use of the government unique portal e-Albania for Albanian citizens, businesses and public officials has resulted in an increased use of this portal in a sustainable way.

The government unique portal e-Albania was enriched during 2016 with 217 new online services of Level 3 and 4 under UNPAN 2014 classification, thus reaching a total of 467 online services. This figure marks an increase of 33 times compared with 2013 and almost a double increase compared with 2015. The portal registered 71,703 new users (4% of businesses and 96% citizens), thus bringing the total number of users to 621. Total 241 registered users who have received assistance for 2016 is **5,466**. Digitalization of over 100 services of the public administration is planned for 2017.

5 other institutions were linked in 2016 to the Government Interoperability Platform to exchange data in real time by increasing the total number of institutions connected to 42 or 7 times higher than that in 2013. This connection enables communication and data exchange between different institutions by creating the possibility of providing more electronic services for citizens, businesses and the government itself.

Another initiative to facilitate the access of citizens and businesses to the electronic services delivered by the government unique portal e-Albania was undertaken in 2015. In this context, the distribution of 15 digital front offices of e-Albania was successfully completed in 2016 to the most important cities of Albania including Tirana Municipality, Shkodra Municipality, Korça Municipality, Vlora Municipality, Malësi e Madhe Municipality, Elbasan Municipality, Elkos Trading Center Fier, ADISA Tirana (Front Offices of the Immoveable Property Registration Office), GDRTS Tirana, Tirana NBC, IIHC Tirana, Saranda Municipality, Flagship Center Durrës, ADISA Fier (to be delivered at the time of opening of the center), ADISA Kavaja.

A new initiative, which was undertaken in 2016 to increase public participation in decision making and legislative process, was the implementation of a system of public notification and consultation. This system generates a final draft act, which contains the initial draft act together with all suggestions (selected by the moderators to be reflected), as well as with additional reporting data such as users' voting in polls. In this context, Public Consultation and Notification Electronic Register was established in 2016 and it was integrated into the e-Albania portal using FPSTS portal technology for Single Sign-on (SSO).

In the context of the development of ICT infrastructure for businesses and citizens, NAIS implemented a project for the Centralized Multifunction System for building permits, which became operational in 2016. This system has enabled the digitization of the entire work process of the institutions involved in the treatment of permits, and it has provided the citizens and businesses with the opportunity to benefit this service online via e-Albania portal. As of September 01 until today, over 1500 applications were submitted, while the service is used by citizens and businesses over 25,000 times. 1,155 users currently access the system (public administration employees) from all the institutions involved in the handling of applications of building permits.

SUSTAINABILITY

The question of the sustainability of the action of the CCPAR Strategy was discussed at length during the evaluation.

Sustainability can be understood as the capacity for a given action to continue through time with lasting effect, and has structural, financial, social and political dimensions. This evaluation can conclude that several CCPAR objectives and related actions are likely to continue beyond 2017. These are:

- **Transparent and all-inclusive system of drafting laws**, which is based on the policies and, which ensures alignment with the acquis
- Strengthening the structures of public administration in order to improve service delivery to the public.
- Finalization of procedures to set the IPSIS System into operation;
- ***Capacity building of DoPA and human resources units of state administration institutions;***
- **Performance evaluation of the of civil servants, as well as of the existing capacities** by setting clear objectives and a set of indicators to measure them, focusing on continuous training of officials responsible for carrying out this process;
- **Further development of innovative methods** to improve and facilitate communication and interaction between public institutions and citizens;

- ***Development and operation of the Central Personnel Registry (HRMIS). Expanding the interaction of the HRMIS system with other important state databases and systems*** **and** further extension of the Human Resources Management Information System (HRMIS) across **all institutions** of state administration, independent institutions and local government units. Implementation of the payroll module through the **HRMIS for all of the state administration** institutions part of the civil service;
- **Developing an ICT infrastructure capable** of supporting the daily activities of public administration and efficiency increase by reducing the time to access, process and transmit information while improving the flow of information.
- **Increased use of the Public Notification and Consultation Electronic Registry –** PNCER for the public consultation process is one of the main objectives in terms of next steps. Moreover, the establishment of a centralized reporting system, as well as publication of consultation reports, remains still areas to be improved.

EFFICIENCY

This chapter addresses the following evaluation question:

To what extent have the actions undertaken so far been efficient and their (expected) effects achieved with reasonable resources?

In order to answer this evaluation question, three indicators were examined:

- assessment by MIAP and IPMG Secretariat staff, participants and stakeholders of whether the (expected) outputs were achieved **at reasonable costs**;
- assessment by MIAP, and IPMG Secretariat staff, participants and stakeholders of **possible alternative actions (activities)** offering higher cost-effectiveness;
- Comparison of **input** with (expected) **effectiveness**.

Measuring cost-effectiveness (efficiency) requires a comprehensive assessment of costs (implementation and compliance costs for all stakeholders) and benefits. This mid-term evaluation lacks elements for both elements of the equation, and it has not been the purpose of this evaluation to conduct a fully-fledged cost-benefit or cost-effectiveness analysis. Rather, this should be conducted at the action level, and would require a considerable amount of work.

Hence, the collection of cost data in this mid-term evaluation focused on implementation costs of the actions. The process for systematically collecting data on implementation costs, i.e. the financial and human resources spent by the GoA and other donors for the implementation of each action, was very difficult for a number of reasons:

- Lack of activity-based management at the action level due to the lack of project management at the action level, there is no clearly established budget for actions, and no follow-up of the staff resources allocated and actually spent on each of them. In order to get a rough estimate of the costs of the actions, data on the costs of each individual activity implemented in the context of an action was collected and compiled.
- Difficulties in attributing the costs of certain projects or policy initiatives to the actions of the Action Plan:
- On the inputs side of the efficiency equation, feedback from PAR focal points in several ministries and line institutions suggests that one of the hardest challenges in programming is to budget accurately for individual projects, especially knowing that implementation will not commence for 12-36 months (depending on the donor and the procurement process), meaning these future conditions must also be anticipated.

In the course of the implementation of the CCPAR Action Plan, implementation costs were borne by other donor organizations than the State Budget. In addition, it was difficult for stakeholders to focus on the costs of implementation only; for the industry, for instance, efficiency relates to the cost (and potentially benefits) of implementing the outputs of the CCPAR Action Plan.

Finally, any attempt to assess the allocation of resources against (potential) impact on CCPAR deployment or potential socio-economic impacts was hampered by the lack of strong evidence of the impact of the actions.

Overview of the reallocation of resources

The Cross-cutting PAR Strategy clearly identifies the costs of reforms that require national, European Union (EU) and other donor funding. The national funding is about EUR 21,643,774 million, which is 20.6 % of the total budget envisaged for PAR reform during 2015-2017. The budget reallocation of the reform is divided in two budgetary programs respectively a) e - Gov budgetary program, and b) management of human resources program.

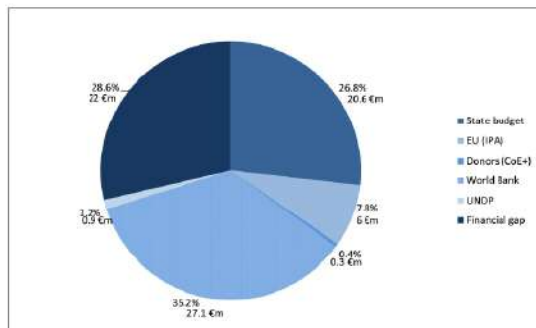
The implementation, use and appropriateness of specifications and the budget cannot be monitored and reported on regularly. It is important that all institutions involved in the implementation of PAR Strategy should coordinate continuously during the MTBP process and in order to guarantee financial sustainability for CCPAR Strategy implementation and consistent budget monitoring, and control PAR Budget should be integrated with the online MTBP system of the GoA.

The EU Instrument for Pre-Accession Assistance (IPA) assistance required for implementation of the PAR agenda is calculated to be about EUR 6,420,856 million, World Bank Euro 27,081,499 million, UNDP is supporting 1.2% of the total budget as well.

Project	Donator	Description	Budget in (Euro)
Support to Albanian Civil Service Reform	IPA 2012	Contract 1.1 - Twinning Contract Sub-Activity 1.1: Implementation of Civil Service Law Sub-activity1.2: Implementation of Code on Administrative Procedures Sub-activity 1.3: Strengthening of capacities of Civil Service Contract 1.2 - Service Contract	1,800,000
Program "Innovation against corruption: Building a Citizen Centric Service Delivery Model in Albania"	World Bank	Support the government initiative for the establishment of "Public Service Mall" with EU and World Bank	29,300,000
Support to public administration reform through law enforcement and Innovative ICT processes	EU- IPA 2014	1. Service contract -Implementation of civil service reform across the public administration	3,000,000
		2. Supply contract-Establishment of computer based solutions to enable implementation of several components and control mechanisms	1,000,000
		3.Service contract - Support to improve citizen-centric public service delivery	1,100,000
		4. Supply contract - Upgrade of Albanian Government Gateway	900,000
Project Support to the Program "Innovation against corruption: Building a Citizen Centric Service Delivery Model in Albania" (ISDA)"	UNDP	The project will provide support to the Minister of State for Innovation and Public Administration in order to ensure an efficient management of delivering public services	1,446,287

IPA II assistance and the Indicative Strategy Paper for Albania 2014-2020 which highlights public administration as a key issue to be addressed. The action will contribute to the implementation of recommendations given by the European Commission's Progress Report for Albania. The action is linked with the Road Map addressing key Priority 1, under which Albania will *"Continue to implement public administration reform with a view to enhancing professionalism and de-politicizing of public administration."*

The Financing Agreement for the IPA 2015 Action Programme for Albanian Sector Reform Contract for Public Administration Reform” aims to assist the Government of Albania in enhancing transparency, accountability and effectiveness of the public administration, with greater focus on the needs of citizens and businesses in view of creating a solid administrative basis for implementation of the EU acquis. More specifically, the “Sector Reform Contract for Public Administration Reform” seeks to improve the financial capability of the government in terms of achieving PAR sector policy objectives; promote PAR policies and reforms by improving policy planning and coordination to draft Government strategic documents, establishing a transparent and all-inclusive system of drafting legislation, establishing a professional, impartial, independent and merit based civil service, reducing corruption opportunities through ensuring quality and accessibility of public services and enhancing accountability of public administration.



PAR budget reallocation based on PAR priorities (in Euro)

Objective 1	2,297,400.0
Objective 2	236,580.00
Objective 3	20,670.00
Objective 4	636,625.00
Objective 5	
Objective 6	982,690.00
Objective 7	610,000.00
Objective 8	857,355.00
Objective 9	10,013,038.84
Objective 10	
Objective 11	
	15,613,018.84

Currently the estimated financing gap stands at 22%, the figures are updated in light of the 2016-2018 MTBP. Brief information on the Medium Term Budget Program 2018-2020 for the PAR strategy has been provided but further review and revision of outcome budgets is warranted.

Realistic funding gaps can often be a help to resource mobilisation efforts, however, the financial sustainability remains to be further examined and ensured through intensive policy dialogue between Ministry of Finance, Minister of State for Innovation and Public Administration and EU Delegation and other development partners.

IV. CONCLUSIONS AND RECOMANDATIONS

It can be summarized that the most significant attention of PAR is focused on the actions oriented toward:

- ▶ Improve the efficiency and productivity of Public Administration, towards the rationalization of public expenditure and the reduction of time spent in administrative procedures for a better service to citizens and enterprises.
- ▶ Incorporate the Regulatory Reform through Regulatory Impact Assessment and Better Regulation.
- ▶ Reduce the Administrative Burdens in procedures to enterprises and citizens to improve the work and business environment.
- ▶ Implement institutional changes to restructuring public sector reducing/merging the number of Administrative units or levels, aimed at finding synergies and creating a new and more efficient structure, by means of the removal of overlapping functions.
- ▶ Boost and enable the innovation as a main support for increasing the productivity in all the economic sectors.
- ▶ Enhance transparency and accountability, opening the information to the citizen's in order to explain public actions, and to submit public performance to the evaluation by interested actors.

Recommendations

In line with the terms of reference for this evaluation, specific recommendations were made for each section in programing, coordinating and activity level, an exercise that resulted in an extensive list of specific recommendations for CCPAR and Plan of Activities.

Following-up on all action-specific recommendations might be burdensome for the Minister of State for Innovation and Public Administration, especially in light of the limited resources available. For this reason, a set of horizontal recommendations are put forward for the MIPA which set the stage for the possible follow-up and improvement of the CCPAR Strategy Action Plan in the short and medium term.

The internal management of the CCAPR Strategy Action Plan 2015- 2017 in its current form, requires a definition of a clear work plan for a number of actions. This is especially important for the actions that are delayed, have unclear final outputs, or have an "open ended" interpretation of operational objectives. The revised work plan should be built around realistic targets in terms of timing, taking into account limitations relating to the availability of human resources.

In the short term:

- ✓ Work on the CCPAR Strategy Action Plan should continue in line with the current objectives. It is not necessary to revise it based on its current progress, as the present evaluation does not recommend a substantial re-orientation of the current objectives. The

above mentioned work plan should be published on the MIPA's website in order to provide clarity for stakeholders with respect to the planned output of these actions.

- ✓ The internal management of the CCAPR Strategy Action Plan 2015- , 201 The internal management of the CCAPR Strategy Action Plan 2015- 2017 in its current form, requires a definition of a clear work plan for a number of actions. This is especially important for the actions that are delayed, have unclear final outputs, or have an “open ended” interpretation of operational objectives. The revised work plans should be built around realistic targets in terms of timing, taking into account limitations relating to the availability of human resources.
- ✓ The CCPAR Strategy and the Action Plan were built around a strong participatory approach aiming at engaging stakeholders in the work. This approach should be maintained and enhanced, especially in the process of drafting specifications, impact assessments, and setting the ground for future policy measures. For specific actions (e.g. Activity 1.6 “Capacity building of the central administration in relation of drafting MTBP), the establishment of a stakeholder platform is recommended.
- ✓ In line with the horizontal strategy of a participatory approach for stakeholders, dissemination activities are very important. MIPA should make sure that the website is regularly updated with the results of studies, minutes from IPMG meetings and workshops, updated work plans, etc. More specifically, in the preparation of workshops, participants should be sent the material beforehand in order to have the time to study it prior to the meeting, as well as to be in a position to actively contribute to the discussion. It is proposed that the DoPA website needs to be transformed into a portal for all public administration, with accessible and understandable information by all: by citizens, civil servants or potential candidates.
- ✓ To support the implementation and effectiveness of a number of actions, the creation and moderation by MIPA of a stakeholder platform(s) is recommended. While a stakeholder platform is certainly relevant for a number of actions, the diversity of the stakeholders and topics/themes that need to be on the agenda makes it difficult to employ a one-size-fits-all solution. The proposed platform(s) could build on the existing eMobility forum. The work conducted under such a platform could also benefit from the existence and work of the Public Administration Reform Advisory Group. Such a stakeholder platform is particularly relevant for Activity 1.6 “Capacity building of the central administration in relation of drafting MTBP), the establishment of a stakeholder platform is recommended.
- ✓ MIPA should ensure that the coordination structures meet regularly and that all the relevant stakeholders such as state institutions, independent institutions, municipalities,

CSOs, international organizations and other participants are part of the reform process planning and implementation.

- ✓ It is recommended the Institutions should highly represented into the IPMG PAR meetings and Thematic Groups of IMPG should be more active and effective, with continuity participation as far as the same representatives of institutions are concerned.
- ✓ Interest in Public Administration Reform is growing. These issues are being addressed at national levels, but more consideration for the local administrative level is needed in order to ensure interoperability and continuity of services.
- ✓ It is important to ensure that standards resulting from the standardisation efforts mandated under the CCPAR Action Plan 2015-2017 provide a sufficiently flexible environment and are technologically neutral. In order to ensure that they are appropriate for the needs of the industry and the latest technological development, stakeholders should actively participate in the standardisation process.
- ✓ Capacity building of staff tasked with PAR co-ordination and monitoring in order to strengthen PAR-related capacities is recommended (e.g. communication, teamwork, conceptual and analytical thinking, planning and organisation).
- ✓ The Register of Public Consultation should be more accessible and more usable from all line institutions. It is recommended to be updated continuously.

In the medium and long term:

- ✓ It is recommended that the MIPA maintains a role in leading and supporting PAR development once the Action Plan 2018-2020 will be finalised. Support for coordination, decision making, and a consistent funding strategy should be among the main pillars of such an important strategy. The IPA 2 Instrument, Donor Trust Funds, EBRD and WB funds are potential tools which can support the MIPA's integrated approach.
- ✓ Given the large proportion of the CCPAR budget that is donor- and the constraints in the availability of GoA resources, engage with the external donors to discuss ways for greater cost-sharing by the developing partners for ongoing programmatic efforts. Advocacy should focus on results areas that are most closely aligned with the NSDI II priorities.
- ✓ It is recommended the coordination between Line Ministries and all institutions involved in the implementation of CCPAR Strategy when planning the MTBP. All institutions should have more responsibility of their own budget execution and use the MTBP pro-actively in management and as a basis for internal management and control. This will create better understanding of the interaction between inputs and outputs, better ownership of the results and better reports to the Ministry of Finance

- ✓ In addition to the above, the implementation, use and appropriateness of specifications and the budget expenditures should be monitored and reported on regularly. The MF should include a specific section on policy priorities in the MTBP document to ensure alignment of medium-term budget decisions with set policy priorities (e.g. PAR, public-financial management) to guarantee financial sustainability for their implementation. PAR Budget should be integrated with the online MTBP system of the GoA.
- ✓ In the longer term, based on a thorough analysis of the functioning of the PAR co-ordination and monitoring mechanisms, as well as the overall implementation of the PAR agenda, the Minister of Innovation and Public Administration and the Department of Public Administration should review their staff numbers and capacity levels
- ✓ For management and communication purposes, a number of actions would benefit from a better defined work plan. This is especially important for the delayed actions such as activity 1.2 “Drafting of regulatory framework to draw up sectors and cross cutting strategies...” and for actions with unclear final outputs or an “open ended” interpretation of operational objectives. The revised work plans should be built around realistic targets in terms of timing, taking into account limitations related to the availability of human resources.

In activity level:

- ▶ **Strengthening the DPA capacity and human resource units in the state administration institutions** to take the civil service reform forward through continuous trainings in understanding the human resource management policies, their interconnection and their effects. Special attention will be paid to human resource planning in the civil service.
- ▶ **Building public administration institutions** and reviewing their functions pursuant to the government program for a citizen-centered government aiming at:
 - v. identifying cases where there is a need to eliminate functional overlaps between existing structures;
 - vi. identifying cases where there is a need to review the function, role and structural organization of institutions;
 - vii. reviewing the cases where it might be necessary to merge two or more institutions, or establish new institutions;
 - viii. reviewing the cases when it might be necessary for institutions to change their positioning.
- ▶ **Improving the job descriptions quality**, by developing general job descriptions which will serve to develop specific job descriptions by line ministries and subordinate institutions. This will help determine unified criteria for similar positions to increase the quality of the recruitment process.

- ▶ **Improving the selection and evaluation process** of candidates competing for positions in the state administration by;
 - iv. enhancing the evaluation capacities of admission committee members, through trainings on contemporary evaluation methods;
 - v. improving the quality of questions in written tests, through the development of the questions bank;
 - vi. improving the quality of oral interviews, through the inclusion of questions assessing candidates' individual skills.

The centralization process of the selection and evaluation of the candidates competing for position in the state administration is considered effective and has a good impact on the PAR reform, therefore centralisation is recommended to be applied in other PA functions foreseen within Strategy.

- ▶ **Enforcing legal mechanisms to test and verify the job candidates' integrity in advance** and the integrity of employees in the public administration in the future, through: questions assessing the candidates' integrity. Testing honesty and integrity related elements should become part of the selection process of those individuals applying for the public sector as a prerequisite for the prevention of corruption.
- ▶ **Evaluating the civil servants' performance and the existing capacities** through:
 - iv. defining precisely the objectives for the evaluation period;
 - v. defining precisely the indicators to measure the achievement of objectives;
 - vi. training of officials in charge of the process on all the evaluation process steps.
- ▶ **Executing final court decisions and returning civil servants, who have won their cases in court, back to their former positions.**
 Executing final court decisions and returning civil servants, who have won their cases in court, back to their former positions remains a demanding issue requiring added attention by DoAP and the state administration institutions. This is due to the fact that the execution of the final court decisions is an exhaustive process in view of DoAP's legal obligation as a responsible entity. In this regard, the focus will be on:
 - iv. improving the quality of managing the documentation (personal files of dismissed civil servants), in order to accurately implement the obligations stemming from these decisions;
 - v. case by case evaluation of each decision and the deriving obligations;
 - vi. further improvement of the online reporting system of judicial records by state administration institutions.
- ▶ **Further development of innovative methods** to improve and facilitate communication and management of human resource processes for public administration, including transparency and external communication with citizens, through:
 - iii. transforming DoPA's official website into a fully interoperable public administration portal incorporating standardized procedures and the full range of HRM tools and procedures, respectful of the autonomy of local HRM units and other independent

- institutions, and with accessible and understandable information by all: by citizens, civil servants or potential candidates;
- iv. strengthening the online communication and reporting mechanisms between institutions in order to improve the exchange of information in human resource management.
- ▶ **Making the Human Resource Management Information System (HRMIS) operational.**
Extending the HRMIS at large and improving the system:
- iii. extending the HRMIS in the state administration institutions, which are not part of the civil service, in independent institutions and local government units;
 - iv. executing the payroll module through HRMIS for all the state administration institutions part of the civil service.
- ▶ **Continuous strengthening of ASPA** as a training deliverer for the civil service and studies and research performer in the field of public administration: ASPA should work to increase the quality of trainings delivered through;
- a. reviewing and reassessing the existing curricula, and establishing well-defined standards on the development of the new curricula;
 - b. raising the level of use of new techniques and methodologies to make trainings more efficient and interactive;
 - c. using examples from practice in order to have realistic trainings
- ▶ **ADISA should work on the expanding the network of the one-stop shops** to increase the territorial coverage of the Public Service Reform in Albania.

ANEXES

Reference materials for the evaluation

Folders		Title of Documents	Availability (26 March/15)
01.	Main Strategic Documents	National Strategy for Development and Integration 2015 -2020	yes
		Cross-cutting public administration reform strategy 2015 – 2020 http://www.dap.gov.al/images/DokumentaStrategjik/Crosscutting_Public_Administration_Reform_Strategy.pdf	
		“Passport of Indicators” of the Cross-cutting public administration reform strategy 2015 – 2020	
		Cross-Cutting Strategy “Digital Agenda of Albania 2015-2020” http://www.inovacioni.gov.al/files/pages_files/Digital_Agenda_Strategy_2015_-_2020	yes
		Albanian Public Finance Management Strategy 2014-2020 http://www.financa.gov.al/files/userfiles/Raportimet/Albanian_PFM_strategy_2014-2020.pdf	
02.	Action Plans	National Plan for European Integration 2015-2020 http://www.integrimi.gov.al/files/documents_files/PKIE_2015-2020_Permbledhja_Anglisht-finale.doc	yes
		National Plan for European Integration 2016-2020 http://www.integrimi.gov.al/files/documents_files/PKIE_2015-2020_Permbledhja_Anglisht-finale.doc	yes
03.	Annual Progress Report	Annual Monitoring Report 2015 “Cross-cutting public administration reform strategy “2015 – 2020 http://www.un.org.al/editor-files/file/UN%20Progress%20Report%202012%20final%20eng.pdf	yes
		Annual Monitoring Report 2015 “Cross-cutting public administration reform strategy “2015 – 2020 http://www.un.org.al/editor-files/file/2013%20Annual%20Progress%20Report_small.pdf	yes

04.	Periodic Progress Reports	First periodic monitoring report (May- August 2015) of the implementation of "Cross-cutting public administration reform strategy" 2015 – 2020, first periodic monitoring report May-August 2015.	yes
		Second periodic monitoring report (September- December 2015) of the implementation of "Cross-cutting public administration reform strategy" 2015 – 2020	
		Third periodic monitoring report (January – March 2016) of the implementation of "Cross-cutting public administration reform strategy" 2015 – 2020,	yes
		Fourth periodic monitoring report (April – June 2016) of the implementation of "Cross-cutting public administration reform strategy" 2015 – 2020.	yes
		Fifth periodic monitoring report July- September 2016 of the implementation of "Cross-cutting public administration reform strategy" 2015 – 2020,	yes
		Sixth periodic monitoring report (October - December 2016) of the implementation of "Cross-cutting public administration reform strategy" 2015 – 2020	yes
05.	Medium Term Budget Program	MTBP - "Management and Development of Public Administration" 2015-2017	yes
		MTBP - "Management and Development of Public Administration" for PAR 2016-2018	yes
		Monitoring Report for the Implementation of MTBP for 2016	yes
06.	PAR Advisory Committee	Meetings Minutes of PAR Advisory Committee	yes
			yes
07.	IPMG meetings	Minutes of Good Governance and Public Administration IPMG meetings on 2015	yes
		Minutes of Good Governance and Public Administration IPMG meetings on 2016	yes
		Terms of References of IPMG Group on Good Governance and Public Administration	yes
08.	DoPA Work Plan	DoPA Work Plan 2015	yes
		DoPA Work Plan 2016	yes
			yes
09.	Membership Lists	IPMG of Good Governance and Public Administration	yes
		PAR Advisory Group	yes - distribution list
		Donors involved in PAR Reform	yes
		MIPA Team	yes
10.	Key International Reports	EC - Albania 2012 Progress Report https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/key_documents/2015/20151110_report_albania.pdf	yes
		EC - Albania 2015 Progress Report http://eeas.europa.eu/delegations/albania/documents/al_rapport_2016.pdf	yes
		EC - Albania 2016 Progress Report	yes

		https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/key_documents/2016/20161109_report_albania.pdf	
		EU Strategy Paper Albania 2014-2020	yes
		The political economy of donor intervention in Western Balkans and Turkey: mapping and potential for stronger synergies http://ec.europa.eu/enlargement/pdf/financial_assistance/phare/evaluation/2015/20150203_the_political_economy_of_donor_executive_summary_en_with_identifiers_final.pdf	yes
		World Bank – Albania Program Snapshots (April, June, October 2015) (April, June, October 2016) http://www.worldbank.org/content/dam/Worldbank/document/eca/Albania-Snapshot.pdf	yes
		World Bank – Country Partnership Framework in Albania 2015-2019 http://www.worldbank.org/en/country/albania/publication/albania-country-partnership-framework-2015	yes
11.	SIGMA Reports	Baseline Measurement Report “The principles of Public Administration” April 2015	yes
	Websites	www.dopa.org.al ; www.alpsa.gov.al ; www.inovacioni.gov.al	Yes

Terms of Reference for the Evaluation

**Terms of Reference for the mid-term evaluation of the Albanian Cross-cutting PAR
Strategy**

2015 -2020

BACKGROUND

In April 2015 the Government of Albania approved the Crosscutting Public Administration Reform Strategy 2015-2020. The Public Administration Reform is a continuing process and represents the critical prerequisite for the effective implementation of reform principles and objectives in all segments of society. The Strategy envisages progress and changes in 4 main areas where the following objectives have been set:

Implementation of the Strategy will be conducted in two phases:

During the first phase, which coincides with the activities set out in the action plan of 2015 - 2017 (medium-term objectives), efforts will focus on improving the legal framework and procedures for the drafting of policies, strategies, action plans and legislation, as well as on building the capacity involved in these processes, including monitoring. The activities of the Action Plan for this stage are more detailed even with concrete qualitative and quantitative indicators.

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

To ensure a sequenced implementation of the CCPAR Strategy envisages the Action Plan for 2015 – 2017. It is foreseen that a new Action Plan for the period of 2018-2020 will be prepared after analysing the results achieved during 2015-2017.

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

Nevertheless, the mid-term evaluation is also aimed at assessing the relevance (or any substantial change needs) of the set Objectives of the Strategy and to assess the general “current state”, as of 2017 in order to reflect to any substantial changes in the environment that requires special, targeted strategic attention that is not cover under the Strategy properly.

A new PAR Strategy will be prepared in 2020 which means that ex-post evaluation should be carried out in 2020, as early as possible.

According to the CCPAR Strategy Action Plan, the evaluation in 2017 will be mid-term for the CCPAR Strategy and ex-post for the Action Plan. Accordingly, it is proposed that the Terms of Reference for the CCPAR Strategy and Action Plan Evaluation define objectives and questions to address the following evaluation criteria:

The Action Plan operationalises the Strategy and defines measures, results and activities for the implementation of the public administration reform. The focus of the Action Plan is on the results. Indicators for monitoring the success of the realisation of the Action Plan are defined at the level of specific objectives and results. To implement each result a list of activities has been planned with deadlines to enable proposer monitoring. While the CCPAR Action Plan is operational, it is primarily based on the logics of the CCPAR Strategy.

The Action Plan includes results and activities for the period of three years 2015-2017. As Action Plan 2015-2017 is due to expire in 2017, the Government of Albania has to start in 2016 preparations for developing a new PAR Strategy Action Plan for the phase II 2018-2020. Under this background, the Government of Albania would like to engage the services of a consultant to review and analyse the CCPAR Strategy and its Action Plan 2015-2017 and to make proposals for the new Action Plan 2018-2020 and revision of the PAR Strategy as outlined in this Terms of Reference.

GENERAL AND SPECIFIC OBJECTIVES OF THE EVALUATION

General Objective

To assess the implementation of the Crosscutting Public Administration Reform Strategy and the Action Plan 2015-2017 over the first three years in order to provide the Government of Albania with necessary information on the progress made, constraints learnt, draw lessons to redefine the actions and interventions to optimize the achievement of objectives and outcomes.

Specific Objectives

The specific objectives of the evaluation will be the following:

- To assess the effectiveness of the implementation of CCPAR Strategy objectives and actions from the Action Plan 2015-2017;

- To assess the relevance of the public administration reform objectives and activities; and
- To assess the efficiency of the Public Administration Reform management structure;
- To draw lessons and provide recommendations for the review of the CCPAR Strategy, preparation of the new CCPAR Strategy Action Plan 2018-2020 and improvement of the PAR management structure.

APPROACH AND METHODOLOGY

During the outcome evaluation, the evaluators are expected to apply the following approaches for data collection and analysis:

- Desk review of relevant documents. This will include review of written documentation such as strategy, The Action Plan, quarterly and annual reports, independent reviews and reports, etc.
- Interviews with lead institution, participating institutions, possibly the beneficiaries and key stakeholders will be undertaken through semi structured interviewed and focus groups. It is important that views from intended beneficiaries are sought. The quantitative and qualitative data to be collected will be both primary and secondary. etc);
- Briefing and debriefing sessions with IPMG Secretariat, DoPA Director, directors of OPM Units, and other independent agencies, such as People Advocate, the Commissioner for Civil Service, the Commissioner for Right to Information, members of the Parliament.
- Interviews with donors, including European Commission, WB, Council of Europe, UNDP etc.
- Consultation meetings.

Questions to be addressed by the evaluation are as follows:

Aspects	Questions
Effectiveness of the implementation of CCPAR Strategy objectives and actions from the Action Plan	<ul style="list-style-type: none"> • Did the implementation of the CCPAR Strategy and Action Plan take place as expected during the first 3 years? • Were implemented actions and interventions appropriate to address the problems of public administration and to achieve the objectives of the Strategy and Acton Plan? • Did the results achieve the desired level of performance under each objective of the CCPAR Strategy and Action Plan?

	<ul style="list-style-type: none"> • What are the strengths that facilitated the implementation of the Strategy and Action Plan? • What are the weaknesses that have hampered the implementation of the Strategy and Action Plan? • What should be the main areas of intervention in the next three years to achieve the objectives of the Strategy? • What should be the main interventions and actions to achieve the desired level of performance? • What are some of the threats and risks to bear in mind that could affect the implementation of the Strategy in the future? • What are the key lessons learned that could be used in order to optimize results at the end of the implementation of the Strategy?
<p>Relevance of the public administration reform objectives and activities</p>	<ul style="list-style-type: none"> • Are the objectives of the Strategy still relevant? • Did and how well each intervention/ action contributed to the achievement of results and objectives? • How the interventions should change to achieve the desired level of achievements and objectives?
<p>Efficiency of the Public Administration Reform management structure</p>	<ul style="list-style-type: none"> • How has the current CCPAR management structure (SPC, IPMG-PAR, SPU, and MIAP) supported or hindered Strategy implementation and decision-making? • How well has each PAR management structure fulfilled its obligations (have they convened as it is foreseen in their Terms of Reference, have they made timely decision, have these decisions been implemented, etc.)? • Is there any overlap of mandates among the different levels of management (SPC, IPMG-PAR, SPU, MIAP and any other bodies)? • Is the capacity of the CCPARS Management structures adequate and satisfactory?

EXPECTED OUTCOMES AND DELIVERABLES

The expected outcomes are the following:

- Analysed and assessed implementation of the CCPAR Strategy and the Action Plan;
- Relevance of the interventions and activities analysed;
- Lessons learned, challenges, strengths, weaknesses identified;
- Proposals for the review of the CCPAR Strategy provided;
- Proposals for the new CCPAR Action Plan 2018-2020 provided;

The expected deliverables are the following (Note: timing of deliverables to be determined depending on the project arrangements):

- Inception Report including the evaluation work plan. The Inception Report will be validated by the MIPA;
- Draft Evaluation Report, including the proposed areas and indicative action - plan;
- Consultation workshop with ministries and main stakeholders to present evaluation results;
- Final evaluation report.

The MIPA will review planned methodologies proposed by the consultant and provide feedback before the evaluation process begins.

DISSEMINATION MECHANISMS

The findings and recommendations of evaluation shall present at a round-table to all key stakeholders (the IPMG members, relevant Independent agencies, Parliamentary Committees and representatives of the civil society). The final evaluation report will be placed on the MIAP/DoPA web-site and distributed through regular Government channels to interested parties.

EXPERTS PROFILE OR EXPERTISE REQUIRED

It is required that expert/member(s) of the mission must not have been associated with formulation, implementation or monitoring of the strategy. It is proposed that the mission be composed by a senior international consultant / or one senior national consultant.

One Senior Expert- Category I - 30 working-days per expert. No variation in the number of working days is allowed. NB: Time spent on travel undertaken by the experts for mobilisation to and demobilisation from the location(s) of the assignment, as well as for leave purposes, is NOT considered as working time.

Profile per expert or expertise required

Required qualification and skills for the expert:

- Must have a master degree in public administration, economics, or related field
- At least 10 years of work experience in the field of democratic governance, public administration, including participatory planning monitoring and evaluation
- Sound knowledge about policy monitoring and evaluation (especially results-oriented monitoring and evaluation)
- Previous work experience in PAR areas preferably in the Western Balkan's region, would be an asset

Specifically, the expert will perform the following tasks:

- Desk review of the document strategy and other related documents as indicated in the section VIII. Documents for Study by the Evaluators below,
- Development of a short the inception report providing for the action plan for implementation of assignment
- Carry out the interviews with different stakeholders' .i.e. officials from the relevant units responsible for the implementation of the PAR strategy, representatives of different independent agencies, and meeting with focus groups of civil servants at central and local level, representatives from business community and from civil society.
- Present the preliminary evaluation findings and recommendations to the PAR IPMG
- Draft the evaluation report and finalize it on the basis of comments received. He/she is responsible for drafting/preparing all the required outputs for this assignment. The expert

will perform the assignment providing quality outputs and timely submission of the evaluation reports to the MIAP.

The expert will be assisted by the PAR IPMG Secretariat and DoPA for

- Data collection
- Organisation of the workshop for discussion of findings with the stakeholders

Language skills

The expert must be proficient in English. Knowledge of Albanian language would be an asset

LOCATION AND DURATION

TIMEFRAME

The detailed schedule of the evaluation and the length of the assignment will be discussed with the evaluators prior to the assignment. The estimated duration of evaluators' assignment is up to 30 working days.

STARTING PERIOD:

Estimated starting date is 2017.

FORESEEN FINISHING PERIOD OR DURATION

The Final version of the Final report to be transmitted to the MIPA at the latest 60 calendar days after the starting date of activities.

The Consultant shall present a work plan and timetable and break-down in its inception report the number of man/days per expert in a detailed schedule taking into consideration the above. The timing of activities will be set according to the following indicative work plan:

To facilitate the outcome evaluation process, the PAR IPMG secretariat will assign an official that will assist in connecting the evaluation team with the senior management, independent

institutions and key stakeholders. In addition, he/she will assist in developing a detailed evaluation plan; facilitate organisation of the meetings.

However, the evaluation will be fully independent and the evaluation expert will retain enough flexibility to determine the best approach in collecting and analyzing data for the outcome evaluation.

Expert Mission Schedule

Activity	Timeframe	Place	Responsible Party
Inception phase			
Desk review	..... 2017 3 days	Home based	The Expert
Inception report and detailed work plan	..... 2017 2 days	In Albania	The Expert
Implementation phase			
Interviews, consultations 1st Draft Outline and presentation to MIAP/DoPA, SPO and UPML	..... 2017 15 days	in Albania	The Expert
Preparation and submission of 1st draft of the evaluation report	..... 2017 5 days	Home based	The Expert
Feedback on draft report	.....2017		MIAP/DoPA, SPU, UPML, MSLGI, CSC, ADISA etc.
Finalisation phase			

Presentation of findings and recommendations to PAR IPMG Finalization of evaluation report	...2017 4 days	In Albania	The Expert PAR IPMG
Preparation of Mission Report	1...2017	Home based	The Expert

DOCUMENTS FOR DESK REVIEW

- Crosscutting Public Administration Reform Strategy 2015-2020
- 2016, 2017 Annual Report on Implementation of the Strategy
- Quarterly Reports on Implementation of the Strategy
- IPMG reports
- EU Progress Reports
- Other documents (to be defined by MIAP/DoPA)

Passport of Indicators

Cross-cutting Public Administration Reform Strategy 2015 - 2020

Obj.I ndicator	Policy Objective	Baseline and Source		Indicator Fact 2016	Goal 2017	Indicator Fact 2017	Indicator Fact 2018	Indicator Fact 2019	Goal 2020	Indicator Fact 2020	
1	Objective Description										
	Objective 1 - Improved planning and coordination policies to draft government strategic documents, which turn priorities into concrete actions.										
I 1 .a	Indicator	Baseline	2015								
	100% of strategic regulatory framework drafted and implemented				100.0%				100.0%		
	1.a.1 Strategic regulatory framework report drafted	83.0%		87.8%							
	1.a.2 Strategic regulatory framework report implemented										
	Unit measure: %	Verification Source		Strategic Planning & Development Unit Evaluation Reports							
	Responsible Institution for reporting	Department of Programming, Development and Foreign Aid									
	Indicator	Baseline	2015								

1 b	1.b.a 100% of sector strategies and quality finished (with the action plan costing and set of indicators with corresponding goals)	70%		85.7%	100%				100%	
	<i>Unit measure: %</i>									
	1.b.b Quality indicator				100%				100%	
	<i>Unit measure: point</i>	Verification Source		Evaluation report prepared by Strategic Planning & Development Unit						
<i>Responsible Institution for reporting</i>		Department of Programming, Development and Foreign Aid								
1 c	<i>Indicator</i>	Baseline	2015							
	70% of policy-making staff of LM trained, at least, once on issues of strategic planning	20%		33.6%	50%				70%	
	<i>Unit measure: %</i>	Verification Source		Government's evaluation reports						
	<i>Responsible Institution for reporting</i>									
<i>Indicator</i>		Baseline	2015							

1 d	Improvement of Transparency Index during the policy-making process by the Government, according to the World Economic Forum	4.0	4.3	Increasing trend					Increasing trend
	<i>Unit measure: point</i>	Verification Source	According to the FEB evaluation						
	<i>Responsible Institution for reporting</i>	Department of Programming, Development and Foreign Aid							
2	Objective 2:								
	Objective 2: Transparent and all-inclusive system of drafting laws, which is based on the policies and, which ensures alignment with the acquis								
II .a	Indicator	Baseline	2015						
	Quality of impact assessment analysis and evaluation of the implementation of relevant drafted and published legal acts.			Increasing trend					Increasing trend
	<i>Measurement unit: point</i>	Verification Sources							
	<i>Responsible Institution for reporting</i>								
	Indicator	Baseline	2015						

2 b	2.b.1 Percentage of legal acts, which have passed through an extensive public consultation process and evidences of involvement of the public and stakeholders in the process.	97%	87%	Increasing trend				100%	
	<i>Measurement unit: %</i>								
	2.b.2 The average score of the quality assessment for the consultation process	5.25	6.17	Increasing trend				Increasing trend	
	<i>Measurement unit: point</i>	Verification Sources	Programs and Legislation Monitoring Unit/Minister of Relations with the Parliament						
<i>Responsible Institution for reporting</i>		Programs and Legislation Monitoring Unit/Minister of Relations with the Parliament							
2 c	Indicator	Baseline	2015						
	2.c.1 The number of legal acts as amended within the first year since the adoption.	10.0		Decreasing trend				Decreasing trend	
	<i>Measurement unit: Number</i>	Verification Sources							
	2.c.2 Percentage of legal acts, amended during the year.	6.6%		Decreasing trend				Decreasing trend	
	<i>Measurement unit: %</i>								
<i>Responsible Institution for reporting</i>		Programs and Legislation Monitoring Unit							
3	Objective								

Objective 3: Building of an effective monitoring and evaluation system of strategies, programs and legal framework in force, based on the following: 1) collection of data through a neutral and transparent process for drafting and implementation of strategies, programs and legislation, and 2) drafting of analysis to evaluate the effects generated by the implementation

I V 3 a	Indicator	Baseline	2015						
	Percentage of monitoring and evaluation reports for important strategies drafted and published annually.	10%	24%	Increasing trend				Increasing trend	
	Measurement unit: %	Verification Sources	Monitoring Report						
	<i>Responsible Institution for reporting</i>	Department of Programming, Development and Foreign Aid/Programs							
3 b	Indicator	Baseline	2014						
	The extent to which reporting provides information on the results achieved (SIGMA indicator)3.	3.0		Increasing trend				Increasing trend	
	Measurement unit: point	Verification Sources	SIGMA Assessment Report						
	<i>Responsible Institution for reporting</i>								
3 .c	Indicator	Baseline	2015						

	Number of windows with improved standard of service in central institutions and their branches. The range of services provided at the one-stop-shop center.	51.0	206	150					300	
	Measurement unit: Number of Services	Verification Sources								
	<i>Responsible Institution for reporting</i>	Monitoring reports of Ministry for Innovation and Public Administration/ISDA/ADISA								
5 . b	Indicator	Baseline	2015							
	Number of one-stop-shops established in local government units.	5.0	5							
	Measurement unit: Number of one-stop shop	Verification Sources								
	<i>Responsible Institution for reporting</i>									
6	Objective									
	Objective 6: Improved capacities for the implementation of civil service legislation and facilitated enforcement procedures.									
6 .a	Indicator	Baseline	2014							

	Annual turnover (mobility) of management level staff at all levels of the civil service in the institutions of central administration.	0%	5.4%	Increasing trend				Decreasing trend	
	Measurement unit: %	Verification Sources	Annual reports of DoPA, SIGMA Evaluation Reports						
	<i>Responsible Institution for reporting</i>	DoPA							
	Indicator	Baseline	2015						
	6.b.1 Average number of participants from outside civil service participating in a recruitment procedure	13.1	10	Increasing trend				Increasing trend	
	Measurement unit: Number	Verification Sources	Annual reports of DoPA, SIGMA Evaluation Reports						
	6.b.2 The average number of participants within the civil service participating in a recruitment process	1.3	1.67	Increasing trend				Increasing trend	
	Measurement unit: Number	Verification Sources	Annual reports of DoPA, SIGMA Evaluation Reports						
	<i>Responsible Institution for reporting</i>	DoPA							
6.c	Indicator	Baseline	2015						

	The number of complaints relating to recruitment in the civil service accepted by the court (starting from the second half of 2014) is decreasing.	3	1	Decreasing trend				Decreasing trend	
	Measurement unit: Point	Verification Sources	Annual reports of DoPA, SIGMA Evaluation Reports						
	<i>Responsible Institution for reporting</i>	DoPA / Commissioner of Civil Service Supervision							
6 d	Indicator	Baseline	2014						
	The extent to which the training system of civil servants is functional and applied in practice (SIGMA indicator).	3.0		Increasing trend				Increasing trend	
	Measurement unit: Point	Verification Sources	SIGMA Assesment Report						
	<i>Responsible Institution for reporting</i>	DoPA							
7	Objective								
	Objective 7: Organization of the civil service wage system based on job evaluation, on the evaluation of annual achievements of civil servants and on compulsory training outcomes								
7.a	Indicator	Baseline	2014						

	De-compression of the salary system and achieving of the proportion 22.1 in 2020 report between maximum and minimum salary.	11.7	11.7						
	Measurement unit: Number	Verification Sources	DoPA Monitoring Report						
	<i>Responsible Institution for reporting</i>	DoPA/Ministry of Finance							
	Indicator	Baseline	2015						
7 .b	Increased variation / number of positions in the salary scheme based on the content of the job description.	0.0		Increasing at least with 3 levels				Increasing at least with 3 levels	
	Measurement unit: Point	Verification Sources	DoPA Monitoring Report						
	<i>Responsible Institution for reporting</i>	DoPA/Ministry of Finance							
	Indicator	Baseline	2014						
7 .c	The extent to which the system of remuneration of civil servants is fair and transparent and applied in practice (SIGMA indicator).	4.0		Increasing trend				Increasing trend	

	Measurement unit: Point	Verification Sources	SIGMA Assesment Report						
	<i>Responsible Institution for reporting</i>	DoPA/Ministry of Finance							
8	Objective								
	Objective 8: Simplified procedure for the provision of services by facilitating communication with the public and avoiding corruption.								
	Indicator	Baseline	2015						
8	Number of public services provided to the public after simplifying the procedure.	129.0	129	150				300	
.a	Measurement unit: Number of Services	Verification Sources	Monitoring reports of Ministry for Innovation and Public Administration						
	<i>Responsible Institution for reporting</i>	Ministry for Innovation and Public Administration/ADISA/Line Ministry/ISDA							
V	Indicator	Baseline	2015						
II	Level (%) of public satisfaction vis-à-vis the quality of service delivery.		51%	Increasing trend				Increasing trend	
I	Measurement unit: Point	Verification Sources	Delivery Unit						
	<i>Responsible Institution for reporting</i>	Ministry for Innovation and Public Administration/ADISA/ISDA/DU							
8	Indicator	Baseline	2014						
.c									

	are applicable (SIGMA indicator).									
	Measurement unit: Point	Verification Sources	SIGMA Assessment							
	<i>Responsible Institution for reporting</i>	Ministry for Innovation and Public Administration/ADISA/NAIS								
10	Objective									
	Objective 10: Enhancement of the efficiency and accountability of public officials									
	Increasing	Baseline	2015							
X 1 0 a	The extent to which the legal framework for the good administration is approved and implemented in practice (SIGMA indicator.)	2.0		Increasing trend					Increasing trend	
	Measurement unit: Point	Verification Sources								
	<i>Responsible Institution for reporting</i>									
11	Objective									
	Objective 11: Enhancement of control over the activities of public administration, guaranteeing the rights of citizens and access to information.									
X I	Indicator	Baseline	2015							

1 1 a	The number of complaints filed each year with the Commissioner responsible for freedom of information.	58.0	684	Decreasing trend				Decreasing trend	
	Measurement unit: Point	Verification Sources	Annual Reports of the Commissioner for the Right of Information and Personal Data Protection						
	<i>Responsible Institution for reporting</i>	Commissioner for the Right of Information and Personal Data Protection							
1 1 b	Indicator	Baseline	2014						
	11.b.1 Report of recommendations issued by the Ombudsman without answer given by the institution concerned	20%	21.9%	Decreasing trend				Decreasing trend	
	Measurement unit: %								
	11.b.2 Report of recommendations implemented, against the recommendations received by the institutions	6%	47.2%						
	Measurement unit: %								
	11. b.3 Report of requests for clarifications issued by Ombudsman for which no response has been provided by the institutions.	43%	5.1%	Decreasing trend				Decreasing trend	
Measurement unit: %	Annual Reports of Ombudsman								

	<i>Responsible Institution for reporting</i>	Ombudsman
--	--	-----------

