

**IPA 2008 National Programme for Albania**  
**Support to Albanian Department of Public Administration**

**1. Basic information**

- 1.1 CRIS Number:** 2008/020-116  
**1.2 Title:** Support to Civil Service Reform  
**1.3 Sector:** 01.34  
**1.4 Location:** Tirana, Albania

**Implementing arrangements:**

- 1.5 Contracting Authority:** Delegation of the European Commission to Albania
- 1.6 Implementing Agency:** Gesellschaft für Technische Zusammenarbeit (GTZ)
- 1.7 Beneficiary** (including details of project manager): Direct beneficiary is the Department of Public Administration. Indirect beneficiaries: Line ministries and institutions involved in civil service management.
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**Financing:**

- 1.8 Overall cost** (VAT excluded)<sup>1</sup>: €1,000,000
- 1.9 EU contribution:** €1,000,000
- 1.10 Final date for contracting:**  
Three years following the date of the conclusion of the Financing Agreement
- 1.11 Final date for execution of contracts:**  
Two years following the end date of contracting. These dates apply also to national co-financing
- 1.12 Final date for disbursements:**  
Disbursements will continue for up to one year after the end date for the execution of contracts

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<sup>1</sup> The total cost of the project should be net of VAT and/or other taxes. Should this not be the case, the amount of VAT and the reasons why it should be considered eligible should be clearly indicated (see Section 7.6)

## 2. Overall Objective and Project Purpose

### 2.1 Overall Objective:

The project overall objective is to further strengthen public sector governance by improving DoPA's management capacity in compliance with the priorities of the European Partnership for Albania 2007.

### 2.2 Project purpose:

The sustainability reforms in public administration through ensuring the enforcement of the Civil Service Law and related rules in the Public Administration, carrying out a functional assessment of DoPA management methods and skills, and implementing the recommendations.

### 2.3 Link with NPAA / EP/ SAA

The proposed project is in line with the obligations deriving from the signature of the **Stabilisation and Association Agreement**, signed on June 12th 2006. Under Article 111 "Public Administration", is stated that cooperation between Parties shall aim at ensuring the development of an efficient and accountable public administration in Albania, 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 project will assist to achieve the priorities included in the proposal of the European Commission dated 06.11.2007 for a Council Decision on the principles, priorities and conditions contained in the **European Partnership Document (EP)** with Albania repealing Decision 2006/54/EC. In this document the mid term priorities outlined reflect the need to introduce results-oriented management and training for civil servants as well as to design and implement a civil service salary structure which allows both proper budgetary planning and a motivating career structure.

In addition, to respond to the obligations of the SAA and the priorities deriving from the European Partnership Document, the Government of Albania has drafted the **National Plan of the Implementation of the Stabilization and Association Agreement (NPISAA)**, the revised version of which has been approved by the Decision of the Council of Ministers No. 577, dated on 05.09.2007. In this document relevant legislative initiatives and implementing activities have been foreseen, especially the ones relating to amendment of civil servant law, and to the improvement current DoPA structure. A detailed list of such measures to be taken is enclosed in Annex 4.

### 2.4 Link with MIPD

Contributing to the Reform of the Public Administration is one of the main priorities in the Political requirement section of the MIPD. Under this section 2.2.1.1, such support would ensure a reformed, streamlined, harmonized, effective, transparent and service oriented public administration, capable of leading Albania through the

Stabilization and Association Process. Under section 2.2.1.3 “Programmes to be implemented” support for the implementation of the Public Administration Reform, modernization and streamlining of the entire public administration through institution and capacity building and reform of the human resources management, at both central and local level. Such intervention will help to achieve the following result as foreseen under section 2.2.1.2 “Expected results” regarding the implementation of legislation related to the Public Administration Reform will be undertaken.

## **2.5 Link with National Development Plan (where applicable)**

The Albanian Government’s National Strategy of Development and Integration (NSDI) reflects the above-mentioned commitment, the public administration reform for 2007-2013 is an integral part of the NSDI. Under section 3.2 “Democracy and the Rule of Law”, the Public Administration is considered a main challenge, and should ensure the enhancement of the existed civil service law, in order to achieve better quality of the civil servant employees, professionally capable to implement the requirements the EU process. It should ensure effective and reasonable structures for all the public administration institutions, in order to not overlap their competencies and duties. The Public Administration should ensure the modernization of the human resources management system, to create the central data base for the Albanian civil servants and support the wages system reforms.

## **2.6 Link with national/sectoral investment plans(where applicable)**

An in-kind contribution of 12,000 Euros will be made by the National Authorities.

# **3. Description of project**

## **3.1 Background and justification:**

The first attempts for establishing a civil service in Albania started in 1996 with the approval of the first law on civil service. Unfortunately due to a number of reasons, like lack of experience, lack of capable institutions to manage the law, inclusion within the scope of law of a large number of employees and above all lack of clear political will in this regard, the institutions included in this law were never operable and a proper civil service was never established.

At the end of 1999 the “Status of the Civil Servant” was approved, which put the milestones for the establishment of a civil service based on the principles of equal chances for entering civil service, professionalism and political impartiality.

In implementation to its mission, the Public Administration Department carries out these main tasks:

- Manages civil service in all central administration institutions;
- Leads and implements functional and structural reforms in public administration institutions;
- Drafts and implements the reform in remuneration;
- Coordinates the work for the functioning of the Central Register of Personnel.

Revision of civil service law is a priority for DoPA for the coming period. For this reason, and based on the Mission, Status, Competences and Tasks actually carried out by DoPA, an assessment is required and also the provision of conditions for the necessary qualification of DoPA existing human resources, in order to carry out the process of civil service law revision.

Experience in years indicated the problems and shortcomings of processes, but in the regional point of view assistance is required for DoPA capacity building, including getting the most appropriate and best practices of other countries which apply the same legislation.

At present DoPA has undertaken several initiatives, in relation to Public Administration reform process and its role has been significant and of crucial importance. In 2003, DoPA played a leading role along with Ministry of Finance in reforming the salary system in public administration institutions. Implementing the government program, a structural change took place in 2005, when DoPA based on a new functionality concept became a unit reporting to the Minister of Interior, instead of the Prime Minister.

In 2005, beside the day to day management of civil service, for the first time DoPA initiated a general organizational and functional review of public administration institutions. This movement aimed the rationalization of public administration structure, through identification of abundant positions in every institution, and increase of efficiency of the whole structure. This initiative was coherent with the new government policy (2005) of streamlining the public administration structure and “...*creation of small, but effective state institutions*”. Based on findings that existing structures were characterized by over-employment and low efficiency, reforming efforts were concentrated on staff reduction associated by the reformulation of job descriptions. These efforts resulted in a complete framework of functional review in public administration institutions. Recently, important steps were undertaken in reforming the salary system by drafting a new legislation, which aims to regulate the salary system of independent institutions and extend the civil servants salary system to other state institutions. Finally, DoPA has been involved in several projects aiming to increase the use of computer technologies in day-to-day operations in public administration and e-governance.

“In general, policy and strategy functions have been given greater prominence in ministries. Expertise and institutional memory are stabilizing. Some subordinate institutions and agencies have been merged, resulting in a reduction of 16% in civil servant posts and 33% in administrative and support posts. Public-sector salaries have been raised by between 5% and 70% depending on category. The government has changed the recruitment process to attract Albanian graduates of foreign universities to the civil service. The training plan for civil servants has been revised to better reflect real needs. A new law on the organization of the police devolves responsibility for human, material and financial resources from the Interior Ministry to the police itself. The new law is in line with EU standards and should help de-politicize the police. However, further horizontal changes are needed to improve the quality of personnel and the organization of policy-making in the ministries. The authority of the Department of Public Administration to set common management strategies across the public administration is, in practice, limited. As a result, it is often not consulted on the establishment of new agencies and institutions. The civil service often fails to adhere in practice to the official career structure and job classification framework. The use of performance management remains at an early stage. This hinders the attraction and retention of competent and motivated staff. Staff changes have resulted in some civil service positions being left unoccupied for several months. Staff cuts have left some

ministries under-resourced. Political appointments to senior and mid-level positions continue, often without due attention to the Civil Service Law. Administrative acts continue to be signed by temporary replacements who have not been officially appointed. The computerized payroll management system needs further investment. Significant further efforts are needed to create, at both governmental and sub-national levels, an accountable and efficient civil service, based on professional career development criteria. In particular, recruitment and promotion need to be regulated by objective and merit based criteria, and a clear distinction between the political and administrative level needs to be observed.

Overall, the public administration is stabilizing and becoming somewhat more focused. Further progress on strengthening the Department of Public Administration and ensuring competent, motivated and impartial staff is now needed.”<sup>2</sup>

However this is a continuing process with new challenges encountered every time a progress is made. In order for public administration to further develop DoPA needs to develop.

Based on the mission and competences of DoPA, the current situation is as follows:

Department of Public Administration was founded upon Council of Ministers Decision No 443 of 05.09.1994 and actually functions pursuant to the Law No 8549 of 11.11.1999 “On the status of civil servant”. As from November 2005, DoPA is under the structure of the Ministry of Interior and directly subordinate to the Minister of Interior.

1. DoPA’s infrastructure:

- DoPA is positioned at the second floor of a building with 6 separate offices, in which work all DoPA staff (17 people). DoPA is also responsible for the HRMS and regardless of it the building where DoPA is positioned is not sufficient for hosting all the technical equipments required for the maintenance of the system.
  - The technical equipments are outdated (from 2000 on going).
2. During law implementation through the years the need for equipping the staff with the coherent literature and methods of human resource management has come out. Up to now this has been accomplished based on personal initiative, or of the institution, which however have not been sufficient or in accordance with the staff’s requirements/needs (either short term or not on the job qualifications).
3. Based on the final report of the European Commission, the role of DoPA has been diminished, therefore the need for this project is based on the essential need to strengthen DoPA’s role, for the correct implementation of the civil service implementation.

Moreover, the Department of Public Administration is currently drafting a Strategy on Public Administration Reform, in accordance with the Prime Minister’s Order, nr. 134, date 16/08/2007 “On the establishment of the Inter-ministerial Working Group Responsible for the Preparation, the Drafting and the Pursuing of the Implementation/Execution of the Public Administration Reform Strategy, which is within the framework of the National Strategy for Development and Integration”.

In full support of the Prime Minister’s Order for the establishment of inter-ministerial group, the Minister of Interior, issued the Order nr. 1696, date 05.11.2007, for the establishment of a Technical Working Group, which will assist the process of drafting the

public administration reform strategy and which is composed of civil servants of the line ministries that are part of the process of drafting the Strategy.

Part of the Strategy, will be to review the law nr. 8549 date 11.11.1999 “Status of the Civil Servant”, where it is predicted to expand the field of the civil service law, by including communes and prefectures.

Among many issues that will be discussed during the consequent meetings of the inter-ministerial group and the technical working group, of major importance will be the current position of DoPA and the Mission, Status, Competences and Tasks actually carried out by it.

Thus, the specific project would be in line and in support of the strategy drafting process, as well as in concordance with the objectives of the Government of Albania.

Taking into consideration the responsibilities, competences and tasks of DoPA, the strengthening of its capacities would subsequently lead (or intend) to successfully achieve the priorities indicated by the European Partnership Document of 2007, which are in line with the priorities of the Albanian Government on Public Administration.

As it is known, one of the EU undertaken commitments is to support the attempts of the Albanian Government in strengthening the democracy, the rule of law and to contribute to political, economic and institutional stability in Albania.

A stable, impartial Public Administration, capable to cope with the undertaken obligations and law commitment implementation, with civil servants recruited and assessed according to merit and their devotion to carrying out the individual tasks, will greatly help in the achievement of these objectives.

Based on the fact that the Public Administration Department is responsible for the civil service law implementation, building its capacities would help improve the process at large.

### **3.3 Results and measurable indicators:**

#### **Contract 1: Structural Reforms and Training to DoPA**

Component 1: Delivery of analysis for structural reforms

##### Results

Assistance in assessing DoPA’s competences, functions and tasks, aligned with EU standards;

New job descriptions developed and assist in being implemented in the framework of the selected project for the staff of DoPA;

New Structural reform of DoPA adopted and assisted in adopting DoPA’s new structure;

Legal framework revised according the EU standards as comprised in the European Partnership;

##### Measurable indicators

- Functional assessment report with recommendations for reforms;
- Number of new job description;
- New structural design;
- Number of new amendments to DoPA’s legal framework;

## Component 2 : Training of DoPA Staff

### Results

- Training needs assessment for the Staff of DoPA performed;
- A training programme developed according to the compliance with the needs assessment of each position of DoPA;
- Each Staff of DoPA trained.

### Measurable indicators

- Needs assessment with recommendations for training;
- One year training programme;
- Number of DoPA's staff trained.
- Training manuals delivered;
- Number of participation certificates;
- Number of training sessions performed according to the training programme.

## **Contract 2: Improvement of the IT**

### Results

Delivered IT hardware and software upgrades

### Measurable Indicators:

IT upgrades delivered (To be specified from the experts under component 1).

## **3.4 Activities:**

### **Contract 1 (Technical Assistance):**

Component 1: Structural reform Analysis of DoPA

- Carry out a functional assessment of DoPA's competences and tasks;
- Revise the legal framework according to the EU standards and European Partnership;
- Provide new job descriptions and procedures related to them;
- Adopt the structure to the assessment recommendations;
- Communicate results of the functional assessment to line ministries.

### Component 2: Training of DoPA Staff

- Carry out the training needs assessment for the Staff of DoPA;
- Develop a training need programme for the Staff of DoPA
- Carry out training sessions for the Staff of DoPA according to the training programme.

## **Contract 2 (Supplies): Improvement of IT systems**

Support for the improvement of the IT infrastructure of DoPA through hardware and software upgrades;  
Support for the training of IT staff, especially in the Oracle platform on which the Human Resource Management System is based.

### **3.5 Conditionality and sequencing:**

The assistance given to DoPA for the strengthening of its capacities is of outmost importance for further development and public administration reform.

### **3.6 Linked activities**

CARDS support for administrative capacity building has been significant in the period 2001-2004, with a total investment of more than €28 million. Assistance has been directed to a range of public administration functions, including, inter-alia, internal and external audit, taxation and customs, public procurement, competition and state aid, statistics, and direct support to the Department of Public Administration in charge of the implementation of the civil service law.

The World Bank has been the other main donor in the area of public administration reform through the provision of an \$8.5 million credit over the period 2001-2004. The Programme components have included support to public expenditure management, human resource development and policy formulation and coordination. Other donors include UNDP and GTZ. The Organization for Security in Europe (OSCE) has been providing technical support to officials of the Parliament as well as to members of selected Parliamentary Committees. It is foreseen that further such assistance may be provided by the OSCE in 2005.

Even though, these projects aimed at supporting the Albanian civil service reform, they did not directly support building the capacities of DoPA. In relation to the World Bank support on functional and structural review, the project was in support of the functional and structural review of line ministries, not of DoPA itself, or in relation to its structure, mission competences and tasks.

During 2005 until 2006 the World Bank supported DoPA on “Consulting Services for Improving Public Functions in Central Institutions in Albania”. The broad objective of this project was to carry out a functional and organisational review of the central administration bodies of the Albanian Government, meeting the following objectives:

- defining core government functions through the reformulating and rationalising of roles, missions, strategic objectives, functions, organisational structures, and expected outcomes of Ministerial systems bodies;
- identifying redundant functions and overlaps in and among the institutions under review and identifying those entities of public administration that should be retained, transferred, delegated to some other more appropriate body, eliminated, or divested;
- strengthening the capacities of the Department of Public Administration to enable it to perform further functional reviews.



The purpose of the project was to group current and existing activities into discrete functions and to 'filter' them into potentially redundant, transferred, rationalised, or, privatised functions based upon agreed criteria.

During 2006 DoPA was supported by the World Bank (PARP) on "Management and Organization of Subordinate Institutions" The objective of this undertaking was to assist the government to develop a strategy and to improve management and execution of government functions through core of government and subordinate agencies. The main objectives of the project were to:

- Review the findings of the functional reviews undertaken to date by DoPA and other sources in order to identify the quantitative dimensions of the existing subordinate agencies, the functions executed by these agencies and the factors that have an impact on management of these agencies;
- Prepare a typology of current subordinate agencies, with regard to the functions they undertake, relationship to parent ministry (or other Government entity), lines of accountability, HR management and remuneration policies, staffing levels, sources of funding; etc;
- Review relevant existing legislation on government organization structures, including subordinate agencies.

However, the project's purpose was not reached because the consulting team provided the Department of Public Administration with only a descriptive report, which eventually did not include any of requirement determined by the Terms of Reference.

Thus, the Department of Public Administration suspended the remaining instalments for the consulting company and actually, DOPA is under the process of reviewing itself the subordinate institutions, a process which is predicted to last until December 2008.

During 2005 DoPA was assisted by World Bank (PARP) on "Developing the Database for the Civil Service" At present, the first phase of placing the data for the Council of Ministers and line ministries has finished. The second phase provides for the system to expand for central subordinate institutions to the Prime minister and to the line ministers and independent institutions. The next step will include regional/local institutions.

During 2004 - 2006 DoPA was supported by Delegation of the European Commission in Albania, under CARDS 2003 "On Encouraging the Reform in the Albanian Civil Service".

The objectives of the project were:

- to strengthen human resources as well as staff performance and provide advice and expertise on the restructuring of civil and public salary;
- to enable TIPA and lines ministries through their HR departments, better to address and meet trainings needs for civil servants;
- to strengthen the ability of the Civil Service Commission to manage their caseload and derive helpful information from it and to upgrade the role and skills of the inspectors/assessors".

Under CARDS 2004 DoPA (TIPA) was assisted on:

- a) Reconstructing the new TIPA Building;

- b) Technical assistance for developing a new training system for the civil service;
- c) IT Equipments of the Gov-Net

The objective of the project was to:

- improve the accessibility, delivery and quality of government services, and reduce the opportunities for corruption in the public administration;
- strengthen the capacities of the Training Institute for Public Administration to manage training;
- improve the training system, from the points of view of both methodology and quality; and
- facilitate the quality of intra-governmental information and information sharing, communication and coordination, and therefore transparency.

At present DoPA is undertaking a project with the World Bank for the “Review of the Implementation of Civil Service Legislation”. The Government of Albania has agreed with the World Bank, to undertake a review of implementation of that CSL, in order to better understand both why progress on some of the objectives of that law has proven particularly difficult, as well as why setbacks have occurred. It is also interested in using that review to develop proposals for addressing those problems. The work proposed in these terms of reference (TOR) has as its objectives to: (i) undertake such an assessment; (ii) lay out a set of reform options for addressing challenges faced in the CSL implementation, identifying the advantages, disadvantages, risks, and trade-offs posed by each reform option; and (iii) help both the Government and other key stakeholders (e.g., civil servants, the political opposition, civil society organizations concerned with governance or public administration issues) to consider those reform options and reach at least a modicum of agreement on which of those options might be worth pursuing.

DoPA is at the phase of drafting a strategy on public administration reform and it is being assisted by SIGMA with an international expert on the field.

Moreover DoPA has required assistance from the Trust Fund on “Strengthening management capacities in Albanian public administration - Process analysis and recommendations”. The main scope of the project is to improve the human resource management capacities of the Albanian Public Administration and to enhance the skills for the implementation of NSDI. The main objectives of the specific project are to:

- Improve the training capacities of Training Institute of Public Administration (TIPA) and assess the existing training curricula;
- Assess the existing capacities in the Albanian public administration in the framework of implementing the NSDI and assist drafting a new training strategy;
- Develop the second phase of the Human Resource Management Information System (HRMIS);
- Analyse all the HR management processes run in all line ministries and other institutions, but lead by DoPA. This analysis will include (i) the regulatory framework; (ii) the practical implementation of the rules; (iii) the role of the line management and the role of DoPA;

- Recommend improvements for each of the processes (recruitment, job description and job evaluation, job appraisal and performance management, register of personnel and training process) in line with the current legal framework or that requires amendments in the legislation;
- Formalize the existing principles and procedures into detailed procedural manuals with roles, responsibilities and duties.

DoPA will receive a technical assistance (technical supplies) by the National Agency for Information Development, under the EU-CARDS 2005 project entitled "Provision of ICT Equipment to the Albanian Administration".

### **3.7 Lessons learned**

In any initiative taken in relation to public administration reform, the role of DoPA is of crucial importance. Therefore strengthening its capacities, would subsequently lead to the strengthening of further PA reforms.

Moreover, considering that a great number of projects have been undertaken by DoPA through foreign expertise and donors and the fact that a number of existing DoPA staff have been fully participants at these projects is of relevant and crucial importance at the specific projects. Their experience and evaluation of the situation would be of great importance to the field experts and to the project at large.

Therefore, for the reference of the project, it will be assured that all senior staff gets involved in the project.



#### 4. Indicative Budget (amounts in €)

			SOURCES OF FUNDING									
			TOTAL EXP.RE	IPA COMMUNITY CONTRIBUTION		NATIONAL CONTRIBUTION					PRIVATE CONTRIBUTION	
ACTIVITIES	IB (1)	INV (1)	EUR (a)=(b)+(c)+(d)	EUR (b)	%(2)	Total EUR (c)=(x)+(y)+(z)	% (2)	Central EUR (x)	Regional/Local EUR (y)	IFIs EUR (z)	EUR (d)	% (2)
Contract 1 Delivery of Structural Reform and training to DoPA			900.000	900.000	100 %							
Component 1.1 Delivery of Structural Reform to DoPA	700.000	–	700.000	700.000	78%							
Component 1.2 Training for DoPA	200.000	–	200.000	200.000	22%							
Contract 2 Supply of IT Equipment			100.000	100.000	100%							
Component 2.1 Supply of IT Equipment	-	100.000	100.000	100.000	100%							
TOTAL IB			900.000	900.000	90%							
TOTAL INV			100.000	100.000	10%							
<b>TOTAL PROJECT</b>			<b>1.000.000</b>	<b>1.000.000</b>	<b>100%</b>							

NOTE: DO NOT MIX IB AND INV IN THE SAME ACTIVITY ROW. USE SEPARATE ROW

Amounts net of VAT

- (1) In the Activity row use "X" to identify whether IB or INV
- (2) Expressed in % of the **Total** Expenditure (column (a))

## 5. Indicative Implementation Schedule (periods broken down per quarter)

Contracts	Start of Tendering	Signature of contract	Project Completion
Contract 1– Structural Reform and Training to DoPA	3 <sup>rd</sup> Q 2009	1 <sup>st</sup> Q 2010	2 <sup>nd</sup> Q 2011
Contract 1 – IT & Software**	2 <sup>nd</sup> Q 2010	3 <sup>rd</sup> Q 2010	2 <sup>nd</sup> Q 2011

\* expressed in % of the Total Cost                      20% VAT – cost (additional)

\* All projects should in principle be ready for tendering in the 1<sup>ST</sup> Quarter following the signature of the FA

\*\* The IT experts employed under Contract 1.1 will draft the technical specifications for the IT hardware and software equipment foreseen under Contract 1.2.

## 6. Cross cutting issues (where applicable)

### 6.1 Equal Opportunity

During the implementation of the project equal opportunities for the participation of all DoPA staff s will be guaranteed.

### 6.2 Environment

Not applicable

### 6.3 Minorities

During the implementation of the project the concept of “respect for minority rights” shall be taken into consideration and guaranteed in the activities to be carried out.

## ANNEXES

- 1- Log frame in Standard Format
- 2- Amounts contracted and Disbursed per Quarter over the full duration of Programme
- 3- Description of Institutional Framework
- 4 - Reference to laws, regulations and strategic documents:
  - Reference list of relevant laws and regulations
  - Reference to AP /NPAA / EP / SAA

## Reference to MIPD

- 5- Account of tasks expected from the contractor

**ANNEX 1:**  
**Logical framework matrix in standard format**

LOGFRAME PLANNING MATRIX FOR Project Fiche	Programme name and number: Support to Department of Public Administration	
<b>Department of Public Administration</b>	Contracting period expires Q1 2012	Disbursement period expires Q1 2013
	Total budget 1 mil €	IPA budget: 1 mil €

<b>Overall objective</b>	<b>Objectively verifiable indicators</b>	<b>Sources of Verification</b>	
To further strengthen public sector governance by improving DoPA's management capacity in compliance with the priorities of the European Partnership for Albania 2007.	Civil service procedures are more in line with EU legislation; Decrease nr of vacancies; Decreased nr of temporary contracts; Decreased nr of dismissals from the civil service; Improved Image of the Department of Public Administration in the public	Albania 2009 Progress Report Government reports Nr of Applicants per recruitment procedures;	
<b>Project purpose</b>	<b>Objectively verifiable indicators</b>	<b>Sources of Verification</b>	<b>Assumptions</b>
To ensure the sustainability of reforms in public administration through enforcement of the Civil Service Law and related rules in the Public Administration, carrying out a functional assessment of DoPA management methods and skills and implementing the recommendations.	Nr of recruitments for month; Nr of temporary contracts; Nr of vacancies; Nr of dismissals.	European Partnership – short term Political Criteria; Monthly progress report of Albanian Government on the implementation National Plan of the SAA World Bank reports	Sustainable support from the Government authorities; Low level of turn over
<b>Results</b>	<b>Objectively verifiable indicators</b>	<b>Sources of Verification</b>	<b>Assumptions</b>
<b>Contract 1</b> <b>Component 1: Deliver a Structural reform to DoPA</b> Assistance in assessing DoPA's competences, functions and tasks, aligned with EU standards; New job descriptions developed and assist in being implemented in the framework of the selected project for the staff of DoPA; New Structural reform of DoPA adopted and assisted in adopting DoPA's new structure; Legal framework revised according the EU standards as comprised in the European Partnership;	Functional assessment report with recommendations for reforms; Number of new job description; New structural design; Number of amendments to the DoPA legal framework;	Expert's activity reports Government authorities evaluation Experts' progress reports DoPa's Staff Reports DoPa's monthly progress reports Amended job description  Trainers' missions reports Evaluation sheets	Authorities commitment to develop reforms;  Sustainable commitment of DoPA staff



<p><b>Component 2: Training of DoPA Staff</b>  Training needs assessment for the Staff of DoPA performed;  A training programme developed according to the compliance with the needs assessment of each position of DoPA;  Each Staff of DoPA trained.</p> <p><b>Contract 2 : Improvement of the IT</b></p> <p>Delivered IT hardware and software upgrades;</p>	<p>Needs assessment with recommendations for training;  One year training programme;  Number of DoPA's staff trained;  Training manuals delivered;  Number of participation certificates;  Number of training sessions performed according to the training programme;</p> <p>Deliver IT hardware and software upgrades;</p>	<p>Memos and written information of the network activities</p> <p>Deliver IT hardware and software upgrades;</p>	
<b>Activities</b>	<b>Means</b>	<b>Costs</b>	<b>Assumptions</b>
<p><b>Contract 1</b>  <b>Component 1: Deliver a Structural Reform to DoPA</b>  Carry out a functional assessment of DoPA's competences and tasks;  Revise the legal framework according to the EU standards and European Partnership;  Provide new job descriptions and procedures related to them;  Adopt the structure to the assessment recommendations;  Communicate results of the functional assessment to line ministries.</p> <p><b>Component 2: Training of DoPA Staff</b>  Carry out the training needs assessment for the Staff of DoPA;  Develop a training need programme for the Staff of DoPA;  Carry out training sessions for the Staff of DoPA according to the training programme.</p> <p><b>Contract 2: Improvement of the IT</b>  Support for the improvement of the IT infrastructure of DoPA through hardware and software upgrades.  Support for the training of IT staff, especially in the Oracle platform on which the Human Resource Management System is based.</p>	<p>Terms of reference drafted to carry out the needs assessment;  DoPA director proposal to the CoM for amendment of the DoPA structure and the relevant legal framework;  DoPA director order for new job description implementation;  Written communication to all partners in the line ministries launching the modalities of the activity (info sessions, etc)</p> <p>Terms of reference drafted to carry out the training needs assessment;  Agenda of the trainings, list of participants, evaluation sheet, certificates</p> <p>Supporting the improvement of the IT infrastructure of DoPA, through hardware and software upgrades.</p>	<p>In total 1 million euros</p>	<p>Authorities commitment to develop reforms;</p>

**ANNEX II**  
**Amounts (in €) Contracted and disbursed by quarter for the project**

<b>Contracted</b>	<b>Q 1 10</b>	<b>Q 2 10</b>	<b>Q 3 10</b>	<b>Q 4 10</b>	<b>Q 1 10</b>	<b>Q 2 10</b>	<b>Q 3 10</b>	<b>Q 4 10</b>	<b>Q 1 11</b>	<b>Q 2 11</b>	<b>Q 3 11</b>
Contract 1.1	90,000		240,000		240,000		120,000	120,000		<b>90,000</b>	
Contract 1.2			10,000	40,000			40,000			<b>10,000</b>	
<b>Cumulated</b>	<b>90,000</b>		<b>340,000</b>	<b>380,000</b>	<b>620,000</b>		<b>780,000</b>	<b>900,000</b>		<b>1,000,000</b>	
<b>Disbursed</b>											
Contract 1.1		90,000		240,000		240,000		120,000	120,000		<b>90,000</b>
Contract 1.2				10,000	40,000			40,000			<b>10,000</b>
<b>Cumulated</b>		<b>90,000</b>		<b>340,000</b>	<b>380,000</b>	<b>620,000</b>		<b>780,000</b>	<b>900,000</b>		<b>1,000,000</b>

**ANNEX III:**

## **Description of Institutional Framework**

Department of Public Administration was founded upon Council of Ministers Decision No 443 of 05.09.1994 and actually functions pursuant to the Law No 8549 of 11.11.1999 "On the status of civil servant". As from November 2005, DoPA is under the structure of the Ministry of Interior and directly subordinate to the Minister of Interior

### **DAP Mission, Status, Competences and Tasks**

#### **Mission**

Public Administration Department is responsible for drafting, co-ordination and implementation of policies and strategies of the Albanian government on public administration reform.

#### **Public Administration Department is a public institution responsible for:**

- (i) management and implementation of civil service law in all central administration institutions;
- (ii) drafting and implementation of policies in remuneration and constitution of public administration institutions; and
- (iii) drafting and implementation of general policies and training programs applicable to the public administration at large.

#### **Public Administration Department has these competences:**

- a) Develops, implements and supervises implementation of government policies in civil service area and other personnel-related issues;
- b) Prepares for the Council of Ministers new bylaws and regulations - or amendments to existing ones - applicable generally to the civil service;
- c) Gives opinion on the legitimacy of draft bylaws proposed by ministries;
- d) Prepares for the Council of Ministers classification and assessment of job hierarchy and the changes to them upon ministries' proposal, or for an interested institution with the consent of the Minister of Finances;
- e) Drafts and implements programs with the view of enhancing civil service efficiency (Annex 5 – Instruction on the activity of the Public Administration Department representative to the *Ad Hoc* Testing Committee);
- f) Prepares and published general guidelines, procedures, manuals and forms for (i) job description, classification and evaluation of job positions; and (ii) recruitment, selection, promotion, parallel transfer of personnel, disciplinary measures and evaluation of civil servants' work;
- g) Launches open public competition for recruitment in civil service, upon the request by the interested institution of the central administration;
- h) Announces start of procedures for parallel transfer or promotion upon the request by the interested institution of the central administration;
- i) Appoints civil servants in central administration institutions after they are declared winners in public competitions;
- j) Supervises civil service law implementation in central administration institutions;
- k) Drafts, co-ordinates and implements institution building policies (integral part are the proposal for approval submitted to the Prime Minister, the structures and the hierarchy of public administration institutions;
- l) Holds and manages the Central Register of Personnel;

- m) Drafts and implements policies on remuneration for all public administration employees (integral part is the drafting of draft legal acts and bylaws in the remuneration area, in co-ordination with the Ministry of Finance).

### **Location and date of establishment**

Public Administration Department was founded upon Council of Ministers Decision No 443 of 05.09.1994 and actually functions pursuant to the Law No 8549 of 11.11.1999 “On the status of civil servant”. As from November 2005, DAP is under the structure of the Ministry of Interior and directly subordinate to the Minister of Interior.

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Ministry of Interior  
“Skënderbej” Square, No.3  
Tirana, Albania  
Mailbox: No .1751  
Tel: +355 4 235937; Tel/Fax: +355 4 251241

### **Structure**

Department of Public Administration (18)

Director

Secretary/Archivist

**Sector of Human Resource Management and Development ( 5)**

Head of Sector -1

Expert of Recruitment and Confirmation -3

Expert -1

**Sector of Organizational, Functional Development and Salaries (5)**

Head of Sector -1

Expert of Job Description, Classification, & Self/Individual Evaluation (2)

Expert of Organigrams & Functions -1

Expert of Salaries & Pensions-1

**Sector of Computerization of Public Administration & Project Coordination (6)**

Head of Sector-1

Expert of Information Technology -4

Expert of Project Coordination -1

Duties and rights of the DoPA employees, are determined/defined by the law no. 8549, date 11.11.1999 “Status of the Civil Servant”.

### **DoPA’s Directing Body**

DoPA is directed by the director, who is appointed/nominated according to the procedures determined by the law no. 8549 of 11.11.1999 “On the status of civil servant”.

### **The director of DoPA has these Competences (Occupied by a Civil Servant):**

- Develops, implements and supervises the implementation of government policies in the civil service and other personnel related issues;

- Prepares an annual report on the general situation of the civil service and presents it to the Council of Ministers;
- Exercises all competences in issues related to personnel, which have not been legally determined for institutions of central administration;
- Prepares bylaws for the Council of Ministers generally applicable to the civil service, or amendments to the existing ones;
- Gives opinions for the legitimacy of draft bylaws proposed by ministries;
- Drafts and implements programs with the view of enhancing civil service efficiency;
- Drafts and implements general training policies and programs, applicable to the civil service at large;
- Supervises civil service law implementation in central administration institutions;

## **DoPA's Staff Duties**

### **Head of Sector for the Management and Development of Human Resources (Occupied by a Civil Servant)**

- Assists the director of DoPA in the process of drafting and implementing in general human resources management policies for the civil service and public administration;
- Drafts legal acts and bylaws related to the civil service and public administration, specifically for human resources management;
- Offers assistance and is opponent to legal acts drafted by other institutions, for the purpose of assuring the implementation of developing policies in public administration;
- Supervises the recruiting process in the civil service, including the advertisement of unoccupied positions, pre-selection, competition and other procedures until the nomination of the civil servants;
- Reports to public administration institutions and other international organizations, which monitor the reform process in the civil service;
- Directs and attends the complaint procedures and trials in which DoPA is a party.

### **Expert on Recruitment and Confirmation (2 positions, both Occupied by Civil Servants)**

- Takes part and contributes to the formulation and implementation of policies and program for the recruitment in the civil service and executes the civil service recruiting procedures;
- Analysis the advertisement requests for unoccupied position form line ministries and cooperates with the human Resources Directorates, in line ministries in relation to the drafting and publication of these requests. Increases the quality of advertisements for unoccupied positions through the unification of common criteria, improving the "testing field" column/rubric with the aim of testing the general knowledge of the candidates;
- Attends the legal procedures in relation to transfer and appointments from the waiting list, before the competition procedures;
- Offers assistance for various issues related to the recruiting process for line ministries;
- Formulates and participates at the ad-hoc committee as a representative of DoPA;
- Attends and prepares the written/official nomination practice of civil servants after the competition;
- Participates at the drafting of procedures for improving the recruiting process, based on the amendments of these procedures after the ratification of the new law;
- Secures the implememntation of the civil service legislation, in relation to the recruiting proces and of promotion procedures;

-Participates at the ad hoc committee and prepares the practice for determining the candidate with highest result, and deliver it to line ministries in order for the direct superior to select the desirable/adaptable/suitable candidate;

**Expert in the Sector for the Management and Development of Human Resources has these duties (Occupied by a Civil servant)**

-Drafting a report on the typology of the Civil Service Commission decisions for the identification of specific interpretations to the law no. 8549 date. 11.11.1999 “Status of the Civil Servants”, which leaves the ground for precedents. Ensuring the implementation of CSC’s decisions or attending their appeals in the Court.

-Giving legal assistance to ensure compatibility of legal acts, or sector bylaws with the policies of DoPA;

-Representing DoPA in CSC’ issues and representing DoPA at Court. Preparing relevant materials for these issues;

**Head of Sector for the Organisational, Functional Development and Salaries (Occupied by a civil servant):**

-Assists the director of DoPA in the process of drafting and implementing policies in the salary field and structures in public administration institutions, and also for the process of managing the civil service (Job description and evaluation);

-Drafts and attends the implementation of government policies in the salary field and the establishment of institutions (structuring);

-Drafts legal acts and bylaws drafted by other institutions in relation to the salary field;

-Is opponent to legal acts and bylaws drafted by other institutions in relation to the establishment and functioning of other institutions, with the purpose of ensuring the implementation of developing policies of public administration;

-Supervises the process of description, job classification, and self-evaluation;

-Establishes cooperation with other institutions in order to accomplish DoPA’s duties, within the framework of government policies.

**Expert of Description, Job Classification and Self-Evaluation (2 positions, both occupied by civil servants)**

-Ensures the implementation of legal procedures, correctness and regularity in job descriptions, evaluation of annual results in the recruitment process in the civil service, lateral transfer, promotion and restructuring;

-Supervises the implementation of legal procedures, scientific management methods, in relation to the process of drafting job descriptions, listing of duties and with the process of self-evaluation;

-Supports and advises ministries/cooperates with other institutions during the process of drafting job descriptions, listing of duties and with the process of self-evaluation;

-Verifies the civil servant’s confirmation procedures at the end of the probation period;

**Expert on Organigrams and Functioning (Occupied by a civil servant)**

-Develops the respective methodology for the preparation, implementation and improvement of organigram structures of public administration institutions;

-Determines principles, standards and new and equal norms for units that deliver the same functions and drafts the structures based on these determinations, for all public administration institutions;

-Analysis proposals for amendments in the structures and organigrams of public administration institutions and prepares the relevant practices.

**Expert of salaries and pensions (Occupied by a civil servant)**

- Studies the salary systems in the civil service and in the public administration at large;
- Recommends new salary systems
- Prepares procedures for the implementation of the salary systems;
- Drafts the annual reports for the activities accomplished in the salary field;
- Participate at the process of preparing and amending the general classification of tasks in the civil service and public administration;

**Head of Sector for the Computerization of the Administration and Project Coordination (Occupied by a civil servant)**

- Drafts and Implements policies in the field of Information technologies for the public administration (e-government)
- Coordinates and manages the process of public administration computerization, in implementing an electronic system for the management of state employees' register;
- Implements the Register System for state employees. Converting it to Web and managing and maintaining it, by exchanging information with other systems (financial managing system in the Ministry of Finance)
- Interministerial coordination for the Register System of State employees.
- Improving the technology and policies of DoPA;
- Supervising the staff of experts and of the electronic DoPA's infrastructure, such as e-mails, internet, etc

**Expert of Information Technologies (Occupied by a civil servant)**

- Assist the head of sector in the process of drafting and implementing policies in the field of Information technologies for the public administration (e-government)
- Coordinates and helps at the process of public administration computerization, in implementing an electronic system for the management of the register of state employees;
- Assist the process of implementation of the Register System for state employees. Converting it to Web and managing and maintaining it, by exchanging information with other systems (financial managing system in the Ministry of Finance);
- Synchronizes all the data in relation to the salary schemes, job positions in the database of the register of state employees;
- Maintains and supports the electronic infrastructure of the department, such as e-mails, internet, printers etc.

**Expert of Project Coordination (Occupied by a civil servant)**

- Drafts programs and projects financed by foreign donors, such as the EU, WB etc and coordinates the work in order to avoid overlapping and ensure a normal process in the project field;
- Drafts proposals for financing and project-ideas in relation to foreign assistance in the public administration. Prepares the terms of reference for these projects;
- Coordinates foreign assistance in the field of public administration, by analyzing the progress achieved and pinpointing the need for further financial assistance;
- Gathers, analysis and approves project reports that make evident the process, its problematic, suggestions and achievements in the project field;
- Prepared monthly reports on the progress on the civil service field;

**Secretary/archivist (Occupied) has these duties:**

- Registers documents that are send to DoPA or from it
- Notifies for phone and oral messages;
- Maintains the schedule of appointment of DoPA's director;
- Follows the working timetable of the DoPA staff;
- Maintains the archive of DoPA's documents;

**Reporting**

The director of DoPA reports to the Minister of Interior or to it cabinet. The head of sectors report to the director of DoPA. The experts report at the head of the respective sector or to the director of DoPA.

**The relation of DoPA with other institutions**

DoPA cooperates with all line ministries, with institutions subordinate to line ministries and other independent institutions. In relation to this DoPA will be able to organize meeting with the General Secretaries of line ministries and with the Human Resource Directorates, which will be leaded by the experts in issues related to the management of the civil service. This will help the purpose of involving the managing level of line ministries in order to have their feedbacks in the process.

DoPA manages the Training Institute for Public Administration.

The recommendation that DoPA will receive form this project will be of great importance and will be used for the further development of the TIPA.

**ANNEX IV****Reference to laws, regulations and strategic documents:**

Reference to relevant laws and regulations



The legislation dealing with the functioning of the public administration is wide-ranging. Primary legislations worth mentioning are as follows:

- Law No 8549 dated 11.11.1999 “On the Status of the Civil Servant”;
- Law No 9131 dated 08.09.2003 “On Rules of Ethics in Public Administration”;
- Law No 8487 dated 13.05.1999 “On the Competencies for the Determination of Salaries”, amended;
- Law No 9000 dated 30.01.2003 “On the Organization and Functioning of the Council of Ministers”;
- Law No 8485 dated 12.05.1999 “The Code of Administrative Procedures”;
- Law No 8503 dated 30.06.1999 “On the Right of Information regarding Official Documents”;
- Law No 9367 dated 07.04.2005 “On the Prevention of Conflict of Interests in carrying out public functions”, amended.

#### Reference to Stabilization and Association Agreement

### **Article 111**

#### **Public Administration**

1. Cooperation shall aim at ensuring the development of an efficient and accountable public administration in Albania, notably to support rule of law implementation, the proper functioning of the state institutions for the benefit of the Albanian population as a whole and the smooth development of the relations between the European Union and Albania.

2. Cooperation in this area 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. Cooperation shall cover both the central and the local administrations.

#### Reference to European Partnership

The short-term and medium term priorities indicated in the European Partnership Document of 2007 include:

##### *Short Term Priorities (2007-2008)*

- Ensure enforcement of the Civil Servant Law and related rules in public administration;
- Ensure that recruitment, appointments, promotion, transfers and dismissals are conducted according to the established rules in order to build an accountable, efficient civil service, based on professional career development criteria.

##### *Medium-term priorities*

- Ensure that the sectors of the administration responsible for implementation of the SAA provisions and those involved in implementation of the EC financial assistance are adequately trained and equipped to carry out their duties.
- Introduce results-oriented management and training for civil servants.
- Design and implement a civil service salary structure which allows both proper budgetary planning and a motivating career structure.
- Ensure the sustainability of reforms in the public administration

## Reference to National Plan for the Implementation of the SAA

To respond to the obligations of the SAA and the priorities deriving from the European Partnership Document, the Government of Albania has drafted the National Plan of the Implementation of the Stabilization and Association Agreement (NPISAA), the revised version of which has been approved by the Decision of the Council of Ministers No. 577, dated on 05.09.2007. In this document relevant legislative initiatives and implementing activities

### *Legal short-term initiatives (2007 - 2008)*

- Amending Law No 8549, dated 11.11.1999, “On the Status of the Civil Servant”;
- Drafting subordinate legal acts, so as to implement the Law “On the Status of the Civil Servant”;
- Amending Directive no. 1 of the Council of Ministers, dated 13/06/2000, “On the structure of tasks order in the civil service, relevant methodology and the generic role of the Secretary General in this service”;
- Amending Directive no. 2 of the Council of Ministers, dated 07/07/2000, “On the system of assessment of the individual annual achievements of civil servants”.

### *Short-term Implementing Activities (2007 - 2008):*

- Start implementing the structure of salaries in some pilot institutions;
- Drafting job descriptions in all of the executive’s institutions according to the approved format;
- Determining the methodology of the functioning of dependent institutions;
- Drafting guidelines for the activities of the ad-hoc testing committee and manuals on how tests and subjects will be drafted;
- Offering training activities by TIPAs;
- Establishing the methodology related to the functioning of the institutions of dependency;
- Improving the process of policy regulation, supervision and drafting;
- Improving transparency and efficiency in the public administration procedures through information and communication technology;
- Adapting the existing structure of the Public Administration Department to the amended provisions of the Law “On the Status of the Civil Servant”;
- Extending the functioning of the database for civil servants to dependent institutions;
- Creating and implementing the remuneration schemes for the public servants;

### *Mid-term Implementing Activities (2009 - 2010):*

The following implementing activities will be undertaken so as to address the mid-term priorities:

- Extending the new remuneration structure based on the results of the pilot programme;

It should be emphasized that the implementing activities identified for the short-term are considered as commitments, which will address not only short-term priorities in their entirety, but also medium-term ones, bearing in mind that the deadlines for the full accomplishment of a part of these priorities go beyond the short-term period, as well as the fields covered by these activities.

## Reference to MIPD

Contributing to the Reform of the Public Administration is one of the main priorities in the Political requirement section of the MIPD. Under this section 2.2.1.1, such support would ensure a reformed, streamlined, harmonized, effective, transparent and service oriented public administration, capable of leading Albania through the Stabilization and Association Process. Under section 2.2.1.3 “Programmes to be implemented” support for the implementation of the Public Administration Reform, modernization and streamlining of the entire public administration through institution and capacity building and reform of the human resources management, at both central and local level. Such intervention will help to achieve the following result as foreseen under section 2.2.1.2 “Expected results” regarding the implementation of legislation related to the Public Administration Reform will be undertaken.

#### Reference to National Development Plan

The Albanian Government’s National Strategy of Development and Integration (NSDI) reflects the above-mentioned commitment, the public administration reform for 2007-2013 is an integral part of the NSDI. Under section 3.2 “Democracy and the Rule of Law”, the Public Administration is considered a main challenge, and should ensure the enhancement of the existed civil service law, in order to achieve better quality of the civil servant employees, professionally capable to implement the requirements the EU process. It should ensure effective and reasonable structures for all the public administration institutions, in order to not overlap their competencies and duties. The Public Administration should ensure the modernization of the human resources management system, to create the central data base for the Albanian civil servants and support the wages system reforms.

## ANNEX 5

For TA contracts- account of tasks expected from the contractor: As outlined here-above, the contractor of the TA contract will provide technical assistance to cover different components of one contract.

Each component will be reduced to a number of tasks, some of which have already been outlined in this document. However, the precise type and number of tasks will be developed during the design period of the project, and confirmed during the inception phase of the TA contract.

## ANNEX V

Institution Building:

### **Account of tasks expected from the contractor for the Technical Assistance**

The objective of the task will be to provide an institutional assessment of DOPA management methods and skills and to recommend further Capacity development programme.

The experts (8 to 10, depending on the competences and the knowledge of the experts on the below mentioned fields/issues) who will be involved in the project, should have the below mentioned requirements:

- 1- a relevant experience in projects related to the public administration reform in Albania or in countries similar with the situation in Albania;
- 2- a relevant experience in the assessment of competences, tasks and responsibilities that Department of Public Administration has (explained in annex no. IV);
- 3- a relevant experience in the field of functional analysis and structural review;
- 4- a relevant experience in the process of job description and job positions;
- 5- a relevant experience in the field of salary reform in public administration;
- 6- a relevant experience in the field of civil service management issues such as recruitment, lateral transfer, turnovers etc;
- 7- a relevant experience in the field of project coordination in public administration;
- 8- a relevant experience in field of developing the database for the human resource management integrated system (HRMIS);
- 9- a relevant experience in assessing the training needs for the staff of DoPA;
- 10- a very good leading skills (meetings, discussions, workshops etc);

The main tasks are:

Assessing the competences of DoPA in relation to the above mentioned fields;

Assessing the job positions of DoPA and the qualifications needed for the staff occupying these positions;

Organizing workshops, meeting, discussions with DoPA Staff

Recommend training on respective fields, depending on the assessment done;

Delivering Reports on these recommendations;

Undertaking the assessment process per each expert would require:

- 50 days for the assessment process;
- 10 days to lead the workshops, which will be organized, in order to have a feedback from the staff, about the related issues.

**Duration:** 60 working days per each expert.

**Investment:**

The technical specifications of the IT supply contract will be prepared by a short term expert recruited in cooperation with DoPA's IT unit and under the TA contract.