

European Commission

# Strategic/Interim Evaluation of EU IPA Pre-Accession Assistance to Albania

## Evaluation Report

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## GLOSSARY OF ACRONYMS

Acronym	Description
CARDS	Community assistance for reconstruction, development and stabilisation
CEB	Central European Bank
CFCU	Central Contracting and Financing Unit
COM	Council of Ministers
CSM	Civil Society and Media
DG	Direction General
DIS	Decentralised Implementation System
DSDC	Department of Strategy and Donor Coordination
DFID	Department for International Development
DTS	Donor Technical Secretariat
EBRD	European Bank for Reconstruction and Development
EC	European Commission
ED	Economic Development
EEH	Education, Employment and Health
EBRD	European Bank for Reconstruction and Development
EC-HQ	European Commission Head Quarters
EIB	European Investment Bank
EID	European Integration Directorate
EP	European Partnership
ES	European Standards
EU	European Union
EUD	European Union Delegation
GSBI	Group for Strategy, Budgeting and Integration
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
GBP	Great Britain Pound
GDP	Gross Domestic Product
IBM	Integrated Border Management
IPA	Instrument for Pre-Accession
IPA-IR	IPA Implementing Regulation
IPS	Integrated Planning System
IS	Infrastructure
KfW	Kreditanstalt für Wiederaufbau (Reconstruction Credit Institute)
LAAM	Linkage, Aim, Achievability, Measurability
MIFF	Multi-Annual Indicative Financial Framework
MIPD	Multi-Annual Indicative Planning Document
MEI	Ministry of European Integration
NIPAC	National IPA Coordinator
NPISAA	National Plan for Implementation of the SAA
NSDI	National Strategy for Development and Integration
MTBP	Medium-Term Budget Programme
OECD	Organisation for Economic Cooperation and Development
OPEC	Organisation of Petroleum Exporting Countries
OSCE	Organisation for Security and Cooperation in Europe
PAO	Programme Authorising Officer
PAM	Performance Assessment matrix
PAR	Public Administration Reform
PEIP	Programme Expenditure and Investment Plans
PF	Project Fiche
PHRM	Protection of Human Rights and Minorities
PPF	Project Preparation Facility
PPR	Programme Policy Review
PRAG	Practical Guide for External Assistance to the European Commission
RoLS	Rule of Law and Security
ROM	Results Orientated Monitoring
SAA	Stabilisation and Association Agreement
SBA	Sector-based Approach
SIDA	Swedish International Development Agency
SMART	Specific, Measurable, Available, Relevant, Time-bound
SMEs	Small and Medium-sized Enterprises
SPC	Strategic Planning Committee

Acronym	Description
SPO	Senior Programming Officer
TAIB	Technical Assistance and Institution Building,
ToR	Terms of Reference
UNDP	United National Development Programme
USAID	United States Assistance for International Development
WB	World Bank
WHO	World Health Organisation

## EXECUTIVE SUMMARY

### 1. Introduction

The objective of this project is to carry out an interim evaluation of assistance provided to Albania under the EU *Instrument for Pre-Accession* (IPA) which has been the main EU assistance programme in the country since 2007. The scope of this evaluation is confined to IPA Component I (Transition Assistance and Institution Building, IPA-TAIB) over the period 2007-2009. There are two specific objectives for the evaluation, these are: (i) To assess the intervention logic used, to date, in the planning, programming and management of IPA assistance in Albania and to assess the feasibility of adopting a sectoral approach to the planning of future interventions; (ii) To make an overall judgement on the performance of programming and implementation of IPA assistance in Albania.

### 2. Evaluation, Assessment and Findings

#### 2.1 Programming and Intervention Logic (Question Group 1)

The overall quality of the intervention logic used in IPA programming is assessed by looking at the quality of the objectives and indicators found in Multi-Annual Indicative Planning Documents (MIPDs) and annual IPA-TAIB programmes. Objectives are assessed using the four LAAM criteria, i.e. Linkage; Aim; Achievability; Measurability. In the assessment of MIPDs, the priorities in the 2007-9 MIPD and the objectives in the 2008-10 and 2009-11 MIPDS are considered to be equivalent to specific objectives, the term '*priority objective*' is used to refer to this level of the intervention logic in the three MIPDs. Indicators are assessed using the 5 SMART criteria, i.e. Specific, Measurable, Available, Relevant, Time-bound.

*The Quality of Objectives:* The strategic objective in the MIPDs 2007-9, 2008-10, 2009-11 is the same and can be stated as: '*To support Albania move towards EU membership*'. There are three priority axes for IPA-TAIB programming over this period; these are re-orientated in the MIPDs 2008-10, 2009-11 following the adoption of Albania's European Partnership in 2008, to reflect the Copenhagen criteria as follows: Axis (1) Political Criteria; Axis (2) Socio-Economic Criteria; Axis (3) Ability to Assume the Obligations of Membership. This change is accompanied by a marked increase in the number of priority objectives from 16 (MIPD 2007-9) to 33 (MIPDs 2008-10, 2009-11). The greatest increase is in axis (3), where the number rises from three to 16; in addition axis (1) and (2) increase from 7 to 9 and 6 to 8, respectively. In total there are 33 priority objectives, one third of these (12/33) show revisions in successive MIPDs, over half of these revisions (7/12) increase the scope of the objectives by adding new tasks. One quarter (4/16) of MIPD 2007-9 priority objectives are assessed positively on all 4 LAAM criteria, this proportion increases to 76% (25/33) and 82% (27/33) in MIPDs 2008-10 and 2009-11.

For the 2007-9 annual programmes, the majority of project overall objectives (26/43=60%) and purposes (25/43=58%) were assessed positively. There is a significant improvement in successive programmes; this is most marked in overall objectives with the proportions of positive assessments increasing from 0% to 65% to 81% in the 2007, 2008 and 2009 programmes respectively. The equivalent proportions for project purposes are: 29%; 60%; 69%. The most frequent reason for MIPD priority objectives and project overall objectives and purposes receiving negative assessments is that they fail the 'aim' criterion and are judged to be either too wide in their scope or too diffuse for interventions to achieve impacts. This applies to 42% (14/33) of MIPD priority objectives and 47% (24/51) of project overall objectives and purposes failing the LAAM criteria.

*The Number and Quality of Indicators:* MIPDs identify the results to be achieved, per priority axis, within the three year planning periods they cover and collectively define 106 results. Since 2008, results have also included indicators; however, these are neither identified nor separately listed. Therefore, indicators are derived from the way in which results are formulated, in this way 32 indicators are identified. In principle, each result should have a specific indicator, however, the majority of results (64/106=60%) lack indicators. All MIPD indicators are judged to be SMART in relation to individual results but since priority objectives cover a large number of results there are insufficient indicators to monitor their achievement. Many key results have no indicators.

For annual programmes, indicators of project overall objectives, purposes and results are assessed. In total, for the 2007-9 programmes, 9% (12/132) of indicators are judged to be SMART, this mainly because they are not time-bound (120/132=91%). However, on the basis that this criterion is

automatically fulfilled for results and purposes, the proportion of SMART indicators for the 2008 and 2009 programmes increases to 57% and 71% respectively. It is concluded that steadily improving quality of MIPDs is the main driver for improving the quality of annual programmes, despite this it is further concluded that the lack of focus and measurability of MIPDs is a weakness in the current programming framework.

On the basis of the above it is **recommended** that the quality of IPA intervention logic in MIPDs and annual programmes should be improved. Two options for achieving this are shown below, the first of these being the preferred option:

*Either:*

1. The scope of the MIPD strategic objectives should be reduced and be made measurable by the introduction of time-bound targets which can be verified in Monitoring Reports.
2. The number of MIPD priority objectives should be reduced and their scope more focussed, each should have at least one associated indicator which sets targets to be achieved by the end of three years.
3. The number of results should be reviewed annually and reduced according to the predicted results of past and ongoing annual programmes.
4. The quality of overall objectives at the project level should be improved so that they become more focussed (reduced in scope), are better linked with the MIPD priority objectives and are measured by time-bound indicators.

*Alternatively:*

1. If the number of priority objectives is not reduced then a restricted number of identified priority objectives are addressed in any one MIPD period.
2. The numbers of results in the selected priority objectives is reviewed annually and adjusted in the light of ongoing and past assistance.
3. As above, each selected priority objective should have at least one indicator with time-bound targets
4. As above, the quality of overall objectives at the project level should be improved.

*Resources, Prioritisation and Sequencing:* There is a high level of concordance between MIFF, MIPD financial allocations and annual programme budgets. The MIPD allocations almost exactly mirror those in the MIFF, whilst the 2007, 2008, 2009 programmes are 90%, 99%, 98% respectively of MIPD allocations. The budgetary allocation between priority axes in the 2007 programme deviates from the normative range in the 2007-9 MIPD in that only 7% of programme funds are allocated to axis 2 (as compared to 25-30% in the MIPD). However, allocations to axis 2 increase in subsequent programmes (26% in 2008 and 21% in 2009). The distribution of programme funds across priority axes depends on how projects are classified according to axis. This is not always clear as the examples of the IPA 2008 project on public procurement and IPA 2009 project on e-government show.

Three sectors are identified which have received continuous support over the 2007-9 programming period these are: (i) *Rule of law*; (ii) *Public administration*; (iii) *Environment*. These sectors received 14%, 11% and 28%, respectively of 2007-9 programme funds; the largest single allocation is made to the environment sector since it covers a large element of infrastructure development. An examination of the planned results in three prioritised sub-sectors (i) penitentiary infrastructure (Rule of Law); (ii) water supply and sewerage systems (Environment); (iii) PPF (Public Administration Reform) shows that only the PPF projects show evidence of sequencing.

Total co-financing is low in the 2007 annual programme (3%) and only 25% of investment projects have co-financing, this represents one project which has 6% co-financing, i.e. below the 15% minimum. This situation improves in 2008 where the equivalent figures are 9% co-financing for the whole programme, 58% of investments are co-financed with an average rate of 15%. Co-financing increases significantly in the 2009 programme (53%) which is mostly due to two investment projects developing infrastructure where co-financing will be provided by loans from international financial institutions. The 2009 annual programme shows that IPA assistance has leverage for development bank loans. The combined IPA financing for the two infrastructure projects referred to above is 32.1 M€ which is co-financed by 65.9 M€ of loans, this gives a leverage ratio of 1€ (IPA) to 2€ (loans).



The **recommendations** below are intended to increase the effectiveness and impact of IPA assistance.

1. Annual programming should be made more effective by focussing IPA assistance consistently, in successive years, in a limited number of prioritised sectors. Projects within priority sectors should be sequenced in a progressive way which leads to the achievement of sector strategic objectives. Infrastructure projects should be sequenced according to beneficiary capacity and availability of co-financing.
2. In order to facilitate prioritisation, the EC should consider either (i) widening the maximum-minimum range of financial allocations per priority axis; or (ii) applying the existing range over a three year period, allowing annual variations on the condition that the total allocations over the three years are within the range. The second of these options is preferred since it ensures balance between priority axes, albeit over three years rather than in each annual programme.
3. The scope of MIPD priority axes should be either reformulated or clarified to avoid potential problems in categorising projects by priority axis. Each annual programme contains projects which can be allocated to more than priority axis.
4. Wherever possible, IPA investments should be used to leverage bank loans and other donor financing as co-financing because this will increase the total volume of investments in *acquis*-related infrastructure and therefore increase the effectiveness and impact of these investments.

## **2.2 Overview Mapping of Sector Strategies and the Sector-Based Approach (Question Groups 2 and 3)**

There are 27 sector and cross-cutting strategies in Albania which have been approved by government, a further 15 are awaiting approval. Sector and cross-cutting strategies are the basis of the NDSI which is the main government strategic planning document and are therefore embedded in Albanian government policies. Sector and cross-sector strategies are linked to the national budget by means of the Medium-Term Budget Programme (MTBP). All government approved strategies incorporate EU integration requirements as they are specified in the NPISAA.

An important part of this evaluation is to assess the feasibility of introducing a sector-based approach (SBA) to future IPA-TAIB programming. Five assessment criteria were used to assess the feasibility of introducing SBA, these are: (i) the existence of sector strategies which outline government objectives; (ii) sector strategies cover all areas of accession significance; (iii) the national budget should reflect sector strategies and be developed within a mid-term perspective; (iv) there should be a formalised, government-led, process that involves all significant stakeholders; (v) the existence of a monitoring system that focuses on results and can be used to assess progress towards the achievement of strategic objectives. Three of the five feasibility criteria are in place, as shown below:

- (i) Government approved sector and cross-cutting strategies exist, they are embedded in the main national strategic planning documents, namely the NDSI and the NPISAA
- (ii) Collectively, the Albanian national strategies cover all three MIPD priority axes
- (iii) All sector and cross-cutting strategies are linked to the national expenditure planning process by means of the MTBP. However, this linkage depends upon the full establishment of the IPS. At present the implementation of the IPS is delayed and not all parts of the system are in place. It was not possible to verify whether the budgetary link will be operational for the 2011-13 period.
- (iv) The government has nominated an institution, the Department of Strategy and Donor Coordination (DSDC) and established the Strategic Planning Committee (SPC) to take responsibility for coordinating and leading sector strategy development.
- (v) A functioning performance-based monitoring system is not in place and needs to be established by the Albanian authorities.

The majority (75%) of government approved strategies are judged to be of adequate or good quality. Sector strategies are of better quality than cross-cutting strategies. There are three main reasons for poor quality strategies: (i) poor quality or missing action plans (50% of strategies); (ii) lack of information on implementation and monitoring arrangements and lack of SMART indicators; (iii) poor linkage to the MTBP. Administrative support for sector strategic planning in Albania has mostly developed in relation to establishing the IPS. The DSDC has developed procedures, standard documents /templates, work schedules to support the line institutions in strategic planning in relation to the NDSI and its monitoring. It is concluded that: (i) the EC pre-conditions and operational steps for SBA are almost exactly matched by the components of the IPS; (ii) the extent to which the IPS has been established is an indicator of the feasibility of SBA in Albania; (iii) the IPS should be fully established and working before it becomes feasible to introduce SBA in Albania.

Key **recommendations** for supporting the further development of SBA capacity are given below.

1. The quality of selected strategies needs to reach a certain minimum standard, particularly in the areas of implementation and monitoring. All strategies selected for SBA should have realistic, verifiable, three year action plans which contain SMART indicators of performance at the results level.
2. In order to ensure quality the EC should consider carrying out *ex-ante* controls of strategies plus their three year action plans and making *ex-ante* approval of strategies a conditionality for IPA-TAIB funding. The *ex-ante* approval given should cover a period of three years (i.e. the duration of MIPDs). Beneficiary institutions should be expected to update strategy action plans annually, on the basis of monitoring data, and to resubmit them for approval every three years. This three year cycle should be synchronised with the MIPD preparation process.
3. If SBA is introduced, more time should be made available for project preparation. The EC should consider the introduction of multi-annual programmes to IPA-TAIB which cover the three year periods of MIPDs.
4. It is recommended that the government: (i) undertakes an institutional and human resource impact analysis for the introduction of SBA; (ii) carries out a workload analysis and skills audit for each institution that will be managing the sectors selected for SBA; (iii) ensures that institutional staffing and skills levels are adjusted according to the results of workload analysis. The EC should consider including workload analyses in its *ex-ante* control of strategies.
5. The Albanian government should, with the support of the EUD, hasten the full establishment of the IPS. In particular, it must (i) ensure that strategies for sectors selected for SBA are linked to the MTBP; (ii) ensure that a results orientated monitoring system is in place and fully operational for SBA strategies.
6. It is **strongly recommended** that the EC make both (i) and (ii) above, preconditions for the introduction of SBA in Albania. More generally, it is recommended that the full establishment of the IPS should be made a pre-condition for SBA in Albania.

### **2.3 Administrative and Monitoring Capacity (Question Group 5)**

Albania has developed administrative and organisational structures for EU integration, these are (i) the Ministry of European Integration (MEI) which coordinates and monitors the implementation of the NPISAA and EU assistance programmes (ii) 11 European Integration Directorates (EIDs) in line institutions which coordinate EU integration issues within their institutions and act as counterparts for the MEI. Whilst there is active participation of EIDs in IPA programming there is no systematic involvement of EIDs and their institutions in project implementation and institutional involvement during implementation varies from project to project. A National IPA Coordinator (NIPAC) and 13 Senior Programme Officers (SPOs) have been appointed in preparation for setting up the Decentralised Implementation System (DIS). Further development is needed to set up systems where by the NIPAC can monitor project implementation and the SPOs can supervise the implementation of projects and report to the TAIB Monitoring Committee.

It was not possible to assess staffing levels in individual EIDs but even if they have the required 3 staff this is probably insufficient. There is no way of distinguishing rates of staff turnover in those parts of the administration engaged in IPA management from the overall rate of staff turnover which is estimated to be 9%. Monitoring of IPA project implementation is carried out by the EUD and by external monitors from the EC ROM programme. Five ROM Monitoring Reports were examined; the projects monitored were judged to be satisfactory, however 5 projects only represents 11% of ongoing projects and the sample is too small to generalise. Monitoring capacity in Albania is being developed by the DSDC in order to monitor the implementation of the NDSI and its constituent sector and cross-cutting strategies. This monitoring system is part of the IPS and will link programme performance indicators to the MTBP. The DSDC monitor the overall implementation of the NDSI using monitoring data provided by line institutions on 45 indicators. The first progress report on the NDSI was published in 2009.

The **recommendations** made below are aimed at improving the capacity of beneficiary institutions.

1. The setting-up of the DIS should be used as an opportunity to engage line institutions systematically in project implementation. The recently appointed Programme Authorising Officer (PAO) and recently established Central Financing and Contracting Unit (CFCU) should take an active institutional lead role for implementation in the same way that the MEI and the DSDC have for IPA programming and strategic planning, respectively. The PAO / CFCU should provide central support, guidance and instructions for line ministries implementing IPA projects. As soon as is possible, the SPOs should be made responsible for producing 6-monthly Implementation Status Reports for the projects implemented by their institutions for submission to the IPA-TAIB Monitoring Committee.
2. The SPOs should carry out a workload analysis for EIDs and other parts of their institutions involved in programming and implementing IPA projects. These analyses should be the basis for reviewing and adjusting staffing levels in relation to the management of IPA assistance.
3. Beneficiary staff managing IPA projects should continue to receive training on implementation, particularly on procurement and PRAG procedures (currently provided by the PPF).
4. The issue of staff retention should be addressed as soon as possible by senior government. The EUD should continue to make sure that staff retention is added as a conditionality in the project fiches for institutions where staff turnover is considered to be a problem. The EUD and the MEI should follow-up on this conditionality.
5. The MEI and DSDC should coordinate the establishment of the DIS and IPS monitoring systems and look for efficiencies in collecting and reporting on monitoring data with a view to developing a *single, unified, monitoring system* using, as far as is possible, common data inputs from line institutions and common reporting formats. Such a unified system would be a good basis for managing an SBA for IPA in Albania.

#### **2.4 Efficiency and Effectiveness (Question Group 6)**

By mid-April 2010, the 2007 and 2008 annual programme funds were respectively 47% and 39% contracted; the equivalent disbursement rates are 16% and 14%; implementation of the 2009 programme had not started. The proportions of 2007 programme funds contracted and disbursed are low in comparison to those for the 2008 programme. The overall contracting rate for the 2007 programme (1 contract /1.6 month) was half of that for the 2008 programme (1 contract /0.8 month). Contracting rates for both programmes will need to increase to ensure that all funds are contracted within the legal contracting period (n+3).

Five projects from the 2008 programme are implemented under Indirect Centralised Management (ICM) arrangements. These projects had fewer delays in starting-up and higher rates of disbursement in comparison to other projects. Each ICM project should have a Delegated Implementation Agreement (DIA). Preparing DIAs and monitoring delegated body compliance with DIAs will increase EC-HQ and EUD workloads. As the number of projects implemented under ICM increases it is likely that efficiencies gained by using ICM will be off-set by efficiency losses due to increasing workloads.

The EUD has identified 10 projects from the 2007-8 programmes which have experienced major problems during implementation. The main causes of these problems are (i) lack of financial resources in beneficiary institutions; (ii) failure to meet project pre-conditions in relation to premises and staff; (iii) poor capacity to prepare technical documentation (technical specifications etc); (iv) restructuring of beneficiary institutions; (v) lack of cooperation between line institutions. The result of these problems is that projects are delayed and consequently the efficiency of implementation is reduced. It is concluded that implementation could be made both more efficient and effective if the beneficiary institutions took more *ownership* and became actively involved in procurement and implementation.

In order to increase the rate of contracting and to decrease delays in implementation it is **recommended** that the EUD, CFCU and SPOs should make every effort to involve beneficiaries in procurement procedures and the implementation of ongoing IPA assistance. The DIS should be established as quickly as possible. This recommendation reinforces those made in relation to increasing administrative capacity. It is further recommended that the EUD should evaluate the impacts of ICM projects on internal staff workloads.

## **2.5 Impact and Sustainability (Question Group 7)**

By April 2010, implementation of the 2009 programme had not started and all 2007-8 projects were ongoing. At this time over 50% of projects had been under implementation for 10 months or less. It is therefore too soon for this evaluation to make judgements on impact. For the 2007-9 programmes 80% of overall objectives and purposes are linked to specific priority objectives and on this basis the prospects for positive impacts are good, but unquantifiable. The prospects for impact can be improved if future project overall objectives are restricted in scope and are clearly aimed at achieving a specified MIPD priority objective.

The 5 ROM monitoring reports examined assessed 'impact prospects' and 'potential sustainability' as being satisfactory / very satisfactory. In four projects *ownership* was judged to be the basis of future sustainability and therefore of future impacts. A lack of government / beneficiary institution ownership is common to 8/10 IPA projects identified by the EUD as having serious implementation difficulties. The EUD places emphasis on institutional and human resource conditionalities during project preparation and subsequently monitors compliance by beneficiary institutions. The prospects for both sustainability and impact of on-going assistance can be improved if this practise is continued and could be strengthened by including considerations of arrangements needed to maintain benefits delivered after project closure.

It is **recommended** that ownership could be improved by including a commitment of the beneficiaries to maintain the project results after the project has finished, especially in cases where policy advice is the main outcome and where institutional and staff costs are in question. The EUD should consider adding such a commitment, which might include the costs of post-project sustainability actions, to the conditionalities of project fiches.

## SECTION 1. INTRODUCTION

The objective of this project is to carry out an interim evaluation of assistance provided to Albania under the EU *Instrument for Pre-Accession* (IPA) which has been the main EU assistance programme in the country since 2007. The scope of this evaluation is confined to IPA Component I (Transition Assistance and Institution Building, IPA-TAIB) over the period 2007-2009.

Interim evaluations examine ongoing programmes with the aim of producing feedback into the implementation process which will serve to improve the quality of ongoing interventions and improve or modify the design of the next generation of programmes. Accordingly, this evaluation will provide the EC with relevant findings, conclusions and recommendations for reviewing the planning and programming of IPA assistance to beneficiary countries and for preparing the Multi-annual Indicative Planning Documents (MIPDs) for 2011-13. It will also provide inputs for a mid-term meta-evaluation of IPA assistance. This interim evaluation has two specific objectives, these are:

### Specific Objective 1

To assess:

- ⇒ The intervention logic of IPA assistance to Albania, including to which extent assistance is/should be programmed and implemented through a sectoral approach.
- ⇒ The extent to which programming documents are based on planning which demonstrates how all accession requirements under the Copenhagen criteria will be met.
- ⇒ The extent to which programme documents provide: (i) adequate, measurable, realistic and clear objectives; (ii) adequate assessment of needs (both financial and time) to meet all accession requirements; (iii) SMART indicators to measure progress towards achievement of objectives; (iv) adequate sequencing of assistance; (v) adequate and relevant account of beneficiaries' policies and strategies in key areas; (vi) adequate and relevant account of assistance provided by other key donors and how that assistance will help to meet accession requirements.

### Specific Objective 2

To judge the performance of assistance (actual or expected) on the basis of its relevance, efficiency effectiveness, impact and sustainability. Judgements for evaluation criteria should differentiate two levels of evidence and analysis, namely:

- ⇒ The *programming level*, based on the assessments made under specific objective 1, above.
- ⇒ The *implementation level*, based on sources and indicators such as status of contracting, institutional setting, monitoring reports and structures. As far as possible, achievements will be measured against indicators setup in programming documents. However, programme objectives and impact indicators may not be quantified or available therefore some limitations on the use of indicators might appear during the evaluation.

Much of the information used in this evaluation was collected during a one week mission to Albania (24-28/5/10). The objectives of that mission were to: (i) meet key programming actors and stakeholders; (ii) to collect materials /documents; and (iii) to interview staff working on IPA assistance in the Albanian government and the European Union Delegation (EUD) in Tirana. Annexes 8 and 9 contain lists of documents/ sources consulted and people interviewed during the mission.

The terms of reference (ToR) for this interim evaluation pose a series of questions which the evaluation should address. Assessment criteria and evaluation indicators for each question were identified during the desk phase (see Annex 7) and subsequently used as the basis of information gathering during the Albania mission. In addition to the interviews carried out, information was obtained from publically available documents and those which are of restricted public access but which were provided to the evaluation team on request.

To facilitate the collection and analysis of data, the ToR questions (19 in all) were divided into 7 thematic groups on the basis of their inter-relation and similarity of core focus. The structure of this Evaluation Report reflects these question groups with findings and conclusions being presented according to question group as shown below. Specific questions are referred to, throughout the text as Q1, Q2, -Q19 (in the order listed by the ToR).

**Structure of this Evaluation Report**

<b>Question Groups</b>		<b>Sections in Evaluation Report</b>	
1.	Programming (Question Group 1)	2.1	Programming and Intervention Logic (Group 1 )
2.	Overview Mapping (Question Group 2)	2.2	Overview Mapping (Group 2)
3.	Sector-based Approach (Question Group 3)	2.3	Sector-Based Approach (Group 3)
4.	Programming Gaps, Weaknesses and Recommendations (Question Group 4)	2.4	Administrative and Monitoring Capacity (Group 5)
5.	Administrative and Monitoring Capacity (Question Group 5)	2.5	Efficiency and Effectiveness (Group 6)
6.	Efficiency and Effectiveness (Question Group 6)	2.6	Impact and Sustainability (Group 7)
7.	Impact and Sustainability (Question Group 7)	3	Conclusions and Recommendations (Group 4)

## SECTION 2. EVALUATION, ASSESSMENT AND FINDINGS

### 2.1 PROGRAMMING AND INTERVENTION LOGIC (QUESTION GROUP 1)

#### 2.1.1 Programming IPA

*Programming is the process of providing a policy and planning framework for undertaking actions in order to achieve strategic objectives.* In the context of this interim evaluation of IPA, programming refers to the preparation & updating of multiannual and annual programmes for achieving the strategic goals identified in Council Regulation (EC) 1085/2006 establishing an Instrument for Pre-Accession (IPA) & further defined in Commission Regulation (EC) 718/2007 (the 'Implementing Regulation'). These regulations establish an instrument with 5 components of which two are available to potential candidate countries like Albania. This evaluation is confined to the first of these, namely IPA-Component I (Technical Assistance & Institution Building, TAIB).

IPA-TAIB programmes are described in programming documents which are organised in a strategic hierarchy i.e. in a descending order of policy priority and planning timeframe. The hierarchy of IPA-TAIB planning and programming documents is shown in Figure 1 below. The highest order planning documents are contained in the 'enlargement package' -a set of documents presented annually by the EC to the Council & Parliament consisting of (i) EC Enlargement Strategy<sup>1</sup>; (ii) EC Progress Report for each accession country; (iii) revisions & amendments to the European Partnerships (if necessary); and (iv) a Multi-Annual Indicative Financial Framework (MIFF). The MIFF is a multiannual financial planning document, established by the IPA Regulation (Article 5), showing planned allocations of IPA funds for each component of IPA in each beneficiary country over a 3 year period.

The Multi-Annual Indicative Planning Document (MIPD) is at the next level down in the hierarchy and is based on the strategic and political analysis contained in the enlargement package. MIPDs are established under the IPA Implementing Regulation (Article 5) as being country-specific documents which describe priorities and strategic objectives for programmes to be funded by IPA assistance budgets (as allocated in the MIFFs) in that country over a three year period. MIFFs and MIPDs are both reviewed every year and cover a three year period on a rolling basis i.e. each year, the three year period is extended by one year (with MIFFs being one year ahead of MIPDs).

EC-Head Quarters (EC-HQ) in Brussels is responsible for preparing MIFFs and MIPDs and in the case of MIPDs, it is usual to incorporate inputs from the beneficiary countries (usually via the EU representations) into the drafting process. Given the above, MIFFs and MIPDs are considered to be the key IPA strategic programming documents.

Within the scope of this evaluation, one MIFF and three MIPDs were examined, these are as follows:

- MIFF, 2007-9
- MIPD, 2007-9
- MIPD, 2008-10
- MIPD, 2009-11

MIFF financial allocations & MIPD priorities for IPA-TAIB are implemented by means of annual programmes which are drawn up on the basis of projects prepared by beneficiary countries. Project preparation is therefore an integral part of IPA-TAIB programming. The following Albanian annual TAIB programmes (& associated project fiches) were analysed as part of this evaluation:

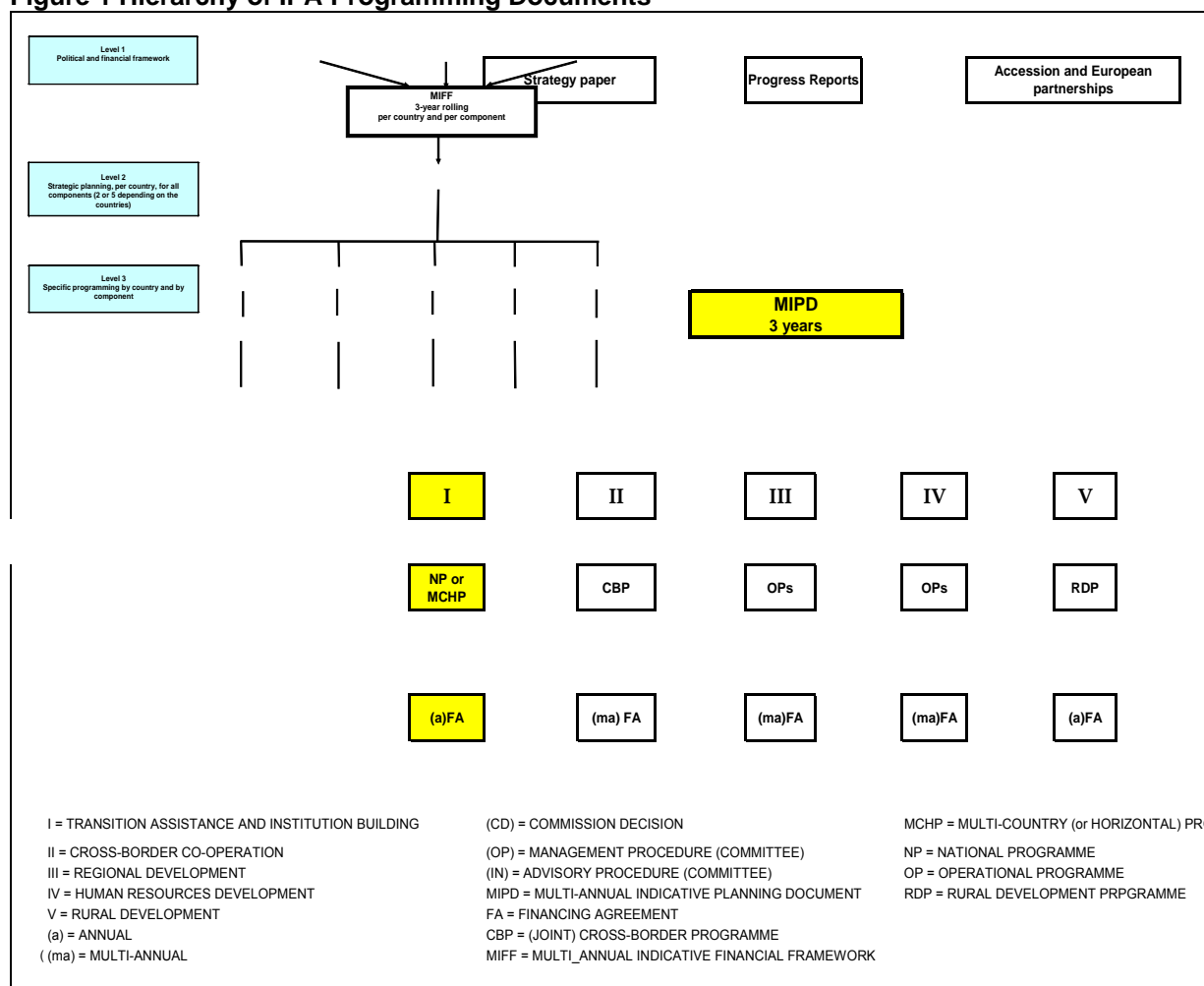
- IPA-TAIB, 2007
- IPA-TAIB, 2008
- IPA-TAIB, 2009

*Question Group 1* spans the entire breadth of the programming process, including: the setting of objectives; sequencing of projects; project selection/preparation and coordination with other donors. The criteria used in assessing these different aspects of programming are explained, in relation to each evaluation question, below.

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<sup>1</sup> Enlargement Strategy and Main Challenges 2007-8; Enlargement Strategy and Main Challenges 2008-9; Enlargement Strategy and Main Challenges 2009-10.

**Figure 1 Hierarchy of IPA Programming Documents<sup>2</sup>**



## 2.1.2 Analysis of Objectives

### Q.1/Programming

**To what extent are objectives at different levels (strategic, MIPDs and programmes) clear, measurable and realistic?**

In terms of the hierarchy of IPA documents shown in Figure 1, programming objectives are first formulated at the MIPD level and then, for IPA-TAIB, further elaborated in the annual programmes. Therefore, in answering Q.1, an assessment was carried out of all the objectives contained in the 3 MIPDs and 3 annual programmes realised to date (as listed above).

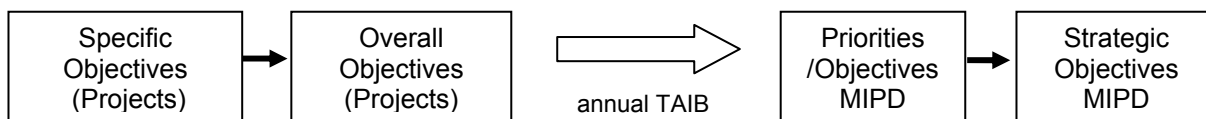
### Judgement Criteria and Indicators

An objective is a thing aimed at, or sought, and is synonymous with the words aim and goal implying direction towards a desired state or outcome. Objectives, and the setting of objectives, are key programming tools since they focus actions on achieving strategic planning outcomes. In addition, objectives can be monitored (by indicators) to assess the impact of interventions and thereby to inform and improve future programme design. In the context of giving direction, IPA-TAIB programming objectives should present a clearly linked sequence, of ever increasing scope, from

<sup>2</sup> This Figure is taken from the EC (DG Enlargement): 'IPA Programming Guide Volume I for Components I and II'.



individual projects in the annual programmes to the priorities and strategic objectives contained in MIPDs, i.e. following the hierarchy of programming documents as shown below.



For projects, objectives are formulated at two hierarchical levels, namely the overall objective level and the project purpose level (equivalent to specific objectives). Since the overall objective is the higher of the two, it is expected to show clear linkage to one, or more, MIPD objectives/priorities and therefore to be beyond the scope of any one project. By contrast the project purpose is expected to have a narrower scope since it is defined as being a specific objective focussed on the core problem addressed by the project. The IPA Programming Guide<sup>3</sup> lists the key diagnostic characteristics of objectives at the overall objective & project purpose levels in the intervention logic, these are shown in Table 1, below.

**Table 1 Key Diagnostic Characteristics of the Overall Objective and Project Purpose Levels**

Objective Level	Characteristics
Overall Objective	<ul style="list-style-type: none"> <li>☑ There can only be one. This describes the anticipated mid- to long-term benefits to the beneficiaries and beyond.</li> <li>☑ It cannot be achieved by any single project</li> <li>☑ If it is equated with the fulfilment of the Copenhagen Criteria / SAA obligations or closure of an <i>acquis</i> chapter then the assumptions must include additional actions which need to be completed</li> </ul>
Project Purpose	<ul style="list-style-type: none"> <li>☑ It is the single central (specific) objective which, once achieved, will produce immediate benefits for the beneficiaries.</li> <li>☑ It reflects the core problem identified in the problem analysis</li> <li>☑ There should only be one. If there are more than one then, either there is an overlap with results or the project is too ambitious</li> <li>☑ There should be assumptions at this level, if there are none it is likely that the project is not ambitious enough</li> <li>☑ If the assumptions are met and the purpose is achieved there should be some noticeable contribution towards achieving the overall objective.</li> </ul>

In answer to Q.1, and on the basis of the above information, the quality of IPA programming objectives is assessed using the following four criteria:

1. Linkage (L)  
The extent to which objectives are correctly positioned within the hierarchy of objectives e.g. does the achievement of a project purpose or an MIPD priority make a clear and detectable contribution towards achieving an overall objective (project) or strategic objective (MIPD)?
2. Aim (A)  
The extent to which objectives give direction and are appropriately scoped and focussed in relation to their position within the hierarchy of objectives e.g. the scope of an overall objective for an individual project should be narrower than that for the MIPD priority to which it contributes; however the direction of travel towards the highest objective(s) should be clear throughout the objectives hierarchy.
3. Achievability (A)  
The likelihood that an objective will be achieved within a mid-term perspective, say within the 6 year span of the EU budget cycle (the current budget being 2007-13) given: (i) its position in the programming hierarchy; (ii) the assumptions made at the preceding level within the

<sup>3</sup> IPA Programming Guide, Volume 1, for Component I (Technical Assistance & Institution Building) & Component II (Cross Border Cooperation). Annex 17: Guidance on preparing a standard logical framework for an IPA project fiche. (31/03/08)

objectives hierarchy (e.g. for an overall objective the assumptions made at the purpose level);  
(iii) allocated financial resources.

#### 4. Measurability (M)

The extent to which the achievement of an objective could be measured (i.e. its potential for measurability) using SMART indicators. The quality assessment of indicators has been addressed separately, see findings for Q.8 below.

Two indicators were identified for assessing the quality of objectives, these are: (i) % objectives which conform to the LAAM criteria (for findings on both MIPDs and national programmes); (ii) extent to which objectives provide consistent planning direction (for findings on MIPD objectives and priorities).

#### *Quality of MIPD Objectives*

Each MIPD defines the strategic objectives for IPA assistance in the three year planning period it covers. According to EC guidelines, national MIPD strategic objectives should integrate the analyses and assessments made by higher programming documents and tailor them to the specific needs of that country.

In the case of Albania, the MIPD strategic objectives should be derived from '*...a consolidated operational assessment of the challenges, needs & relative importance of priorities as translated from*<sup>4</sup>':

- the Stability & Association Agreement (SAA)
- the European Partnership,
- EU Enlargement Strategy / Regular Reports,
- the National Strategy for Development and Integration (NSDI)
- the National Plan for the Implementation of the SAA (NPISAA)
- national and sectoral strategies

In the planning process underlying the MIPDs, strategic objectives which are necessarily wide are made operational by making strategic choices and identifying priorities / objectives for specific actions over the three year period covered. It should be noted that there is a change in the terminology used in the three MIPDs examined; the 2007-9 MIPD identifies *priorities* below the level of strategic objective, whereas the 2008-10 and 2009-11 MIPDs refer to *objectives* at this level<sup>5</sup>. To avoid confusion, the term *priority objective* is used in the analysis described below.

The hierarchy of MIPDs reflects that of individual projects, described above, with MIPD strategic objectives and priority objectives being equivalent to project overall and specific objectives (project purpose level). Just as in projects, the scope of the higher strategic objectives is beyond that of individual priority objectives, meaning that all priority objectives must be addressed before they can be achieved. In addition, strategic objectives are not expected to be met within the life time of the MIPD and are intended to provide an overall and consistent direction for the use of IPA assistance. By contrast, priority objectives describe specific targets which are expected to be met within the three year planning period.

The strategic objectives in the MIPDs 2007-9, 2008-10, 2009-11 are essentially the same and can be stated as: '*To support Albania move towards EU membership*', see Box 1 below). The MIPD 2007-9 is based on the 2007 Progress Report and Albania's obligations under the SAA (signed in 2006), it concludes that this strategic objective is best achieved by focussing IPA assistance on (i) improving governance and the rule of law; (ii) supporting economic development and social cohesion; (iii) supporting the adoption of the *acquis*. This gives rise to three priority axes in IPA-TAIB for the 2007-9 programming period, these are: (1) Political Requirements; (2) Economic Requirements; (3) European Standards.

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<sup>4</sup> IPA Programming Guide, Volume 1, for Component I (Technical Assistance & Institution Building) and Component II (Cross Border Cooperation). Annex 4: IPA planning guidelines on MIPD, outline structure of MIPD. (31/03/08)

<sup>5</sup> For the upcoming 2011-13 period it has been proposed to make the distinction between priorities and objectives clearer, with objectives coming after priorities and being, by definition, measurable.

The European Partnership (EP) for Albania was adopted in February 2008 and accordingly the MIPDs 2008-10 and 2009-11 include additional considerations of how EP priorities will be achieved. The strategic objectives are identical in all three MIPDs but in the light of the adoption of the EP, from 2008 IPA-TAIB priority axes reflect the Copenhagen accession criteria, namely: (1) Political Criteria; (2) Socio-Economic Criteria; (3) Ability to Assume the Obligations of Membership. All MIPD strategic objectives also include the development of ties / cross-border cooperation with neighbouring countries and the integration of important 5 cross-cutting themes into IPA assistance (see Box 1).

Whilst all three MIPDs point out that, in line with the Enlargement Strategy, there will a continued focus on meeting political criteria, the MIPD 2009-11 states that more emphasis will be laid on developing infrastructure in order to help counterbalance the effects of the financial crisis. In addition, IPA assistance will support the protection of cultural heritage, in line with the Council of Europe's 'Ljubljana Process'. This support will fall under priority axis 2 (Socio-Economic Criteria) as the approach is to combine renovation of valuable sites with wider socio-economic improvement of areas in relation to tourism, infrastructure and SME development.

**□ Findings:**

The direction and scope of IPA strategic programming has been clear and consistent over the whole period covered by the three MIPDs. Throughout this period there have been three strategic priority axes for IPA-TAIB programming, these were re-orientated in the MIPDs 2008-10, 2009-11, following the adoption of the EP, to indicate a clearer accession focus for IPA assistance.

**Box 1 MIPD Strategic Objectives**

<b>MIPD 2007-9</b>
To support Albania in moving towards membership of the EU. IPA will support Albania in the following:
<ol style="list-style-type: none"> <li>1. Improving governance and the rule of law, particularly in the public administration, judiciary and police</li> <li>2. Supporting economic development and enhancing social cohesion</li> <li>3. Adopting the <i>acquis</i> &amp; building capacity for transposing, implementing and enforcing the <i>acquis</i></li> <li>4. Strengthening ties with neighbouring countries and EU Member States</li> <li>5. Integrating cross-cutting issues (i) civil society; (ii) Environmental Impact Assessment; (iii) equal opportunities and non-discrimination; (iv) concerns of minorities and vulnerable groups; (v) good governance particularly in relation to the fight against corruption.</li> </ol>
<b>MIPDs 2008-10; 2009-11</b>
To support Albania in moving towards membership of the EU: IPA will support Albania in the following:
<ol style="list-style-type: none"> <li>1. Focussing on institution building and meeting the political criteria</li> <li>2. Addressing the economic criteria</li> <li>3. Supporting the ability to assume the obligations of membership</li> <li>4. Promoting cross-border cooperation</li> <li>5. Addressing the requirements of the SAA</li> <li>6. Ensuring the continuity of EU assistance from previous CARDS programmes</li> <li>7. Integrating cross-cutting issues: (i) participation of civil society; (ii) Environmental Impact Assessment; (iii) non-discrimination; (iv) equality between men and women; (v) impact on minorities and vulnerable groups; (vi) fight against corruption and good governance</li> </ol>

In all, the three MIPDs identify 33 priority objectives for IPA-TAIB programming, the distribution of these according to priority axis is shown in Table 2 below, MIPD strategic and priority objectives are listed in Annex 1.1. Table 2 shows that there is a marked increase in the number of priority objectives from 2008 onwards. In part this is due to filling obvious gaps, e.g. under priority axis (1), objectives on combating corruption and fraud are added from 2008 onwards. Similarly, under priority axis (2) objectives on SMEs, regional development and financial supervision of banks are added. Overall the

number of priority objectives in axis (2) only increases by two since the previous (2007-9) objective on corporate governance is incorporated into the 2008-10 objective on macro-economic stabilisation.

**Table 2 MIPD Priorities for IPA-TAIB Assistance**

Priority Axis	MIPD 2007-9	MIPD 2008-10	MIPD 2009-11
	Number of Priority Objectives		
(1) Political Requirements / Criteria	7	9	9
(2) Economic requirements / Criteria	6	8	8
(3) European Standards / Obligations of Membership	3	16	16
<b>Totals</b>	<b>16</b>	<b>33</b>	<b>33</b>

The largest increase in priority objectives is under axis (3) and seemingly reflects a re-analysis of the MIPD strategic objective in the light of adopting the EP. In the 2007-9 MIPD, two of the three priority objectives under European Standards are focused on capacity building and strategy development and the remaining objective addresses SAA obligations on border controls, visas, asylum /migration and organised crime. From 2008 onwards capacity building and strategy development, with the exception of law enforcement agencies, cease to be separate priority objectives and are cross-cutting to all of them; an additional 14 sector priority objectives, ranging from metrology to data protection, are added under axis (3), see Table 3, below.

Over a third (12/33) of MIPD priorities show annual revisions, these are distributed equally among the three priority axes (4 per axis). Priorities have been revised either by increasing their scope (by adding extra tasks) or by updating them (e.g. new treaties are added, tasks are revised on the basis of ongoing activities). Of the 12 revised priorities over half (7/12) have their scope increased and in most cases, significantly so. For example, under priority axis (1) the priority *'supporting the political system in order to improve the electoral system and parliament'* in the MIPD 2007-9 has *'support to civil registrar, address system and population census'* added to it in the MIPD 2008-10 (Axis (1), priority objective 1, Annex 1.1). Similarly, the MIPD 2008-10 priority supporting education reform and VET has reform of research policy and participation in EU 7<sup>th</sup> FW RTD Programme added to it in the MIPD 2009-11 (Axis (2), priority objective 7, Annex 1.1).

**Table 3 Priority Objectives under Axis (3) in MIPDs 2007-9 and 2008-10**

Priority objectives MIPD 2007-9	Sectors covered by priority objectives MIPD 2008-10
1. Support to the establishment and capacity building of institutions for the implementation of national sector policies and verification of their EU compatibility.	1. Metrology
2. Support for the development of sector strategies and EU compatible regulatory framework	2. Market surveillance
3. Support to IBM reform, fight against organised crime, visa, asylum and migration policies	3. Taxation
	4. Competition
	5. Public procurement
	6. Intellectual property rights
	7. Food safety (veterinary and phytosanitary inspection)
	8. Agriculture
	9. Environment
	10. Transport
	11. Energy
	12. Telecommunications
	13. Statistics

Priority objectives MIPD 2007-9	Sectors covered by priority objectives MIPD 2008-10
	14. IBM reform, fight against organised crime, visa, asylum and migration policies
	15. Strengthen law enforcement agencies
	16. Data protection

**Findings:**

The policy and sector focus for IPA-TAIB programming expanded considerably over the period covered by the three MIPDs, this is evident from an increase in the number and scope of priority objectives. The great majority of this expansion occurs in the MIPD 2008-10 under priority axis (3). It can be noted here that consistency in programming priorities is important because it is a necessary precondition for achieving impact against strategic objectives.

The quality of the intervention logic used in the MIPDs was assessed using the four assessment criteria explained above (i.e. linkage, aim, achievability and measurability). The analysis is based on the strategic objectives and 33 IPA-TAIB priority objectives covered by the three MIPDs and is given in Annex 1.1. The results are summarised in Table 4, below.

**Table 4 Assessment of IPA-TAIB Priority Objectives MIPDs 2007-9, 2008-10, 2009-11**

No. Positive Assessments /Priority Objective (Max=4)	No. of Priority Objectives /Frequency of Positive Assessments		
	MIPD 2007-9	MIPD 2008-10	MIPD 2009-11
0	1	0	0
1	1	0	0
2	7	2	2
3	3	6	4
4	4 (25%)	25 (76%)	27 (82%)

**Findings:**

- Only one quarter (4/16) of the priority objectives in the MIPD 2007-9 were assessed positively on all four assessment criteria; however this proportion increases sharply in the subsequent 2008-10 and 2009-11 MIPDs (76% and 82% respectively).
- In the 2007-9 MIPD the two most frequent reasons for negative assessments were: (i) lack of focus (10/16) and (ii) poor measurability (6/16). In the subsequent 2008-10 and 2009-11 MIPDS the most frequent reason for negative assessments was lack of focus (4/33). Priority objectives assessed negatively on the 'aim' criterion were judged to be too wide in their scope to provide programming direction and/ or too diffuse to achieve impacts against strategic objectives.

In general, the measurability of an objective is strongly influenced by its scope, as scope widens objectives become less coherent and it becomes more difficult to identify single indicators reflecting the state of the whole objective. Consequently an increasing number of specific indicators are needed to monitor the achievement of objectives as their scope grows. An example of such a broadly scoped priority objective is given in Box 2, below.

## Box 2 Example of Broadly Scoped MIPD Priority Objective

### MIPD 2008-10 Priority Axis (3) Ability to Assume the Obligations of Membership

To support alignment to agricultural *acquis* to increase economic growth by developing the agricultural and rural development sector and institutional capacity building to prepare sector to absorb pre-accession funds and to increase competitiveness of agriculture and agro-food chain and to improve availability of statistics.

#### Quality of National Programme Objectives

The majority (43/46) of IPA-TAIB project fiches were analysed and their overall objectives and project purposes were assessed using the LAAM criteria. Individual assessment grids for each project assessed are given in Annex 1.2. Tables 5 and 6 below, show a summary of the assessments made.

**Table 5: Assessment of Overall Objectives in IPA-TAIB National Programmes, 2007-9**

No. Positive Assessments /Overall Objective (Max=4)	No. of Overall Objectives /Frequency of Positive Assessments		
	2007	2008	2009
4	0	13 (65%)	13 (81%)
3	1	5	3
2	1	2	0
1	4	0	0
0	1	0	0

**Table 6: Assessment of Project Purposes in IPA-TAIB National Programmes, 2007-9**

No. Positive Assessments /Purpose (Max=4)	No. of Project Purposes /frequency of Positive Assessments		
	2007	2008	2009
4	2 (29%)	12 (60%)	11 (69%)
3	4	7	5
2	1	1	0
1	0	0	0

#### □ Findings:

The majority of overall objectives (26/43=60%) and project purposes (25/43=58%) were assessed positively on all four assessment criteria. There has been a marked improvement since 2007 when none of the overall objectives and just two out of 7 project purposes were assessed positively. This is most clearly seen in the overall objectives which show a steady improvement in quality so that by 2009 over 80% achieve totally positive assessments (Table 5).

Table 7 below, shows that the most frequent reason for overall objectives and purposes receiving negative assessments is that they fail the 'aim' criterion (24/51=47%) being either too wide in scope or too diffuse for projects to achieve impacts.

**Table 7 Reasons for Negative Assessments of Overall Objectives**

No. of overall objectives and purposes	Distribution of Negative Assessments per Assessment Criterion				Total No. of Negative Assessments
	Linkage	Aim	Achievability	Measurability	
86	17	24 (47%)	7	3	51

### 2.1.3 Analysis of Indicators

*Q.8/Programming*

**To what extent programming include SMART indicators to measure progress towards achievement of objectives?**

#### *Judgement Criteria and Indicators*

Indicators provide specific information on the state, level or condition of something. In the context of IPA-TAIB programming, indicators are used to provide information at four levels in the intervention logic: i.e. at the level of: (i) MIPD priority objectives; (ii) project overall objectives; (iii) project purposes; (iv) project results. The main function of indicators is to provide information which can be used to monitor the progress (results level); effectiveness (purpose level) and impact (objectives level) of projects and programmes. In answer to Q.8 the quality of IPA programming indicators were assessed using the SMART criteria which are widely used to assess the quality (and therefore usefulness) of indicators. Indicators are judged to be of acceptable quality if they are: (i) Specific (i.e. closely linked to, and influenced by, what they are trying to measure); (ii) Measurable (i.e. variables which can be objectively assessed and numerically expressed); (iii) Available (i.e. already exist or can be collected at reasonable cost and effort); (iv) Relevant (i.e. related to the core problems / issues / needs addressed by the intervention); (v) Time-bound (i.e. give information about what will be achieved by an intervention within a fixed time period or by a given date). Therefore, the indicator identified in relation to Q.8 is: % of indicators in IPA programming documents which are SMART

#### *MIPD Indicators*

MIPD indicators are given at the results level and each MIPD identifies the results to be achieved for each priority axis within the three year period it covers. Since 2008, the Albanian MIPDs have also included indicators; however, these are not separately listed. In all, the MIPDs 2007-9, 2008-10, 2009-11 list 106 results, these are listed in Annex 2.1. Whilst the MIPDs neither specifically identify indicators nor list them separately, it is nonetheless possible, in some cases, to derive them from the way in which results have been formulated. In this way 32 results with clearly associated indicators are identified, these are shown in Annex 2.1.

All identified indicators are assessed as being SMART given that: (i) indicators are specifically derived from individual results and are thus specific and relevant to those results; (ii) all are measurable and (ii) all are time-bound by the three year duration of the MIPDs. The distribution of MIPD results in relation to priority axes and derived indicators is shown in Table 8, below.

**Table 8 Results and Indicators Albania MIPDs 2007-9, 2008-10, 2009-11**

Priority Axis	Number of Priority Objectives	Number of Results	Number of Indicators
<i>MIPD 2007-9</i>			
(1) Political requirements	7	20	3
(2) Economic requirements	6	16	0
(3) European standards	3	23	1
<b>Totals</b>	<b>16</b>	<b>59</b>	<b>4</b>
<i>MIPD 2008-10</i>			
(1) Political criteria	9	32	10
(2) Economic criteria	8	23	7
(3) Obligations of Membership	16	48	15
<b>Totals</b>	<b>33</b>	<b>103</b>	<b>32</b>
<i>MIPD 2009-11</i>			
(1) Political criteria	9	31	9
(2) Economic criteria	8	26	7
(3) Obligations of	16	49	15

Priority Axis	Number of Priority Objectives	Number of Results	Number of Indicators
Membership			
<b>Totals</b>	<b>33</b>	<b>106</b>	<b>31</b>

□ **Findings:**

1. The MIPDs do not clearly identify indicators and therefore it has been necessary to derive them. In principle, each result should have a specific indicator, however, Table 8 shows that the majority of results (64/106=60%) lack indicators. The situation has shown improvement since the 2007-9 MIPD in which only 4 indicators can be derived for 59 results, by comparison the 2008-10 MIPD has 32 indicators per 103 results.
2. In answer to Q.8, all MIPD indicators are SMART but only in the narrow sense defined above, i.e. they are SMART in relation to individual results. However, priority objectives usually cover a large number and wide range of results and there are clearly too few indicators to monitor the achievement of these. Many key results have no indicators. For example, the three priority objectives under European Standards in the 2007-9 MIPD cover 23 results only one of which has an associated indicator (Table 8).

*Annual Programme Indicators*

IPA-TAIB annual programme indicators are formulated at the project level and defined in the logical frameworks annexed to project fiches. Accordingly, the majority (44) of logical frameworks prepared for the 2007-9 programmes were analysed and their indicators were assessed using the SMART criteria. The assessments carried out are presented in Annex 2.2, a summary of the results is shown below in Table 9.

**Table 9 SMART Assessments of IPA-TAIB Annual Programme Indicators**

Level in logical framework	Frequency of positive SMART assessments (max. score=5)					
	5	4	3	2	1	0
<i>Annual Programme 2007</i>						
Overall Objectives	0	5	0	1	0	1
Project Purposes	0	4	1	0	0	2
Results	0	5	1	0	0	1
<b>Totals 2007</b>	<b>0</b>	<b>14</b>	<b>2</b>	<b>1</b>	<b>0</b>	<b>4</b>
<i>Annual Programme 2008</i>						
Overall Objectives	0	8	2	5	0	5
Project Purposes	3	7	4	5	0	2
Results	4	14	2	2	0	0
<b>Totals 2008</b>	<b>7 (11%)</b>	<b>29</b>	<b>8</b>	<b>12</b>	<b>0</b>	<b>7</b>
<i>Annual Programme 2009</i>						
Overall Objectives	1	8	0	4	0	3
Project Purposes	2	9	1	2	0	2
Results	2	12	1	1	0	0
<b>Totals 2009</b>	<b>5 (10%)</b>	<b>29</b>	<b>2</b>	<b>7</b>	<b>0</b>	<b>5</b>

□ **Findings:**

1. In answer to Q.8, few indicators (12/132=9%) scored positively on all 5 assessment criteria and can therefore be described as SMART.
2. The main reason that so many were assessed as not being SMART is that they were not time-bound (120/132=91%). However, the time-bound criterion might be considered as being not being applicable for results and project purposes since by definition these should occur within the project's lifetime (results) or immediately on project completion (purpose) and are, in this sense, all time-bound. On the basis that the time-bound criterion is automatically fulfilled by all results and purposes the



proportion of SMART indicators for the 2008 & 2009 programmes increases markedly to 57% and 71% respectively.

- The second and third most frequent reasons for negative assessment were lack of specificity (35 out of 85 negative assessments) and lack of measurability (32/85).

#### 2.1.4 Financial Resources

##### *Q.3/Programming*

**To what extent are annual IPA component I allocations (MIFFs) adequate in relation to the strategic objectives of the MIPDs?**

##### *Judgement Criteria and Indicators*

Judgements on financial allocations are based on an analysis of national funding allocations made in MIFFs and MIPDs, national programme allocations for priority axes and national programme allocations to sectors. The following indicators are identified in relation to Q.3: (i) % concordance between the following: MIFF national allocations for IPA-TAIB and MIPD financial allocations per main areas of intervention; (ii) annual TAIB programme financial allocations per priority programming axis.

##### *Resources at the Programme Level*

The MIFF is multiannual planning document which provides the budgetary framework within which MIPD priority objectives and programmes are developed. The MIPD financial allocations should therefore mirror those planned in the MIFF. The annual budgetary allocations for IPA-TAIB assistance in Albania are shown in Table 10, below. Table 10 shows that three MIFFs cover the period under evaluation (i.e. 2007-9), the first of these being the 2008-10 MIFF. The allocations for 2007 are not covered by the first MIFF for IPA due to delays<sup>6</sup> in its preparation, the indicative allocation made in the 2007-9 MIPD is based on the EC's preliminary draft budget for 2007. Table 10 indicates that overall, MIPD budgetary allocations mirror, almost exactly, those in the MIFFs.

**Table 10 IPA-TAIB Financial Allocations in MIFFs and Corresponding MIPDs**

*(budgets in M€)*

2007*	2008	2009	2010	2011	2012	2013
	<b>MIFF 2008-10</b>					
54.3	61.1	70.9	82.7			
	<b>MIFF 2009-11</b>					
		71.4	82.7	84.3		
	<b>MIFF 2010-12</b>					
			82.7	84.3	85.9	
	<b>MIFF 2011-13</b>					
				84.3	85.9	87.4
<b>MIPD 2007-09</b>						
54.3	61.1	70.9				
	<b>MIPD 2008-10</b>					
	61.1	70.9	82.7			
	<b>MIPD 2009-2011</b>					
		70.9	82.7	84.3		
	<b>MIPD 2011-2013</b>					
				<i>Under Preparation</i>		
<b>Actual Annual Programme Budgets 2007-9</b>						
49.3	60.9	69.9				

<sup>6</sup> It was not possible to present a MIFF for 2007-9 because of the Council's delay in agreeing the Financial Framework for 2007-13.

The MIPDs introduce some limited budgetary flexibility because (in order to establish balanced programmes) they establish normative ranges for dividing the annual budgets between the three main priority axes for IPA-TAIB. This flexibility allows financial resources to be focussed (within the limits set) on high priority objectives by, for example, maximising allocations to a selected axis in successive annual programmes. The ranges in budgetary allocations per priority axis, as given in the three Albanian MIPDs, are compared with actual annual programmes allocations in Table 11, below.

**Table 11 MIPD Ranges in Budgetary Allocations and Actual Budgets per Priority Axis**

Priority Axes	2007		2008		2009	
	MIPD 2007-9	Annual Programme	MIPD 2008-10	Annual Programme	MIPD 2009-11	Annual Programme
Axis 1: Political Criteria	25-30%	34%	30-35%	31%	30-35%	31%
Axis 2: Economic and Social Criteria	25-30%	7%	20-25%	26%	20-25%	21%
Axis 3: Obligations for Membership	50-60%	60%	40-50%	40%	40-50%	45%
Axis 4: Community Programmes				2%		3%
Total Allocation (M€)	54.3	49.3	61.1	60.9	70.9	69.9

It is clear, from Table 11 that in the 2007 programme, projects under axes 1 and 3 were prioritised (receiving 94% of programme funds) at the expense of economic and social development projects (7% of programme). However, this does not represent budgetary focussing, as described above, but rather that the relatively smaller 2007 budget is distorted by two large infrastructure projects<sup>7</sup> (one in each axis). In fact since 2007, allocations to axis 2 increase steeply from 7% to 26% and 21% in 2008 and 2009 respectively.

The analysis of objectives (Section 2.1.2) shows that in practice categorising projects by priority axis is not always clear cut. This is because some projects address several MIPD priority objectives which may not be in the same axis. The observed distributions of projects per priority axes in each annual programme reflect the judgements made during programming on which of the priority objectives proposed projects would have the greatest impact on. Table 12 below, shows three examples where it is difficult to categorise projects by priority axis. In two of these the project objectives can be linked to two separate MIPD objectives. The IPA 2008 project supporting public procurement is funded under axis 1 and can be linked to one of the priority objectives in this axis, namely support to auditing and DIS establishment. However, this project also has a clear link to the axis 3 objective supporting the Public Procurement Agency and could equally well be categorised under axis 3 (Table 12). In a similar way, the IPA 2009 project supporting the building of e-government infrastructure is under axis 3 of the annual programme, linked to the priority objective on improving data protection, but can equally be well be linked to the axis 1 objective which directly supports the development of e-government. The examples shown in Table 12 are two of four projects which were found to have alternative priority axis categorisations; these are indicated in Annex 1.2).

In the same way, projects often address more than one sector which makes it difficult to assess IPA-TAIB financial allocations per sector. The budget sections and procurement plans in all 2007-9 project fiches were examined and, in each case, an assessment was made of how the project funds would be distributed between 18 sectors. These sectors and the results of the analysis are shown in are shown in Table 13, below.

<sup>7</sup> IPA 2007: Axis 1 - Support to the Penitentiary Infrastructure (Euro 10M); Axis 3 - Improvement of Water Supply and Sewerage Systems in Albania (Euro 24M)

In answering Q.3, Table 13 shows that three sectors have been consistently funded over 2007-9, these are: (i) *Rule of law*; (ii) *Public administration*; (iii) *Environment*. Given this relative concentration of resources, it is probable that priority objectives in these sectors will have the greatest chance of being achieved. However, other accession-significant priority objectives such as the *Fight against Organised Crime* have received many fewer funds. This imbalance in funding distribution may reflect the fact that one of the three supported sectors, namely Environment, includes investment-heavy infrastructure such as building water supply systems which absorb a high proportion of the funds allocated to axis 3.

**Table 12 Examples of Alternative Categorisations of Projects by Priority Axis**

Projects	Project Objectives	Matching MIPD Priority Objective	
		Annual Programme	Alternative
<u>IPA 2008</u> Support for the strengthening of public procurement, concessions and public auctions systems  (1.50 M€)	To contribute to improvements in the effectiveness, efficiency and transparency of public procurement, concession and public auctions	<u>Axis 1</u> To support the establishment of internal audit functions & inspection services to combat fraud; strengthen the Supreme Audit Institute. Support to establish the institutions & structures for the decentralised management of EU funds.	<u>Axis 3</u> To strengthen the administrative capacity of the Public Procurement Agency, public procurement entities in line ministries & other institutions dealing with public procurement.
<u>IPA 2009</u> Building an e-government infrastructure that is in line with EU personal data protection standards (4.00M€)	To build e-government infrastructure that improves the efficiency and transparency of public administration whilst ensuring personal data protection in line with EU standards.	Axis 3 To improve data protection and strengthen administrative capacities.	<u>Axis 1</u> To support the implementation of the current reform of the public administration, including e-government; strengthening of European integration structures and prepare for DIS; support for the customs service.

**Table 13 IPA-TAIB Allocations per Sector**

(This analysis excludes axis 4 projects supporting participation in Community programmes and agencies)

	Sector	IPA 2007	%	IPA 2008	%	IPA 2009	%
<b>Axis 1: Political Criteria</b>							
1	Rule of Law and Judicial Reform	15,518,790	82%	11,500,000	53%	9,470,000	27%
2	Public Administration*	3,500,000	18%	7,955,470	37%	22,322,000	64%
3	Fight against Corruption			2,130,000	10%		
4	Fight against Organised Crime					1,500,000	4%
5	Civil Society / Human Rights/Minorities					1,630,000	5%
	<b>Total</b>	<b>19,018,790</b>	<b>100%</b>	<b>21,585,470</b>	<b>100%</b>	<b>34,922,000</b>	<b>100%</b>
<b>Axis 2: Socio-economic Criteria</b>							
6	Economic Infrastructure	3,400,000	100%				

	Sector	IPA 2007	%	IPA 2008	%	IPA 2009	%
7	Regional Development			10,017,000	56%	56,220,000	100%
8	Property Ownership						
9	Labour Market and Education			8,000,000	44%		
	<b>Total</b>	<b>3,400,000</b>	<b>100%</b>	<b>18,017,000</b>	<b>100%</b>	<b>56,220,000</b>	<b>100%</b>
<b>Axis 3: Obligations for Membership</b>							
10	Agriculture / Food			9,527,000	35%	3,500,000	6%
11	Environment	25,500,000	90%	2,000,000	7%	48,970,000	83%
12	Energy						
13	Transport			7,100,000	26%		
14	Internal Market			3,540,000	13%	1,100,000	2%
15	JHA					5,200,000	9%
16	Fisheries			2,000,000	7%		
17	Statistics	2,850,000	10%				
18	Metrology			3,400,000	12%		
	<b>Total</b>	<b>28,350,000</b>	<b>100%</b>	<b>27,567,000</b>	<b>100%</b>	<b>58,770,000</b>	<b>100%</b>

□ **Findings:**

1. There is a high level of concordance between MIFF, MIPD financial allocations and annual programme budgets. The MIPD allocations almost exactly mirror those in the MIFF, whilst the 2007, 2008, 2009 programmes are 90%, 99%, 98% respectively of MIPD allocations.
2. The budgetary allocation between priority axes in the 2007 programme deviates from the normative range in the 2007-9 MIPD in that only 7% of programme funds are allocated to axis 2 (as compared to 25-30% in the MIPD). However, allocations to axis 2 increase in subsequent programmes (26% in 2008 and 21% in 2009). In each annual programme (including 2007) the largest financial allocations are made to axis 3, an average of 48% over the three programmes.
3. The distribution of programme funds across priority axes depends on how projects are classified according to axis. This is not always clear as the examples of the IPA 2008 project on public procurement and IPA 2009 project on e-government show. Judgements on project classification by priority axis will affect the balance, effectiveness and, therefore, eventual impact of programmes and should be an important consideration when preparing annual IPA-TAIB programmes.
4. Three sectors are identified which have received continuous support over the 2007-9 programming period these are: (i) *Rule of law*; (ii) *Public administration*; (iii) *Environment*. These sectors received 14%, 11% and 28%, respectively of 2007-9 programme funds; the largest single allocation is made to the environment sector since it covers a large element of infrastructure development. Collectively these three sectors account for 53% of total available annual programme funds.
5. Given this relative concentration of resources, it is probable that the results of the projects funded in these sectors will make significant contributions towards achieving the MIPD priority objectives linked to these sectors. In the 2009-11 MIPD, these are: axis 1 priorities 1 and 3 (judicial reform /penitentiary infrastructure and public administration reform) and axis 3 priorities 1 (environmental hotspots /water infrastructure). These priority objectives are described in Annex 1.1.
6. Achieving these priority objectives will, in turn, contribute towards the achievement of the MIPD strategic objectives. However, it should be noted that (i) the sectors listed above only contribute to three out of 33 priority objectives; and (ii) certain key sectors which are highly relevant to the EU integration process such as the *Fight against Organised Crime* and *Corruption* have received far fewer funds raising the possibility that MIFF allocations to axis 1 may not be adequate to meet needs in these areas.

It should be noted that, at the programme level, budgets established in the MIFFs are not based on the actual costs of accession in each country, since these are beyond the budget of any single assistance programme, including IPA. Given that the strategic objectives identified in MIPDs are based on European Partnership priorities and regular EC Progress Reports they capture the great majority of Albania's EU accession needs. It follows that MIFF allocations are neither intended to, nor capable of, funding the achievement of MIPD objectives. However, MIPDs are documents for planning IPA assistance and as such should define objectives which can be achieved with available funds. It follows that IPA funds are expected to make a significant contribution towards achieving MIPD priority objectives.

*Q.2/Programming*

**To what extent planning and programming provide adequate assessment of needs (both financial and time) to meet all accession requirements / strategic objectives?**

*Judgement Criteria and Indicators*

Q.2 can be reformulated as: *Is IPA programming based on the estimated costs of meeting accession requirements in Albania and to what extent are the national allocations of IPA funds responsive to those needs?* In principle, the main criterion for answering Q.2 is the extent to which IPA funding reflects the government's cost estimates for implementing the Albanian National Strategy for Development and Integration 2007-13 (NSDI) which is the main government strategy for meeting accession requirements. Given that the costs of Albania's accession will require large investments which cannot be met by IPA alone, an assessment of how responsive IPA programming is to financial needs can be made by the extent to which the government uses its own resources in co-financing to leverage IPA funds for national investments. National allocations are based on annual programme budgets which in turn are based on project budgets. The third judgement criterion is the extent to which individual project budgets are realistic and based on an assessment of financial needs. The extent to which programming is based on an adequate assessment of time needs can be judged from a comparison of the planned and actual procurement dates for programme funds. The following indicators are identified in relation to answering Q.2: (i) correlation between IPA financial allocations and EPAP cost estimates per sector for achieving accession objectives; (ii) co-financing rates /annual programme; (iii) % project /programme budget requests based on itemised cost estimates; (iv) % of planned procurement dates met.

*Programme and Project Budgets*

At the strategic level, the financial needs of EU integration have been assessed by the Albanian government in the NSDI. The estimated total cost of implementing the NSDI over the period 2011-13 is 327.1 bn Lek (26 bn€), this total is based on cost estimations for each sector covered by the NSDI. This financial analysis shows that the greatest needs for resources are in: transport and water infrastructure (18.2% of total integration cost); education (18%); labour and social protection (8.8%); and the sectors associated with democratisation and the rule of law (8%). The NSDI thus provides a basis for assessing the actual costs of meeting MIPD objectives. However, this would require independent, expert, verification of the sectoral cost estimates and is beyond the scope of the current evaluation. Regardless of this, and as pointed out above, it is clear that costs of meeting Albania's accession requirements are greatly in excess of the funds available under IPA and that the challenge for programmers is to focus funds on well-targeted and well-prepared interventions.

In order to judge whether individual project budgets are based on an analysis of financial needs, all 2007-9 project fiches were examined with the intention of recalculating project budgets on the basis of inherent cost items and thereby assess whether project budgets are realistic. For service-based projects it was possible to independently verify budgets by making estimates of time inputs and numbers of experts required based on the description of proposed services. Cost estimates made in this way are of necessity approximate since few project fiches contain sufficiently detailed information which needed for greater accuracy. However, in all cases where such information exists our finding is that costs and budgets have been realistically assessed and that they reflect market rates for service contracts (fees, travel, expenses etc.). It is much more difficult to estimate the costs of supplies and works since project fiches contain none, or few, of the technical details needed for making cost estimations (market surveys of equipment, technical specifications etc). Whilst there are benchmark costs for types of construction (e.g. for wastewater treatment plants above and below 80,000

inhabitants) these are greatly affected by site-specific factors such as underlying geology and hydrology and cannot be applied globally. This means that realistic costs for investment projects can only be assessed on a case-by-case approach. Ultimately, project budgets can only be verified with confidence on the basis of procurement documentation (terms of reference, technical specifications) and supporting documents such as feasibility studies<sup>8</sup>.

#### Co-financing

The IPA Regulation (Article 67) lays down the need for co-financing and clearly stipulates the cases when the IPA contribution can be 100% (in case of centralised or joint management for institutional building) and up to 75% in case of investment operations, with exceptional cases and justified cases when it can exceed 75%. Neither the IPA Regulation nor the IPA Implementing Regulation make strict provisions for the amount of co-financing required for each type of project, however, EC-HQ guidelines IPA 2009 programming suggest the following co-financing rates: 5% for Twinning; 10% for institutional building service and equipment supply (projects, as well as such within sector Justice and Home Affairs); 25% for infrastructure works projects.

Co-financing rates for the 2007-9 annual programmes are shown in Table 14, below. In general, co-financing is low for the 2007 and 2008 programmes, with overall co-financing rates of 3% and 9% respectively. In the 2007 programme only one out of a total four investment projects has co-financing; however this is at the rate of 6% which is below the 15% threshold set by the Regulation. There are a total of 12 investment projects in the 2008 programme of which 7 are co-financed; co-financing rates range from 10-22% with an average of 15%. There is a large increase in co-financing in the 2009 programme which has an overall co-financing rate of 53%. This programme has a total of 8 investment projects, of which 7 are co-financed; co-financing rates range from 2-53% with an average rate of 33%, i.e. over twice the 15% threshold. In large part the increase in co-financing in 2009 is due to two projects ('*Secondary and local roads*'; and '*Water and sewerage systems*') with co-financing rates of 82% and 53% respectively. Most of this co-financing will be provided by loans from financial institutions, in the case of the water and sewerage project most likely from the Council of Europe Development Bank and KfW.

**Table 14 Rates of Co-financing in IPA-TAIB Annual Programmes 2007-9**

Axis 1: Political Criteria	IPA 2007			IPA 2008			IPA 2009		
	Amount €	Co-financing	%	Amount €	Co-financing	%	Amount €	Co-financing	%
1. Political Criteria	16,518,790	0	0%	20,155,000	1,155,000	6%	32,722,000	10,923,000	33%
<i>EC contribution</i>	16,518,790		100%	19,000,000		94%	21,799,000		67%
2. Economic Criteria	3,400,000	0	0%	18,017,000	2,000,000	11%	56,220,000	41,760,000	74%
<i>EC Contribution</i>	3,400,000		100%	16,017,000		89%	14,460,000		26%
3. Obligations for Membership	30,850,000	1,500,000	5%	27,567,000	2,967,000	7%	58,770,000	27,167,000	46%
<i>EC Contribution</i>	29,350,000		95%	24,600,000		89%	31,603,000		54%
4. Community Programmes	-	-	-	1,430,470	130,470	9%	2,200,000	200,000	9%
<i>EC Contribution</i>				1,300,000		91%	2,000,000		91%
<b>TOTAL Programme</b>	<b>50,768,790</b>	<b>1,500,000</b>	<b>3%</b>	<b>67,169,470</b>	<b>6,122,000</b>	<b>9%</b>	<b>149,912,000</b>	<b>80,050,000</b>	<b>53%</b>
<i>EC Contribution</i>	<b>49,268,790</b>		<b>97%</b>	<b>60,917,000</b>		<b>91%</b>	<b>69,862,000</b>		<b>47%</b>

#### Time Needs

The implementation schedules presented in each project fiche (PF section 5 and annex II) were assessed on the basis of realism, particularly in the light of PRAG procurement procedures. An examination of 2007, 2008 and 2009 project fiches shows that implementation planning for the great majority of projects is based on there being a three month period between the date of procurement notice and the date of contract award, this being equivalent to the 90 day maximum period of tender validity under PRAG rules. Planned project start dates, as given in IPA-TAIB 2007 and 2008 project fiches, are compared with actual dates of contract signatures in Annex 6.2 (Planned and Actual

<sup>8</sup> These documents were judged to pose potential conflicts of interest and were not used for evaluation purposes.

Procurement). An inspection of these dates shows that the majority of contracts in IPA 2007 (13 out of 14) and half of the contracts in IPA 2008 (9/18) were signed later than planned. The greatest delays in project implementation have been in the 2007 programme where the average delay in project start-up dates was 10 months, with some projects delayed for up to 15-19 months (support for SMEs and support for alignment of Albanian statistics/supply of IT to INSTAT, see Annex 6). The situation for the 2008 programme is significantly better, only 50% of projects were delayed and the average delay was much shorter at 5 months.

□ **Findings:**

1. The best assessment of Albania's financial needs for EU accession is government's estimate for the total cost of implementing the NSDI, which for the period 2011-13 is 327.1 bn Lek (2.6 bn€), i.e. hugely in excess of assistance programme budgets. The greatest financial needs are in: transport and water infrastructure (18.2% of total integration cost); education (18%); labour and social protection (8.8%); and the sectors associated with democratisation and the rule of law (8%)
2. The budgets of all 2007-9 projects were examined and wherever possible checked. In all cases it was found that budgets had been realistically assessed and reflected market rates.
3. However, few project fiches contain the information needed for the above described analysis.
4. Total co-financing is low in the 2007 annual programme (3%) and only 25% of investment projects have co-financing, this represents one project which has 6% co-financing, i.e. below the 15% minimum. This situation improves in 2008 where the equivalent figures are 9% co-financing for the whole programme, 58% of investments are co-financed with an average rate of 15%.
5. Co-financing increases significantly in the 2009 programme (53%) which is mostly due to two investment projects developing infrastructure where co-financing will be provided by loans from international financial institutions. In addition, the level of co-financing for institution building projects increased from 6% in 2008 to 9% in 2009.
6. The 2009 annual programme shows that IPA assistance has leverage for development bank loans. The combined IPA financing for the two infrastructure projects referred to above is 32.1 M€ which is co-financed by 65.9 M€ of loans, this gives a leverage ratio of 1€ (IPA) to 2€ (loans).
7. The majority of contracts in 2007 and half the contracts in IPA 2008 were signed later than planned. The greatest delays were in the 2007 programme (average=10 months). The situation improved for the 2008 programme, with only 50% of projects delayed on average for 5 months.

## 2.1.5 Sequencing and Prioritisation

*Q.5/Programming*

**To what extent programming provides adequate prioritisation and sequencing of assistance?**

*Judgement Criteria and Indicators*

In the context of programming, *prioritisation* means giving preference to certain areas, or types, of intervention over others. Prioritisation of project proposals takes place within the strategic and budgetary limits set by the MIPD and MIFF, respectively and is part of the annual programme preparation process. As discussed above, the MIPD priority objectives cover a broad range of Albania's EU accession requirements and are too numerous to be of use in prioritising individual project proposals. This means that if there is to be prioritisation it should take place at the project selection stage of programme preparation. Project selection is based on the joint decision of the Albanian and EC authorities and involves: EC-HQ; EUD, the Ministry of European Integration, the Department for Strategy and Donor Coordination (in the Council of Ministers) and potential

beneficiaries. *Sequencing* is understood to mean the order in which projects under each MIPD priority axis are selected, prepared and implemented in successive annual programmes. There are two main reasons for sequencing interventions; the first is purely practical e.g. a particular key beneficiary is already managing previously programmed projects and has little capacity for additional ones. In such a case priority projects may be deferred to future programmes and the sequence of assistance will be determined by the absorption capacity of the institution. Capacity assessments of beneficiary institutions are undertaken as part of annual programming, their use in project selection is discussed in Section 2.1.6, below.

The second reason for sequencing assistance is to increase its impact in agreed priority sectors. In principle, a well-sequenced project is one which builds directly and within a short space of time on the results of a preceding project and whose results, in turn, will be the basis of a succeeding project. The sequence stops when a sector strategic target has been achieved. In effect, sequencing is a mechanism for focussing and maintaining assistance flows to identified priority areas and thereby maximising its impact. In this context, the extent to which projects are sequenced can be seen as an indirect indicator of likely impact. Project sequencing is the basis for developing a sector-based approach to future programming (see Section 2.3). The main indicator identified in relation to answering Q.5 is: The extent to which projects showing sectoral continuity (i.e. as projects finish, follow-on projects are ready to start implementation).

A necessary pre-condition for developing a prioritised and sequenced approach, for say a key sector or beneficiary institution, is consistency and continuity in funding support allowing for a continuous 'pipeline' of follow-up projects to be prepared for successive annual programmes. In Albania, three sectors meet this pre-condition and have been consistently supported by each of the three annual programmes over the 2007-9 period, these are: (i) *Rule of law*; (ii) *Public administration*; (iii) *Environment* (Table 13, above). Within these sectors 5 cases, involving 10 projects, are identified where a sequenced approach can be developed, these are shown in Table 15, below. The total assistance programmed in these 10 projects is over 83 M€ i.e. 46% of the 180 M€ available under the 2007-9 programmes.

**Table 15 Sequencing of Projects in Annual IPA-TAIB Programmes 2007-9**

Sequenced projects	Main focus	Total funding (M€)
IPA 2007 Support to penitentiary infrastructure IPA 2008 Support to penitentiary infrastructure	Construction of detention centres	15.5
IPA 2007 Improvement of water supply and sewerage systems IPA 2009 Improvement of water supply and sewerage systems	Construction /rehabilitation of water infrastructure	47.0
IPA 2008 Project Preparation Facility IPA 2009 Project Preparation Facility	Capacity building for MEI and beneficiary institutions	2.0
IPA 2008 Improvement of management and conditions of secondary and local roads IPA 2009 Improvement of rural roads	Construction of minor roads	17.0
IPA 2008 Kukes region, tourism and environment promotion IPA 2009 Rehabilitation of border crossing point of Morine-Kukes	Kukes regional development	1.66
<b>Total sequenced assistance</b>		<b>83.16</b>

The planned results for 6 of these projects are compared in Table 16, below. Projects providing assistance on the development of penitentiary infrastructure and water supply and sewerage systems show little evidence of sequencing. These projects support the construction of infrastructure at a series of different locations throughout Albania and whilst these investments may be part of a wider plan (as is the case for penitentiaries) they do not show a sequenced approach to programming, as defined above, since successive projects are not dependent on the results produced by preceding projects.



By contrast the two PPF projects are linked and progressive their support for IPA programming. The 2008 project provides assistance to the MEI and beneficiary institutions in the preparation of project fiches plus their supporting documents. The 2009 builds on the procedures, standardised documents and trainings delivered by the 2008 project and further develops the MEI's capacity for coordinating line institutions and carrying out quality control checks of project fiches under preparation. .

**Table 16 Sequencing of Projects in Annual IPA-TAIB Programmes 2007-9**

<b>Programming Area</b>	<b>Results Project 1</b>	<b>Results Project 2</b>
Penitentiary infrastructure (2007, 2008)	<ul style="list-style-type: none"> <li>▪ Pre-trial detention centres constructed in Elbasan and Fier.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Pre-trial detention centre constructed in Shkodra</li> </ul>
Water supply and sewerage (2007, 2009)	<ul style="list-style-type: none"> <li>▪ Construction of sewerage systems in Shkoder, Velipoje, Shengjin, Golem-Durres area</li> </ul>	<ul style="list-style-type: none"> <li>▪ Construction of sewerage systems in Vlora, Ksamil, Golem area, Lezha, Shengjin, Kamza</li> </ul>
Project Preparation Facility (PPF) (2008, 2009)	<ul style="list-style-type: none"> <li>▪ Preparation of sector strategies</li> <li>▪ Coordination of stakeholders during project preparation</li> <li>▪ Preparation of project fiches</li> <li>▪ Preparation of project tender documentation</li> <li>▪ Analyses of capacity, systems and procedures for DIS and implementation of EP priorities and SAA obligations</li> </ul>	<ul style="list-style-type: none"> <li>▪ Reduced number of deviations from programming, contracting and disbursement planning</li> </ul>

**□ Findings:**

1. The 2007-9 annual programmes in Albania show limited evidence of a sequenced approach to IPA programming.
2. Three sub-sectors have received continuous IPA assistance, these are: (i) penitentiary infrastructure (Rule of Law); (ii) water supply and sewerage systems (Environment); (iii) PPF (Public Administration Reform)
3. An examination of the planned results in these sub-sectors shows that only the PPF projects show evidence of sequencing.

**2.1.6 Project Selection**

*Q.4/Programming*

**To what extent is the project selection mechanism appropriate in the sense of selecting the most relevant, efficient and effective projects to meet strategic objectives?**

*Judgement Criteria and Indicators*

'Appropriate' projects in the context of Q.4 are those which: (i) have high priority in the NSDI; (ii) are prepared on basis of problem analyses/needs assessments; (iii) have budgets based on itemised cost estimates; (iv) have realistic procurement schedules; (v) have supporting procurement documentation and studies, i.e. they are well prepared. The principle criterion for making judgements on project selection is the extent to which there is a well managed project selection / preparation process, which includes beneficiary participation at both strategic and operational levels; which is quality control checked and transparent to the other donors in Albania.

The following indicators were identified in relation to answering Q.4: (i) number and quality of project proposals; (ii) quality and nature of guidance instructions / assistance given to potential beneficiaries; (iii) adequacy of timeframe for project selection and preparation; (iv) quality of coordination by the National IPA Coordinator (NIPAC).

### *The Project Selection Process*

Under the IPA Regulations, project selection for IPA-TAIB is the joint responsibility of the National IPA coordinator (NIPAC) and the EC. In Albania this responsibility is shared by the Ministry of European Integration MEI<sup>9</sup>), the Department for Strategy and Donor Coordination (DSDC), EC-HQ and the EUD. EC-HQ is, to varying degrees, involved at each stage of the process and there are regular programming missions from DG Enlargement to Albania over the period in which annual programmes are being prepared. Given that the management of IPA assistance in Albania is centrally managed, the responsibility for final project selection rests with EC-HQ. Project selection is a process, typically taking 6-9 months to complete, which cannot be considered separately from project preparation because (i) projects have to reach a minimum quality level of preparation before they are included as part of annual programmes; (ii) projects require considerable inputs of time and effort to prepare in the standard project fiche format and are jointly drafted by beneficiary institution staff and the EUD. There are, therefore, two stages to project selection; firstly there is the selection of project ideas/ concepts to prepare as project fiches, which is followed by selection of prepared projects for annual programmes.

Since 2008, project selection for IPA-TAIB in Albania has taken place according to number of well defined steps; these are shown in Box 3. It can be noted that of the 20 steps shown, 14 (2-15) take place in Albania and are jointly coordinated by the EUD and the MEI. Annual programming starts with a request for project proposals sent from EUD to the MEI. This request is accompanied by a timetable for the whole programming period which includes dates of planned EC-HQ programming missions and for final project fiche submission, these dates vary from year to year since they are determined by the dates on which the IPA Management Committee will consider the Financing Proposal for Albania.

### **Box 3 Selection of Projects for IPA-TAIB Annual Programmes in Albania**

	<i>(Based on IPA 2011 programming)</i>
1.	Programming timetable established by EC-HQ and EUD
2.	EUD sends programming timetable to MEI with a request for project proposals
3.	MEI prepares internal programming timetable and sends it together with a formal letter explaining the internal deadlines, plus a standard template for sector analysis, to the DSDC and all line institutions
4.	Line institutions submit project ideas supported by sector analyses to MEI by due date.
5.	MEI and DSDC assess the relevance of project ideas according to EP / NPISAA, / MIPD / NSDI and select programming priorities.
6.	MEI / DSDC sends programming priorities to line institutions for comments plus a formal letter asking for project proposals. A standard template for project proposals plus guidance notes is included with this letter.
7.	Line institutions draft project proposals according to templates and guidelines provided and submit proposals to MEI by due date
8.	MEI sends programming priorities and a list of potential projects to EUD (long list). MEI / DSDC and EUD / EC-HQ assess project proposals and jointly select which projects should be further prepared (short list)
9.	MEI organises a kick-off meeting for all line institutions that have submitted short listed project proposals to follow up on comments and inputs made by the EUD and to discuss issues arising from MEI quality checks of proposals.
10.	Line institutions redraft project proposals in the light of EUD and MEI comments and resubmit to MEI
11.	MEI / DSDC present project proposals to the Strategic Planning Committee for approval
12.	MEI sends a formal letter to line ministries informing them of the deadline for the submission of project fiches. A standard template for IPA project fiches is included with this letter
13.	Line institutions prepare project fiches, in discussion with MEI / DSDC and EUD task managers and sometimes supported by TA
14.	MEI and EUD carry out quality control checks on project fiches
15.	EUD revise project fiches in consultation with line institutions
16.	Submission of project fiches to EC HQ for intra-DG Enlargement quality and legal checks plus

<sup>9</sup> The NIPAC is the Minister of European Integration; the Ministry of European Integration provides technical support for the minister to carry out the responsibilities of NIPAC.

	inter-service consultation
17.	Amendments made to project fiches as a result of inter-service consultation
18.	EC-HQ prepares annual programme as a Financing Proposal (to which project fiches are annexed). Submission of the Financing Proposal for approval by the IPA Management Committee
19.	EC-HQ prepares Commission Decision and Financing Agreement
20.	Signature of Financing Agreement between the European Commission and the Government of Albania

Once programming deadlines have been established, the MEI / DSDC contact line institutions and request them to carry out a sector analysis and, on the basis of this, to submit project proposals for the annual IPA programme. Line institutions are expected to carry out sector analyses according to the priorities in respective sector strategies, the National Plan for the Implementation of the SAA (NPISAA) and the NSDI. Standard formats and templates for sector analyses and project proposals are also sent with this request. Once submitted, the MEI / DSDC undertake a quality assessment of project proposals using a standard quality control checklist and draw up a list of projects which are of acceptable quality and which are consistent with national priorities. The list drawn up by the MEI / DSDC is a 'long list' i.e. it contains more projects than there is available funding for. The list is reviewed by the EUD / EC-HQ and then a joint decision (MEI / DSDC /EUD /EC-HQ) on a 'short list' of projects to be included in the annual programme (step 8, Box 3 above).

The criteria used by the MEI / DSDC and the EUD / EC-HQ for assessing project proposals are shown in Table 17, below. Project proposals are first assessed by the MEI / DSDC using 7 criteria which comprehensively cover most aspects of project design, formulation and IPA eligibility. This assessment is particularly focussed on the national strategic importance of project proposals in relation to the NPISAA and NSDI. The sector analyses which are submitted with project proposals are used to identify annual programming priorities. Once the MEI / DSDC have completed their screening and quality control checks, an additional assessment is carried out by the EUD using the 5 criteria listed in Table 17. Four of these criteria concentrate on practical considerations such as manageability and readiness for implementation. Both sets of criteria overlap on the issues of institutional capacity and conditionalities, thereby reinforcing the importance of these two criteria in project selection.

**Table 17 Criteria used by the MEI / DSDC and EUD / EC-HQ for Assessing Project Proposals**

MEI / DSDC Assessment Criteria	EUD / EC-HQ Assessment Criteria
1) Basic eligibility <input checked="" type="checkbox"/> NPISAA / NSDI priorities reflected <input checked="" type="checkbox"/> Linkage to EU strategic documents (SAA /EP /Regular Reports) <input checked="" type="checkbox"/> Within MIPD framework	1) Coherence in strategic framework <input checked="" type="checkbox"/> Linkage to EU strategic documents (Enlargement strategy, SAA / EP / Regular Reports) <input checked="" type="checkbox"/> Within MIPD framework <input checked="" type="checkbox"/> Linkage to NPISAA / NSDI and national sector strategies
2) Overview of past and ongoing multilateral /bilateral assistance <input checked="" type="checkbox"/> Detailed information provided showing no overlap or duplication of assistance <input checked="" type="checkbox"/> Recommendations from past assistance acted on	2) Project maturity <input checked="" type="checkbox"/> Readiness for implementation (procurement documentation drafted, permits secured etc)
3) Overall objective <input checked="" type="checkbox"/> Coherence with identified priorities <input checked="" type="checkbox"/> Indicators of achievement formulated	3) Project size <input checked="" type="checkbox"/> For management reasons larger projects are preferred
4) Project proposal description <input checked="" type="checkbox"/> Detailed information provided <input checked="" type="checkbox"/> Conditionalities to be met before project start	4) Assessment of whether conditionalities will be met <input checked="" type="checkbox"/> Conditionalities must be met before projects can start. Project proposals where there are serious doubts that conditionalities will be met should not be selected.
5) Management capacities <input checked="" type="checkbox"/> Management structures in place and operational	

MEI / DSDC Assessment Criteria	EUD / EC-HQ Assessment Criteria
<input checked="" type="checkbox"/> Staff training needs identified <input checked="" type="checkbox"/> Contact person appointed	
6) Financial resources <input checked="" type="checkbox"/> Detailed information provided <input checked="" type="checkbox"/> Cofinancing requirements	5) Past performance with IPA projects (if any) <input checked="" type="checkbox"/> Projects submitted by institutions with a poor past track record of managing IPA projects should not be selected.
7) Arguments and justification <input checked="" type="checkbox"/> Detailed information provided <input checked="" type="checkbox"/> Purpose in line with programming priorities	

Once project proposals have been selected, MEI staff and EUD task managers interact with the responsible staff in the line institutions to prepare project fiches. The process is interactive and lasts for a period of months (e.g. IPA 2011 project fiches were prepared over three months), typically the quality of project fiches improves over this period as a result of advice and inputs from the MEI and EUD. The MEI, by means of the PPF, provides line institutions with advice, training and technical assistance to support the preparation of project fiches and associated procurement documents. The MEI and EUD jointly carry out two quality control checks during the preparation period (for the initial and final draft project fiches) using standard quality control checklists.

Projects are selected for inclusion into the annual programme if the final project fiches are judged to be of acceptable quality and if the EUD have verified that conditionalities have been/ will be met and that co-financing (if any) has been approved by the Ministry of Finance.

**Findings:**

1. Projects are jointly selected by the MEI / DSDC and EUD / EC-HQ on the basis of the quality of project proposals prepared by line institutions
2. The quality of project proposals is first assessed by the MEI / DSDC using 7 comprehensive criteria. In addition, the MEI / DSDC assesses the strategic importance of project proposals in relation to national programmes and relevant sector strategies.
3. A second assessment of project proposals is made by the EUD / EC-HQ using criteria which emphasise practical issues such as project maturity and implementability.
4. Project fiches are prepared by line institutions with support from the MEI and the PPF
5. EUD task managers interact with the responsible officials in line institutions to prepare project fiches
6. The project selection and preparation process includes adequate involvement and participation by beneficiaries and is well-managed by the MEI and EUD
7. The quality control checklists used by the MEI / DSDC address all the judgement criteria identified in relation to Q.4 and should ensure that 'appropriate' projects are selected for inclusion in annual programmes, since well prepared projects are likely to be relevant, efficient and effective.

### 2.1.7 Beneficiary and Donor Policies

*Q.6/Programming*

**To what extent programming takes adequate and relevant account of beneficiaries' policies, strategies and reform process in relevant key areas?**

*Judgement Criteria and Indicators*

In answering Q.6, 'adequate and relevant account' is taken as meaning that the programming process incorporates regular consultations with the national authorities responsible for policy and strategic

planning in accession-related sectors and that as a consequence, programming documents contain appropriate references to government policies and strategic plans. The following indicators were identified in relation to answering Q.6: (i) number and type of inputs provided by beneficiaries to the preparation of programming documents; (ii) % programming documents containing references to national policies, strategies and reforms

#### *MIPDs*

The Albanian authorities have been consulted on, and made inputs to, the preparation of the three MIPDs. For the 2007-9 MIPD, the formal consultation with the government was through the MEI. The ministry organised a series of workshops to discuss the draft MIPD, these workshops were attended by Albanian line institutions and the EUD. Similarly, the MEI has coordinated the consultations on subsequent MIPDs and according to the EUD, the number and quality of inputs to draft MIPDs from the Albanian administration has steadily increased over the 2007-9 period. Each MIPD refers to the NSDI and the '*National Plan for the Approximation of Legislation and the SAA*'; this second document is referred to as the National Plan for the Implementation of the SAA (NPISAA) in annual programmes.

The MIPDs make few references to national policies and consistently refer to 7 national sector / sub-sector strategies, these are: (i) National Environment Strategy; (ii) National Transport Plan; (iii) National Energy Strategy; (iv) National Health System Strategy; (v) National Market Surveillance Strategy; (vi) Integrated Border Management Strategy; (vii) National Strategy for Roma

#### *Annual Programmes*

The NPISAA is a document based on government approved sector strategies which is reviewed and updated on a regular basis. The responsible institutions are coordinated in this process by the MEI (see Section 2.4) which, as explained above, also coordinates many of the same institutions in the preparation of their IPA project fiches. This central coordinating role of the MEI, together with the fact that most IPA beneficiary institutions are involved in updating sector strategies for the NPISAA, ensures that national policies and plans are incorporated into IPA project preparation.

An examination of 2007-9 project fiches (see Annex 3) shows that they consistently refer to the existing national policies, development plans and strategies. All project fiches examined (47/47) refer to NPISAA, all 2008-9 project fiches refer to the NSDI whereas the 2007 project fiches refer to the preceding '*National Strategy for Social and Economic Development*'. All project fiches refer to national sector strategies but the number of references to these strategies is variable and ranges from: 1-8 (2007 programme); 1-4 (2008 programme); 1-6 (2009 programme). The average number of references to sector strategies per project fiche decreases from 2.7 in 2007 to 1.8 in 2008 and 1.9 in 2009. In answer to Q.6, this analysis shows that annual programming for IPA does take adequate account of beneficiary policies / strategies and that the resulting annual programmes in Albania are well-grounded in the national policy and strategic context.

However, it is often unclear how individual projects will influence, or be influenced by, this national policy context. For example, the project fiches for the 2007 project '*Improvement of Water Supply and Sewerage*' and 2009 project '*Improvement of Water Supply and Sewerage Systems*' refer to 8 and 6 national policies / strategies respectively (the highest and second highest number in all three programmes). Taken together the project fiches refer to 6 sector strategies, of which four are related to water (see Box 4, below) but it is not clear which, if any, of these strategies will be implemented by the completion of the project. Nor is it clear how the project fits into the policy and legislative framework. This can be considered to be an important gap in the programming documentation given that these are two of the largest projects in the 2007-9 programmes and constitute the two single, largest, commitments of IPA funds over the three annual programmes (24.0 and 23.1 M€ for the 2007 and 2009 projects respectively). The 2007 project alone represents 70% (24/34.5) of the 2007 programme investment budget and is almost half (49%) of the whole programme budget. Taken together these two projects constitute over one quarter ( $47.1/180.1=26\%$ ) of IPA-TAIB funding for Albania over 2007-9 and might be expected to implement some part of national water strategies and to impact on the national policy framework.

#### Box 4 References to National Policies / Strategies in Water Supply and Sewerage Projects

<i>2007 Improvement of Water Supply and Sewerage Systems (25.50 M€)</i>	<i>2009 Improvement of Water Supply and Sewerage Systems (48.97 M€)</i>
<p><i>Policies and Legislation</i></p> <ul style="list-style-type: none"> <li>▪ Decentralisation of authority for public services to local government</li> <li>▪ Liberalisation of tariff setting to encourage financial sustainability on commercial terms</li> <li>▪ Decision on the transformation of waste / sewerage enterprises into commercial companies</li> <li>▪ Enabling legislation for private sector participation</li> </ul> <p><i>Sector Strategies</i></p> <ul style="list-style-type: none"> <li>▪ National Water Strategy</li> <li>▪ Water Supply and Wastewater Sector Strategy</li> <li>▪ Rural Water Supply and Sanitation Strategy</li> <li>▪ National Environment Strategy</li> <li>▪ National Social Inclusion Strategy</li> </ul>	<p><i>Policies and Legislation</i></p> <ul style="list-style-type: none"> <li>▪ Decentralisation of authority for public services to local government</li> <li>▪ Liberalisation of tariff setting to encourage financial sustainability on commercial terms</li> <li>▪ Decision on the transformation of waste / sewerage enterprises into commercial companies</li> <li>▪ Enabling legislation for private sector participation</li> <li>▪ Policy Paper on the Water Sector for the Government</li> <li>▪ Reform on Water Supply and Sewerage Sector after the transfer process of water supply and sewerage companies to local government authorities (2007-9)</li> </ul> <p><i>Sector Strategies</i></p> <ul style="list-style-type: none"> <li>▪ National Strategy for Water Supply and Sanitation</li> <li>▪ Action Plan for Developing Water and Sanitation, 2007-10</li> <li>▪ National Environment Strategy</li> </ul>

#### □ Findings:

1. The Albanian authorities and beneficiary institutions have been consulted, and have made inputs to, IPA programming documents, given their close involvement in project selection (as described above) this is particularly so at the annual programme level. In the case of MIPDs, the number and quality of beneficiary inputs has increased since 2007.
2. All three MIPDs refer to the principle Albanian strategies for EU integration, namely the NSDI and the NPISAA. However, generally there are few references to national sector policies and strategies in the MIPDs. In total they refer to 7 sector strategies of which two (Energy and Health) are waiting for government approval and one (Market Surveillance) has yet to be submitted for government approval.
3. By contrast, annual programmes make extensive references to national strategies and the average number of references made to sector strategies per project fiche over the 2007-9 programmes was 2/project fiche, the number of these references decreases in more recent programmes.
4. The majority of project fiches make extensive references to relevant sector strategies (as listed in Annex 3).
5. On the basis of the above findings, and in answer to Q.6, it is concluded that IPA programming takes adequate and relevant account of national policies and plans.
6. It is often unclear from project fiches how the successful completion of the project will influence or implement relevant sector strategies. For large investment projects, which might be expected to have large impacts; this represents a gap in the programming documentation.

#### Q.7/Programming

**To what extent programming takes adequate and relevant account of assistance provided and reforms promoted by key donors where applicable?**

### *Judgement Criteria and Indicators*

IPA programming process is judged to take 'adequate & relevant account' of donor assistance if it takes account of ongoing and planned donor assistance so as to identify potential synergies and avoid duplication or contradiction. Programming documents should clearly indicate how IPA will coordinate with national strategies supported by donor assistance which are under implementation. There should be a formal, institutionalised, system for donor coordination. The following indicators have been identified in relation to Q.7: (i) number of references to key donors in IPA programming documents; (ii) % project fiches with references to key donors; (iii) evidence of a common database; (iv) evidence of duplication of activities with other donors

### *MIPDs*

The 2007-9 MIPD lists 31 donors and donor organisations (=donors) actively providing assistance to Albania, this number goes down to 19 in subsequent MIPDs. Table 18 below shows the distribution of donors, as listed in the 2007-9 and later MIPDs, according to 8 broad sectors, these are: (1) Public Administration Reform (PAR); (2) Rule of Law and Security (RoLS); (3) Civil Society and Media (CSM); (4) Protection of Human Rights and Minorities (PHRM); (5) Economic Development (ED); (6) Education, Employment and Health (EEH); (7) European Standards (ES); (8) Infrastructure (IS).

The 2007-9 MIPD was prepared in 2006 and describes donor activity at that time. The reduction in donors since 2006, is in part accounted for by the phasing out of several peripheral donors (South Korea, Kuwait, OPEC, China), but it should also be noted that the reduction in numbers may not be as large as it appears since the later MIPDs do not list banks (EBRD, WB, EIB, CEB) as active donors which is evidently not the case (see below). It is also apparent from Table 18 that the scope of assistance provided by most donors has reduced since 2006, e.g. Spain is listed as being active in 7 sectors in the 2007-9 MIPD but only in two sectors in later MIPDs. Considering the two most recent MIPDs the largest number of donors is in the PHRM sector (9/19) followed by RoLS and ES (6/19 in each sector).

### *Annual Programmes*

Project fiches from the 2007-9 programmes were examined for their references to donor policies and programmes. All project fiches made references to significant ongoing, completed and planned donor assistance, in many cases there are explanations of how planned IPA assistance will complement and not duplicate activities funded by other donor. In total, project fiches refer to 14 separate donors, these are shown in Table 19 below.

### *Key Donors*

Key donors can be defined either those which have wide coverage, assisting many sectors, and / or those which contribute large resources and thereby achieve significant impacts. Table 20 below, shows donors ranked in order of their financial contributions and indicates how many sectors receive assistance from each donor. The data in Table 20 is taken from the database of donor assistance which, as explained below, has been set-up as part of the Albanian 'Integrated Planning System'. The data used for preparing Table 20 are taken from this database and given in Annex 5. The database contains information on 36 donors which are, or have been, active in Albania.

By the end of 2009 (the cut-off date for data provided), these donors had provided 4,227 M€ of financial assistance in the form of grants and loans. Table 20 shows that over 80% of this total is provided by 25% (9) of the donors. Generally, sector coverage of assistance increases as funding volume increases, the exceptions to this are the European Bank for Reconstruction and Development (EBRD) and the European Investment Bank (EIB) which have provided loans for large investments in modernising energy, transport and water infrastructure.

On the basis of Table 20, the key donors in Albania are:

- European Union (EU)
- World Bank (WB)
- European Investment Bank (EIB)
- European Bank for Reconstruction and Development (EBRD)
- Italy
- Germany

- USA

This confirms the information on donors given in the 2009-11 MIPD which shows that both Italy and Germany have high sector coverage (providing assistance to 6/8 and 4/8 sectors respectively, Table 18). The MIPD also shows that Austria and France are equally broad providers of assistance; however, they are small donors and collectively provide only 2% (29.5 M€) of total donor financing, i.e. much smaller than Italy and Germany which together provide some 20% (550.1 M€) of total donor financing (see Annex 5).

**Table 18 Main Sectors of Assistance of Donors in Albania (√ MIPD 2007-9; ☑ MIPD 2009-11)**

Donors /Organisations	Sectors <sup>1</sup> of Assistance								Total Sectors	
	PAR	RoLS	CSM	PHRM	ED	EEH	ES	IS	☑	√
1) Austria	☑		☑√		☑√	☑√	☑√	☑√	6	5
2) Czech Republic						☑	☑√	☑	3	1
3) Denmark						√			0	1
4) France		☑		☑	☑√	☑√			4	2
5) Germany	☑	√	☑√	√	√	√	☑√	☑√	4	7
6) Greece				☑√	√	√	√		1	4
7) Italy		☑	☑		☑√	☑√	☑√	☑√	6	4
8) Luxembourg								√	0	1
9) Spain	√	√	√	☑√	☑√	√	√		2	7
10) Netherlands	☑√		☑√	☑	√	√	√		3	5
11) Sweden	☑√	☑√	√	☑√	√	√	√		3	7
12) UK	√			☑√	☑√	√	√		2	5
13) Canada			√	√		√			0	3
14) China								√	0	1
15) Japan							☑√	√	1	2
16) Kuwait							√		0	1
17) Norway		☑		☑				√	2	1
18) Turkey								√	0	1
19) South Korea					√			√	0	2
20) Switzerland				☑	√	√	√	☑√	2	4
21) US / USAID	☑	√	√	√	√	√	☑√		2	6
22) CEB						√			0	1
23) World Bank	√		√	√	√	√		√	0	6
24) Council of Europe		☑√	√	√			√		1	4
25) OPEC							√		0	1
26) OSCE		☑√	√	☑√			√		2	4
27) UN / UNDP	√	√	☑	√		☑	√		2	3
28) UNICEF				√					0	1
29) EBRD					√		√	√	0	3
30) EIB					√		√	√	0	3
31) WHO						√			0	1
Totals ☑	5	6	5	9	5	5	6	5		
Totals √	6	7	10	12	15	16	19	13		

<sup>1</sup>**Sectors:** Public Administration Reform (PAR); Rule of Law and Security (RoLS); Civil Society and Media (CSM); Protection of Human Rights and Minorities (PHRM); Economic Development (ED); Education, Employment and Health (EEH); European Standards (ES); Infrastructure (IS).



**Table 19 References to Donors in IPA Annual Programmes 2007-9**

Priority Axes	IPA 2007	IPA 2008	IPA 2009
Political Criteria	WB trust fund, Italy	WB, EBRD, Sweden (SIDA), GTZ, UNDP, UK, Netherlands	USAID, Italy, OSCE, WB, Sweden, Switzerland
Socio-Economic Criteria	EBRD	WB, UNDP	UNDP, UNESCO
Obligations of Membership	UK (DFID), Sweden (SIDA), Germany	WB, USAID, UNDP	WB, UNDP, OSCE, EIB, CEB, EBRD, KfW
DFID: Department for International Development; SIDA: Swedish International Development Agency; GTZ; Gesellschaft fur Technische Zusammenarbeit; OSCE: Organisation for Security and Cooperation in Europe			

**Table 20 Donor Financial Assistance in Albania**

Donors		Funds Committed (M€)	% of Total Donor Funds	Number of Sectors
1	European Union (EU)	545.8	20%	30
2	Italy	325.1	12%	23
3	World Bank (WB)	276.8	10%	12
4	European Investment Bank (EIB)	268.0	10%	4
5	European Bank for Reconstruction and Development (EBRD)	240.2	9%	2
6	Germany	225.6	8%	20
7	USA	147.4	5%	21
8	Japan	99.2	4%	6
9	Central European Bank (CEB)	74.0	3%	3
<b>Totals</b>		<b>2,202.1</b>	<b>81%</b>	<b>2-30</b>

*Donor Inputs to IPA Programming*

As part of the preparation of the 2007-9 MIPD the EC met with representatives of the Member States, the United Nations Development Programme (UNDP), WB, EBRD and the United States Agency for International Development (USAID) to discuss the strategic orientation of the document and to get feedback on their assistance programmes in Albania. Similar meetings with key donors were held during the preparation of the 2008-10 and 2009-11 MIPDs. In addition, the EUD is head of the Donor Technical Secretariat (DTS) which was established by the multi-national donors to facilitate assistance coordination in Albania<sup>10</sup>. The DTS organises regular coordination meetings between donors which provide opportunities for early consultation on draft MIPDs and other IPA programming documents. At the level of annual programmes, these regular meetings are used to keep key donors informed during the preparation of project fiches and provide them with opportunities for making comments and providing inputs. In October 2008, the EC organised an Albania Donor Coordination Conference which was attended by bilateral donors, multi-national organisations and international financing institutions. It was agreed by all parties attending this conference that MIPDs should be used as the main planning documents for coordinating their assistance in Albania and that the preparation of the 2009-11 MIPD and all subsequent MIPDs should be used as a mechanism for: (i) determining areas of common interest; (ii) identifying possibilities for sector coordination, thereby avoiding duplication and increasing synergies; (iii) increasing efficiencies by optimising the division of labour and responsibilities.

<sup>10</sup> The DTS was established in 2004 and facilitates donor-donor coordination as well as donor-government coordination. It is composed of EC, UNDP, WB, OSCE, Austria and Switzerland and holds regular meetings (every two months) at a technical / working level. In addition, donor-government Round Tables are held twice a year, these are chaired by the minister of IICT and attended by ministers, bilateral ambassadors and heads of international missions.

### *Donor Coordination*

As explained in Section 2.2, the Albanian government is in the process of establishing an *Integrated Planning System* by which it intends to better match national financial resources (i.e. domestic budget plus external donor financing) to national policies, strategies and programmes. Developing and establishing this system is a high priority for both the government and the donors. From the donor side a multi-donor trust fund has been set-up to assist in the implementation of the system; this trust fund is managed by the WB and, to date, has a value of 8.0 M€ made up of contributions from 7 donors: UK (1.5 M€); EU (1.0 M€); Netherlands (1.0 M€); Switzerland (0.5 M€); Italy (0.3 M€); Austria and Sweden (3.7 M€). With this support the Albanian government has set up the database of external assistance referred to above which contains information on the status of 1,130 planned and ongoing donor funded projects. This information is organised on a sectoral basis in a descending order of scope so that data can be aggregated at four levels: (i) 3 'strategic areas'; (ii) 7 'strategic priorities'; (iii) 39 'sectors'; (iv) 69 'sub-sectors'.

The database is managed by the DSDC which is the main government institution responsible for the coordination of donor assistance in Albania. The basis of government donor coordination policy is given in the *External Assistance Orientation Document* (prepared by the DSDC in 2008) which aims to focus external assistance on government priorities. The DSDC prepares annual Progress Reports on External Assistance, the most recent of which covers the year 2008 (published October 2009). The government has established 10 Sector Working Groups and 30 sub-sector groups to coordinate and monitor implementation of external assistance at the sectoral level. The SWGs are composed of government officials and representatives of the key donors (including the EUD). Meetings of the SWGs and their sub-groups provide further opportunities for donors to provide inputs and comments on programming at the sectoral level. In addition, it can be noted that the government has signed a 'Fast-Tracking Initiative on Division of Labour' with the European donors whereby assistance sectors are divided amongst the donors.

### □ **Findings:**

1. In total there are 36 donors (including the EU) which are, or have been, active in Albania. Since 2006 the number of donors, particularly bilateral donors, has gone down.
2. In terms of funding volumes and sector coverage the key donors in Albania are: *EU, World Bank (WB), EIB, EBRD, Italy, Germany and the USA.*
3. In answer to Q.7, donors are consulted on the preparation of MIPDs and project fiches and have many opportunities to make comments on, and inputs to, both. Regular consultation opportunities are provided by the regular meetings of the SWGs (every two months) and by biannual Round Tables. In addition, there are *ad hoc* meetings as needed.
4. The key donors in Albania have collectively decided to use MIPD preparation process as a mechanism for coordinating assistance programmes, achieving synergies and avoiding duplication
5. Both MIPDs and project fiches contain adequate references to donor assistance. In the case of MIPDs some of the donors referred to are no longer active in Albania or have reduced the number of sectors where they provide assistance. The 2008-10 and 2009-11 MIPDs only refer mostly to bilateral donors and do not indicate which sectors are assisted by development banks (EBRD, WB, EIB, CEB). All the 2007-9 project fiches examined contained references to donor assistance and overall they referred to 14 separate donors. In general, the number of references made to donors has increased since 2007.
6. A multi-donor trust fund has been established by 7 donors to support the implementation of the Integrated Planning System, the fund is managed by the WB. The donor trust fund represents donor cooperation in the programming of assistance funds and is taken as evidence that programming takes *adequate and relevant account of assistance provided by key donors* (Q.7).

7. The Albanian administration has set-up a donor database as part of the Integrated Planning System. Information in this database is organised on a sectoral basis (i.e. according to donor sectors, these do not necessarily correspond to NSDI sectors).
8. The donor database is managed by the DSDC which is responsible for the coordination of donor assistance in Albania.

## 2.2 OVERVIEW MAPPING (QUESTION GROUP 2)

Q.10/Overview Mapping

**What are the existing sectoral strategies and to what extent are strategies duly embedded into beneficiaries' policies / budget? To what extent is EU/ donor assistance aligned with / embedded into existing strategies?**

### *Judgement Criteria and Indicators*

Whether or not sector strategies are judged to be '*embedded*' has been assessed on three criteria: 1) the existence of sector strategies which have been developed by the appropriate line institutions and approved by the government; 2) evidence that sector strategies are incorporated into national development plans; 3) evidence that financial allocations are made for implementing strategies from the state budget. Whether or not IPA assistance is aligned with existing strategies can be judged from the extent to which the objectives of these strategies converge with those IPA i.e. supporting EU accession.

### *Sector Strategies and their Linkage to National Programmes*

There are 27 sector strategies in Albania which have been approved by the government. These were developed and approved over a five year period from 2004-9; although most were approved after 2007 (see Table 16 below). The rate of strategy development was high between 2007 and 2009; 25 strategies were approved in the 26-month period between 7/2007 and 9/2009 i.e. an overall rate of one strategy approved per month. However, Table 16 shows that government approvals were not uniformly distributed but aggregated around two annual peaks in 11/2007 and 7/2008 when 7 and 3 strategies were approved respectively (Table 17 below).

On the assumption that it takes an average of 12 months to prepare an acceptable (i.e. one that can be approved by government) sector strategy, these data indicate that strategic planning in Albania was concentrated over a three year period from 2006-9. In addition to the approved strategies, a further 11 have been prepared and are awaiting government approval. Details of approved national strategies are given in Annex 3 which lists 12 sector and 15 cross-cutting strategies (for sectors covering several line institutions) and also lists those strategies which are awaiting approval.

**Table 21 Dates of Government Approval for National Strategies**

National Strategy	Date Approved
Migration	19/11/04
Youth	16/11/06
<b>Total 2004-6</b>	<b>2</b>
Business and Investment	11/7/07
Integrated Border Management	29/9/07
Employment	7/11/07
Defence	14/11/07
Agriculture and Food	14/11/07
Consumer Protection	14/11/07
Regional Development	14/11/07
Rural Development	14/11/07
Environmental Protection	29/11/07
Gender Equality	19/12/07
<b>Total 2007</b>	<b>10</b>
Public Order	9/1/08
Social Inclusion	3/2/08
Social Protection	28/1/08

National Strategy	Date Approved
Public Finance	13/2/08
Tourism	11/6/08
Fight against Trafficking of Human Beings and Children	23/7/08
Fight against Organised Crime, Trafficking and Terrorism	30/7/08
Higher Education	30/7/08
Transport	3/9/08
Fight against Corruption	3/10/08
<b>Total 2008</b>	<b>10</b>
Information Society	22/1/09
Statistics	31/1/09
Education	22/7/09
Science, Technology and Innovation	29/7/09
Public Administration Reform	18/9/09
<b>Total 2009</b>	<b>5</b>

**Table 22 Dates of Government Approval for National Strategies**

Business & Investment ↓	Fight against Corruption ↓	
Integrated Management ↓	Transport ↓	
Border ↓	Higher Education ↓	
Employment ↓	Fight against Organised Crime, Trafficking & Terrorism ↓	
Defence ↓	Fight against Trafficking Human Beings & Children ↓	
Agriculture & Food ↓	Tourism ↓	
Consumer Protection ↓	↓ Public Finance	Public Administration Reform ↓
Regional Development ↓	↓ Social Inclusion	Science, technology & Innovation ↓
Rural Development ↓	↓ Social Protection	Education ↓
Environmental Protection ↓	↓ Public Order	↓ Statistics
Gender equality ↓		↓ Information society
<b>2007</b>	<b>2008</b>	<b>2009</b>
7 8 9 10 11 12	1 2 3 4 5 6 7 8 9 10 11 12	1 2 3 4 5 6 7 8 9

The 38 strategies listed in Annex 3 have been developed as part of the Integrated Planning System (IPS) which was adopted by the Albanian government in November 2005. The IPS is a broad planning and monitoring framework by which the government aims to match the implementation of policies with the national budgetary process. The IPS has two main components:

- A medium to long-term strategic planning process leading to the NDSI (2007-13), which establishes national strategic priorities and goals.
- A medium-term budgeting process leading to the 'Medium-Term Budget Programme' (MTBP), which links national finances to the implementation of the NDSI and the achievement of NDSI objectives and goals

Both the NDSI<sup>11</sup> and the MTBP are based on the sector and crosscutting strategies listed in Annex 3 and both incorporate Albania's SAA obligations, as given in the NPISAA<sup>12</sup>. Sector and crosscutting

<sup>11</sup> The NDSI (2007-13) was adopted by the Council of Ministers in March 2008

<sup>12</sup> The NPISAA was adopted by the Council of Ministers in September 2007

strategies are developed by the responsible line institutions and, in addition to EU integration requirements are expected to reflect: (i) government's policy commitments; (ii) NATO integration requirements; (iii) any major public investments; (iv) external assistance requirements. The process of preparing sector strategies and incorporating them into the NDSI is coordinated and led by the Council of Ministers, as described below in Section 2.4. The MTBP makes an explicit link between budget allocations to line institutions and the implementation of the strategies for which they are responsible. Line institutions prepare '*Programme Policy Reviews*' (PPRs) and '*Programme Expenditure and Investment Plans*' (PEIPs) which detail the policy content (PPRs) and resource allocation (PEIPs) for their programmes to implement strategies over a three year period. PPRs and PEIPs are reviewed by the Ministry of Finance and the Council of Ministers and once approved, form the basis of the MTBP. The MTBP sets sector financial ceilings and determines budgetary allocations to line institutions within a three year envelop; it is reviewed annually on a rolling basis. The coordination and preparation of the MTBP is the responsibility of the Ministry of Finance.

The observed timeline for government approval of strategies (Tables 16 and 17 above) reflects that for the establishment of the IPS which has been slow. In part this has been due to the slowness of setting-up and adequately staffing the administrative structures needed to operate IPS and in part due to delays in operationalising the multi-donor trust fund set-up to support its implementation. The delays have been such that the planned completion date of 30/9/2010 will not be met and a no cost extension for the commitment of the trust fund has been agreed by the donors. At the time of the evaluation mission (May 2010) the Ministry of Finance was analysing PEIPs, submitted by line institutions, as part of the preparation of the MTBP (2011-13). It is not possible, within the scope of this evaluation, to judge whether the linkage between sector strategies and MTBP has yet been activated and will be operational over the planned 2011-13 period.

#### □ Findings:

1. There are 27 sector and cross-cutting strategies in Albania which have been approved by government, a further 15 are awaiting approval. Most approved strategies (25) were prepared over the period 2006-9 which corresponds with the start of IPS implementation. The high rate of strategy development suggests that establishing the IPS is a high government priority
2. In answer to Q.10, sector and cross-cutting strategies are the basis of the NDSI which is the main government strategic planning document and can therefore be regarded as *embedded* in Albanian government policies.
3. Sector and cross-sector strategies are linked to the national budget by means of the MTBP. However, it has not been possible to judge whether this component of the IPS will be operational over the coming 2011-13 period.
4. All government approved strategies, under instruction from the Council of Ministers, incorporate EU integration requirements as they are specified in the NPISAA. Therefore, in further answer to Q.10, the objectives of IPA assistance can be judged to be *embedded* in Albanian sector and cross-cutting strategies.

## 2.3 SECTOR-BASED APPROACH (QUESTION GROUP 3)

### 2.3.1 The Concept of a Sector-based Approach

Question Group 3 contains two questions (Q.13 and 14, see below) which focus on the appropriateness and feasibility of introducing a sector-based approach (SBA) into the future programming of IPA-TAIB (Q.13) and the capacity of the Albanian administration to participate and manage an SBA (Q.14). Before attempting to answer these questions, it is important to define the SBA concept and identify the added value that SBA might bring to existing IPA-TAIB programming procedures.

The basis of SBA is that the beneficiary government identifies those policy areas (i.e. sectors) which it considers to be of greatest importance in meeting national aims and aspirations. It then defines mid-to long-term objectives for these priority sectors and elaborates, either a single overarching strategy, or individual sector-specific strategies, for achieving the defined mid-term objectives (realisable within a 5-6 year period). The sector strategies become linked to the national, mid-term, budgetary process

and are implemented over the foreseen planning period by projects and programmes supported by both the national budget and by targeted donor financing.

SBA have been used, to varying degrees, by the donor community for over 10 years and are generally credited with increasing the efficiency and effectiveness of assistance programmes. The benefits of SBA for IPA beneficiary countries have been discussed in a series of conferences and meetings organised by DG Enlargement and its partners on the subject of donor coordination and EU enlargement in the Western Balkans and Turkey. The most recent such conference (Brussels, 2009) concluded that a move towards SBA would improve the performance of financial assistance (including IPA) provided collectively by the donor community.

Accordingly, a workshop was organised by DG Enlargement and partners in Sarajevo (March, 2010) to identify working methods for the formulation of SBAs and to deepen understanding of their application in the context of enlargement. In order to facilitate this approach, it is intended to include the development of SBAs in the new MIPD 2011-13, currently under preparation. Also under consideration is a move from annual to multiannual programming in order to develop three year national programmes which, it is argued, would allow for better prioritisation and sequencing of interventions. The predicted benefits of adopting SBAs in programming assistance budgets are as follows:

- It improves the efficiency of operations in beneficiary countries by fostering an increased sense of ownership;
- It leads to a better understanding of needs which, in turn, makes it possible to target assistance on greatest needs and obvious gaps, thereby increasing effectiveness;
- It provides a mechanism for focusing donor assistance on EU accession priorities;
- It provides a mechanism for developing complementarity between donor programmes, thereby increasing synergies and avoiding confusion with ongoing and planned actions and avoiding duplication;
- It facilitates an understanding of the strategic significance of any one, single, project or programme by avoiding 'stand-alone' interventions.

### 2.3.2 Sector-Based Approach for IPA

*Q.13/Sector-based Approach*

**Is programming through a sectoral based approach a suitable, feasible and operational option for future programming (MIPDs and national programmes)**

#### *Judgement Criteria and Indicators*

As has been shown above (Section 2.1.5 Sequencing), IPA programming can be made more effective by adopting SBA, and in this sense SBA is judged to be a *suitable* option for future IPA programming. In relation to the rest of Q.13, SBA will be judged to be a *feasible* option according to the criteria listed in Box 5 and an *operational* option if the 6-step process outlined in Box 6 has been completed.

#### **Box 5 Criteria for Assessing Feasibility of a Sector-based Approach**

1. The existence of sector policies & strategies which outline government objectives & can be used to develop annual plans based on agreed priorities.
2. Sector strategies cover all areas of accession significance *l'acquis*
3. The national budget should reflect sector policies & strategies and be developed within a mid-term perspective. This should ideally be linked to the national expenditure planning process.
4. There should be a formalised, government-led, process that involves all significant stakeholders.
5. A monitoring system that focuses on results and can be used to assess progress towards the achievement of strategic objectives.

*Adapted from: Implementing Sector Approaches in the Context of EU Accession (DG Enlargement)<sup>13</sup>*

<sup>13</sup> Implementing Sector Approaches in the Context of EU Accession. A 'How To' Note. DG Enlargement (D1), May, 2010.

## Box 6 The Main Steps in Establishing a Sector-based Approach

- Step 1:** Agree on which accession-relevant sectors would benefit from a sector-based approach.  
**Step 2:** Agree on sector policy framework for accession  
**Step 3:** Agree for institutional arrangements & coordination  
**Step 4:** Agree on capacity building programme  
**Step 5:** Agree on sector performance system  
**Step 6:** Agree on financing mechanisms for sector-approaches

*Adapted from: Implementing Sector Approaches in the Context of EU Accession (DG Enlargement)*

### Sector Coverage

A pre-condition for introducing SBA is that existing national strategies cover all the main IPA-TAIB sectors and correspond with MIPD priorities (criterion 2, Box 5 and steps 1 and 2, Box 6). Table 23 below compares the existing strategies (including those which are awaiting government approval) with those currently supported by IPA-TAIB in Albania.

**Table 23 National Sector Strategies in Relation to IPA Priority Axes**

PRIORITY AXES		
Political Requirements	Economic and Social Requirements	Obligations of Membership
Public Administration Reform	Business and Investment	Agriculture and Food
Public Finance	Science and Technology	Transport
Public Order	Regional Development	Environmental Protection
Migration	Tourism	Consumer Protection
Fight against Corruption	Rural Development	Integrated Border Management
Fight against Organised Crime, Trafficking and Terrorism	Higher Education	Statistics
Fight against Trafficking of Human Beings and Children	Education	
	Information Society	
	Employment	
	Social Protection	
	Social Inclusion	
	Youth	
Cross-Cutting Strategy: Gender Equality		

### Findings:

- Three of the 5 feasibility criteria listed in Box 5 are in place, namely:
  - Government approved sector and cross-cutting strategies exist, they are embedded in the main national strategic planning documents, namely the NDSI and the NPISAA
  - Collectively, the Albanian national strategies cover all three MIPD priority axes
  - All sector and cross-cutting strategies are linked to the national expenditure planning process by means of the MTBP. However, this linkage depends upon the full establishment of the IPS. At present the implementation of the IPS is delayed and not all parts of the system are in place. It was not possible to verify whether the budgetary link will be operational for the 2011-13 period.
  - The government has nominated an institution, the Department of Strategy and Donor Coordination, to take responsibility for coordinating sector strategies
  - A functioning performance-based monitoring system is not in place and needs to be established by the Albanian authorities. See Section 2.4 below

2. Five of the 6 steps for making SBA operational (listed in Box 6) have been or are being addressed by the Albanian administration. Essentially the steps in Box 6 mirror the components of the IPS and in Albania the full establishment of the IPS will be necessary before SBA becomes an operational option. The development of a policy framework for SBA (Step 2) has been completed and corresponds to the NDSI with its constituent sector and cross-cutting strategies. As explained in Section 2.4 the institutional arrangements to manage SBA (Step 3) have been agreed and are being established. A capacity building programme for the responsible institutions (Step 4) has been agreed and will be delivered by means of the PPF and technical assistance mobilised by the multi-donor trust fund. As mentioned above, a monitoring system (Step 5) and a financing mechanism (linkage to MTBP) need to be fully established before SBA can be an operational option in Albania.
3. To date, there has been little consideration given to which sectors would benefit from an SBA (Step 1, Box 6). One option is to include all the sectors which underpin the NSDI (i.e. all sectors for which there are strategies). However, this assumes that all sectors are equally well-prepared and equally capable of absorbing assistance financing. As discussed below, this is not case in Albania. A second option would be to restrict the introduction of SBA to those sectors which have implementable strategies of acceptable quality. A third option is to delay the introduction of SBA until the IPS has been fully established.
4. The operability of an SBA depends, to large extent, on the manner in which it is introduced into the next programming period i.e. 2011-13. If SBA is introduced only partially i.e. if only a certain portion of annual programmes are composed of SBA projects and the remainder are programmed in the normal way (as described in Section 2.1.6), it is predicted that the workloads for the principle actors in programming (MEI and EUD) will escalate sharply and that coordination tasks will become more difficult since it is likely that steps listed in Box 6 are not one-off operations (particularly steps 2 and 6) and may need to be revisited each time a national TAIB programme is being prepared. One possible solution to the problems caused by overloading is to shift from the present one year programmes to three year programmes, this should result in an increase of the time available for programme preparation.

### 2.3.3 Readiness for Sector-based Approach

*Q.14/Sector-based Approach*

**To what extent is the beneficiary ready to operate a shift towards a sector based approach in its own strategies, and in planning and programming sector based actions and finances?**

#### *Judgement Criteria and Indicators*

A comment that was consistently made during interviews with EUD staff was that whilst a large number of sector strategies exist in Albania, many of them are of poor quality and most of them lack sufficient or any implementation plans. In addition, the EUD also indicated that the administrative capacity to implement a sector-based approach was inadequate. Following on from this, two criteria are used below as a measure of beneficiary readiness: (i) the quality of government approved strategies; (ii) the administrative support for strategic planning in the government. The following indicators have been identified in relation to Q.14: (i) number of acceptable quality sectoral strategies; (ii) number institutions involved in implementing strategies and monitoring of implementation; (iii) internal procedures & administrative processes exist for undertaking SBA

#### *Quality of National Strategies*

The quality of 21 government approved strategies (10 sector plus 11 cross-cutting) was assessed using the 6 criteria listed in Table 20 below. For each criterion, strategies were judged in three categories, namely: 'Good'; 'Adequate'; 'Inadequate'. The overall assessment for each strategy is based on the simple aggregation of category scores i.e. a strategy is judged to be in a category if it has three or more assessments of that category. In three strategies (strategies 8, 12, 19, Annex 4) the



distribution of scores is equal between the categories (i.e. two per category); these strategies are inadequate in two of the three criteria which address strategy implementation (action plan, budget, and implementation / monitoring arrangements). They are judged to be adequate overall but in need of improvements on practical implementation. In addition, one strategy (strategy 25, Annex 4) was assessed as good in the first three criteria addressing strategy design and priority identification (Table 20) but inadequate on all three implementation criteria. In this case the strategy is judged to be inadequate because of its assessed low implementability.

Quality assessment grids for the reviewed national strategies are given in Annex 4. Summaries of the overall assessments and detailed assessments per criterion are given in Tables 24 and 25 below.

**Table 24 Assessment of the Quality of Government Approved Strategies**

Assessments	Number of Strategies		
	Inadequate	Adequate	Good
Sector Strategies	1	5	4
Cross-Cutting Strategies	4	2	5
<b>Totals</b>	<b>5 (23%)</b>	<b>7 (32%)</b>	<b>9 (43%)</b>

**Table 25 Distribution of Assessment Categories for National Strategies**

Criteria	Inadequate	Adequate	Good	Totals
1) Definition of sector and sub-sectors	2	3	14	19
2) Quality of problem analysis /needs assessment	2	6	13	21
3) Priority actions identified	3	3	15	21
4) Action plan	10	5	6	19
5) Budget	9	6	4	19
6) Implementation arrangements (incl monitoring)	10	5	4	19

<sup>a</sup>Strategies 22 and 24: No budget. <sup>b</sup>Strategies 22 and 23: No implementation arrangements

Table 24 shows that the majority (16/21=76%) of strategies were judged to be adequate or better, and 10 were judged to be good. Overall sector strategies are of better quality than cross-cutting strategies; 90% of sector strategies are judged to be adequate or good, this figure falls to 64% for cross-cutting strategies. Table 25 shows that there are three main reasons for strategies being assessed as inadequate, these are as follows:

- (i) Poor quality or missing action plans, strategies are considered to be inadequate if they simply list activities with no timelines or division of institutional responsibilities. 53% (10/19) fall into this category.
- (ii) Lack of information on: how priority actions will be implemented and monitored; responsibilities for implementation and monitoring; no, or non-SMART indicators (53% of strategies).
- (iii) Poor, or missing, linkage to the MTBP. Under instructions issued by the Ministry of Finance, line institutions are expected to implement NDSI strategies by means programmes for which they must prepare three year expenditure plans within MTBP sector ceilings (PEIPs, see Section 2.2 above). Very few strategies (4/19=21%) gave this level of information on budgets, almost half (9/20=45%) of the strategies have no evident linkage to the MTBP

All the strategies assessed have a uniform structure which follows the guidelines issued to line institutions by the Council of Ministers (CoM). Under CoM guidelines strategies should have the following structure: Chapter 1: Current conditions; Chapter 2: Vision, strategic priorities and goals; Chapter 3: Policies; Chapter 4: Resource implications; Chapter 5: Accountability, monitoring and evaluation. However, these guidelines give little emphasis or guidance on implementation and

monitoring arrangements and this may be one reason why the present strategies are poor in this regard.

#### *Administrative Support for Strategic Planning*

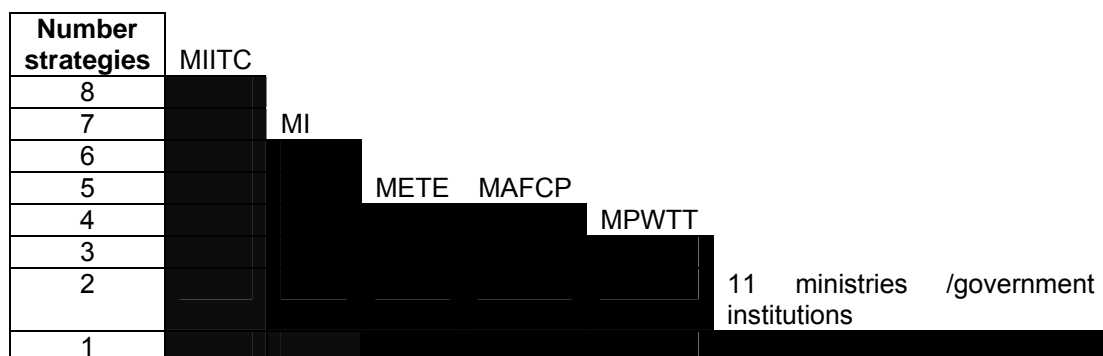
The government's support for strategic planning is provided by the administrative structures and procedures that have been developed to establish the IPS. In terms of structures these are:

- The *Strategic Planning Committee* (SPC), an inter-ministerial committee chaired by the prime minister to determine the government's policy priorities and decide on sectoral resource allocation (MTBP ceilings).
- The Government Modernisation Committee, an inter-ministerial committee chaired by the Minister of Innovation and ICT to approve strategic planning methodologies.
- The Department for Strategy and Donor Coordination (DSDC), a department within the Council of Ministers, to coordinate and quality control the preparation of strategies by line institutions and to ensure their incorporation into the NDSI.
- IPS Coordination Group, an inter-ministerial group chaired by the Minister of Innovation and ICT and composed of the deputy ministers and general secretaries from the MEI, the Ministry of Finance and the Director of DSDC. Its role is to discuss technical issues and facilitate the decision-making process of the SPC.
- Department of Public Investment Management (Ministry of Finance) which integrates domestic and external public investments into the public expenditure process; it is responsible for the development of new MTBP public investment procedures.
- A Group for Strategy, Budgeting and Integration (GSBI) in each ministry which is chaired by the deputy minister and composed of directors and heads of programme management teams to monitor the implementation of strategies by means of the IPS. GSBI's are responsible for monitoring the implementation of the NSDI, MTBP and NPISAA.
- GSBI working groups at the sector or programme level e.g. MTBP programme management teams.

As noted in Section 2.2, the development of sector and cross-cutting strategies in Albania has been rapid and concentrated over a short period of time. One consequence of this is that distribution of government administrative responsibilities for sector management is markedly uneven. Figure 2 below, shows that whilst the majority of the institutions involved in strategy development are responsible for just one strategy (11 out of 16 institutions), four institutions were responsible for four or more strategies and one institution (the Ministry of Innovation, Information, Technology and Communication, MIITC) was responsible for 8 strategies. It is clear that in MIITC and institutions in a similar position (e.g. the Ministry of Interior) the administrative workloads associated with implementation of sector strategies are set to increase significantly in the near future.

Operational support on strategic planning for line institutions is provided by the DSDC which provides guidelines, instructions, standard templates and training on strategy preparation. The DSDC has 8 staff, one departmental director, one unit director and 6 coordinators, of whom three are dedicated to sector strategic planning (the other three coordinate external assistance); this number may need to be increased in the light of the above findings.

**Figure 2: The Distribution of Responsibilities for National Strategies**



MIITC Ministry of Innovation, Information, Technology and Communication; MI Ministry of Interior; METE Ministry of Economy, Trade and Energy; MAFCP Ministry of Agriculture, Food Consumer Protection; MPWTT Ministry of Public Works, Transport and Telecommunications

**Findings:**

1. The majority (76%) of government approved strategies examined are judged to be of adequate or good quality. Sector strategies are of better quality than cross-cutting strategies.
2. There are three main reasons for poor quality strategies: (i) poor quality or missing action plans (53% of strategies); (ii) lack of information on implementation and monitoring arrangements and lack of SMART indicators; (iii) poor linkage to the MTBP.
3. The standard template for strategies issued to line institutions by the DSDC lacks guidance on implementation and action plans. This may account for the observed poor quality of these aspects in many strategies.
4. Administrative support for sector strategic planning exists in Albania and has mostly developed in relation to establishing the IPS. At a working level support is provided by the DSDC whilst at the policy and strategic level by the SPC.
5. The DSDC has developed procedures, standard documents /templates, work schedules to support the line institutions in strategic planning in relation to the NDSI and its monitoring.
6. The administration load of managing sector strategies is not evenly distributed through the government and some institutions may become overloaded if SBA is introduced, e.g. the Ministry of Innovation, Information, Technology and Communication and the Ministry of Interior together are responsible for 15 of the 27 national strategies (55%) and may need to increase support within their institutions for strategic planning if SBA is introduced

**2.4 ADMINISTRATIVE AND MONITORING CAPACITY (QUESTION GROUP 5)**

*Q.15(a)/ Administrative and Monitoring Capacity*

**Are the administrative and organisational structures in place ensuring efficient and effective implementation of financial assistance?**

*Q.15(b)/ Administrative and Monitoring Capacity*

**To what extent are the monitoring mechanisms and structures appropriate and correctly functioning?**

### *Judgement Criteria and Indicators*

Judgements on 'administrative and organisational structures' and 'monitoring mechanisms and structures' are based on an examination of government institutional and staffing arrangements for IPA programme management, particularly in relation to project implementation and monitoring. The extent to which the monitoring system is 'appropriate' and functions 'correctly' is assessed on the evidence of monitoring activities and their outputs. The following indicators have been identified in relation to Q.15: (i) IPA programme management structures in place and evidence of activity; (ii) appointment of staff to fill IPA management posts in line institutions; (iii) % of IPA management structures with procedures in place; (iv) % of IPA management structures at /exceeding minimum staffing levels; (v) % staff turnover in IPA management structures; (vi) number of beneficiary staff responsible for monitoring; (vii) number, quality and usefulness of monitoring reports

### *Government Structures*

At present the lead government institution for the management of IPA assistance in Albania is the MEI. The Minister of European Integration is the NIPAC and the 4 technical departments of the MEI (listed below) support the minister in carrying out the functions of NIPAC, as defined by the IPA Regulations<sup>14</sup>. The MEI was established in 2004<sup>15</sup> and has overall responsibility for coordinating Albania's activities in relation to EU integration. The ministry is responsible for the following functions:

- Coordinating and monitoring the work of Albanian institutions in the implementation of SAA commitments;
- Preparing strategic documents and national programmes for the EU integration process in Albania;
- Coordinating and monitoring the drafting of national legislation in compatibility with the *acquis* and checking the compliance of proposed legislation;
- Guiding and coordinating EU assistance in Albania;
- Capacity building for line institutions working on EU integration issues.

The MEI is a relatively small ministry, and has 66 approved staff posts, and is divided into 5 directorates, four of which are technical and reflect the above listed responsibilities, these are (1) Directorate for Justice and Home Affairs; (2) Directorate for Internal Market; (3) Directorate for Translation of the *Acquis Communautaire*; (4) Directorate for Institutional Support to the Integration Process.

The MEI interacts with line institutions via the European Integration Units (EIUs) which, since 2006, have been set up in all the ministries and institutions working on EU integration issues<sup>16</sup>. In 2009, EIUs were upgraded to the status of European Integration Directorates (EIDs) with the following core responsibilities:

- Providing an information channel between their institutions and the MEI and generally acting as the counterpart of the MEI on behalf of their institutions; animating EU integration activities and disseminating information and data on EU integration issues within their institutions;
- Coordinating, monitoring and reporting on the work within their institutions related to SAA obligations and the management of EU programmes
- Providing technical assistance to government working groups set-up in relation to the chapters of the *acquis*.

Under CoM Decision 17 (07/01/2009) EIDs have a minimum staffing level of three people and defined sectoral competences which reflect their institution's responsibilities for EU integration. Eleven EIDs have been established in the Albanian administration, these are listed, together with their fields of sectoral competence in Table 21 below.

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<sup>14</sup> Article 22, IPA Implementing Regulation; Commission Regulation (EC) 718/2007

<sup>15</sup> Decision of the Council of Ministers No. 580, 10/09/2004: On the activity field of the Ministry of European Integration

<sup>16</sup> Decision of the Council of Ministers No. 179, 22/02/2006: On the establishment of Integration Units in the line ministries (as amended by Council of Ministers Decision No 17, 07/01/2009).

**Table 26 Albanian European Integration Directorates (EIDs) and their Sectoral Competences**

<b>EID /Institution</b>	<b>EU Integration Sectors / Sub-Sectors</b>
<b>1) Ministry of Justice</b>	(i) Judicial System, judicial reform; Independence, transparency, fight against corruption (training); (ii) Human rights; (iii) Fight against corruption; (iv) Judicial cooperation in the civil and criminal area; (v) Fight against organised crime and trafficking; (vi) Company law; (vi) Handling of personal data
<b>2) Ministry of Agriculture, Food Agro processing Industry Consumer's Protection</b>	(i) Organisation of the agricultural markets; (ii) Veterinary and phytosanitary services; (iii) Food safety; (iv) Structural Policies; (v) Consumer protection; (vi) Rural development; (v) Real Estate Market (free movement of capital); (vi) Free movement of goods and services
<b>3) Ministry of Economy, Trade and Energy</b>	(i) Obligations in the frame of WTO; (ii) Policies on the small and medium enterprises; (iii) State aid; (iv) Company law; (v) Industrial Policies
<b>4) Ministry of Finance</b>	(i) Customs cooperation; (ii) Fight against smuggling; (iii) Balance of Payments; (iv) Direct and indirect taxation; (v) Administrative cooperation and fight against tax evasion; (vi) Financial Control; (vii) Fight against fraud; (viii) Budget and finance
<b>5) Ministry of Environment, Forest and Water Administration</b>	(i) Horizontal Legislation; (ii) Air quality; (iii) Waste management; (iv) Water Quality; (v) Environmental Protection; (vi) Industrial protection control; (vii) Chemicals and GMO; (viii) Noises from the machineries and vehicles; (ix) Nuclear safety and protection from radiation; (x) Climate change; (xi) Civil Protection; (xii) International cooperation; (xiii) Fisheries Policies
<b>6) Ministry of Labour, Social Affairs and Equal Opportunities</b>	(i) Free movement of workers/ migration policies; (ii) Labour legislation; (iii) Social Security; (iv) Safety and health at work; (v) European Social Fund; (vi) Employment, social protection and social dialogue; (vii) Gender equality/legislation on antidiscrimination
<b>7) Ministry of Interior</b>	(i) Border management; (ii) Migration and Asylum policies; (iii) Organised crime and corruption; (iv) Police cooperation; (v) Trafficking in narcotics and human being; (vi) Money laundering; (vii) Terrorism
<b>8) Ministry of Transport &amp; Telecommunication</b>	(i) Road, maritime, rail, air and combined transport; (ii) Information technology; (iii) Telecommunications
<b>9) Ministry of Education and Science</b>	(i) Education, training and youth; (ii) Science and research; (iii) Mutual recognition of qualifications; (iv) Mutual Recognition of Diplomas
<b>10) Ministry of Tourism, Culture, Youth, Sports</b>	(i) Free movement of cultural goods; (ii) Freedom to provide services (part of tourism services, hotels, Tourist Agencies, etc; (iii) Education, training and youth; (iv) Intellectual property
<b>11) Ministry of Health</b>	(i) Free movement of Goods (medicinal products for human use and medical devices), (ii) Public health

In compliance with the IPA Regulations<sup>17</sup> and in preparation for future decentralisation, the government has appointed a Programme Authorising Officer (PAO) and Senior Programme Officers (SPOs) in the 11 institutions listed in Table 21. In addition, SPOs have been appointed in the Ministry of Foreign Affairs and the MEI. The appointment of SPOs is relatively recent with the nominations of 12 of the 13 SPOs being confirmed by the PAO on 18/2/2010 and of the remaining SPO (Ministry of Justice) on 9/4/2010. The heads of EIDs report to SPOs who in turn report to the PAO (Ministry of Finance) and the NIPAC (MEI).

<sup>17</sup> Article 75, IPA Implementing Regulation; Commission Regulation (EC) 718/2007

In relation to the management of IPA assistance, EIDs have defined functions for programming. Within each line institution, the number of separate directorates and technical departments involved in preparing IPA project fiches is often high. The EIDs are responsible for coordinating, within their institutions, the various technical inputs needed for the drafting of project fiches plus other programming documents and for their submission to the MEI, according to the programming timetable agreed between the MEI and EUD. Given that IPA is centrally managed in Albania, most project implementation activities are carried out by the EUD, beneficiary line departments and internally by contracted project teams. To date, the EIDs have had only a limited, and undefined, role in managing IPA projects and their level of involvement in project implementation has varied from institution to institution. The role of EIDs in the implementation and monitoring of projects and their relationship with SPOs are currently under review and will be defined as part of Albania's preparations for decentralised implementation which is supported by ongoing IPA assistance<sup>18</sup>.

#### *Administrative Capacity*

Despite the fact that IPA is centrally managed in Albania, successful implementation must involve cooperation and interaction with the target beneficiaries. Beneficiary administrative capacity will have a significant effect on the outcomes of the cooperation established and the efficiency and effectiveness of implementation. Similarly, the existence of adequate beneficiary administrative capacity is central to Q.4 (project selection), Q14 (readiness for SBA), Q18 (efficiency, effectiveness) and Q19 (impact and sustainability). Administrative capacity is therefore considered to be a significant cross-cutting theme, spanning question groups 1, 3, 5, 6 and 7.

A frequent comment made during interviews was that the capacity of beneficiary institutions to make good quality contributions to programming and project implementation was significantly impaired by high levels of staff turnover in many institutions. The MIPD 2009-11 also draws attention to the issue of high staff turnover in Albanian institutions, quoting from an evaluation of the previous CARDS programme which found that high staff turnover was one of the main causes of low capacity in beneficiaries. In relation to these comments, and to answering Q. 15a, data on staff numbers were collected from various sources, the main ones being: (i) the Department of Public Administration; (ii) the Ministry of Finance which keeps information on the number of personnel on the government payroll with regard to the monthly budget allocations for salaries. On the basis of these data, the number leaving public administration is estimated as being 9% for the three-year period 2006-9 (the number of public administration employees diminished from 110,000 in 2006 to 104,700 in 2009), some 3% of these are due to dismissals, thus leaving a 6% of turnover rate unaccounted for. The high turnover is exacerbated by the use of temporary contracts to fill vacancies.

However, it should be pointed out that the figure of 9% annual turnover is based on an analysis of official public sector employment statistics. A recent assessment of the Albanian administration (SIGMA, 2009) found that real rates of turnover may be much higher because of the increasing use of temporary staff working on short-term contracts. Another cause of staff turnover has been the extensive restructuring of the Albanian administration which has taken place recently. In 2007, 2008 and 2009 the structures of 14 ministries were changed 26, 18 and 24 times respectively. Each restructuring process involves the appointment of new staff and the dismissal of a variable number of existing staff and thereby contributes to high staff turnover. Even if the conservative rate of 9% turnover is applied to existing IPA coordination structures this would represent a loss and replacement of 7 people in the MEI every year and 1 person from the EIDs every two years. In Albania's small administration, such losses will be disruptive and represent significant losses of knowledge from the administration.

Another equally important constraint on administrative capacity may be the low absolute numbers of staff dedicated to European issues (i.e. whose job descriptions are focussed on these issues). An evaluation of 2009 annual programming carried out by the MEI, at the request of the EUD, concluded that a major programming weakness was that the line institutions engaged in preparing project fiches had insufficient numbers of staff dedicated to programming. As a result of this many project fiches had to be redrafted by the MEI, often supported by external technical assistance.

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<sup>18</sup> IPA 2007: Preparation of the Albanian Authorities for the EU's Decentralised Implementation System (DIS).

A third constraint on administrative capacity is staff knowledge and understanding of techniques and procedures. A recent assessment of staff competencies carried out by the PPF identified the following weaknesses:

- Weak capacity by line institutions in carry out sector analyses, including transposition of EP and strategic document priorities
- Lack of using some specific techniques such as SWOT analysis, PCM, impact assessment, indicators and in general reporting skills
- Basic knowledge of IPA templates and procedures
- Lack of capacity to develop investment/costs plans
- Lack of specific practical training on PCM and procurement and contractual procedures

These weaknesses will be addressed by the planned MEI and Ministry of Finance training programmes for line institutions in preparation for the establishment of the Decentralised Implementation System (DIS).

#### *Monitoring*

In accordance to IPA Regulations<sup>19</sup> and in preparation for future decentralised implementation a TAIB Monitoring Committee will be established. At present there is an annual IPA Joint Monitoring Meeting which is co-chaired by the MEI and EUD, the membership includes the recently appointed National Authorising Officer and PAO from the Ministry of Finance, SPOs, from line institutions and representatives from EC-HQ. The purpose of this Meeting is to monitor the effectiveness and quality of ongoing IPA project implementation and to propose corrective actions as appropriate. The decentralised monitoring system is only partially developed in Albania, at present 6-monthly *Implementation Status Reports* are still prepared by the EUD and EC-HQ and sectoral monitoring sub-committees have yet to be established. At present ongoing IPA assistance is supporting the MEI to further develop the monitoring system.

At present IPA is centrally managed in Albania and monitoring is the responsibility of the EC. Ongoing IPA projects are monitored internally by the EUD (see Section 2.5) and externally through the EC-HQ managed ROM (Results Orientated Monitoring) programme. ROM reports make assessments in 5 areas (i) relevance; (ii) efficiency; (iii) effectiveness; (iv) impact; (v) sustainability. Performance in these areas is rated on a four point scale (A to D; A=very satisfactory, D=very unsatisfactory). EC-HQ provided the evaluation team with 5 ROM monitoring reports for IPA 2007-8 projects, this represents 11% of ongoing projects. The distribution of assessment scores according to criteria is shown in Table 27, below.

The implementation of these 5 projects was mostly judged to be satisfactory and the modal score for all the assessment criteria is B. The ROM monitoring reports focus on project start-ups and in three cases on reasons why there were delays (under efficiency). All the reports stated that it was only possible to make predictions on effectiveness and impact since it was too early to assess impacts.

**Table 27: The Distribution of Assessment Scores in ROM Monitoring Reports for IPA 2008-9**

Assessment Criteria	Distribution of Monitoring Report Assessment Scores				Totals
	A	B	C	D	
Relevance	0	4	1	0	5
Efficiency	0	2	3	0	5
Effectiveness	0	3	2	0	5
Impact	0	5	0	0	5
Sustainability	0	5	0	0	5

#### *Monitoring of National Strategies*

In parallel to the administrative arrangements for monitoring IPA projects, it should be noted that the DSDC is presently establishing a national monitoring system for the implementation of the NSDI and its constituent sector strategies as part of the IPS. At present the DSDC monitors the implementation

<sup>19</sup> Article 83 IPA Implementing Regulation EC 718/2007

of the NSDI on the basis of information provided by the line institutions on 45 indicators<sup>20</sup> covering 29 sectors / sub-sectors. On the basis of this monitoring the DSDC prepares an annual progress report on the implementation of the NSDI. The NSDI was adopted by the CoM in March 2008 and the first progress report was published by DSDC in November 2009.

However, there is no monitoring system in place yet for monitoring and reporting on the progress achieved by individual sector cross-cutting strategies. The DSDC is currently in the process of developing a results-based monitoring mechanism in order to: (i) *help sector ministries in their program policy analysis* – ministries will improve the implementation of their sector strategies after reviewing the findings from monitoring which will reinforce the implementation of the NSDI; (ii) *support national planning and performance budgeting*. The system that is currently being developed is based on a performance assessment matrix (PAM), which contains SMART performance indicators at the objectives level of programmes being implemented by line institutions. These objectives should coincide with those in the Programme Policy Reviews (PPRs) submitted during MTBP preparation. Performance assessment matrices will, therefore, be a means of both monitoring the implementation of sector strategies and strengthening the preparation of the MTBP. The process of developing the PAM is being led and coordinated by the DSDC and will involve a series of formal *Performance Hearings* with line institutions; it was launched by DSDC on 11/6/2010. Because performance monitoring is new to the national authorities, the DSDC have identified a great need to provide support for the NIPAC office and the line institutions, mainly in the form of training on monitoring.

□ **Findings:**

1. Albania has developed administrative and organisational structures for EU integration, these are (i) the MEI which coordinates and monitors the implementation of the NPISAA and EU assistance programmes (ii) the EIDs in line institutions which coordinate EU integration issues within their institutions and act as counterparts for the MEI.
2. There are 11 EIDs established in the main line ministries. The staffing level of EIDs has been set by a Decision of the CoM at three people. However, workloads for EIDs are not evenly distributed amongst the line ministries e.g. the EID in the Ministry of Environment, Forestry and Water Administration must cover work across 13 sub-sectors whilst the Ministry of Health EID covers two sub-sectors (Table 21). In the future it may be necessary to adjust EID staffing levels according to expected workloads.
3. Whilst there is active participation of EIDs in IPA programming there is no systematic involvement of EIDs and their institutions in project implementation and institutional involvement during implementation varies from project to project.
4. A NIPAC and 13 SPOs have been appointed, however at this early stage, certain key functions specified for these posts under the IPA Regulations have yet to be developed. Further development is needed to set up systems where by the NIPAC can monitor project implementation and the SPOs can supervise the technical implementation of projects and report to the TAIB Monitoring Committee. Given that IPA management in Albania is centralised, the EUD and EC-HQ prepare 6-monthly *Implementation Status Reports* which describe the status of all ongoing projects. These reports are presented in the TAIB Monitoring Committee.
5. The MEI staffing level is at that set in government legislation (66 staff positions). It was not possible to assess staffing levels in individual EIDs but even if they have the required 3 staff this is probably insufficient according to a recent MEI evaluation of IPA 2009 programming.
6. There is no way of distinguishing rates of staff turnover in those parts of the administration engaged in IPA management from the overall rate of staff turnover which is estimated to be 9%. Because the community of officials managing IPA is

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<sup>20</sup> These are listed in Section 5 (Accountability) of the NSDI



small and the EIDs are small, this rate of turnover is an unsustainable loss to the government and may adversely affect the management of IPA assistance.

7. Staff in beneficiary institutions are not responsible for monitoring project implementation, which is carried out by means of the EC ROM programme. 5 ROM Monitoring Reports were examined, these were found to be useful and concise (3-page) overviews of project implementation. The projects monitored were judged to be satisfactory on 5 assessment criteria, however 5 projects only represents 11% of ongoing projects and the sample is too small to generalise.
8. Additional monitoring capacity in Albania is being developed by the DSDC in order to support the line institutions in the monitoring of the implementation of the NDSI and its constituent sector and cross-cutting strategies. This monitoring system is based on a PAM and is part of the IPS; it will link programme performance indicators to the MTBP.
9. The process of developing the PAM was launched by DSDC on 11/6/2010 and will involve a series of formal Performance Hearings. Line institutions will need to be supported by training on monitoring.
10. The DSDC monitor the implementation of the NDSI using the monitoring data provided by line institutions on 45 indicators. The primary responsibility for monitoring rests with the line institutions. The first progress report on the NDSI was published by the DSDC in 2009.

## 2.5 EFFICIENCY AND EFFECTIVENESS (QUESTION GROUP 6)

*Q.16/ Efficiency & Effectiveness*

**To what extent ongoing IPA assistance has / is contributing to achieving the strategic objectives /priorities linked to accession preparation?**

*Q.18/ Efficiency & Effectiveness*

**Are there any potential actions which would improve the efficiency and effectiveness of ongoing assistance?**

### *Judgement Criteria and Indicators*

As explained below, at the time of this evaluation implementation of the 2009 annual programme had not started and most contracts (56%) for the 2007-8 programmes were concluded from mid-2009 onward meaning that they were within the first 10 months of implementation. All the 2007-8 projects are ongoing and it is too early to make judgements on effectiveness in relation to strategic objectives. The same conclusion is reached in the ROM monitoring reports examined which assess effectiveness on the basis of how likely it is that projects will achieve their planned results (as given in project fiches). There is a close correlation between efficiency and effectiveness given that projects which are implemented efficiently are more likely to be effective. Therefore, judgements in relation to answering Qs 16 and Q.18 are based on assessing the efficiency of implementation at programme and project levels. *Efficiency* is taken to mean the achievement of results within planned timeframes using appropriate resources. Judgements on efficiency are based on whether there has been a timely execution of activities and delivery of results. Efficiency can also be indirectly measured by the extent to which programme funds have been successfully tendered and spent. The following indicators have been identified in relation to Qs 16 and 18: (i) %s of 2007, 2008, 2009 budgets contracted and disbursed (ii) number of contracts signed /yr; (iii) number of contracts completed/yr; (iv) contracting rates (vi) (vi) % of IPA projects in which efficiency and effectiveness are assessed as satisfactory in Monitoring Reports

### *Efficiency of Implementation at Programme Level*

Annex 6.1 gives the status of each contract in the 2007-8 Annual Programmes up until mid-April 2010, the cut-off date for contracting and disbursement data (CRIS) provided to the evaluation team. The 2009 programme had only been recently finalised by mid-April and implementation had not

started. For the 2007 and 2008 programmes Annex 6.1 shows: programme funds contracted and disbursed; contracts and contract values per project; status of each contract. The implementation status of the two programmes is shown in Tables 28 and 29 below.

**Table 28 Contract Status of IPA 2007 Programme**

	Number contracts	Value (€)	% of Programme	Disbursed (€)	% of Programme
Annual programme	7 project fiches	50,768,790			
Total contracts	15	23,843,093	47%	7,890,605	16%
Completed contracts	2	2,220,742	4%	459,302	1%
Ongoing contracts	13	21,622,351	43%	7,431,303	15%

**Table 29 Contract Status of IPA 2008 Programmes**

	Number contracts	Value (€)	% of Programme	Disbursed (€)	% of Programme
Annual programme	24 project fiches	67,169,470			
Total contracts	18	26,484,943	39%	9,333,427	14%
Completed contracts	2	188,024	0.3%	136,617	0.2%
Ongoing contracts	16	26,261,406	39%	9,196,810	14%

The implementation of the 2007 programme is more advanced than for the 2008 programme with almost half (47%) the 2007 programme funds contracted compared with 39% for 2008. However, the difference in contracting rates (8%) between the two programmes is smaller than might be expected given that for the 2007 programme there has been one more year for procurement to have taken place i.e. the rate of contracting for the 2007 programme is low in relation to that for the 2008 programme. The rate of disbursement for the 2007 programme is also low at 16% and is only marginally higher than that for the 2008 programme (14%). In fact this represents a smaller monetary value in actual payments made (payments made from the 2007 and 2008 programmes are 23.8 M€ and 26.5 M€, respectively).

The analysis of procurement planning presented in Section 2.1.4, shows that for the 2007 programme over 90% of contracts were signed later than planned with an average delay in planned project start-up dates of 10 months. An examination of the dates of contract signatures (as given in Annex 6.2) shows that for the 2007 programme 15 contracts were finalised over the 24 month period for which data are available which represents an overall contracting rate of 1 contract/ 1.6 months. However, contracting was not uniform over this period, 50% (7) of contracts were signed in the first 17 months (April 2008 to July 2009) whilst the remaining 50% were signed in the following 7 months and clearly the rate of contracting increased from mid-2009 onwards. By contrast, for the 2008 programme 18 contracts were finalised over a 13 month period which gives an overall contracting rate of 1 contract/ 0.8 months i.e. approaching 2 contracts per month which is double the 2007 programme rate. Again contracting for the 2008 programme is not evenly distributed with 8 (44%) contracts signed in the first 7 months and the remaining 10 contracts in the next 6 months. This reflects the trend observed for the 2007 programme and shows that contracting rates for both annual programmes increased from mid-2009 onwards.

The observed contracting rates may create potential problems for the implementation of both programmes because under the IPA Regulations programme funds must be contracted within three years of signing Financing Agreements or be lost. The 2007 Financing Agreement was signed on

22/1/2008 which means that the remaining programme funds (26.9 M€) must be contracted by 22/1/2011. To date 23.8 M€ have been contracted over 24 months giving a commitment rate of 1M€ per month, extrapolating this rate over the 22 months available for contracting (4/2010-1/2011) shows that the remaining programme funds cannot be fully contracted by the end of the legal contracting period and that funds will be lost unless contracting rates increase. The situation for the 2008 programme is better, the equivalent commitment rate is 2 M€ per month with 40.7 M€ of programme funds remaining to be contracted. If contracting rates remain the same, extrapolating these figures shows that 2008 programme funds will be fully contracted by 11/2011 i.e. within the legal contracting period for 2008 funds.

The EUD in Tirana is reported to be one of the first delegations in the region to make extensive use of Indirect Centralised Management (ICM) for the implementation of IPA assistance. This possibility exists under Article 54.2(c) of the Financial Regulation which allows the EC to delegate budget implementation tasks to:

*National or international public sector bodies or bodies covered by private law with a public service mission providing adequate financial guarantees and complying with the conditions provided for in the implementing rules<sup>21</sup>.*

Five projects from the 2008 programme, with a combined value of 8 M€, will be implemented under ICM arrangements with Austria and Germany, these are shown in Table 30 below.

**Table 30 IPA 2008 Projects Implemented by Indirect Centralised Management**

Project	Delegated Authority	Project Start Actual/ Planned (months)	Contract Value (M€)	Funds Disbursed (M€)	% Contract Value Disbursed
Rural Development Strategy	Germany (GTZ)	-3	2.0	1.8	90%
Civil Service Reform	Germany (GTZ)	-3	1.0	0.8	80%
Project Preparation Facility	Germany (GTZ)	<i>no data</i>	2.0	<i>no data</i>	<i>no data</i>
SAA Implementation Process	Austria (ADA)	0	1.0	1.0	100%
Support and Expansion of the Albanian Treasury System	Austria (ADA)	-2	2.0	1.8	90%
<b>Totals / Averages</b>		<b>-2</b>	<b>8.0</b>	<b>5.4</b>	<b>90%</b>
<b>2008 Programme</b>		<b>+5</b>			<b>14%</b>

Half of the 2008 projects (9/18) started later than planned and on average project start-up dates were delayed by 5 months (Section 2.1.4). In marked contrast no ICM projects were delayed, they either started as planned, or earlier than planned, and on average ICM projects started two months earlier than planned. In addition, the great majority of funds contracted to ICM projects have been disbursed (90%), i.e. the disbursement rates of ICM projects are over 6 times higher than the programme average.

#### *Efficiency of Implementation at Project Level*

As part of their monitoring of EU assistance in Albania, the EUD produce a list<sup>22</sup> of 'current key problems' in project implementation which covers ongoing projects funded under CARDS and IPA-TAIB. This list includes 10 IPA projects; one<sup>23</sup>, 6<sup>24</sup> and 3<sup>25</sup> projects from the 2007-9 programmes, these projects have a combined financial value of 40.8 M€.

<sup>21</sup> Financial Regulation Implementing Rules, Articles 35,39,41

<sup>22</sup> EUD: Current Key Problems in Implementing EC Projects May 2010.

<sup>23</sup> IPA 2007: Support for the General Tax Directorate of Albania (2.5 M€)

An examination of the 10 projects listed by the EUD shows that the largest, single cause of problems is lack of project financing from the Albanian side, this has negative effects on four projects, the problems are wide ranging, as follows: (i) lack of co-financing; (ii) insufficient institutional funds to maintain installed monitoring equipment; (iii) lack of institutional funds to ensure training venues; (iv) lack of institutional counterpart to pay VAT on school construction.

The second largest group of problems relates to pre-conditions not being met, this effects three projects: (i) ministry financial software which the project will extend to other institutions is non-functional; (ii) project supports local offices which have not been built and local staff who have not been appointed; (iii) project will supply equipment but premises have not been built. The remaining three projects have varied problems: (i) capacity building project disrupted by government restructuring of supported agency with heavy loss of agency staff; (ii) inability to prepare acceptable technical specifications for supply of equipment; (iii) lack of willingness to cooperate and share data with other government institutions.

Efficiency and effectiveness were judged to be less than satisfactory in three of the 5 ROM monitoring reports examined. However, it should be noted that the ROM missions were carried out just after the monitored projects had started and on average the monitoring reports were prepared 4-5 months after implementation had started. The three projects judged to be less efficient experienced slow or delayed inception phases, in one case<sup>26</sup> because the beneficiary institution could not provide office space for the project team and in the two other projects<sup>27</sup> because project teams were slow in organising acceptable project work plans.

The consequence of these problems is that project implementation is delayed as clarifications, or missing documents are sought, and planned deadlines are missed. On the basis that judgements on efficiency are normally based on the 'timely delivery' of results, delays inevitably result in a reduction of project implementation efficiency. Collectively this leads to a loss of efficiency in programme implementation. Another consequence of delays is reduced disbursement since activities and supplies which lead to payment requests by contractors and suppliers are halted. For this reason disbursement rates are often used as an indicator of implementation efficiency.

#### *ICM Projects*

On the basis of the above, the use of ICM as an implementation mode should lead to increased programme efficiency since ICM projects in Albania are not subject to delayed starts, and once started have high disbursement rates (Table 25). However, these efficiency gains are limited since ICM projects are subject to the same problems as those managed by the EUD. Indeed one of the 10 problem projects identified on the EUD list is an ICM project implemented by Austria / ADA (Support and Expansion of the Treasury System).

In addition, for every project implemented under ICM it will be necessary to draw up a *Delegated Implementation Agreement* (DIA) in compliance with Article 41 of the Financial Regulation Implementing Rules (FR-IR). In particular the DIA should contain detailed arrangements for: (i) the management and control of EU funds (FR-IR Article 41.1) and (ii) reporting on performance of tasks to the EC (FR-IR Article 41.2 c). See Box 7 below.

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<sup>24</sup> i) Support for the Strengthening of the Albanian Public Procurement, Concessions and Public Auction Systems (1.5 M€); (ii) Consolidation of the Environmental Monitoring System in Albania (2.0 M€); (iii) Strengthening National Metrology Infrastructure and Achievement of International Recognition (3.0 M€); (iv) Support and Expansion of the Albanian Treasury System (1.5 M€); (v) Strengthening Vocational and Educational Training (VET) in Albania (7.0 M€); (vi) Improvement of Management and Conditions of secondary and local roads (8.0 M€)

<sup>25</sup> (i) Support for Blue Border Management (4.0 M€); (ii) Support for the Population and Housing Census 2011 (8.0 M€); (iii) Technical Assistance /Twinning for the Justice Sector (3.3 M€)

<sup>26</sup> IPA 2008: Project Against Corruption in Albania

<sup>27</sup> IPA 2007: Preparation of the Albanian Authorities for the EU Decentralised Implementation System (DIS); IPA 2007: Police Assistance Mission of the European Community to Albania (PAMECA III)

### **Box 7 Detailed Arrangements for Indirect Centralised Management (Article 41 Financial Regulation Implementing Rules)**

When the EC entrusts implementation tasks to bodies it shall conclude an agreement with them laying down the detailed arrangements for the management and control of funds and the protection of the financial interests of the Communities. This agreement shall include the following provisions:

1. a definition of the tasks assigned
2. the conditions and detailed arrangements for performing tasks, including demarcating responsibilities and organising controls to be carried out
3. rules on reporting to EC on performance of tasks
4. conditions under which performance of tasks terminates
5. detailed arrangements for EC scrutiny
6. conditions governing the use of separate accounts
7. provisions guaranteeing visibility of Community action

Each DIA must be prepared by EC-HQ / EUD on the basis of negotiations with representatives of the delegated implementing body and, once drawn up, should be reviewed at regular intervals. Drawing up DIAs and the subsequent checks of delegated bodies for compliance with DIA conditions are time consuming tasks that will increase staff workloads in EC-HQ and the EUD. This suggests that there is a trade-off between the noted efficiency gains of ICM i.e. fast project start-ups, quick contracting and high disbursement and efficiency losses, principally due to higher workloads.

#### **□ Findings:**

1. By mid-April 2010, the 2007 and 2008 annual programme funds were respectively 47% and 39% contracted; the equivalent disbursement rates are 16% and 14%. At the time of this evaluation implementation of the 2009 programme had not started.
2. The proportions of 2007 programme funds contracted and disbursed are low in comparison to those for the 2008 programme.
3. The overall contracting rate for the 2007 programme (1 contract /1.6 month) was half of that for the 2008 programme (1 contract /0.8 month). Despite this, contracting rates for both programmes will need to increase to ensure that all funds are contracted within the legal contracting period (n+3).
4. Five projects from the 2008 programme are implemented under ICM arrangements. Over the period examined, these projects had significantly fewer delays in starting-up and significantly higher rates of disbursement in comparison to other projects in either programme.
5. The EUD has identified 10 projects from the 2007-8 programmes which have experienced major problems during implementation. The main causes of these problems are (i) lack of financial resources in beneficiary institutions; (ii) failure to meet project pre-conditions in relation to premises and staff; (iii) poor capacity to prepare technical documentation (technical specifications etc); (iv) restructuring of beneficiary institutions; (v) lack of cooperation between line institutions
6. The result of these problems is that projects are delayed and consequently the efficiency of implementation is reduced. Collectively this means that the efficiency of programme implementation is reduced.
7. Contractors and suppliers in delayed projects tend to make fewer payment requests which results in low disbursement rates. For this reason disbursement rates are good indicators of implementation efficiency.
8. Each project implemented under ICM should have a DIA specifically drafted for that project. Preparing DIAs and monitoring delegated body compliance with DIAs is time

consuming and will increase EC-HQ and EUD workloads. As the number of projects implemented under ICM increases it is likely that efficiencies gained by using ICM will be off-set by efficiency losses due to increasing workloads.

## 2.6 IMPACT AND SUSTAINABILITY (QUESTION GROUP 7)

*Q.17/ Impact and Sustainability*

**Which are the prospects for immediate and long-term impact and sustainability of assistance? Are there any elements which are/ could hamper the impact and / or sustainability of assistance?**

*Q.19/ Impact and Sustainability*

**Are there any actions which would improve prospects for impact and sustainability of ongoing assistance?**

### *Judgement Criteria and Indicators*

A standard definition of *impact* is the extent to which the benefits received by the target groups of projects/programmes spread beyond these groups and have a wider effect in the sector, region or country as a whole. In the context of IPA-TAIB, judgements on impact should be made at two levels: (1) the extent to which assistance contributes to the achievement of overall objectives related to EU integration/accession; (2) the extent to which assistance builds institutions and their capacity, this being the main objective of the TAIB component and a pre-requisite for achieving impact with future assistance. As explained in Section 2.5, at the time of this evaluation implementation no IPA-TAIB projects have been completed in Albania, all the 2007-8 projects are ongoing and over 50% have been under implementation of 10 months or less. It is, therefore, too early to make judgements on impacts in relation to strategic objectives. The same conclusion is reached in the ROM monitoring reports which look at predicted impacts based on assessments that projects will achieve their stated purposes and objectives.

There is a direct link between sustainability and impact because the benefits delivered by projects will only have long term impact if those benefits are sustainable i.e. continue after projects have finished. In addition, there is a strong correlation between sustainability and ownership by the target beneficiaries as has been pointed out in three successive Albanian MIPDs (under 'Lessons Learned'). On the basis of these considerations, judgements on impact are based on the extent to which project objectives are linked to those in MIPDs and the extent to which IPA contributes to institution building in the Albanian administration. Judgements on sustainability are made on an assessment of ownership by project beneficiaries. The following indicators are identified in relation to Q.17 and Q.19: (i) % of project objectives and purposes which are linked to MIPD objectives (ii) % Monitoring Reports with satisfactory assessments of impact and sustainability; (iii) extent to which functional administrative structures and procedures are established by IPA projects; (iv) extent to which beneficiaries are involved in project preparation and management.

### *Impact*

The analysis of objectives presented in Section 2.1.2 examines the linkage between project purposes and overall objectives and MIPD priority objectives. This analysis is carried out on the premise that annual programmes are more likely to impact on strategic objectives if their constituent projects have objectives which are aimed at achieving a defined part of a specified MIPD priority objective. The results of the analysis are used to make judgements on the quality of project purposes and objectives, which in turn provide a basis for predicting the impacts of IPA annual programmes. Taking the quality of project objectives as an indicator of the predicted impacts of IPA annual programmes, the findings from Section 2.1.2 show that 80% of project overall objectives and purposes in the 2007-9 annual programmes (69/86) are judged to be achievable and linked to the achievement of specific MIPD priority objectives. Therefore, in relation to Q.17 the *prospects for immediate and long term impact* are good but unquantifiable at this early stage of programme implementation. In relation to Q.19, the prospects for impact can be improved if future project objectives are restricted in scope and are clearly aimed at achieving a specified MIPD priority objective.

The 5 ROM monitoring reports examined all made positive judgements on 'Impact Prospects' and each project was assessed as being satisfactory/ very satisfactory (B score) on this criterion. The value of ROM monitoring missions is that they can assess planned objectives in the light of the actual institutional setting that exists when projects are implemented (rather than when programming documents were written) and in the context of the observable performance of projects under implementation. Predictions made on this basis are more realistic than those made on programming documents alone and therefore more accurate. The reasons for positive assessments of impact prospects are as follows: (i) in the IPA 2008 projects supporting veterinary inspection and the fisheries sector, sustainability is the basis for predicting positive impacts, in one case the target beneficiaries (fishermen) will contribute to the maintenance costs for equipment supplied by assistance, in the other the target beneficiaries (vets) will use procedures introduced by assistance in the wider private sector; (ii) the IPA 2007 project supporting capacity building in the police (PAMECA III) is predicted to have positive impacts because the project addresses a government supported priority and is the third in a sequence of projects which have established close working relations with the beneficiary counterparts who have ownership of project outcomes; (iii) the IPA 2007 project supporting the establishment of the DIS is predicted to have positive impacts because the DIS is a pre-requisite for EU accession which is a very high priority for all governments in Albania. The only ROM monitored project where there was doubt about future impacts was the IPA 2008 project supporting the national anti-corruption strategy, this was because this is a cross-cutting strategy which must be implemented by several institutions, none of these were judged to have ownership of the strategy which was reflected in their lack of commitment to strategy implementation.

The extent to which IPA has contributed /will contribute to institution building is difficult to estimate because each project providing assistance to a line institution will have a positive impact on that institution's capacity. In addition to the specialised technical assistance given, there are indirect benefits such as, improved office procedures, better resource planning and reporting skills. In this sense it is clear that IPA assistance will improve the capacities of all beneficiary institutions. IPA assistance has, and will, support many key institutional reforms and institution building measures in Albania, examples of these are quoted throughout this report. Notable amongst these are: (1) the support provided to build the capacity of the MEI to (i) effectively coordinate assistance; (ii) monitor the implementation of the NPISAA; (iii) provide advice, support and training for line institutions; (2) the support given to the development of the IPS which links sector strategies with the national budget will have wide policy impacts once it is fully operational; (3) the support given to the establishment of the DIS will have wide institutional impacts and is a necessary precursor to Albania's EU accession.

#### *Sustainability*

The ROM monitoring reports assessed potential sustainability as being high in those projects where beneficiaries felt a sense of ownership and as a result became actively engaged in achieving project outcomes. At present, Albanian line institutions have a growing sense of ownership over the programming part of the IPA cycle as is evidenced by the gradual increase in institutional involvement with project preparation and the improvement in quality of sector analyses and project proposals submitted to MEI<sup>28</sup>. To date, there has been no equivalent institutional driver to MEI for the implementation part of the cycle and there has been no systematic involvement of beneficiary institutions during implementation.

One consequence of this is that, despite the positive ROM assessments discussed above, there are many examples of poor or no ownership by project beneficiaries. Low institutional / government ownership is common to 8/10 IPA 2007-8 projects identified by the EUD as having serious implementation problems; lack of co-financing and maintenance budgets and failure to meet pre-conditions are symptomatic of low ownership (see Section 2.5).

In order to address this issue the EUD places particular emphasis on conditionalities during project preparation and ensuring that institutional and human resource conditions for continuing IPA assistance are stipulated in project fiches and, where necessary, set as pre-conditions for project start-ups. For example, the project fiche for the IPA 2007 project supporting the General Tax Directorate points out that tax officials are not covered by the Civil Service Act so that with each change of government sweeping personnel changes take place throughout the tax administration

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<sup>28</sup> PPF (2010) Inception Report / MEI (2010) Evaluation of IPA 2009 Programming

resulting in a loss of institutional memory as well as trained staff. In the light of this the following conditions are set in the project fiche:

*'In a highly politicised culture such as Albania, the government must be warned that EU funded support will not be assured without the retention of staff. EU assistance, therefore, should be suspended in the case of the removal of more than 10% of staff.'*

Similar conditions are set throughout the 2007-9 project fiches and given that they are monitored and non-compliance is followed-up by the EUD, should improve government ownership in the mid-term. In cases where beneficiary institutions have no post-project maintenance budgets for supplied equipment (as identified in the EUD list of key implementation problems) this could be made a pre-condition for the equipment installation.

**□ Findings:**

1. By April 2010, implementation of the 2009 programme had not started and all 2007-8 projects were ongoing. At this time over 50% of projects had been under implementation for 10 months or less. It is therefore too soon for this evaluation to make judgements on impact.
2. Impacts on strategic objectives can be predicted assessing the linkage between MIPD priority objectives and individual project overall objectives and purposes. For the 2007-9 programmes 80% of overall objectives and purposes are linked to specific priority objectives and on this basis, in answer to Q.17, the prospects for positive impacts are good, but unquantifiable.
3. In relation to Q.19, the prospects for impact can be improved if future project overall objectives are restricted in scope and are clearly aimed at achieving a specified MIPD priority objective.
4. The 5 ROM monitoring reports examined assessed 'impact prospects' and 'potential sustainability' as being satisfactory / very satisfactory. In four projects ownership was judged to be the basis of future sustainability and therefore of future impacts.
5. IPA has made significant impacts on institution building in Albania. Notable examples being (i) support for programming and coordination capacity; (ii) support for the establishment of the IPS; (iii) support for the establishment of the DIS
6. Albanian line institutions have a growing sense of ownership of the IPA programming, but as yet, this is not mirrored in the implementation of IPA projects.
7. A lack of government / beneficiary institution ownership is common to 8/10 IPA projects identified by the EUD as having serious implementation difficulties.
8. The EUD places emphasis on institutional and human resource conditionalities during project preparation and subsequently monitors compliance by beneficiary institutions. In relation to Q.19, the prospects for both sustainability and impact of on-going assistance can be improved if this practise is continued and could be strengthened by including considerations of arrangements needed to maintain benefits delivered after project closure.



## SECTION 3. CONCLUSIONS AND RECOMMENDATIONS

### 3.1 PROGRAMMING AND INTERVENTION LOGIC (QUESTION GROUP 1)

*Q.9/ Programming Gaps, Weaknesses and Recommendations*  
**Which are the main gaps / weaknesses in the current programming framework?**

*Q.11/ Programming Gaps, Weaknesses and Recommendations*  
**How can programming of assistance be enhanced to more efficiently and effectively reach strategic objectives?**

*Q.12/ Programming Gaps, Weaknesses and Recommendations*  
**How can programming be enhanced to improve the impact and sustainability of financial assistance?**

#### Quality of Intervention Logic and Programming Documents

The MIPDs are key programming documents, essential for providing direction and focus to the annual programming process. Their overall quality is good and they provide a large amount of sector-specific information, particularly at the priority objectives level. However, the strategic objective of the three MIPDs: *'To support Albania in moving towards membership of the EU'* is a statement of intent and too broad to provide direction for annual programming. The priority objectives, at the next level down in the intervention logic, are also broad and in the 2007-9 MIPD, 75% of them are judged to be too wide to provide direction and too diffuse to achieve impacts against the strategic objective. There has been a marked improvement in the quality of priority objectives in the subsequent MIPDs (in the 2009-13 MIPD only 18% fail on LAAM criteria) however this has been accompanied by a doubling in their number (from 16 to 33) and a consequent near doubling in the number of results (from 59 to 106). The results listed by MIPDs are expected to be achieved with IPA assistance by the end of the three year period covered. Therefore, as MIPDs are revised annually the expectation is that the number of results to be achieved will gradually decrease as IPA programmes are implemented. This is not the case for Albanian MIPDs since the number of results has increased and with each revision the scope of 7 priority objectives (20%) has increased. In addition there are many fewer indicators (32) than there are results (106).

The analysis of project overall objectives and purposes in annual programmes shows that the increasing quality of MIPD objectives is mirrored by the objectives in annual programmes. For the 2007 programme 100% of overall objectives and 70% of project purposes fail the LAAM quality criteria. These figures reduce to 19% and 31% respectively in the 2009 programme. As with MIPD objectives, the improvement in annual programme objectives is the result of a progressive decrease in their scope accompanied by an increasing focus on achieving accession-relevant objectives. The quality of indicators increases over the 2007-9 programmes with the numbers of SMART indicators growing from 0% for 2007 projects to 57% and 71% in 2008 and 2009 projects.

In answer to Q.9, it is concluded that, whilst the general quality of MIPDs is good, their lack of focus and measurability is a *'weakness in the current programming framework'*. Regardless of this, it is further concluded that the steadily improving quality of MIPDs is the main driver for improving the quality of annual programmes and that future programmes would be improved by the continued improvement of MIPDs. The recommendations made below address these issues and are intended to: (i) increase effectiveness (Q.11) by improving the linkage of project overall objectives / purposes to MIPD priority objectives; (ii) ensure impact (Q.12) by improving the linkage between MIPD priority and strategic objectives.

#### **Recommendations**

Two options are presented below. This is because a number of interviewees expressed the view that large numbers of broad MIPD priority objectives were preferable for operational reasons, in that it

allowed flexibility during programming. There may also be wider, political, reasons for not reducing either the number or the scope of priorities. The first option is preferred, but both options will improve the quality of MIPDs and annual programmes.

#### Option A

1. The scope of the MIPD strategic objective should be reduced and be made measurable by the introduction of time-bound targets which can be verified in Monitoring Reports.
2. The number of MIPD priority objectives should be reduced and their scope more focussed, each should have at least one associated indicator which sets targets to be achieved by the end of three years.
3. The number of results should be reviewed annually and reduced according to the predicted results of past and ongoing annual programmes.
4. The quality of overall objectives at the project level should be improved so that they become more focussed (reduced in scope), are better linked with the MIPD priority objectives and are measured by time-bound indicators.

#### Option B

1. If the number of priority objectives is not reduced then a restricted number of identified priority objectives are addressed in any one MIPD period.
2. The numbers of results in the selected priority objectives is reviewed annually and adjusted in the light of ongoing and past assistance.
3. As for Option A, each selected priority objective should have at least one indicator with time-bound targets
4. As for Option A, the quality of overall objectives at the project level should be improved.

#### *Financial Resources, Prioritisation and Sequencing*

On the basis of identified needs each of the annual programmes has supported infrastructure development projects. However, the financial resources available under IPA are inadequate to address Albania's need for large investments to meet EU standards. For example, the 2007 and 2009 water supply / sewerage projects will construct and upgrade water infrastructure in a limited number of coastal locations thereby meeting a small fraction of Albania's needs for such infrastructure, yet taken together these projects constitute over 25% of total IPA assistance over three annual programmes and represent significant investments of programme funds (47 M€). National allocations of IPA financing are also insufficient to achieve the priority objectives in MIPDs as they are currently formulated. For example, the analysis of how annual budgets are divided by priority axis and sector (Section 2.1.4) shows that the three sectors *Rule of Law*, *Public Administration* and *Environment* have received 53% of IPA funding over the 2007-9 programming period but only contribute to the achievement of three out of 33 priority objectives. As noted above, there is a need to reduce the number and scope of priority objectives in order to better link annual programmes with MIPDs.

Given that financial resources are limited, a further conclusion reached in relation to Q.11 is that *effectiveness can be enhanced* by focussing these resources on a limited number of selected priority sectors (prioritisation) and sequencing assistance within those sectors so that a series of projects progressively achieves sector strategic objectives. The analysis presented in Section 2.1.4 shows that the existing financial framework, whereby annual programme budgets are divided between priority axes, is flexible enough to allow for prioritisation. This flexibility is best seen in the 2007 programme in which important infrastructure projects<sup>29</sup> under axes 1 and 3 are prioritised at the expense of axis 2 which was allocated 7% of programme funds, despite this being well outside the range (25-30%) established for allocations to this axis in the 2007-9 MIPD. The second step, sequencing, requires a mid-term (5-6 year) sector plan or strategy to identify a chain of progressive projects to be funded by successive annual programmes. There is evidence that this approach works well in Albania, e.g. the ROM monitoring report on the IPA 2008 project PAMECA III<sup>30</sup> concludes that the project will be effective and achieve predicted impacts because it is the third<sup>31</sup> in a sequence of projects which have established very close working relations with the beneficiary counterparts who, as a result, have

<sup>29</sup> IPA 2007: Axis 1 - Support to the Penitentiary Infrastructure (Euro 10M); Axis 3 - Improvement of Water Supply and Sewerage Systems in Albania (Euro 24M)

<sup>30</sup> PAMECA III: Police Assistance Mission of the European Community to Albania.

<sup>31</sup> PAMECA and PAMECA II were funded, since 2001, by the former CARDS programme

ownership of project outcomes (Section 2.6). Similarly support to the MEI has been effectively delivered by a sequence of four projects.<sup>32</sup>

To date, there has been relatively little sequencing within prioritised sectors (Section 2.1.5) in Albania. This is not surprising given the majority of funding to these sectors supports infrastructure projects. Infrastructure projects are intrinsically more difficult to sequence since they have long and, often, unpredictable implementation periods. Also it is often the case that national sector plans for infrastructure development involve building the same thing in many different locations, the order in which each location is developed is unimportant, as long as all locations are developed at which time national sector objectives and impacts are achieved. For infrastructure projects, sequencing will be determined by the institutional capacity of the beneficiary (to prepare, supervise and manage EC works contracts) and the availability of co-financing. The second of these constraints, co-financing, is a big one, given the scale of investments needed and limitations of the Albanian state budget. With regard to co-financing it is noteworthy that two infrastructure projects in the 2009 programme are co-financed by loans from development banks so that the total IPA investment of 32 M€ is co-financed by 66 M€ of loans, a leverage ratio of 1€ from IPA to 2€ from loans (Section 2.1.4). It is concluded that IPA has high leverage with banks and other donors.

On the basis of the above conclusions and in answer to Qs 11 and 12, the recommendations below are intended to increase the effectiveness and impact of IPA assistance.

### Recommendations

1. Annual programming should be made more effective by focussing IPA assistance consistently, in successive years, in a limited number of prioritised sectors. Projects within priority sectors should be sequenced in a progressive way which leads to the achievement of sector strategic objectives. Infrastructure projects should be sequenced according to beneficiary capacity and availability of co-financing.
2. In order to facilitate prioritisation, the EC should consider either (i) widening the maximum-minimum range of financial allocations per priority axis; or (ii) applying the existing range over a three year period, allowing annual variations on the condition that the total allocations over the three years are within the range. The second of these options is preferred since it ensures balance between priority axes, albeit over three years rather than in each annual programme.
3. The scope of MIPD priority axes should be either reformulated or clarified to avoid potential problems in categorising projects by priority axis. As is pointed out in Section 2.1.4 each annual programme contains projects which can be allocated to more than priority axis. This will also to the recommendations made above in relation to improving the quality of programming documents.
4. Wherever possible, IPA investments should be used to leverage bank loans and other donor financing as co-financing because this will increase the total volume of investments in *acquis*-related infrastructure and therefore increase the effectiveness and impact of these investments. A good opportunity to co-ordinate donor co-financing is provided by the adoption of MIPDs, by the key donors in Albania, as the principle mechanism for coordinating assistance programmes and achieving synergy between donors (Section 2.1.7).

### 3.2 OVERVIEW MAPPING (QUESTION GROUP 2) AND SECTOR-BASED APPROACH (QUESTION GROUP 3)

In 2005 the Albanian government, in response to requests from the donors for more directional coordination, adopted the Integrated Planning System (IPS) as a wholesale reform of the way it manages domestic and external public investment. As a main element of the IPS the government proposed to develop a new national strategy, the NSDI, which would integrate the plethora of strategies and policies into a single, coherent strategy, fully in line with the medium term economic

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<sup>32</sup> (i) CARDS 2005: Strengthening of the Ministry of European Integration; (ii) IPA 2008: Support to Strengthen Albania's Administrative Capacity to Manage and Coordinate the SAA Implementation Process; (iii) IPA 2008: Project Preparation Facility; (iv) IPA 2009: Project Preparation Facility

framework, and therefore fully budgeted. The NSDI would be developed around Albania's European integration policy. Once the IPS was established donors, including the EU, would be asked to fund only those interventions that were part of the NSDI. Since 2005 the following steps have been taken to establish the IPS: (i) a multi-donor trust fund has been set up to implement the IPS; (ii) the DSDC has been given institutional responsibility for IPS development; (iii) a donor database has been set-up; (iv) the NSDI has been prepared and adopted by the government (2008); (v) a linkage between the NSDI and the mid-term budgetary process is being developed by means of the MTBP

In answering Q.13, on whether a sectoral based approach (SBA) is a *feasible and operational option* for future IPA programming, an assessment of the feasibility and operability of SBA for IPA programming in Albania has been made on the basis of 5 EC pre-conditions for establishing SBA and 6 steps for operating SBA. The assessment shows that three of the 5 pre-conditions are met and that 5 of the 6 operational steps have been completed in Albania, mostly as part of IPS establishment. The first pre-condition is met by the government's approval of 38 national sector and cross-cutting strategies. These strategies were developed over 2006-9 as part of the preparation of the NSDI, i.e. as part of IPS implementation. Furthermore, the remaining two pre-conditions (linkage to MTBP and performance monitoring) are being developed as part of the next phase of the IPS. It is concluded that: (i) the EC pre-conditions and operational steps for SBA are almost exactly matched by the components of the IPS; (ii) the extent to which the IPS has been established is an indicator of the feasibility of SBA in Albania; (iii) the IPS should be fully established and working before it becomes feasible to introduce SBA in Albania.

In answering Q.14, on readiness for SBA, assessments were made of: (i) the administrative support for sector strategic planning within the Albanian administration; (ii) the quality of 20 (of the 38) national sector and cross-cutting strategies that are incorporated in the NSDI. With regard to administrative support it is concluded that the policy leadership and operational support provided respectively by the SPC and DSDC to IPS implementation is good and adequate to support the introduction of SBA, which in many respects has identical administrative requirements to IPS. With respect to national strategies it is concluded that, whilst their overall quality is adequate to good, specific improvements (mostly related to financing and implementation) are needed in at least 25% of sector and cross-cutting strategies to make them an acceptable basis for programming through SBA.

The recommendations below are intended support the further development of capacity to undertake SBA.

#### Recommendations

1. The Albanian administration, in discussion with the EC, should decide which sectors would be appropriate for SBA. This decision should be based on three criteria: (a) relevance of sector to EU integration / accession; (b) the quality of strategies; (b) administrative capacity to implement and monitor strategies.
2. The quality of selected strategies needs to reach a certain minimum standard, particularly in the areas of implementation and monitoring since these aspects are the weakest parts of Albanian strategies in general and the main reason why 25% of them are judged to be inadequate, this was particularly so for cross-sector strategies. As a minimum, all strategies selected for SBA should have realistic, verifiable, three year action plans which contain SMART indicators of performance at the results level. In order to facilitate this, the DSDC should consider: (i) amending the instructions and standard templates issued to line institutions so that they include guidance on implementation and monitoring; (ii) ensure that these aspects are included in their internal quality control checks of strategy preparation.
3. The EC should decide on the minimum quality standards for sector strategies which need to be met before selected sectors are judged to be suitable for SBA. In order to ensure quality the EC should consider carrying out *ex-ante* controls of strategies plus their three year action plans and making *ex-ante* approval of strategies a conditionality for IPA-TAIB funding. In accordance with the logic of SBA, the *ex-ante* approval given should cover a period of three years (i.e. the duration of MIPDs). Beneficiary institutions should be expected to update strategy action plans annually, on the basis of monitoring data, and to resubmit them for approval every three years. This three year cycle should be synchronised with the MIPD preparation process. Essentially, this approach would mirror that taken for IPA Components

II, III, IV and V in which funding is conditional on *ex-ante* approval of multi-annual programmes.

4. If SBA is introduced, the EC should consider adopting the recommendation made above in relation allowing more flexibility in MIPD funding allocations per priority axis (recommendation 2, *Financial Resources, Prioritisation and Sequencing*), since this would facilitate sector prioritisation and project sequencing which are the main programming tools needed for SBA.
5. If SBA is introduced, more time should be made available for project preparation since the preparation of a pipeline of well-sequenced projects takes longer than for 'stand alone' projects. To accommodate this, the EC should consider the introduction of multi-annual programmes to IPA-TAIB which cover the three year periods of MIPDs. This would bring IPA-TAIB in line with the other components of IPA which are all implemented through multi-annual programmes. This recommendation supports recommendation 3 above because it links *ex-ante* approval to the programming cycle.
6. The Albanian government should ensure that there is sufficient capacity in line institutions to manage the implementation of strategies in the sectors selected for SBA. Particular attention should be given those institutions which are responsible for several strategies (as identified in Section 2.3.3), noteworthy in this respect is the MIITC which is responsible for implementing 8 national strategies. It is recommended that the government: (i) undertakes an institutional and human resource impact analysis for the introduction of SBA; (ii) carries out a workload analysis and skills audit for each institution that will be managing the sectors selected for SBA; (iii) ensures that institutional staffing and skills levels are adjusted according to the results of workload analysis. The EC should consider including workload analyses in its *ex-ante* control of strategies.
7. The Albanian government should, with the support of the EUD, hasten the full establishment of the IPS. In particular, it must (i) ensure that strategies for sectors selected for SBA are linked to the MTBP; (ii) ensure that a results orientated monitoring system is in place and fully operational for SBA strategies.
8. It is **strongly recommended** that the EC make both (i) and (ii) above, preconditions for the introduction of SBA in Albania. More generally, it is recommended that the full establishment of the IPS should be made a pre-condition for SBA in Albania. This is because: (i) the requirements of the IPS match those of SBA exactly, which makes the IPS an excellent management framework for SBA; (ii) establishing the IPS has been, and continues to be, a high government priority which ensures its support by senior management; (iii) the IPS is strongly supported by the key donors in Albania and its establishment will improve the coordination of assistance programmes and increases the opportunities for donor co-financing of IPA investments.

### 3.3 ADMINISTRATIVE AND MONITORING CAPACITY (QUESTION GROUP 5)

#### *Administrative Capacity*

The answer to Q.15 is that *administrative and organisational structures* for managing IPA assistance under centralised management are in place. The minister of European integration has been appointed as the NIPAC and EIDs have been established in 11 out of 14 government ministries. The Albanian administration is actively involved in annual programming which is capably coordinated and led by the MEI. The MEI and the EUD between them have established a functional project selection system which involves the growing engagement of Albanian line institutions. The procedures introduced jointly by the MEI and EUD follow best practices from Candidate and former Candidate countries in that line institutions are expected to identify projects on the basis of sector analyses which encompass the objectives and priorities of the NPISAA; relevant sector strategies, NSDI and the findings of EC progress reports. The preparation of sector analyses and subsequent project proposals and project fiches by line institutions is supported by MEI which carries out internal quality control checks at key stages of preparation using standard control check lists. The guidance instructions and standard templates issued by the MEI are of good quality and, to date, programming deadlines set by the EUD and EC-HQ have been adhered to. However, the MEI evaluation report for IPA 2009 programming concludes that generally the line institutions had insufficient staff dedicated to

programming and that there were critical skills / knowledge gaps in the majority of line institution staff (as listed in Section 2.1.6); these are currently being addressed by the PPF training programme.

Given that IPA is centrally managed in Albania, there has been no systematic involvement of line institutions in project implementation, rather this is based on bilateral interactions between the EUD and individual beneficiaries therefore the quality of these interactions (e.g. whether good quality ToRs are produced on time) varies from project to project and institution to institution. It has not been possible for this evaluation to assess the overall capacity of the line institutions to engage constructively in project implementation, however, the majority of EUD task managers interviewed gave examples of poor interactions with beneficiary institutions and some gave examples where lack of beneficiary engagement or high staff turnover had led to serious implementation delays (these are listed in the EUD list of key implementation problems, Section 2.5). On the issue of beneficiary staff turnover, this evaluation estimates this as being 9% per year; however this figure takes no account of the growing numbers temporary staff nor of frequent institutional restructuring and it is concluded that 9% can only be considered as a minimum figure the actual rates of turnover are certainly much higher. As concluded in Section 2.4 even this minimum 9% rate of staff change poses potential threat to the continuity and functions of the MEI and EIDs and could adversely affect the management of IPA assistance.

The overall conclusions on administrative capacity are that: (i) the necessary structures for managing IPA assistance have been created in Albania and that they are well involved in programming but variably, and on the whole poorly, engaged in project implementation; (ii) the role of EIDs in programming should be clarified, skills and knowledge gaps of line institution staff should be addressed, more line institution staff should participate in programming; (iii) many major problems during project implementation could be solved by the greater, and better quality, engagement of beneficiary institutions in implementation; (iv) high rates of staff turnover pose potential and actual threats to the management of IPA assistance.

#### *Monitoring Capacity*

At present IPA project implementation is monitored the EUD which, together with EC-HQ, produce Implementation Status Reports for the TAIB Monitoring Committee. In addition, projects are subject to external monitoring by the ROM programme. Apart from participation in the TAIB Monitoring Committee, the Albanian administration has had no formal involvement with monitoring to date. However, in preparation for decentralised management, there will be a need to set-up a number of TAIB Monitoring Sub-Committees, at the sectoral level, as part of the DIS. Under IPA Regulations, monitoring is one of the key responsibilities of the NIPAC, so it is anticipated that the MEI will take the lead role in the administration for establishing sector monitoring sub-committees and their coordination. The establishment of these DIS committees coincides with the finalisation of the IPS monitoring system. Given that the IPS and DIS monitoring systems: (i) are both based at the sector level; (ii) depend upon data collection and reporting by the same beneficiaries; (iii) could have different reporting requirements and formats; (iv) are monitoring the same projects (the IPS includes IPA assistance); (v) are being established at the same time; (vi) are being led by different institutions (MEI for DIS and DSDC for IPS) it is concluded that there is a high risk of confusion and overload in line institutions plus additional risks of duplication of procedures and conflicting reporting time schedules. At the same time there are good opportunities for synergy and the development of a unified sector-based monitoring system.

#### **Recommendations**

1. The MEI should clarify and systemise the role and functions of EIDs in the preparation of sector analyses and project fiches and intensify the PPF support to line institutions
2. The setting-up of the DIS should be used as an opportunity to engage line institutions systematically in project implementation. The recently appointed PAO and recently established CFCU should take an active institutional lead role for implementation in the same way that the MEI has for programming and should provide central support, guidance and instructions for line ministries implementing IPA projects. Beneficiaries should be made aware of their responsibilities in drafting procurement documentation; and should be encouraged to attend and participate in tender evaluations. The recently appointed SPOs should act as counterparts for the PAO / CFCU and supervise the technical implementation of projects. As

soon as is possible, the SPOs should be made responsible for producing 6-monthly Implementation Status Reports for the projects implemented by their institutions for submission to the IPA-TAIB Monitoring Committee.

3. The SPOs should carry out a workload analysis for EIDs and other parts of their institutions involved in programming and implementing IPA projects. These analyses should be the basis for reviewing and adjusting staffing levels in relation to the management of IPA assistance.
4. Beneficiary staff managing IPA projects should receive training on implementation, particularly on procurement and PRAG procedures
5. The issue of staff retention should be addressed as soon as possible by senior government. The EUD should continue to make sure that staff retention is added as a conditionality in the project fiches for institutions where staff turnover is considered to be a problem. The EUD and the MEI should follow-up on this conditionality.
6. The MEI and DSDC should coordinate the establishment of the DIS and IPS monitoring systems and look for efficiencies in collecting and reporting on monitoring data with a view to developing a single, unified, monitoring system using, as far as is possible, common data inputs from line institutions and common reporting formats. Such a unified system would be a good basis for managing an SBA for IPA in Albania.

### 3.4 EFFICIENCY AND EFFECTIVENESS

*Q.18/ Efficiency and Effectiveness*

**Are there any potential actions which would improve the efficiency and effectiveness of ongoing assistance?**

The conclusion made on the basis of examining contracting and disbursement data is that the implementation of the 2007 and 2008 programmes has been slow to date, this is particularly so for the 2007 programme. If the current rates of implementation are maintained (as measured by contracting rates) there is a risk that the funds in both annual programmes may not be fully contracted by the ends of their respective legal contracting periods. At a programme level, contracting rates can be rapidly accelerated by the use of ICM arrangements since there is no lengthy procurement period. However, each project managed under ICM should be bound by a detailed agreement drawn-up between the EC and the delegated body, and thereafter monitored for compliance. These tasks are likely to be time consuming and will add considerably to the workloads of the EUD and EC-HQ, thereby potentially decreasing the overall efficiency of implementation. This suggests that there is a trade-off between the noted efficiency gains of ICM i.e. fast project start-ups, quick contracting and high disbursement and efficiency losses, principally due to higher workloads.

On the basis of: (i) the EUD's monitoring of project implementation and identification of key implementation problems; (ii) the assessment made of administrative capacity by this evaluation it is concluded that a large contributory factor to slow programme implementation is the lack of both capacity and positive engagement by beneficiary institutions. This has effects on procurement because delays in producing ToRs and technical specifications cause delays in finalising contracts and starting projects. In addition, non-engagement causes delays once projects are under implementation (as described in Section 2.5). The 2007 and 2008 projects identified by the EUD as having serious implementation problems, and therefore delays, have a combined financial value of 40.8 M€, which represents 37% of the total 2007 and 2008 programme funds. Therefore, in answer to Q. 18, implementation could be made both more *efficient and effective* if the beneficiary institutions took more ownership and became actively involved in procurement and implementation. This reinforces the conclusions reached above on increasing beneficiary administrative capacity.

#### Recommendations

1. In order to increase the rate of contracting and to decrease delays in implementation the EUD, CFCU and SPOs should make every effort to involve beneficiaries in procurement procedures and the implementation of ongoing IPA assistance. The DIS should be established as quickly

as possible. This recommendation reinforces Recommendation (2) made in relation to increasing administrative capacity.

2. The EUD should evaluate the impacts of ICM projects on internal staff workloads. It should also assess whether ICM implementation arrangements have adverse effects on beneficiary engagement and ownership

### **3.5 IMPACT AND SUSTAINABILITY (QUESTION GROUP 7)**

At the time of this evaluation, implementation of the 2009 programme had not started, all 2007-8 projects were ongoing and most had been under implementation for 10 months or less. It is therefore too soon for this evaluation to make judgements on impact. The 5 ROM monitoring reports examined assessed 'impact prospects' and 'potential sustainability' as being satisfactory to very satisfactory. In four projects, ownership was judged to be the basis of future sustainability and therefore of future impacts. In addition, a lack of government / beneficiary institution ownership is common to 8/10 IPA projects identified by the EUD as having serious implementation difficulties and is judged to be the single biggest obstacle to efficient implementation. This leads to the conclusion that increasing ownership of projects will not only improve their efficiency and effectiveness (as concluded above) but also their impact and sustainability. The second main reason for predicted unsatisfactory impact and sustainability was the lack of government financing and institutional support, post-project. The conclusion arising from this is that sustainability might be improved if post-implementation arrangements were considered during project preparation and included in project fiches as conditionalities.

#### **Recommendations**

In addition to the recommendations made above in relation to increasing administrative capacity, ownership could be improved by including a commitment of the beneficiaries to maintain the project results after the project has finished, especially in cases where policy advice is the main outcome and where institutional and staff costs are in question. The EUD should consider adding such a commitment, which might include the costs of post-project sustainability actions, to the conditionalities of project fiches.



**ANNEX 1.1**

**ANALYSIS OF OBJECTIVES: IPA MULTI-ANNUAL INDICATIVE PLANNING  
DOCUMENTS (MIPDS), ALBANIA 2007-11**

Annex 1.1 Analysis of Objectives: Multi-Annual Indicative Planning Documents, 2007-11

Strategic and Priority Objectives	Linkage		Aim		Achievability		Measurability		Totals ☑
	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
<b>MIPD 2007-2009</b>									
<p><u>Strategic Objective:</u> To support Albania in moving towards membership of the EU. IPA will support Albania in meeting the political, economic &amp; <i>acquis</i>-related criteria for membership with the following focus:</p> <ol style="list-style-type: none"> <li>Improving governance &amp; the rule of law, particularly in the public administration, judiciary &amp; police</li> <li>Supporting economic development &amp; enhancing social cohesion</li> <li>Adopting the <i>acquis</i> &amp; building capacity for transposing, implementing &amp; enforcing the <i>acquis</i></li> <li>Strengthening ties with neighbouring countries &amp; EU Member States</li> </ol>	Not applicable			☑	☑		☑		2
<i>Priority Objectives (Priority Axis 1: Political Requirements)</i>									
1. To contribute to the reform of the public administration to obtain a reformed, streamlined, harmonised, effective, transparent & service orientated public administration, capable of leading the SAA process	☑			☑	☑			☑	2
2. To support the reform of the judicial system with the strategic objective of an independent, reliable & efficient functioning judiciary that guarantees the rule of law	☑			☑		☑	☑		2
3. To support police reform so that the police force operates in an efficient & sustainable structure & is capable of enforcing the rule of law	☑		☑		☑		☑		4
4. To support the political system in order to improve the electoral system & regulatory functions of the parliament		☑		☑		☑	☑		1
5. To support civil society in order to promote the creation of a genuine partnership between authorities & civil society in the democratic stabilisation & economic & social	☑			☑	☑			☑	2

Strategic and Priority Objectives	Linkage		Aim		Achievability		Measurability		Totals ☑
	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
development of the country									
6. To support the improvement of the media sector to develop a high quality, independent public service broadcasting system & a regulatory environment in line with European standards	☑			☒	☑		☑		3
7. To support vulnerable groups (minorities, including Roma, women, children, handicapped) to overcome their vulnerable & economically fragile situation & to protect them against discrimination. Support to victims of trafficking.	☑		☑		☑		☑		4
<i>Priority Objectives (Priority Axis 2: Socio-Economic Requirements)</i>									
1. To develop improved & coordinated economic & fiscal policies to assist in the stabilisation of the macro-economic environment, to streamline public expenditures, to improve the business climate & reduce unemployment		☒	☑		☑		☑		3
2. To improve corporate governance to support sustainable growth in Albania		☒		☒		☒		☒	0
3. To improve trade policy to facilitate the implementation of the Interim Agreement, bilateral free trade agreements & CEFTA, to continue the necessary reforms to comply with WTO rules & obligations	☑		☑		☑		☑		4
4. To support improvement in the social welfare services	☑		☑		☑		☑		4
5. To advance the reform of the education & VET system to support the development of economy & society. Creating a link between the education system & the labour market	☑			☒	☑			☒	2
6. To develop active labour market measures in order to combat unemployment, in particular youth & long-term unemployment	☑		☑			☒	☑		3
<i>Priority Objectives (Priority Axis 3: European Standards)</i>									

Strategic and Priority Objectives	Linkage		Aim		Achievability		Measurability		Totals ☑
	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
1. Support to the establishment & capacity building of agencies & institutions needed for the implementation & enforcement of sectoral policies, including mechanisms for verification of EU compatibility of government policies & draft laws	☑			☒	☑			☒	2
2. Support to the development of strategies & policies to establish sectoral policies & a regulatory framework compatible with European standards	☑			☒	☑			☒	2
3. Support to IBM reform, fight against organised crime, visa, asylum & migration policies	☑			☒		☒	☑		2
<b>MIPD 2008-20010</b>									
<u>Strategic Objective:</u> To support Albania in moving towards membership of the EU: 1. Focussing on institution building & meeting the political criteria 2. Addressing the economic criteria 3. Supporting the ability to assume the obligations of membership 4. Promoting cross-border cooperation 5. Addressing the requirements of the SAA 6. Ensuring the continuity of EU assistance from previous CARDS programmes 7. Integrating cross-cutting issues	Not applicable		☑		☑		☑		3
<i>Priority Objectives (Priority Axis 1: Political Criteria)</i>									
1. To support the implementation of the current reform of public administration; strengthen capacities of local governments; strengthening of European integration structures & prepare for DIS; support to customs services.	☑		☑		☑		☑		4
2. To support the establishment of internal audit functions & inspection services to combat fraud; strengthen the Supreme Audit Institute. Support to establish the	☑		☑		☑		☑		4

Strategic and Priority Objectives	Linkage		Aim		Achievability		Measurability		Totals ☑
	strong	weak	focussed	diffuse/wide	achievable	not achievable	good	Low/poor	
institutions & structures for the decentralised management of EU funds.									
3. To support the reform of the judicial system; support to judiciary infrastructure & penitentiary facilities.	☑		☑		☑		☑		4
4. Capacity building for establishing legislation to fight corruption; strengthen capacity to investigate & prosecute corruption & enforce legislation.	☑		☑		☑		☑		4
5. To support the political system in order to improve the electoral system & regulatory functions of the parliament, support to civil registry, address system & population census	☑		☑	☒	☑	☒	☑		4
6. To assist the police to operate in an efficient & sustainable way, capable of fulfilling its role in the enforcement of the rule of law.	☑		☑		☑		☑		4
7. To support the media sector to develop a high quality, independent public service broadcasting system & a regulatory environment in line with European standards	☑		☒		☑		☑		3
8. To support civil society in order to create a genuine partnership between authorities & civil society in the democratic stabilisation & economic & social development of the country	☑		☒		☑			☒	2
9. To support minorities & vulnerable groups (minorities, including Roma, women, children, handicapped & mentally ill), develop sound data on minorities & develop policies to overcome their vulnerable & economically fragile situation & to protect them against discrimination. Support to victims of trafficking.	☑		☑		☑		☑		4
<i>Priority Objectives (Priority Axis 2: Economic Criteria)</i>									
1. To support regional development activities, notably to strategic sector planning as well as investments in necessary infrastructure focussing on less well developed	☑			☒	☑			☒	2

Strategic and Priority Objectives	Linkage		Aim		Achievability		Measurability		Totals ☑
	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
areas.									
2. To reform education & VET system, create a link between the education system & the labour market; improve teacher training & education infrastructure; promote better involvement in the Tempus programme.	☑		☑		☑		☑		4
3. To improve coordination of economic & fiscal policies to assist in the stabilisation of the macro-economic environment, to streamline public expenditures, to improve the business climate & to reduce unemployment. Improve corporate governance to support sustainable growth in Albania		☒	☑		☑		☑		3
4. To improve social welfare services including administrative structures in health protection & combating social exclusion	☑		☑		☑		☑		4
5. To develop labour market measures in order to combat unemployment, in particular youth & long-term unemployment & promote women's participation in the labour market	☑		☑			☒	☑		3
6. To strengthen framework for financial supervision; capacity building of the Financial Supervision Authority & Bank of Albania		☒	☑		☑		☑		3
7. To support the implementation of the European Charter for SMEs & related action plans to promote SMEs, including those in rural areas	☑		☑		☑		☑		4
8. To develop the institutional & legal framework to formulate, regulate & negotiate trade policy established to respond to the obligations under the SAA & Interim Agreement, bilateral free trade agreements, CEFTA & WTO	☑		☑		☑		☑		4
<i>Priority Objectives (Priority Axis 3: Obligations of Membership)</i>									
1. To support capacity building of institutions in the area of standardisation, metrology & accreditation & establish a legal	☑			☒	☑		☑		3

Strategic and Priority Objectives	Linkage		Aim		Achievability		Measurability		Totals ☑
	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
framework.									
2. To support alignment to agricultural <i>acquis</i> to increase economic growth by developing the agricultural & rural development sector & institutional capacity building to prepare sector to absorb pre-accession funds & to increase competitiveness of agriculture & agro-food chain & to improve availability of statistics.	☑			☒	☑		☑		3
3. To strengthen the administrative capacity of the competition authority & state aid authority & provide training to prepare for the obligations under the SAA.	☑		☑		☑		☑		4
4. To strengthen the administrative capacity for the protection of intellectual, industrial & commercial property rights to fulfil the obligations under the SAA.	☑		☑		☑		☑		4
5. To strengthen the administrative capacity of the Public Procurement Agency, public procurement entities in line ministries & other institutions dealing with public procurement	☑		☑		☑		☑		4
6. To address the alignment of the transport sector with the <i>acquis</i> & implement the commitments made in the framework of regional transport initiatives ECAA (European Common Aviation Area), SEETO (South East European Transport Observatory), & SEE-FABA (South East Europe Functional Air Space Blocks Approach); support the implementation of the national transport strategy including railways, when applicable implement the foreseen treaty establishing a Transport Community in South East Europe.	☑		☑		☑		☑		4
7. To support the national market surveillance strategy; strengthen institutions & administrative structures in the field of consumer protection & health promotion, disease prevention & control & health information	☑		☑		☑		☑		4
8. To support the approximation of rules & procedures to EU standards & provide capacity building to the tax authority	☑		☑		☑		☑		4

Strategic and Priority Objectives	Linkage		Aim		Achievability		Measurability		Totals ☑
	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
9. To strengthen food safety related control systems, support laboratory capacities, adopt veterinary & phytosanitary legislation, improve animal disease eradication & identification of animals & registration of their movements	☑		☑		☑		☑		4
10. To support the implementation of the national energy strategy in line with the obligations from the Energy Community Treaty	☑		☑		☑		☑		4
11. To strengthen expertise & capacity of the telecommunications regulatory entity, strengthen the capacity of the National Council on Radio & Television	☑		☑		☑		☑		4
12. To strengthen the capacity of institutions providing statistical data	☑		☑		☑		☑		4
13. To align visa policy with EU lists & establish efficient procedures for issuing of visas, implementation of IBM strategy, align asylum & migration policies with the <i>acquis</i>	☑		☑		☑		☑		4
14. To strengthen administrative capacity, support the implementation of the environmental legislation in line with the <i>acquis</i> , address environmental hotspots, improve water & sanitation	☑		☑		☑		☑		4
15. To strengthen law enforcement agencies & their capabilities to fight against money laundering, drugs, organised crime, terrorism, corruption & trafficking	☑		☑		☑		☑		4
16. To improve data protection & strengthen administrative capacities	☑		☑		☑		☑		4
<b>MIPD 2009-2011</b>									
Strategic Objective: To support Albania in moving towards membership of the EU: 1. Focussing on institution building & meeting the political criteria 2. Addressing the economic criteria 3. Supporting the ability to assume the obligations of membership	Not applicable		☑		☑		☑		3



Strategic and Priority Objectives	Linkage		Aim		Achievability		Measurability		Totals ☑
	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
4. Promoting cross-border cooperation 5. Addressing the requirements of the SAA 6. Ensuring the continuity of EU assistance from previous CARDS programmes 7. Integrating cross-cutting issues									
<i>Priority Objectives (Priority Axis 1: Political Criteria)</i>									
1. To support the reform of the judicial system, support for judiciary infrastructure & penitentiary facilities.	☑		☑		☑		☑		4
2. To assist the police in operating in an efficient & sustainable way, capable of fulfilling its role in the enforcement of the rule of law.	☑		☑		☑		☑		4
3. To support the implementation of the current reform of the public administration, including e-government; strengthening of European integration structures & prepare for DIS; support for the customs service.	☑		☑		☑	☑	☑		4
4. To support civil society in order to create a genuine partnership between authorities & civil society in the democratic stabilisation & the economic & social development of the country	☑		☑		☑		☑		4
5. To support the political system in order to improve the electoral system & regulatory functions of the parliament, support a population census	☑			☒		☒	☑		2
6. To support the media sector to develop a high quality, independent public service broadcasting system including the digitalisation of broadcasting & a regulatory environment in line with European standards	☑		☑		☑		☑		4
7. To support minorities & vulnerable groups (minorities, including Roma, women, children, handicapped & mentally ill), develop sound data on minorities & develop policies to overcome their vulnerable & economically fragile situation	☑		☑		☑		☑		4

Strategic and Priority Objectives	Linkage		Aim		Achievability		Measurability		Totals ☑
	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
& to protect them against discrimination.									
8. To support the establishment of internal audit functions & inspection services to combat fraud, strengthening the Supreme Audit Institute. Support for establishing institutions & structures for decentralised management of EU funds	☑		☑		☑		☑		4
9. To support capacity building for establishing legislation to fight corruption, strengthening capacity to investigate & prosecute corruption & enforce legislation	☑		☑		☑		☑		4
<i>Priority Objectives (Priority Axis 2: Economic Criteria)</i>									
1. To support regional development activities, notably to strategic sector planning as well as investments in necessary infrastructure focussing on less well developed areas. Including measures to protect cultural heritage.	☑			☒	☑			☒	2
2. To improve coordination of economic & fiscal policies to assist in the stabilisation of the macro-economic environment, to streamline public expenditures, to improve the business climate & to reduce unemployment. Improve corporate governance to support sustainable growth in Albania		☒	☑		☑		☑		3
3. To develop the institutional framework to formulate, adopt & implement trade related legislation, & other commitments, such as to respond to the obligations under the SAA & Interim Agreement, bilateral free trade agreements, CEFTA & WTO membership	☑		☑		☑		☑		4
4. To support the implementation of the European Charter for SMEs & related action plans to promote SMEs, including those in rural areas	☑		☑		☑		☑		4
5. To reform education & VET system & research policy, create a link between the education system , research	☑		☑		☑		☑		4

Strategic and Priority Objectives	Linkage		Aim		Achievability		Measurability		Totals ☑
	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
needs & the labour market; improve teacher training & education infrastructure; promote better involvement in the Tempus programme & use of the 7 <sup>th</sup> EC Research Framework									
9. To strengthen framework for financial supervision; capacity building of the Financial Supervision Authority & Bank of Albania		☒	☑		☑		☑		3
6. To develop labour market measures in order to combat unemployment, in particular youth & long-term unemployment & promote women's' participation in the labour market	☑		☑			☒	☑		3
7. To improve social welfare services including administrative structures in health protection & combating social exclusion	☑		☑		☑		☑		4
<i>Ability to Assume the Obligations of Membership</i>									
1. To strengthen administrative capacity; support implementation of environmental legislation in line with the acquis; address environmental hotspots; improve water & sanitation infrastructure in municipalities on a large scale as a possible measure to soften effects of the financial crisis.	☑		☑		☑		☑		4
2. To strengthen the administrative capacity for the protection of intellectual, industrial & commercial property rights to fulfil the obligations under the SAA.	☑		☑		☑		☑		4
3. To strengthen food safety related control systems; support laboratory facilities; adopt veterinary & phytosanitary legislation; improve animal disease eradication & identification of animals & registration of their movements.	☑		☑		☑		☑		4
4. To improve data protection & strengthen administrative capacities.	☑		☑		☑		☑		4
5. To strengthen law enforcement agencies & their	☑		☑		☑		☑		4

Strategic and Priority Objectives	Linkage		Aim		Achievability		Measurability		Totals ☑
	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
capabilities to fight against money laundering, drugs, organised crime, terrorism, corruption & trafficking.									
6. To support capacity building of institutions in the area of standardisation, metrology & accreditation & establish a legal framework.	☑			☒	☑		☑		3
7. To support alignment to agricultural <i>acquis</i> to increase economic growth by developing the agricultural & rural development sector & institutional capacity building to prepare sector to absorb pre-accession funds & to increase competitiveness of agriculture & agro-food chain & to improve availability of statistics.	☑			☒	☑		☑		4
8. To strengthen the administrative capacity of the competition authority & state aid authority & provide training to prepare for the obligations under the SAA.	☑		☑		☑		☑		4
9. To strengthen the administrative capacity at all levels, particularly in the Public Procurement Agency, public procurement entities in line ministries & other institutions dealing with public procurement. Help create & strengthen an independent review body.	☑		☑		☑		☑		4
10. To support the national market surveillance strategy; strengthen institutions & administrative structures in the field of consumer protection & health promotion, disease prevention & control & health information	☑		☑		☑		☑		4
11. To address the alignment of the transport sector with the <i>acquis</i> & implement the commitments made in the framework of regional transport initiatives ECAA (European Common Aviation Area), SEETO (South East European Transport Observatory), & ISIS initiative (South East Europe Functional Air Space Blocks Approach); support the implementation of the national transport strategy including railways, when applicable implement the foreseen treaty establishing a Transport Community in South East	☑		☑		☑		☑		4

Strategic and Priority Objectives	Linkage		Aim		Achievability		Measurability		Totals ☑
	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
Europe.									
12. To support the approximation of rules & procedures to EU standards & provide capacity building to the tax authority	☑		☑		☑		☑		4
13. To align visa policy with EU lists & establish efficient procedures for issuing of visas, implementation of IBM strategy, align asylum & migration policies with the <i>acquis</i>	☑		☑		☑		☑		4
14. To strengthen the capacity of institutions providing statistical data, in particular regarding statistics of national accounts & labour market as well as information on rural areas, agricultural statistics & price statistics	☑		☑		☑		☑		4
15. To support the implementation of the national energy strategy in line with the obligations from the Energy Community Treaty	☑		☑		☑		☑		4
16. To strengthen expertise & capacity of the Authority of Electronics & Postal Communications regarding the implementation of the regulatory framework, strengthen the capacity of the National Council on Radio & Television	☑		☑		☑		☑		4

**ANNEX 1.2**

**ANALYSIS OF OBJECTIVES: ANNUAL IPA-TAIB PROGRAMMES, ALBANIA  
2007-9**

Annex 1.2 Analysis of Objectives: Annual IPA-TAIB Programmes, Albania 2007-9

Projects/ IPA funding	MIPD Priority Objectives	Objective  Purpose	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/> (max=4)
			strong	weak	focusse d	diffuse /wide	achievabl e	not achievabl e	good	Low/ poor	
<b>National Programme 2007</b>											
<i>Political Requirements</i>											
Project 1 (5.52 M€)	Support to police reform so that police force operates in an efficient & sustainable structure & is capable of enforcing the rule of law	To bring state police to EU policing standards through technical assistance from EU member states		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	0
		To improve performance of the state police structures to provide trust, safety & security to citizens		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		2
Project 2 (1.00 M€)	Contributing to the reform of the public administration to obtain a reformed, streamlined, harmonised, effective, transparent & service orientated public administration, capable of leading the SAA process.	To prepare national authorities for the decentralised management of EC assistance		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		3
		To develop the capacity of national authorities to effectively coordinate, manage & implement EU assistance	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		3
Project 3 (10.00 M€)	Support to reform of the judicial system with the strategic objective of an independent, reliable & efficient functioning judiciary that guarantees the rule of law	To strengthen the capacity of the judicial & penitentiary system in accordance with EU & international standards	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	1
		To enhance the situation in detention facilities through decreasing the overcrowding		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		3

Projects/ IPA funding	MIPD Priority Objectives	Objective	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/>
		Purpose	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	(max=4)
		of pre-trial detention facilities & improving living conditions & rights of detainees									
<i>Socio-Economic Requirements</i>											
Project 4 (3.40M€)	Developing improved & coordinated economic & fiscal policies to assist in the stabilisation of the macro-economic environment, to streamline public expenditures, to improve the business climate & reduce unemployment	To maintain sustainable growth & increase competitiveness of the private sector & provide a healthy business environment for investment & employment		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		1
		To strengthen capacity of METE & Albinvest to develop, implement & monitor SME policy to provide entrepreneurship & innovation programmes to SMEs. To bring industry-specific management expertise to SMEs through ex-CEOs from economically developed countries providing assistance to senior managers	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		3
<i>European Standards</i>											



Projects/ IPA funding	MIPD Priority Objectives	Objective ----- Purpose	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/> (max=4)
			strong	weak	focusse d	diffuse /wide	achievabl e	not achievabl e	good	Low/ poor	
Project 5 (2.85 M€)	Support to the establishment & capacity building of agencies & institutions needed for the implementation & enforcement of sectoral policies, including mechanisms for verification of EU compatibility of government policies & draft laws	To improve national statistics to meet EU requirements & better serve all users		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		1
		To enable national accounts fully in line with EU standards. To ensure complete coverage of all economic units. To establish a farm register	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>			4
Project 6 (24.0 M€)	Support to the development of strategies & policies to establish sectoral policies & a regulatory framework compatible with European standards	To improve health & environmental conditions in coastal regions through the building of adequate & sustainable water & sewerage infrastructure & encouraging economic growth through improved services.		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		1
		To upgrade the supply of water & disposal of wastewater through the rehabilitation &/or construction of water supply, sewerage & wastewater treatment systems in 4 beach locations	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>			4
Project 7	Support to IBM reform, fight against organised	To assist the government in the EU integration process		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			2

Projects/ IPA funding	MIPD Priority Objectives	Objective ----- Purpose	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/> (max= 4)
			strong	weak	focusse d	diffuse /wide	achievabl e	not achievabl e	good	Low/ poor	
(2.5 M€)	crime, visa, asylum & migration policies	through modernisation of the Tax Department in facilities, legislative & some specific areas									
		To support the Tax Directorate & its district offices to achieve the legislative, procedural, human resource & information technology goals set out in its 2007-13 strategic plan	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	
<b>National Programme 2008</b>											
<i>Political Criteria</i>											
Project 1 (2.00 M€)	To support the implementation of the current reform of public administration; strengthen capacities of local governments; strengthening of European integration structures & prepare for DIS; support to customs services.	To strengthen administrative capacity to implement the SAA & preparation for accession	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		To strengthen MEI administrative capacity to manage SAA implementation, to perform the NIPACs' responsibilities, to improve the legal coordination process, to ensure the sustainability of EU related reforms & to improve the inter-ministerial coordination mechanisms	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Project 2	To support the implementation of the	To strengthen local institutional capacity in	<input checked="" type="checkbox"/>								

Projects/ IPA funding	MIPD Priority Objectives	Objective	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/> (max=4)
		Purpose	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
(1.00 M€)	current reform of public administration; strengthen capacities of local governments; strengthening of European integration structures & prepare for DIS; support to customs services.	management & implementation of EU funded programmes & to consolidate the EU cooperation process. To strengthen local institutional capacity of the MPWTT & Institute of Transport in implementation of National Transport Plan (NTP) & in planning, management & implementation of EU programmes in transport sector. To strengthen local institutional capacity at level of Transport Executing Agencies									
		To enhance capacity of MPWTT, MPWTT directorates & the Institute of Transport to plan & manage implementation of transport projects in NTP framework. To realise efficient transfer of know-how to staff in MPWTT, directorates, Institute of Transport & Executing Agencies	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	
Project 3 (1.00 M€)	To support the implementation of the current reform of	To further strengthen public sector governance by improving DoPA's	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4

Projects/ IPA funding	MIPD Priority Objectives	Objective ----- Purpose	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/> (max=4)
			strong	weak	focusse d	diffuse /wide	achievabl e	not achievabl e	good	Low/ poor	
	public administration; strengthen capacities of local governemts; strengthening of European integration structures & prepare for DIS; support to customs services.	management capacity in compliance with EP 2007 priorities ----- To ensure the sustainability of public administration reforms through the enforcement of the Civil Service Law & related public administration rules, carrying out a functional assessment of DoPA management methods & implementing the recommendations		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		2
Project 4 (1.50 M€)	Under <u>Political Criteria</u> : To support the establishment of internal audit functions & inspection services to combat fraud; strengthen the Supreme Audit Institute. Support to establish the institutions & structures for the decentralised management of EU funds.	To support meeting SAA obligations on approximation to EU standards in the areas of public procurement, concession & public auctions ----- To contribute to improvements in the effectiveness, efficiency & transparency of public procurement, concession & public auctions		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		3
	Under <u>Obligations of Membership</u> :			<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		3

Projects/ IPA funding	MIPD Priority Objectives	Objective	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/> (max=4)
		Purpose	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
	To strengthen the administrative capacity of the Public Procurement Agency, public procurement entities in line ministries & other institutions dealing with public procurement.										
Project 5 (1.50 M€)	To support the establishment of internal audit functions & inspection services to combat fraud; strengthen the Supreme Audit Institute. Support to establish the institutions & structures for the decentralised management of EU funds.	To contribute to strengthening of public financial management in compliance with the EP & the NSDI		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		2
		To substantially strengthen the capacities of the MoF, LM & local government to ensure optimal financial management of government resources. To establish a country-wide network infrastructure for MoF, line ministries & local government institutions to significantly improve transparency in budgetary planning & reporting	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		
Project 6 (5.5 M€)	To support the reform of the judicial system; support to judiciary infrastructure &	To strengthen the judiciary & penitentiary systems in accordance with EU & international standards	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	2

Projects/ IPA funding	MIPD Priority Objectives	Objective	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/> (max=4)
		Purpose	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
	penitentiary facilities.	To enhance the situation in detention facilities through decreasing the overcrowding of pre-trial & detention facilities		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		3
Project 7 (3.50 M€)	To support the implementation of the current reform of public administration; strengthen capacities of local governments; strengthening of European integration structures & prepare for DIS; support to customs services.	To assist government in aligning customs procedures with EU acquis & standards	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		3
		To modernise control & monitoring customs systems based on EU standards & practise	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Project 8 (2.00 M€)	Capacity building for establishing legislation to fight corruption; strengthen capacity to investigate & prosecute corruption & enforce legislation.	To contribute to democracy & the rule of law through the prevention & control of corruption	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		To enhance the implementation of anti-corruption policies & strategies (Anti-corruption Strategy & Action Plan 2007-13) in line with GRECO & MONEYVAL recommendations & EP commitments	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Project 9	To support the implementation of the current reform of	To improve the planning, programming & implementation of IPA &	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4

Projects/ IPA funding	MIPD Priority Objectives	Objective	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/> (max=4)
		Purpose	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
	public administration; strengthen capacities of local governments; strengthening of European integration structures & prepare for DIS; support to customs services.	support mechanisms for an integrated EU accession process ----- To ensure that government authorities submit good quality project proposals to the EC for the implementation of the EP & SAA	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
<i>Socio-Economic Criteria</i>											
Project 10 (8.00 M€)	To support regional development activities, notably to strategic sector planning as well as investments in necessary infrastructure focussing on less well developed areas.	To improve living conditions in rural communities through the improvement of infrastructure	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		To improve access to essential services & economic markets, in the form of reduced user costs, for the resident population in the hinterland of improved secondary & local roads	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Project 11 (7.00 M€)	To reform education & VET system, create a link between the education system & the labour market; improve teacher training & education infrastructure; promote better involvement in the Tempus programme.	To support implementation of National Education Strategy with special focus on VET supporting socio-economic development & cohesion through the development of a coherent VET system & a well skilled labour force	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		To improve learning conditions for students in secondary VET schools & to	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	3

Projects/ IPA funding	MIPD Priority Objectives	Objective	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/>
		Purpose	strong	weak	focused	diffuse /wide	achievable	not achievable	good	Low/ poor	(max= 4)
		provide better education & training for poor communities /areas. To consolidate network of VET schools & expand the opportunities for VET for students from poor areas. To consolidate VET didactical & technological equipment in selected VET schools. To consolidate the ongoing VET reform through measures at the national, regional &/or local levels.									
Project 12  (1.02 M€)	To support regional development activities, notably to strategic sector planning as well as investments in necessary infrastructure focussing on less well developed areas.	To contribute to the promotion of sustainable economic growth & attractiveness of the Kukes region so as to make better use of its socio-economic & natural potentials in pursuing regional development & facilitating cross border cooperation.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		To develop local planning, management & entrepreneurial capacities & small scale tourism & environmentally related interventions for an integrated approach on regional tourism development &	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4



Projects/ IPA funding	MIPD Priority Objectives	Objective	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/>
		Purpose	strong	weak	focused	diffuse /wide	achievable	not achievable	good	Low/ poor	(max= 4)
		environmental protection in accordance with the applicable national policies on regional development & through a broad participatory mechanism for decision making & accountability.									
<i>Obligations of Membership</i>											
Project 13  (3.40 M€)	To support capacity building of institutions in the area of standardisation, metrology & accreditation & establish a legal framework.	To facilitate international trade through the increased quality of products & thus increase export capacities.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		To fulfil the conditions for full membership of EURAMET, thus strengthening & upgrading the metrological infrastructure & aligning metrology practices with those of EU members. To increase technical competence of DPM.	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	
Project 14  (2.00 M€)	To support alignment to agricultural <i>acquis</i> to increase economic growth by developing the agricultural & rural development sector & institutional capacity building to prepare sector to absorb pre-accession funds & to increase	To improve the quality of life in rural areas through increasing the competitiveness of the agricultural & agro-food sector through the diversification of the rural economy in a well protected environment & natural landscape.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		To establish & strengthen		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	3

Projects/ IPA funding	MIPD Priority Objectives	Objective	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/> (max=4)
		Purpose	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
	competitiveness of agriculture & agro-food chain & to improve availability of statistics.	institutional & administrative capacities in the MAFCP to design, develop & implement the right policies & the development of agriculture & rural areas in the frame of EU assistance programmes for the implementation of IPARD.									
Project 15 (1.50 M€)	To strengthen the administrative capacity of the competition authority & state aid authority & provide training to prepare for the obligations under the SAA.	To contribute toward ensuring a competitive environment & the establishment of state aid discipline	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		To increase & strengthen the efficiency & effectiveness of administrative capacities in the fields of competition & state aid & to ensure the approximation of legislation in those fields with the new legal framework in the EU.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Project 16 (0.80 M€)	To strengthen the administrative capacity for the protection of intellectual, industrial & commercial property rights to fulfil the obligations under the SAA.	To contribute to the protection of intellectual property at a similar level to that of the EU, defining a period up to 4 years to meet this obligation	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		To strengthen & enforce the capacities of the Copyright Office & regional Copyright Offices & their partners in the	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4

Projects/ IPA funding	MIPD Priority Objectives	Objective	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/> (max=4)
		Purpose	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
		chain of institutions which have responsibilities & commitments in respect & protection of copyright.									
Project 17  (1.24 M€)	None under Obligations of Membership  Under <u>Economic Criteria</u> : To improve coordination of economic & fiscal policies to assist in the stabilisation of the macro-economic environment, to streamline public expenditures, to improve the business climate & to reduce unemployment, improve corporate governance to support national sustainable growth.	To contribute to the fulfilment of economic criteria by ensuring the effective implementation of monetary policy as well as by guaranteeing the existence of a safe, financially sound & well developed banking system.		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		3
		To prepare the central bank for a smooth rapprochement to EU system for central banks (ESCB) & help ensure an approximation of the bank's legal & regulatory framework to the acquis as well as of its practices to the standards prevailing in the ESCB.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Project 19  (1.00 M€)	To address the alignment of the transport sector with the acquis & implement the commitments made in	To develop civil aviation through development of DGCA according to EU requirements & international obligations	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		To improve civil aviation	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4

Projects/ IPA funding	MIPD Priority Objectives	Objective	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/> (max=4)
		Purpose	strong	weak	focusse d	diffuse /wide	achievabl e	not achievabl e	good	Low/ poor	
	the framework of regional transport initiatives ECAA (European Common Aviation Area), SEETO (South East European Transport Observatory), & SEE-FABA (South East Europe Functional Air Space Blocks Approach); support the implementation of the national transport strategy including railways, when applicable implement the foreseen treaty establishing a Transport Community in South Easr Europe.	administrative organisation & its sectors, security, safety, air traffic management, setting a fully legal framework in compliance with EU legislation & ECAA obligations, & ensuring its effective implementation.									
Project 21  (3.10 M€)	To address the alignment of the transport sector with the acquis & implement the commitments made in the framework of regional transport initiatives ECAA (European Common Aviation Area), SEETO	To promote integration into the European Maritime System by modernising & developing transport infrastructure focussing on maritime transport	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		3
		To construct a new quay, the operating square & other facilities in Shengjini Port according to port master plan.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4

Projects/ IPA funding	MIPD Priority Objectives	Objective	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/> (max=4)
		Purpose	strong	weak	focusse d	diffuse /wide	achievabl e	not achievabl e	good	Low/ poor	
	(South East European Transport Observatory), & SEE-FABA (South East Europe Functional Air Space Blocks Approach); support the implementation of the national transport strategy including railways, when applicable implement the foreseen treaty establishing a Transport Community in South Easr Europe.										
Project 22  (2.00 M€)	To support alignment to agricultural <i>acquis</i> to increase economic growth by developing the agricultural & rural development sector & institutional capacity building to prepare sector to absorb pre-accession funds & to increase competitiveness of agriculture & agro-food chain & to improve availability of statistics.	To improve the sustainability of the fishery sector by strengthening the protection of marine resources & adopt responsible fishing management practices		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		3
		To improve the management of fishing waters through the establishment of a central system of water area surveillance in the framework of the European Common Fisheries Policy.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Project	To support	To support participation in	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4

Projects/ IPA funding	MIPD Priority Objectives	Objective ----- Purpose	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/> (max=4)
			strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
24 (1.30 M€)	participation in Community Programmes & Agencies.	Community Programmes ----- To cofinance the cost of entry-tickets for participation in Community Programmes. To strengthen the capacity of relevant administrative bodies to ensure proper participation of beneficiaries in Community Programmes	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
<b>National Programme 2009</b>											
<i>Political Criteria</i>											
Project 1 (4.00 M€)	To assist the police in operating in an efficient & sustainable way, capable of fulfilling its role in the enforcement of the rule of law.	To enhance the capacity of the state police to police the blue border & improve cooperation between agencies responsible for securing the blue border.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		To ensure the safety of sea users. To tackle criminality on the blue border. Functioning of the inter-institutional Maritime Operations Centre with improved cooperation between agencies responsible for securing the blue border with increased shared use of existing resources. Improving the security of the blue border so that law number 9509 (3/4/06) can be revoked.	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	

Projects/ IPA funding	MIPD Priority Objectives	Objective ----- Purpose	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/> (max= 4)
			strong	weak	focus d	diffuse /wide	achievabl e	not achievabl e	good	Low/ poor	
Project 2 (1.50 M€)	Under <u>Obligations of Membership</u> : To strengthen law enforcement agencies & their capabilities to fight against money laundering, drugs, organised crime, terrorism, corruption & trafficking.	To strengthen the capacities of the 4 key institutions responsible for tackling money laundering & financial crime with a focus on achieving concrete operational results through inter-institutional cooperation & the institutionalisation of investigative & intelligence gathering processes, including international exchanges.		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		3
		To provide the 4 key beneficiaries with on-site, continuous & coordinated TA for the fulfilment of their institutional mandates through the deployment of European experts who will closely mentor & advise primary & secondary beneficiaries. The focus of this project will be the enhancement of AML operations & inter- institutional coordination & cooperation.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Project 3 (3.30 M€)	To support the reform of the judicial system, support for judiciary infrastructure &	To improve the functioning of the justice system in accordance with EU & international standards to	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4

Projects/ IPA funding	MIPD Priority Objectives	Objective ----- Purpose	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/> (max= 4)
			strong	weak	focus d	diffuse /wide	achievabl e	not achievabl e	good	Low/ poor	
	penitentiary facilities.	facilitate the development of a more independent, impartial, efficient, professional, transparent & modern justice system & to contribute for the consolidation of democracy based on the rule of law as required by the SAA.									
		To strengthen the capacities of the MoJ & institutions of the judiciary in improving the quality of legislation & its implementation, foster case management, court administration & enforcement of rulings.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Project 4 (1.00 M€)	To support the reform of the judicial system, support for judiciary infrastructure & penitentiary facilities.	To ensure that the criminal justice system is capable of providing the appropriate level of security for justice collaborators & witnesses.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		Through a process of twinning to strengthen the tackling of organised crime & terrorism by developing the capabilities of the state police (& prosecutors) in relation to witness protection specifically by: (i) developing consistent operational practices with regard to	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		3



Projects/ IPA funding	MIPD Priority Objectives	Objective	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/>
		Purpose	strong	weak	focused	diffuse /wide	achievable	not achievable	good	Low/ poor	(max= 4)
		witness protection in line with European best practice & ECHR; (ii) ensuring the sufficient & appropriate coordination of the 4 primary criminal justice partners in witness protection, i.e. state police, prosecutors, courts & prisons (MoJ); (iii) assist in meeting the equipment & logistical needs to ensure adequate witness protection by advice & a supply component (armoured cars in the first instance); (iv) day to day mentoring of the work of the witness protection unit.									
Project 5 (1.50 M€)	To support the implementation of the current reform of the public administration, including e-government; strengthening of European integration structures & prepare for DIS; support for the customs service.	To have the Albanian administration ready to manage EU financial assistance & resources in a decentralised manner & in compliance with the IPA IR (EC 718/2007, 12/6/07) article 10(I).	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		To ensure further development of the decentralised management process in order to prepare the government for accreditation to manage IPA support for all components,	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		3	

Projects/ IPA funding	MIPD Priority Objectives	Objective	Linkage		Aim		Achievability		Measurability		Totals ☑ (max= 4)
		Purpose	strong	weak	focus ed	diffuse /wide	achievabl e	not achievabl e	good	Low/ poor	
		especially components II-IV, under a decentralised system as soon as the appropriate structures are operational & funds available.									
Project 6 (8.00 M€)	To support the implementation of the current reform of the public administration, including e-government; strengthening of European integration structures & prepare for DIS; support for the customs service.	To strengthen the statistical system with the implementation of a population & housing census.		☒	☑		☑		☑		3
		To support INSTAT in carrying out the population & housing census & to increase its capacity in the processing & dissemination of census data.	☑		☑		☑		☑		4
Project 7 (1.00 M€)	To support the implementation of the current reform of the public administration, including e-government; strengthening of European integration structures & prepare for DIS; support for the customs service.	MEI's capacities strengthened & quality of its services & sustainability of its role assured in the implementation of IPA national programmes.	☑		☑		☑		☑		4
		Sound project identification & preparation of IPA programmes/projects assured in order to guarantee an effective & on-time implementation.	☑		☑		☑		☑		4
Project 8 (1.50 M€)	To support civil society in order to create a genuine partnership between authorities &	Level of involvement of civil society in the SAA process & in the socio-economic development of the country	☑		☑		☑		☑		4

Projects/ IPA funding	MIPD Priority Objectives	Objective	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/> (max=4)
		Purpose	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
	civil society in the democratic stabilisation & the economic & social development of the country	increased Improvement in the capacity & actions of CSOs, their democratic role & that of their counterparts /stakeholders (principally public authorities) attained through delivery of training & capacity building & funding of proposals in the areas of anti-corruption, environment & support to the media.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
<i>Economic Criteria</i>											
Project 9 (9.00 M€)	To support regional development activities, notably to strategic sector planning as well as investments in necessary infrastructure focussing on less well developed areas. Including measures to protect cultural heritage.	To improve living conditions in rural areas in order to contribute to national social & economic cohesion.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		Improvement of secondary & local roads to facilitate access to essential services & economic markets, in the form of reduced user costs for the resident population in rural areas.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Project 10 (5.00 M€)	To support regional development activities, notably to strategic sector planning as well as investments in necessary infrastructure	To foster economic growth of the concerned regions through tourism activity fostering preservation, restoration & valorisation of cultural & historical heritage sites.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4

Projects/ IPA funding	MIPD Priority Objectives	Objective ----- Purpose	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/> (max= 4)
			strong	weak	focus ed	diffuse /wide	achievabl e	not achievabl e	good	Low/ poor	
	focussing on less well developed areas. Including measures to protect cultural heritage.	To assist central & local government in the physical restoration of urban areas in & around selected historical heritage sites based on the economic & territory development plans.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Project 11 (0.46 M€)	To support regional development activities, notably to strategic sector planning as well as investments in necessary infrastructure focussing on less well developed areas. Including measures to protect cultural heritage.	To contribute to the development of Kukes region through further improving & modernising the infrastructure of the Morine-Kukes Border Crossing Point	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		Rehabilitation & improvement of the infrastructure of the Morine-Kukes Border Crossing Point	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
<i>Ability to Assume the Obligations of Membership</i>											
Project 12 (23.10 M€)	To strengthen administrative capacity; support implementation of environmental legislation in line with the acquis; address environmental hotspots; improve water & sanitation infrastructure in municipalities on a	To improve health & environmental conditions in coastal & urban regions.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		Rehabilitation &/or construction of water supply, sewage & wastewater treatment systems in 6 locations.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4

Projects/ IPA funding	MIPD Priority Objectives	Objective	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/> (max=4)
		Purpose	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
	large scale as a possible measure to soften effects of the financial crisis.										
Project 13 (1.00 M€)	To strengthen the administrative capacity for the protection of intellectual, industrial & commercial property rights to fulfil the obligations under the SAA.	To align regulatory systems for industrial property rights with the internal market <i>acquis</i> .	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		To strengthen administrative capacities in the sector of industrial property rights.	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		3
Project 14 (3.50 M€)	To strengthen food safety related control systems; support laboratory facilities; adopt veterinary & phytosanitary legislation; improve animal disease eradication & identification of animals & registration of their movements.	To increase food safety & improve health standards against food-borne diseases	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		Strengthening & consolidation of the administrative structures responsible for ensuring the enforcement of EU compliant food safety measures.	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Project 15 (4.00 M€)	To improve data protection & strengthen administrative capacities.  Under Political Criteria: To support the	To build e-government infrastructure that improves the efficiency & transparency of public administration whilst ensuring personal data protection in line with EU standards.		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		3
		Development of electronic	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		3

Projects/ IPA funding	MIPD Priority Objectives	Objective	Linkage		Aim		Achievability		Measurability		Totals <input checked="" type="checkbox"/> (max=4)
		Purpose	strong	weak	focused	diffuse/wide	achievable	not achievable	good	Low/poor	
	implementation of the current reform of the public administration, including e-government; strengthening of European integration structures & prepare for DIS; support for the customs service.	systems infrastructure fully interoperable in order to support e-services.									
Project 16 (2.00 M€)	To support participation in Community Programmes & Agencies.	To support participation in Community Programmes	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		To cofinance the cost of entry-tickets for participation in Community Programmes. To strengthen the capacity of relevant administrative bodies to ensure proper participation of beneficiaries in Community Programmes	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4

**ANNEX 2.1**

**RESULTS AND INDICATORS MULTI-ANNUAL INDICATIVE PLANNING  
DOCUMENTS (MIPDS) ALBANIA 2007-11**

## Annex 2.1 Results and Indicators Multi-Annual Indicative Planning Documents (MIPDs) Albania 2007-11

Priorities	Results	Indicators ☞from MIPD text ⇒derived from results
<b>MIPD 2007-9</b>		
<i>Political Requirements</i>		
1. Support to the political system in order to improve the electoral system of regulatory functions of the Parliament	<ul style="list-style-type: none"> <li>• Electoral system improved by definitive list of voters</li> <li>• The parliament will perform regulatory &amp; oversight functions smoothly</li> </ul>	☞ Lists of voters
2. Support to civil society in order to promote the creation of a genuine partnership between authorities & civil society in the democratic stabilisation & economic & social development of the country	<ul style="list-style-type: none"> <li>• A permanent dialogue between authorities &amp; civil society is developed;</li> <li>• NGOs &amp; their coalition partners improve their internal communications &amp; become better watchdogs &amp; stronger partners for government.</li> <li>• Local governments have adopted transparent mechanisms for the disbursement of local funds foreseen in NGO projects.</li> </ul>	
3. Support to the improvement of the media sector to develop a high quality, independent public service broadcasting system & a regulatory environment in line with European standards	<ul style="list-style-type: none"> <li>• Effective, transparent &amp; predictable regulatory framework for the media, reformed in line with European standards.</li> <li>• Performance of Broadcasting Authority significantly improved in this period.</li> </ul>	⇒ Extent /rate at which regulatory framework is established  ☞ Performance rating of the Broadcasting Authority
4. Contributing to the reform of the public administration to obtain a reformed, streamlined, harmonised, effective, transparent & service orientated public administration, capable of leading the SAA process	<ul style="list-style-type: none"> <li>• The implementation of legislation related to the reform of public administration will be undertaken.</li> <li>• European structures will be strengthened.</li> <li>• Local government's capacity improved, with particular focus on local development</li> <li>• An advanced anti-corruption policy is in place</li> </ul>	
5. Support to police reform so that the police force operates in an efficient & sustainable structure & is capable of enforcing the rule of law	<ul style="list-style-type: none"> <li>• Police reform will have significantly progressed</li> <li>• An advanced anti-corruption policy is in place</li> </ul>	
6. Support to the reform of the judicial	• The Albanian justice sector institutions are properly	



Priorities	Results	Indicators ☛from MIPD text ⇒derived from results
system with the strategic objective of an independent, reliable & efficient functioning judiciary that guarantees the rule of law	<ul style="list-style-type: none"> <li>• functioning.</li> <li>• The no. pending cases before courts will be reduced</li> <li>• The penitentiary system improved</li> <li>• The prosecution service strengthened</li> </ul>	
7. Support to vulnerable groups (minorities, including Roma, women, children, handicapped) to overcome their vulnerable & economically fragile situation & to protect them against discrimination. Support to victims of trafficking.	<ul style="list-style-type: none"> <li>• A policy against social exclusion, minorities &amp; vulnerable groups will be adopted and there will be visible progress on its implementation.</li> <li>• Capacity of bodies dealing with vulnerable groups (both at central &amp; local levels) will meet the required standards for the implementation of their obligations.</li> </ul>	
<i>No corresponding priority</i>	<ul style="list-style-type: none"> <li>• Considerable progress in the implementation of sound financial management will be made.</li> </ul>	
<b>Totals=7</b>	<b>20</b>	<b>3</b>
<i>Socio-Economic Requirements</i>		
1. To develop improved & coordinated economic & fiscal policies to assist in the stabilisation of the macro-economic environment, to streamline public expenditures, to improve the business climate & reduce unemployment	<ul style="list-style-type: none"> <li>• Capacity in the ministries of finance &amp; economy will have led to improved &amp; coordinated economic &amp; fiscal policies.</li> </ul>	
2. To improve corporate governance to support sustainable growth in Albania	<ul style="list-style-type: none"> <li>• <i>Cooperation between relevant bodies &amp; government institutions will be enhanced ?</i></li> </ul>	
3. To improve trade policy to facilitate the implementation of the Interim Agreement, bilateral free trade agreements & CEFTA, to continue the necessary reforms to comply with WTO rules & obligations	<ul style="list-style-type: none"> <li>• Trade obligations under the SAA &amp; Interim Agreement, bilateral FTAs, CEFTA and WTO will be addressed.</li> </ul>	
	<ul style="list-style-type: none"> <li>• The institutional framework for entrepreneurship &amp; SME developments</li> </ul>	

Priorities	Results	Indicators ☞from MIPD text ⇒derived from results
	<ul style="list-style-type: none"> <li>• Management training delivery system will be established &amp; operational.</li> <li>• Investment climate &amp; business environment in general will be improved through the support to SMEs</li> <li>• Regional economic development improvement of the research /innovation policy</li> <li>• Progress in the implementation of the European Charter for Small Enterprises, particularly through acceleration &amp; modernisation of company registration system</li> </ul>	
4. To support improvement in the social welfare services	<ul style="list-style-type: none"> <li>• EU requirements on labour &amp; minimum social standards will be implemented</li> <li>• Capacity of bodies offering social services (both at central &amp; local levels) will meet the required standards for the implementation of their obligations.</li> </ul>	
5. To advance the reform of the education & VET system to support the development of economy & society. Creating a link between the education system & the labour market	<ul style="list-style-type: none"> <li>• Standards for education will be adopted &amp; implemented</li> <li>• Secondary &amp; post-secondary VET will be further modernised.</li> <li>• The institutional set-up of universities will be strengthened,</li> <li>• The academic information network will be established</li> <li>• New modular curricular will be developed.</li> <li>• The interaction between universities and the private sector should be strengthened.</li> </ul>	
6. To develop active labour market measures in order to combat unemployment, in particular youth & long-term unemployment		

Priorities	Results	Indicators ☛from MIPD text ⇒derived from results
Totals=6	16	0
<i>European Standards</i>		
<p>1. Support to the establishment &amp; capacity building of agencies &amp; institutions needed for the implementation &amp; enforcement of sectoral policies, including mechanisms for verification of EU compatibility of government policies &amp; draft laws</p>	<ul style="list-style-type: none"> <li>• The legal framework for standardisation, metrology, accreditation &amp; certification of products will be in line with EU standards &amp; best practices</li> <li>• The institutional capacity &amp; professional expertise of the quality infrastructure institutions will be strengthened</li> <li>• The institutional set-up of key market actors, particularly state aid authorities, the Competition authority, the Public Procurement Agency, the Directorate for Patent &amp; Trade Marks &amp; related agencies, Office for Copyrights, INSAT, the Consumer Protection bodies and the Bank of Albania, will be improved.</li> </ul>	
<p>2. Support to the development of strategies &amp; policies to establish sectoral policies &amp; a regulatory framework compatible with European standards</p>	<ul style="list-style-type: none"> <li>• The development of the agricultural &amp; rural sector will contribute to economic growth.</li> <li>• Food safety, veterinary &amp; phyto-sanitary (sectors) will be progressively aligned to the <i>acquis</i> and the competent national administrative capacities will be established and operational</li> <li>• The national environment strategy will be implemented.</li> <li>• Financing schemes for infrastructure will be in place</li> <li>• Environment management standards will be adopted.</li> <li>• Regional, agricultural &amp; rural development strategies will possess an environmental protection component</li> <li>• Public awareness concerning environment will be increased</li> <li>• The reform of the energy sector will be improved and a comprehensive energy strategy will be</li> </ul>	

Priorities	Results	Indicators ☞from MIPD text ⇒derived from results
	<p>adopted and under implementation</p> <ul style="list-style-type: none"> <li>• The alignment of the transport sector to the <i>acquis</i> will be advanced</li> <li>• Transport infrastructure will be improved.</li> <li>• The area of air transport, the ECAA agreement will be applied</li> <li>• The information society will be further developed.</li> <li>• There will be a competitive market for electronic communications through the enforcement of the relevant national provisions by a strong and independent regulatory authority.</li> <li>• The legislative gaps will be addressed as well as a move towards the adoption of national legislation to transpose and implement the (current) EU regulatory framework.</li> </ul>	
3. Support to IBM reform, fight against organised crime, visa, asylum & migration policies	<ul style="list-style-type: none"> <li>• The capabilities of the law enforcement agencies in the fight against money laundering, drugs, organised crime, terrorism, corruption and trafficking will be enforced</li> <li>• The IBM strategy will be implemented</li> <li>• Visa policy in line with EU lists and efficient procedures for the issuing of visas will be in place</li> <li>• Asylum &amp; migration policies will be in line with the EU <i>acquis</i></li> <li>• Customs and taxation reforms will be improved</li> <li>• The accomplishment of the address and civil registrar should allow the issuing of reliable ID cards.</li> </ul>	☞ Extent to which strategy is implemented
Totals=3	23	1
<b>TOTAL</b>	<b>TOTAL</b>	
<b>MIPD 2008-10</b>		
<i>Political Requirements</i>		
1. To support the political system in	☞ Definitive lists of voters established and therefore	☞ Lists of voters

Priorities	Results	Indicators ☞from MIPD text ⇒derived from results
order to improve the electoral system & regulatory functions of the parliament, support to civil registry, address system & population census	electoral system improved; ☞ Regulatory functions of parliament established; ☞ Address & civil registrar accomplished allowing the issuing of reliable ID cards; ☞ Preparations of the census started according to European standards	⇒ Number of ID cards issued
2. To support the implementation of the current reform of public administration; strengthen capacities of local governments; strengthening of European integration structures & prepare for DIS; support to customs services.	☞ Public administration reform advanced; ☞ Professional career development criteria introduced to ensure transparent procedures on recruitment, appraisal, promotion, conduct and dismissal of civil servants, ☞ European integration structures strengthened ☞ Progress towards the accreditation for DIS made; ☞ Capacity of local governments improved; ☞ Customs administration capacities improved internal control mechanisms introduced.	⇒ Number of DIS structures set-up & functioning
3. To support the establishment of internal audit functions & inspection services to combat fraud; strengthen the Supreme Audit Institute. Support to establish the institutions & structures for the decentralised management of EU funds.	☞ Internal audit functions, inspection services and the Supreme Audit Institute strengthened; ☞ Institutions for the decentralised implementation of EU funds established and structures created.	⇒ Number of DIS structures set-up & functioning
4. To support the reform of the judicial system; support to judiciary infrastructure & penitentiary facilities.	☞ Institutions in justice sector better functioning and administrative capacity improved to fight organised crime; ☞ Number of pending cases before courts reduced ☞ Prosecution strengthened; ☞ Better infrastructure of judicial system and penitentiary facilities in place; ☞ Case management system introduced; ☞ Witness protection mechanisms improved.	☞ Number of pending cases before courts reduced
5. To assist the police to operate in an efficient & sustainable way, capable	☞ Police reform progressively advanced ☞ Management capacity of the state police improved;	

Priorities	Results	Indicators ☞from MIPD text ⇒derived from results
of fulfilling its role in the enforcement of the rule of law.	☞ Manual of procedures for criminal police officers established.	☞ Manual of procedures for criminal police officers established.
6. Capacity building for establishing legislation to fight corruption; strengthen capacity to investigate & prosecute corruption & enforce legislation.	☞ Sound financial management implemented; enhancing the implementation of anti-corruption policies and strategies.	
7. To support the media sector to develop a high quality, independent public service broadcasting system & a regulatory environment in line with European standards	☞ Effective, transparent and predictable regulatory framework for the media in place; ☞ Performance of the Broadcasting Authority improved	⇒ Extent /rate at which regulatory framework is established ☞ Performance rating of the Broadcasting Authority
8. To support minorities & vulnerable groups (minorities, including Roma, women, children, handicapped & mentally ill), develop sound data on minorities & develop policies to overcome their vulnerable & economically fragile situation & to protect them against discrimination. Support to victims of trafficking.	☞ Policies against social exclusion developed and implementation started, ☞ Financial & human resources capacity of bodies dealing with vulnerable groups strengthened and training provided to improve quality of services; ☞ Community based services developed and therefore living conditions improved; ☞ Level of children at work reduced; ☞ National strategy for the Roma implemented and Roma birth registration increased.	☞ Level of children at work reduced ☞ Number of Roma birth registrations
9. To support civil society in order to create a genuine partnership between authorities & civil society in the democratic stabilisation & economic & social development of the country	☞ Dialogue between authorities & civil society initiated and communication improved; ☞ Independence and integrity of civil society organisations strengthened to fulfil 'watchdog' function; ☞ Transparent mechanisms for disbursement of local funds for civil society organisations developed.	
<b>Totals=9</b>	<b>32</b>	<b>10</b>
<i>Economic Criteria</i>		
1. To improve coordination of economic & fiscal policies to assist in the stabilisation of the macro-economic environment, to streamline public	☞ Capacity of ministries of finance, economy and other relevant bodies strengthened; ☞ Cooperation between relevant bodies and government institutions enhanced;	

Priorities	Results	Indicators ☞from MIPD text ⇒derived from results
expenditures, to improve the business climate & to reduce unemployment. Improve corporate governance to support sustainable growth in Albania	☞ Reporting of respective institutions improved.	☞ Quality of institutional reporting
2. To develop the institutional & legal framework to formulate, regulate & negotiate trade policy established to respond to the obligations under the SAA & Interim Agreement, bilateral free trade agreements, CEFTA & WTO	☞ Institutional & legal framework to formulate, regulate & negotiate trade policy established to respond to the obligations under the SAA & Interim Agreement, bilateral trade agreements, CEFTA & WTO.	⇒ Extent /rate at which regulatory framework is established
3. To strengthen framework for financial supervision; capacity building of the Financial Supervision Authority & Bank of Albania	☞ Regulatory framework for financial supervision developed; ☞ Capacity of the Financial Supervision Authority & Bank of Albania strengthened.	⇒ Extent /rate at which regulatory framework is established
4. To support the implementation of the European Charter for SMEs & related action plans to promote SMEs, including those in rural areas	☞ Institutional framework for entrepreneurship and SME development established; ☞ Management training delivery system in place; ☞ Investment climate & business environment improved; ☞ European Charter for SMEs implemented; ☞ Company registration system modernised.	⇒ Extent /rate at which Charter is implemented
5. To support regional development activities, notably to strategic sector planning as well as investments in necessary infrastructure focussing on less well developed areas.	☞ Infrastructure investments supported. ☞ Living conditions in less well developed areas improved.	
6. To improve social welfare services including administrative structures in health protection & combating social exclusion	☞ Capacity of bodies offering social services strengthened and service delivery improved, ☞ Implementation of National Health System Strategy started.	
7. To reform education & VET system,	☞ VET further modernised;	

Priorities	Results	Indicators ☞from MIPD text ⇒derived from results
create a link between the education system & the labour market; improve teacher training & education infrastructure; promote better involvement in the Tempus programme.	<ul style="list-style-type: none"> <li>☞ Institutional set-up of universities strengthened;</li> <li>☞ Academic information network created;</li> <li>☞ New modular curricula developed,</li> <li>☞ Interaction between universities and the private sector strengthened;</li> <li>☞ Awareness of the TEMPUS Programme raised and more applications for participation received.</li> </ul>	☞ Number of applications received for TEMPUS
8. To develop labour market measures in order to combat unemployment, in particular youth & long-term unemployment & promote women's participation in the labour market	<ul style="list-style-type: none"> <li>☞ EU requirements on labour and minimum social standards gradually introduced;</li> <li>☞ Employment rate among youths and participation of women in the labour market increased.</li> </ul>	<ul style="list-style-type: none"> <li>☞ Employment rates among youths</li> <li>☞ Employment rates of women</li> </ul>
<b>Totals=8</b>	<b>23</b>	<b>7</b>
<i>Ability to Assume the obligations of Membership</i>		
1. To support capacity building of institutions in the area of standardisation, metrology & accreditation & establish a legal framework.	<ul style="list-style-type: none"> <li>☞ Legal framework in line with EU standards;</li> <li>☞ Institutional capacity &amp; professional expertise and quality infrastructure improved.</li> </ul>	⇒ Extent /rate at which regulatory framework is established
2. To support the national market surveillance strategy; strengthen institutions & administrative structures in the field of consumer protection & health promotion, disease prevention & control & health information	<ul style="list-style-type: none"> <li>☞ National market surveillance strategy developed and gradually implemented;</li> <li>☞ Institutions and administrative structures in the field of consumer protection &amp; health promotion, disease prevention &amp; control, and health information strengthened.</li> </ul>	
3. To support the approximation of rules & procedures to EU standards & provide capacity building to the tax authority	<ul style="list-style-type: none"> <li>☞ Rules &amp; procedures established in line with EU standards,</li> <li>☞ Capacity building to the tax administration improved.</li> </ul>	⇒ Extent to which rules & procedures are in line with EU standards
4. To strengthen the administrative capacity of the competition authority & state aid authority & provide training to prepare for the obligations under the SAA.	☞ Administrative capacity of the Competition Authority strengthened, including through the organisation of trainings to improve expertise in the Competition Authority	



Priorities	Results	Indicators ☞from MIPD text ⇒derived from results
5. To strengthen the administrative capacity of the Public Procurement Agency, public procurement entities in line ministries & other institutions dealing with public procurement	<ul style="list-style-type: none"> <li>☞ Capacity of Public Procurement Agency public procurement entities in line ministries &amp; other institutions dealing with public procurement reinforced.</li> <li>☞ Smooth implementation of public procurement procedures, with reduced number of controversial cases &amp; complaints.</li> </ul>	☞ Numbers of controversial cases & complaints
6. To strengthen the administrative capacity for the protection of intellectual, industrial & commercial property rights to fulfil the obligations under the SAA.	☞ Enforcement agencies and legal environment strengthened	
7. To strengthen food safety related control systems, support laboratory capacities, adopt veterinary & phytosanitary legislation, improve animal disease eradication & identification of animals & registration of their movements	<ul style="list-style-type: none"> <li>☞ Administrative capacities strengthened in particular as regards control systems;</li> <li>☞ System for identification of bovines, pigs, sheep and goats and registration of their movements improved;</li> <li>☞ Programme on animal disease eradication gradually implemented.</li> </ul>	
8. To support alignment to agricultural <i>acquis</i> to increase economic growth by developing the agricultural & rural development sector & institutional capacity building to prepare sector to absorb pre-accession funds & to increase competitiveness of agriculture & agro-food chain & to improve availability of statistics	<ul style="list-style-type: none"> <li>☞ Higher contribution from the agriculture and rural development sector to economic growth;</li> <li>☞ Strategy on food production and rural development revised and consistent with pre-accession assistance provisions; preparations for the implementation of the strategy started; reinforced capacity of the national structures responsible for implementing rural development policies;</li> <li>☞ Advisory and extension services for farmers supported;</li> <li>☞ Improved sector analysis ; strengthened civil society organisations in the area of agriculture and rural development;</li> <li>☞ Increased access for farmers to credits.</li> <li>☞ Statistical data improved, in particular in rural census, farm register, land cadastre, agriculture statistics &amp; price statistics.</li> </ul>	<ul style="list-style-type: none"> <li>☞ % contribution from the agriculture and rural development to GDP</li> <li>☞ Quality of statistical data</li> </ul>

Priorities	Results	Indicators ☞from MIPD text ⇒derived from results
9. To strengthen administrative capacity, support the implementation of the environmental legislation in line with the <i>acquis</i> , address environmental hotspots, improve water & sanitation	<ul style="list-style-type: none"> <li>• National Environment Strategy implemented;</li> <li>• Financing schemes for infrastructure in place</li> <li>• Environment management standards developed;</li> <li>• Regional, Agricultural &amp; Rural Development Strategies to include an environment protection component;</li> <li>• Public awareness concerning environment increased;</li> <li>• Environmental hotspots addressed.</li> <li>• Wastewater system improved and more households connected.</li> </ul>	<ul style="list-style-type: none"> <li>☞ Extent to which strategy is implemented</li>   <li>☞ Number of public awareness events/ media articles</li> <li>☞ Number of hotspots addressed</li> <li>☞ Number of households connected</li> </ul>
10. To address the alignment of the transport sector with the <i>acquis</i> & implement the commitments made in the framework of regional transport initiatives ECAA (European Common Aviation Area), SEETO (South East European Transport Observatory), & SEE-FABA (South East Europe Functional Air Space Blocks Approach); support the implementation of the national transport strategy including railways, when applicable implement the foreseen treaty establishing a Transport Community in South East Europe.	<ul style="list-style-type: none"> <li>• Transport infrastructure will be improved in line with SEETO priorities;</li> <li>• Road safety conditions improved; t</li> <li>• The ECAA agreement applied;</li> <li>• Aviation legislation implemented and deficiencies in the area of civil aviation addressed, relevant provisions of the single European sky <i>acquis</i> implemented (cf SEE-FABA initiative);</li> <li>• Maritime safety conditions improved.</li> </ul>	<ul style="list-style-type: none"> <li>☞ Extent (%) of <i>acquis</i> implemented</li> </ul>
11. To support the implementation of the national energy strategy in line with the obligations from the Energy Community Treaty	<ul style="list-style-type: none"> <li>• Significant progress in implementing the reform of the energy sector in line with the obligations of the Energy Community Treaty; comprehensive energy strategy adopted &amp; implemented;</li> <li>• Overall improvement of the situation of the electricity sector, substantial decrease in frequency</li> </ul>	<ul style="list-style-type: none"> <li>☞ Frequency and duration of power cuts</li> </ul>

Priorities	Results	Indicators ☞from MIPD text ⇒derived from results
	and duration of power cuts	
12. To strengthen expertise & capacity of the telecommunications regulatory entity, strengthen the capacity of the National Council on Radio & Television	<ul style="list-style-type: none"> <li>• Increased competitiveness of the electronic communications market;</li> <li>• Strong and independent regulatory authority established enforcing legislation;</li> <li>• Legislative gaps aligned to the EU regulatory framework.</li> </ul>	☞ Extent (%) of <i>acquis</i> implemented
13. To strengthen the capacity of institutions providing statistical data	<ul style="list-style-type: none"> <li>• Office of Statistics strengthened and the quality of statistical information improved, in particular as regards rural census, farm register, land cadastre, agricultural &amp; price statistics.</li> </ul>	
14. To align visa policy with EU lists & establish efficient procedures for issuing of visas, implementation of IBM strategy, align asylum & migration policies with the <i>acquis</i>	<ul style="list-style-type: none"> <li>• Centralised IT network for administration of visa established;</li> <li>• IBM strategy and action plan implemented;</li> <li>• Legislation on asylum &amp; migration and related action plans implemented;</li> <li>• Combat against trafficking of human beings improved.</li> </ul>	<ul style="list-style-type: none"> <li>☞ Extent to which strategy is implemented</li> <li>☞ Extent (%) of <i>acquis</i> implemented</li> </ul>
15. To strengthen law enforcement agencies & their capabilities to fight against money laundering, drugs, organised crime, terrorism, corruption & trafficking	<ul style="list-style-type: none"> <li>• Capacity and resources of financial intelligence units strengthened;</li> <li>• Anti-drug strategy implemented;</li> <li>• Training and equipment of police officers involved in the fight against organised crime provided;</li> <li>• Trafficking in drugs, arms and cars reduced;</li> <li>• Use of intelligence information and special investigative means enhanced;</li> <li>• Witness protection improved.</li> </ul>	☞ Extent to which strategy is implemented
16. To improve data protection & strengthen administrative capacities	<ul style="list-style-type: none"> <li>• Independent supervisory bodies established to efficiently monitor and guarantee the enforcement of legislation and personal data protection.</li> </ul>	
Totals=16	48	15
<b>MIPD 2009-11</b>		
<i>Political Requirements</i>		

Priorities	Results	Indicators ☞from MIPD text ⇒derived from results
1. To support the political system in order to improve the electoral system & regulatory functions of the parliament, support a population census	<ul style="list-style-type: none"> <li>☞ Electoral system improved;</li> <li>☞ Regulatory functions of parliament established;</li> <li>☞ Preparations of the census started according to European standards</li> </ul>	☞ Lists of voters
2. To support the implementation of the current reform of the public administration, including e-government; strengthening of European integration structures & prepare for DIS; support for the customs service.	<ul style="list-style-type: none"> <li>☞ Public administration reform advanced;</li> <li>☞ Professional career development criteria introduced to ensure transparent procedures on recruitment, appraisal, promotion, conduct and dismissal of civil servants,</li> <li>☞ European integration structures strengthened</li> <li>☞ Progress towards the accreditation for DIS made;</li> <li>☞ Capacity of local governments improved;</li> <li>☞ Customs administration capacities improved internal control mechanisms introduced.</li> </ul>	⇒ Number of DIS structures set-up & functioning
3. To support the establishment of internal audit functions & inspection services to combat fraud, strengthening the Supreme Audit Institute. Support for establishing institutions & structures for decentralised management of EU funds	<ul style="list-style-type: none"> <li>☞ Internal audit functions, inspection services and the Supreme Audit Institute strengthened;</li> <li>☞ Institutions for the decentralised implementation of EU funds established and structures created.</li> </ul>	⇒ Number of DIS structures set-up & functioning
4. To support the reform of the judicial system, support for judiciary infrastructure & penitentiary facilities.	<ul style="list-style-type: none"> <li>☞ Improved functioning and administrative capacity of judicial institutions in order to better fight organised crime;</li> <li>☞ Number of pending cases before courts reduced</li> <li>☞ Prosecution strengthened;</li> <li>☞ Better infrastructure of judicial system and penitentiary facilities in place;</li> <li>☞ Case management system introduced;</li> <li>☞ Witness protection mechanisms improved.</li> </ul>	☞ Number of pending cases before courts reduced
5. To assist the police in operating in an efficient & sustainable way, capable	☞ Police reform progressively advanced and management capacity of the state police improved;	☞ Manual of procedures for criminal police officers established.

Priorities	Results	Indicators ☞from MIPD text ⇒derived from results
of fulfilling its role in the enforcement of the rule of law.	☞ Manual of procedures for criminal police officers established.	
6. To support capacity building for establishing legislation to fight corruption, strengthening capacity to investigate & prosecute corruption & enforce legislation	☞ Sound financial management implemented; ☞ Development and enhanced implementation of effective, coordinated national anti-corruption policies and strategies.	
7. To support the media sector to develop a high quality, independent public service broadcasting system including the digitalisation of broadcasting & a regulatory environment in line with European standards	☞ Effective, transparent and predictable regulatory framework for the media in place; ☞ Performance of the Broadcasting Authority improved	⇒ Extent /rate at which regulatory framework is established ☞ Performance rating of the Broadcasting Authority
8. To support minorities & vulnerable groups (minorities, including Roma, women, children, handicapped & mentally ill), develop sound data on minorities & develop policies to overcome their vulnerable & economically fragile situation & to protect them against discrimination.	☞ Policies against social exclusion developed and implementation started, ☞ Financial & human resources capacity of bodies dealing with vulnerable groups strengthened and training provided to improve quality of services; ☞ Community based services developed and therefore living conditions improved; ☞ Level of children at work reduced; ☞ National strategy for the Roma implemented and Roma birth registration increased.	☞ Level of children at work reduced ☞ Number of Roma birth registrations
9. To support civil society in order to create a genuine partnership between authorities & civil society in the democratic stabilisation & the economic & social development of the country	☞ Dialogue between authorities & civil society initiated and communication improved; ☞ Independence and integrity of civil society organisations strengthened to fulfil 'watchdog' function; ☞ Transparent mechanisms for disbursement of local funds for civil society organisations developed.	
<b>Totals=9</b>	<b>31</b>	<b>9</b>
☞ <i>Economic Criteria</i>		
1. To improve coordination of economic & fiscal policies to assist in the	☞ Capacity of ministries of finance, economy and other relevant bodies strengthened;	☞ Quality of institutional reporting

Priorities	Results	Indicators ☞from MIPD text ⇒derived from results
stabilisation of the macro-economic environment, to streamline public expenditures, to improve the business climate & to reduce unemployment. Improve corporate governance to support sustainable growth in Albania	<ul style="list-style-type: none"> <li>☞ Cooperation between relevant bodies and government institutions enhanced;</li> <li>☞ Reporting of respective institutions improved</li> </ul>	
2. To develop the institutional framework to formulate, adopt & implement trade related legislation, & other commitments, such as to respond to the obligations under the SAA & Interim Agreement, bilateral free trade agreements, CEFTA & WTO membership	☞ Institutional & legal framework to formulate, regulate & negotiate trade policy established to respond to the obligations under the SAA & Interim Agreement, bilateral trade agreements, CEFTA & WTO.	⇒ Extent /rate at which regulatory framework is established
3. To strengthen framework for financial supervision; capacity building of the Financial Supervision Authority & Bank of Albania	<ul style="list-style-type: none"> <li>☞ Regulatory framework for financial supervision developed;</li> <li>☞ Capacity of the Financial Supervision Authority &amp; Bank of Albania strengthened.</li> </ul>	⇒ Extent /rate at which regulatory framework is established
4. To support the implementation of the European Charter for SMEs & related action plans to promote SMEs, including those in rural areas	<ul style="list-style-type: none"> <li>☞ Management training delivery system in place;</li> <li>☞ Investment climate &amp; business environment improved;</li> <li>☞ European Charter for SMEs continued to be implemented;</li> <li>☞ Progress in strengthening the technological capacity of SMEs and support for innovation;</li> <li>☞ Improved technology cooperation and the development of inter-firm clusters;</li> <li>☞ Higher quality services for SMEs</li> </ul>	⇒ Extent /rate at which Charter is implemented
5. To support regional development activities, notably to strategic sector planning as well as investments in	<ul style="list-style-type: none"> <li>☞ Infrastructure investments supported.</li> <li>☞ Living conditions in less well developed areas improved.</li> </ul>	

Priorities	Results	Indicators ☞from MIPD text ⇒derived from results
necessary infrastructure focussing on less well developed areas. Including measures to protect cultural heritage.	☞ Cultural heritage sites protected and surrounding areas developed.	
6. To improve social welfare services including administrative structures in health protection & combating social exclusion	☞ Capacity of bodies offering social services strengthened and service delivery improved, ☞ Implementation of National Health System Strategy started.	
7. To reform education & VET system & research policy, create a link between the education system , research needs & the labour market; improve teacher training & education infrastructure; promote better involvement in the Tempus programme & use of the 7 <sup>th</sup> EC Research Framework	☞ VET further modernised; ☞ Institutional set-up of universities strengthened; ☞ Academic information network created; ☞ New modular curricula developed, ☞ Interaction between universities and the private sector strengthened; ☞ Awareness of the TEMPUS Programme raised and more applications for participation received. ☞ A better national research capacity and absorption of FP7 projects.	☞ Number of applications received for TEMPUS
8. To develop labour market measures in order to combat unemployment, in particular youth & long-term unemployment & promote women's participation in the labour market	☞ EU requirements on labour and minimum social standards gradually introduced; ☞ Employment rate among youths and participation of women in the labour market increased.	☞ Employment rates among youths ☞ Employment rates of women
<b>Totals=8</b>	<b>26</b>	<b>7</b>
<i>Ability to Assume the obligations of Membership</i>		
1. To support capacity building of institutions in the area of standardisation, metrology & accreditation & establish a legal framework.	☞ Legal framework in line with EU standards; ☞ Institutional capacity & professional expertise and quality infrastructure strengthened.	⇒ Extent /rate at which regulatory framework is established
2. To support the national market surveillance strategy; strengthen institutions & administrative structures in the field of consumer protection & health promotion, disease prevention	☞ National market surveillance strategy developed and gradually implemented; ☞ Institutions and administrative structures in the field of consumer protection & health promotion, disease prevention & control, and health information	

Priorities	Results	Indicators ☞from MIPD text ⇒derived from results
& control & health information	strengthened.	
3. To support the approximation of rules & procedures to EU standards & provide capacity building to the tax authority	☞ Rules & procedures established in line with EU standards, ☞ Capacity building to the tax administration improved.	⇒ Extent to which rules & procedures are in line with EU standards
4. To strengthen the administrative capacity of the competition authority & state aid authority & provide training to prepare for the obligations under the SAA.	☞ Administrative capacity of the Competition Authority strengthened, including through the organisation of trainings to improve expertise in the Competition Authority	
5. To strengthen the administrative capacity at all levels, particularly in the Public Procurement Agency, public procurement entities in line ministries & other institutions dealing with public procurement. Help create & strengthen an independent review body.	☞ Capacity of Public Procurement Agency public procurement entities in line ministries & other institutions dealing with public procurement reinforced. ☞ Smooth implementation of public procurement procedures, with reduced number of controversial cases & complaints.	☞ Numbers of controversial cases & complaints
6. To strengthen the administrative capacity for the protection of intellectual, industrial & commercial property rights to fulfil the obligations under the SAA.	☞ Enforcement agencies and legal environment strengthened	
7. To strengthen food safety related control systems; support laboratory facilities; adopt veterinary & phytosanitary legislation; improve animal disease eradication & identification of animals & registration of their movements.	☞ Administrative capacities strengthened in particular as regards control systems; ☞ System for identification of bovines, pigs, sheep and goats and registration of their movements improved; ☞ Programme on animal disease eradication gradually implemented.	
8. To support alignment to agricultural <i>acquis</i> to increase economic growth by developing the agricultural & rural development sector & institutional	☞ Higher contribution from the agriculture and rural development sector to economic growth; ☞ Strategy on food production and rural development revised and consistent with pre-accession assistance	☞ % contribution from the agriculture and rural development to GDP



Priorities	Results	Indicators ☞from MIPD text ⇒derived from results
<p>capacity building to prepare sector to absorb pre-accession funds &amp; to increase competitiveness of agriculture &amp; agro-food chain &amp; to improve availability of statistics.</p>	<p>provisions; preparations for the implementation of the strategy started; reinforced capacity of the national structures responsible for implementing rural development policies;</p> <ul style="list-style-type: none"> <li>☞ Advisory and extension services for farmers supported;</li> <li>☞ Improved sector analysis and strengthened civil society organisations in the area of agriculture and rural development;</li> <li>☞ Increased access for farmers to credits.</li> <li>☞ Statistical data improved, in particular in rural census, farm register, land cadastre, agriculture statistics &amp; price statistics.</li> </ul>	<ul style="list-style-type: none"> <li>☞ Quality of statistical data</li> </ul>
<p>9. To strengthen administrative capacity; support implementation of environmental legislation in line with the <i>acquis</i>; address environmental hotspots; improve water &amp; sanitation infrastructure in municipalities on a large scale as a possible measure to soften effects of the financial crisis</p>	<ul style="list-style-type: none"> <li>☞ National Environment Strategy implemented;</li> <li>☞ Financing schemes for infrastructure in place</li> <li>☞ Environment management standards developed;</li> <li>☞ Regional, Agricultural &amp; Rural Development Strategies to include an environment protection component;</li> <li>☞ Public awareness concerning environment increased;</li> <li>☞ Environmental hotspots addressed.</li> <li>☞ Wastewater system improved and more households connected.</li> </ul>	<ul style="list-style-type: none"> <li>☞ Extent to which strategy is implemented</li> <li>☞ Number of public awareness events/ media articles</li> <li>☞ Number of hotspots addressed</li> <li>☞ Number of households connected</li> </ul>
<p>10. To address the alignment of the transport sector with the <i>acquis</i> &amp; implement the commitments made in the framework of regional transport initiatives ECAA (European Common Aviation Area), SEETO (South East European Transport Observatory), &amp; ISIS initiative (South East Europe Functional Air Space Blocks Approach); support the implementation of the national transport strategy including railways, when applicable implement the</p>	<ul style="list-style-type: none"> <li>☞ Transport infrastructure will be improved in line with SEETO priorities;</li> <li>☞ Road safety conditions improved;</li> <li>☞ The ECAA agreement applied;</li> <li>☞ Aviation legislation implemented and deficiencies in the area of civil aviation addressed, relevant provisions of the single European sky <i>acquis</i> implemented (cf ISIS initiative);</li> <li>☞ Maritime safety conditions improved.</li> </ul>	<ul style="list-style-type: none"> <li>☞ Extent (%) of <i>acquis</i> implemented</li> </ul>

Priorities	Results	Indicators ☞from MIPD text ⇒derived from results
foreseen treaty establishing a Transport Community in South East Europe.		
11. To support the implementation of the national energy strategy in line with the obligations from the Energy Community Treaty	<ul style="list-style-type: none"> <li>☞ Significant progress in implementing the reform of the energy sector in line with the obligations of the Energy Community Treaty; comprehensive energy strategy adopted &amp; implemented;</li> <li>☞ Overall improvement of the situation of the electricity sector, substantial decrease in frequency and duration of power cuts</li> </ul>	☞ Frequency and duration of power cuts
12. To strengthen expertise & capacity of the Authority of Electronics & Postal Communications regarding the implementation of the regulatory framework, strengthen the capacity of the National Council on Radio & Television	<ul style="list-style-type: none"> <li>☞ Increased competitiveness of the electronic communications market;</li> <li>☞ Strong and independent regulatory authority established enforcing legislation;</li> <li>☞ Legislative gaps aligned to the EU regulatory framework.</li> </ul>	☞ Extent (%) of <i>acquis</i> implemented
13. To strengthen the capacity of institutions providing statistical data, in particular regarding statistics of national accounts & labour market as well as information on rural areas, agricultural statistics & price statistics	<ul style="list-style-type: none"> <li>☞ Office of Statistics strengthened and the quality of statistical information improved, in particular as regards agriculture &amp; population censuses, macro-economic statistics, business statistics, agriculture &amp; price statistics.</li> <li>☞ Agricultural census having been carried out and land cadastre improved.</li> </ul>	
14. To align visa policy with EU lists & establish efficient procedures for issuing of visas, implementation of IBM strategy, align asylum & migration policies with the <i>acquis</i>	<ul style="list-style-type: none"> <li>☞ Centralised IT network for administration of visa established;</li> <li>☞ IBM strategy and action plan implemented;</li> <li>☞ Legislation on asylum &amp; migration and related action plans implemented;</li> <li>☞ Combat against trafficking of human beings improved.</li> </ul>	<ul style="list-style-type: none"> <li>☞ Extent to which strategy is implemented</li> <li>☞ Extent (%) of <i>acquis</i> implemented</li> </ul>
15. To strengthen law enforcement agencies & their capabilities to fight against money laundering, drugs, organised crime, terrorism, corruption	<ul style="list-style-type: none"> <li>☞ Capacity and resources of financial intelligence units strengthened;</li> <li>☞ Anti-drug strategy implemented;</li> <li>☞ Training and equipment of police officers involved in the</li> </ul>	☞ Extent to which strategy is implemented

Priorities	Results	Indicators ☞from MIPD text ⇒derived from results
& trafficking	fight against organised crime provided; ☞ Trafficking in drugs, arms and cars reduced; ☞ Use of intelligence information and special investigative means enhanced; ☞ Witness protection improved.	
16. To improve data protection & strengthen administrative capacities.	☞ Independent supervisory bodies established to efficiently monitor and guarantee the enforcement of legislation and personal data protection.	
Totals=16	49	15

**ANNEX 2.2**

**ANALYSIS OF INDICATORS IPA-TAIB ANNUAL PROGRAMMES, ALBANIA  
2007-9**

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Annex 2.2 Analysis of Indicators IPA-TAIB Annual Programmes, Albania 2007-9

Project		Intervention Logic Level	Specific	Measurable	Available	Relevant	Time-bound	Total <input checked="" type="checkbox"/>
<b>Annual IPA-TAIB Programme 2007</b>								
(1)	PAMECA III	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	2
		Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
		Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(2)	Preparation of the Albanian authorities for the decentralised management of EU assistance	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	0
		Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	0
		Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	0
(3)	Support to penitentiary infrastructure	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
		Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	0
		Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
(4)	Supporting SMEs to become more competitive in the EU market by providing high quality services in modern management, innovation & technology transfer	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
		Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
		Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(5)	Support for the alignment of Albanian statistics with EU standards	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
		Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
		Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(6)	Improvement of water supply & sewerage systems in Albania	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
		Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
		Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(7)	Support for the General Tax Directorate in Albania	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
		Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
		Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
<i>Total SMART Indicators 2007</i>								0
<b>Annual IPA-TAIB Programme 2008</b>								
(1)	Support to strengthen Albania's administrative capacity to manage & coordinate the SAA implementation process	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	0
		Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	0
		Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(2)	TA to Ministry of Public Works, Transport & Telecommunication	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	0
		Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	0
		Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(3)	Support to Civil Service Reform	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
		Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
		Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(4)	Support for strengthening Albanian public procurement, concessions & public auctions systems	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
		Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4

Project	Intervention Logic Level	Specific	Measurable	Available	Relevant	Time-bound	Total <input checked="" type="checkbox"/>	
(5) Support & expansion of Albanian treasury system	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4	
	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	2	
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	2	
(6) Support to penitentiary infrastructure	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3	
	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4	
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4	
(7) Support to the alignment of customs procedures with EU standards	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4	
	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	2	
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3	
(8) Project against corruption in Albania	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4	
	Overall Objective	<i>No Indicators</i>						0
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5	
(9) Project preparation facility	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5	
	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3	
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5	
(10) Improvement of the management & conditions of secondary & local roads	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5	
	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4	
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4	
(11) Strengthening VET in Albania	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4	
	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	2	
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	2	
(12) Kukës region tourism & environmental protection	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4	
	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3	
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3	
(13) Strengthening of national metrology infrastructure & achievement of international recognition	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4	
	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4	
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5	
(14) Capacity building for implementing the rural development strategy	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5	
	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4	
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3	
(15) Support for the Albanian Competition Authority & State Aid Department	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4	
	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	2	
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3	
(16) Strengthening & enforcement of the capacities of the Albanian Copyright Office & other state institutions involved in the process of respecting & protecting copyright.	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4	
	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4	
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4	

Project	Intervention Logic Level	Specific	Measurable	Available	Relevant	Time-bound	Total <input checked="" type="checkbox"/>
(17) Strengthening the institutional capacity of the Albanian Central Bank particularly in the areas of banking supervision, statistics, payment systems & the implementation of monetary policy	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	2
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	2
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(18) Improving public protection against zoonotic diseases	Overall Objective						
	Project Purpose						
	Results						
(19) Support to Albanian civil aviation safety management	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	2
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	2
(20) Pre-feasibility /feasibility study & detailed design for strategic inter-urban highway routes in Albania	Overall Objective						
	Project Purpose						
	Results						
(21) Improving of Albanian maritime sector	Overall Objective	<i>No Indicators</i>					
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(22) Establishing & strengthening of monitoring control & surveillance system in fisheries	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	2
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(23) Consolidation of the environmental monitoring system in Albania	Overall Objective						
	Project Purpose						
	Results						
(24) Support for the participation in Community Programmes in particular Europe for Citizens, FP7	Overall Objective	<i>No Indicators</i>					0
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
<i>Total SMART Indicators 2008</i>							6
<b>Annual IPA-TAIB Programme 2009</b>							
(1) Support for blue border management	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	2
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
(2) Support for anti-money laundering & financial crime investigations structures	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	0
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(3) Support for the justice system	Overall Objective	<i>No Indicators</i>					0
	Project Purpose	<i>No Indicators</i>					0
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(4) Support for enhancing the operational & logistical capacities	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	2

Project	Intervention Logic Level	Specific	Measurable	Available	Relevant	Time-bound	Total <input checked="" type="checkbox"/>
of the Witness & Special Persons Protection Unit in Department of Criminal Investigation in the state police	Project Purpose	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	3
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
(5) Support for enhancing the decentralised management system	Overall Objective	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	2
	Project Purpose	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	2
	Results	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	2
(6) Support for the population & housing census 2011	Overall Objective	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	2
	Project Purpose	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	2
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
(7) Project Preparation Facility	Overall Objective	<i>No Indicators</i>					0
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
(8) Civil Society Facility –civic initiatives & capacity building	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
(9) Improvement of management & conditions of secondary & local roads	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
(10) Support for cultural heritage	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
(11) Kukës region	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
(12) Improvement of water supply & sewerage systems	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
(13) Improvement of industrial property rights	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
(14) Consolidation of the food safety system	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
(15) Building e-government infrastructure in line with EU personal data protection standards	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
(16) Support for the participation in Community Programmes	Overall Objective	<i>No Indicators</i>					0
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4



Project	Intervention Logic Level	Specific	Measurable	Available	Relevant	Time-bound	Total <input checked="" type="checkbox"/>
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
<i>Total SMART Indicators 2009</i>							5
<b><i>Total SMART Indicators 2007-9</i></b>							<b>11</b>

**ANNEX 3**

**AVAILABLE SECTOR AND NATIONAL STRATEGIES IN ALBANIA**

### Annex 3 Available Sector and National Strategies in Albania

	Strategy Name	Approved	Timeframe	Ownership
<i>Strategies adopted by the Government of Albania</i>				
1	<u>Agriculture and Food</u> Strategy	Approved by CMD Nr.924, 14.11.2007	2007 - 2013	Min. Agriculture Food Consumer Protection MAFCP
2	<u>Defence</u> Strategy (in Albanian)	Approved by CMD Nr.763, date 14.11.2007	2007 - 2013	Min. of Defence MD
3	<u>Business and Investment Development</u> Strategy	Approved by CMD Nr.795, date 11.07.2007	2007 - 2013	Min. of Economy Trade and Energy METE
4	<u>National Strategy on Pre-University Education - Basic Education</u> (primary education, high school, professional education) (in Albanian)	Approved by CMD Nr.799, date 22.7.2009	2005 – 2015	Ministry of Education and Science MES
5	<u>Strategy on Higher Education</u> (in Albanian)	Approved by CMD Nr.1509, Date 30.7.2008	2007 – 2013	MES
6	Strategy of <u>Public Finance</u> (taxation and customs)	Approved by CMD Nr.232, date 13.02.2008	2007 – 2013	Ministry of Finance
7	Strategy on <u>Public Order</u>	Approved by CMD Nr.14, date 9.1.2008	2007 – 2013	Ministry of Interior
8	<u>Employment</u> Strategy	Approved by CMD Nr.751, date 7.11.2007	2007 – 2013	Ministry of Labor Social Affairs Equal Opportunities MoLSA
9	<u>Social Protection</u> (in Albanian)	Approved CMD Nr.80, date 28.01.2008	2007 – 2013	MoLSA
10	<u>National Transport</u> Strategy (in Albanian)	Approved by CMD Nr.1214, date 3.9.2008	2007 – 2013	Ministry of Public Works and Transport MPPT
11	General Strategy and Action Plan for the Development of <u>Tourism</u> in Albania (in Albanian)	Approved by CMD Nr.844, date 11.06.2008	2007 – 2013	Ministry of Tourism, Culture, Youth and Sports MTCYS
12	<u>Statistics</u> (in Albanian)	Approved by CMD Nr.153, 31.01.2009	2007 – 2013	Institute of Statistics INSTAT
<i>Cross-cutting Strategies</i>				
13	<u>Regional Development</u> Cross-cutting Strategy	Approved by CMD Nr.773, date 14.11.2007	2007 – 2013	METE
14	<u>Rural Development</u> Strategy	Approved by CMD Nr.775, date 14.11.2007	2007 – 2013	MAFCP
15	Cross-cutting Strategy on <u>Information Society</u>	Approved by CMD Nr.59 date 22.1.2009	2007 – 2013	Minister of Innovation Information Technology and Communication
16	<u>National Social Inclusion</u> Strategy	Approved by CMD	2007 – 2013	MoLSA

	Strategy Name	Approved	Timeframe	Ownership
17	Cross-cutting Strategy for Prevention, <u>Fight against Corruption</u> and Transparent Governance 2008-2013.  Action Plan for 2010 (update of the strategy)	Nr.218, date 3.02.2008 Approved by CMD Nr.1561, date 3.10.2008	2008-2013	Minister of Innovation Information Technology and Communication
18	<u>National Environmental Sector and Cross-cutting Strategy</u>	Approved by CMD Nr.847, date 29.11.2007	2007 – 2013	Ministry of Environment Forests and Water Administration MoE
19	<u>Consumer Protection</u> (in Albanian)	Approved by CMD Nr.797, date 14.11.2007	2007 – 2013	METE
20	<u>Gender equality</u> and eradication of domestic violence ( in Albanian)	Approved by CMD Nr.913, date 19.12.2007	2007 – 2013	MoLSA
21	National Strategy on <u>Integrated Border Management</u> and its Action Plan	Approved by CMD Nr.668, date 29.09.2007	2007 – 2013	Ministry of Interior Mol
22	Fight against organised crime, trafficking and <u>terrorism</u> (in Albanian)	Approved by CMD Nr.1140, date 30.07.2008	2007 – 2013	Mol
23	<u>Public Administration</u> Reform Strategy	Approved CMD Nr 1017 date 18.09.2009	2007 – 2013	Mol/DoPA
24	Fight against <u>trafficking of human beings and children</u> ( in Albanian)	Approved by CMD Nr.1083, date 23.07.2008	2008 – 2010	Mol
25	<u>Migration</u> (in Albanian)	Approved by CMD Nr.760, date 19.11.2004	2007 – 2013	MoLSA
26	National Strategy of <u>Science Technology and Innovation</u>	Approved by CMD Nr. 863, date 29.07.2009	2009-2015	Minister of Innovation Information Technology and Communication
27	Youth (in Albanian)	Approved by CMD Nr. 782, date 16.11.2006	(please fill in)	(please fill in)

<i>Strategies pending for approval by the Government of Albania</i>				
1	National Strategy of Culture	In process	2007 – 2013	MTCYS
2	Sports	In process	2007 – 2013	MTCYS
3	Spatial Planning and Housing	In process	2007 – 2013	MPPT
4	National Water and Sanitation Strategy	In process	2007 – 2013	MPPT
5	Justice	In process	2007 – 2013	Ministry of Justice
6	Energy	In process	2007 - 2013	METE
7	Foreign affairs	in process	2007 – 2013	Ministry of Foreign Affairs
8	Health	in process	2007 – 2013	Ministry of Health
9	Social insurance	in process	2007 – 2013	MoLSA/ Social Insurance Institute
10	Decentralisation	in process	2007 – 2013	Mol
11	Reforms on property rights	in process	2007 – 2013	Minister of Innovation Information Technology and Communication

(Source: Department of Strategy and Donor Coordination)

Strategies and Development Plans referred to in IPA Project Fiches 2007, 2008, 2009 that are different or not recognisable among the above List of National Strategies

	<b>Strategy Name</b>	<b>Comment</b>
1	Police Strategy	This is No. 7 Strategy on Public Order
2	2004 Master Plan for the pre-trial detention system in Albania	Part of No. 5 pending Justice Strategy
3	Official Statistics Programme 2007-2011	Statistics (approved No. 12 in the List above)
5	Rural Strategy for Water Supply and Sewerage	Sounds like No. 4 pending Strategy
6	National Strategy for Social and Economic Development	The predecessor of NSDI
7	Rural Water Supply and Sanitation Strategy	Seems to the same as 5
10	VET Strategy 2007-2015	Part of No. 4 approved Strategy on Education
11	National Strategy on Metrology	?
12	Mountain Areas Development Programme	This seems to be a project in MTBP
13	National Competition Policy	part of Consumer Strategy
14	Development Strategy of the Albanian State Police	
15	National Strategy on Improvement of the Living Conditions of Roma Minority	Seems to be part of Social Inclusion Strategy
16	Action Plan for Development of the Water and Sanitation 2007-2010;	Part of No. 4 pending Strategy

#### **Number of National Strategies and Beneficiaries Referred to in Project Fiches, 2007-9**

<b>IPA Project</b>		<b>Number of strategies/ national development documents</b>	<b>Number of local beneficiaries identified</b>
<i>IPA 2007</i>			
1	PAMECA III	3	3
2	Preparation of the Albanian authorities for the Decentralisation of Management of EU Assistance	1	1
3	Support to the Penitentiary Infrastructure	1	1
4	Supporting SMEs to become more competitive in the EU Market by		

IPA Project		Number of strategies/ national development documents	Number of local beneficiaries identified
	providing high quality services in modern management, innovation and technology transfer	4	5
5	Support for alignment of Albanian Statistics with EU standards	1	1
6	Improvement of Water Supply and Sewerage Systems in Albania	8	1
7	Support for the General Directorate of Tax of Albania	3	2
	<i>Total IPA 2007:</i>	<b>14</b>	<b>16</b>
	<i>Average/project</i>	<b>2.71</b>	<b>2</b>
<i>IPA 2008</i>			
1	Support to Albanian Ministry of European Integration to strengthen Albania's administrative capacity to manage and coordinate the SAA implementation process	2	5
2	Technical Assistance to Ministry of Public Works, Transport and Telecommunications	2	2
3	Support to Albanian Department of Public Administration - Civil Service	2	2
4	Support for Public Procurement in Albania	1	2
5	Support and Expansion of the Albanian Treasury System	2	1
6	Support to the Penitentiary Infrastructure	1	1
7	Support to the alignment of Customs Procedures with EU Standards	2	4
8	Project against Corruption in Albania	2	5
9	Project Preparation Facility	1	1
10	Reconstruction of Secondary and Local Roads	4	1
11	Strengthening the Vocational Education and Training in Albania	4	1
12	Kukes Region Tourism and Environment Promotion	4	3
13	Centralised National Programme in support to Metrology	2	5
14	Capacity building for implementing the rural development strategy	4	3
15	Support for the Albanian Competition Authority and State Aid Department	1	2
16	Strengthening and enforcement of the capacities of Albanian Copyright Office and other state institutions involved in the process of respecting and protecting copyright.	2	10
17	Strengthening the institutional capacity of the Albanian Central Bank particularly in the areas of banking supervision, statistics, payment systems and the implementation of monetary policy.	1	1
18	Improving public protection against zoonotic diseases	No PF	-
19	Support/Twinning to Albanian Civil Aviation Safety Management Systems to the requirements of the Council Regulation	1	1
20	Pre-feasibility/feasibility studies and detailed design for strategic inter-urban and trans-urban highway routes in Albania	No PF	-
21	Improving of Albanian Maritime Sector – Rehabilitation of Shengjini Port	4	2
22	Establishing and Strengthening of Monitoring Control and Surveillance system in fisheries	1	1
23	Consolidation of the Environmental Monitoring system in Albania	No PF	-
24	Support for participation to Community Programmes	-	1
	<i>Total IPA 2008:</i>	<b>43</b>	<b>53</b>
	<i>Average/project</i>	<b>1.79</b>	<b>2.21</b>
<i>IPA 2009</i>			
1	Support to Blue Border Management	3	7
2	Support to Anti-Money Laundering and Financial Crime	1	4

IPA Project		Number of strategies/ national development documents	Number of local beneficiaries identified
	Investigations Structures		
3	Assistance to the Justice System	1	8
4	Enhancement of operational and logistical capacities of Witness and Special Persons Protection Unit	1	1
5	Improvement of the Albania's preparedness for Decentralised Management	4	1
6	Population and Housing Census	1	1
7	Project Preparation Facility		1
8	Civil Society Facility – Civic Initiatives and Capacity Building	3	-
9	Improvement of Rural Roads in Albania	3	1
10	Support to Sustainable and Integrated Development of Cultural and Historical Heritage – Phase II	3	2
11	Rehabilitation of the border crossing point of Morine-Kukes	1	1
12	Improvement of Water Supply and Sewerage Systems	6	1
13	Developing the Industrial Property Rights System	-	1
14	Consolidation of the Food Safety System in Albania	1	3
15	Building an e-Government Infrastructure in line with EU Personal Data Protection standards	2	3
16	Support for Participation to Community Programmes	6	1
	<i>Total IPA 2009:</i>	<b>31</b>	<b>35</b>
	<i>Average/project</i>	<b>1.94</b>	<b>2.19</b>

Almost all planned projects make reference to the National Strategy for Development and Integration 2007-2013 or to its preceding referred to as National Strategy for Social and Economic Development.

**ANNEX 4**

**QUALITY ASSESSMENTS OF GOVERNMENT APPROVED STRATEGIES**



## Annex 4 Quality Assessments of Government Approved Strategies

(Strategies are numbered according to their listing in Annex 3)

### Sector Strategies

#### 1. Agriculture and Food Strategy

The Strategy is based on: (i) the Government Programme for economic development and the development of agriculture and food; (ii) the Interim Agreement on trade and trade related aspects, NATO membership, SAA; (iii) Public investment programme and external assistance. The strategy is linked to the expenditure programme of the MTBP and has been developed by a specially set up by Advisory Group (local and international experts). There are cross-cutting points with – Rural Development, Regional Development, and Strategies for Education, Tourism and Environment. The Strategy is aligned with the Common European Policy, where agriculture is part of rural development (axis 1). There is a detailed overview of sector development, current picture and problems, trends and outlook on development. Priorities are identified for strategic sectors. General policies for development include actions. Results are identified for each strategy objective and inherent policy. Cross-cutting issues with other strategies (Rural Development) are covered sharing goals of common economic growth to poverty reduction. Indicators to measure achievement of objectives are identified for each one of them with specific measurement units. Costing is linked to the MTBP ceilings for the respective 3-year period 2008-2010

**(Verdict: Good Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector and sub-sectors			✓
Quality of problem analysis /needs assessment			✓
Priority actions identified			✓
Action plan		✓	
Budget		✓	
Implementation arrangements (incl monitoring)			✓

#### 3. Strategy for Business and Investment Development Strategy (2007 – 2013)

This is a comprehensive strategy, based on a thorough analysis of the context, development needs and challenges. It contains a set of baseline data, as well as clear strategic objectives with reference to the EU integration process, set out in more detailed targets with adequate measurable indicators and implementation plan. The implementation mechanisms and responsible institutions are well described. The strategy contains an indicative costing of the implementation, also broken down per subsector and main activities along with the timing. It makes reference to the national budget. It also lays out the coordination mechanisms, as well as monitoring structures for implementation.

**(Verdict: Good Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector & sub-sectors			✓
Quality of problem analysis /needs assessment			✓
Priority actions identified			✓
Action plan			✓
Budget			✓
Implementation arrangements (incl monitoring)		✓	

#### 4. Pre-University Education

- The strategy seems to have been in place prior to process of sectoral strategy drafting for NSDI, have just tried to adapt it to the required format
- Results in confused structure, unclear
- Unclear objectives, no prioritization
- Action plan just listing of many activities
- Budget breakdown quite superficial, no indication of financing sources or linkages to MTBP
- No monitoring indicators at all

**(Verdict: Adequate Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector and sub-sectors		X	
Quality of problem analysis /needs assessment	X		
Priority actions identified		X	
Action plan		X	
Budget		X	
Implementation arrangements (incl monitoring)	X		

**5. Higher Education**

- The strategy seems to have been in place prior to process of sectoral strategy drafting for NSDI and has been evidently adapted afterwards to adapt it to the required standard format
- Results in confused structure, unclear
- Action Plan is narrative only
- Budget superficial, no MTBP linkage
- Implementation arrangements missing

**(Verdict: Inadequate Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector and sub-sectors			✓
Quality of problem analysis /needs assessment		✓	
Priority actions identified			✓
Action plan	✓		
Budget	✓		
Implementation arrangements (incl monitoring)	✓		

**6. Strategy of Public Finance**

EU Integration identified as the driver and key influence factor for development of public finance sector with fiscal policy being a key EU integration issue. Vision and strategic priorities are detailed. Key policies (actions) to achieve the Strategy priorities are identified. It links the Strategy budget to the existing costing of relevant public sector development actions and programmes. It covers a detailed reference list of external assistance in the public finance area. Human resource and training needed to implement the Strategy are covered. The costing of actions is not complete and there is no total estimated cost. The strategy refers to the Government commitment to processes providing for relevant international external monitoring mechanisms (such as PEFA – joint monitoring and evaluation instrument of WB, IMF, EC) that are in place for public finance but does not provide for specifically developed indicators for the implementation of the Strategy. There is no reference to MTBP ceilings.

**(Verdict: Adequate to Good Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector and sub-sectors			✓
Quality of problem analysis /needs assessment		✓	
Priority actions identified			✓
Action plan			✓
Budget		✓	
Implementation arrangements (incl monitoring)		✓	

## 8. Employment Strategy

The Strategy is rather vague, good problem analysis and overview of current issues, no time-bound action plan, no costing. There are measurable indicators.

**(Verdict: Adequate Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector and sub-sectors		✓	
Quality of problem analysis /needs assessment			✓
Priority actions identified			✓
Action plan	✓		
Budget	✓		
Implementation arrangements (incl monitoring)		✓	

## 9. Social Protection

- Generally good
- Action plan does not clearly indicate timelines and responsibilities (not very realistic)
- Monitoring indicators refer to LSMS (ok, because that should be the source), but strategy does not specifically indicate which LSMS indicators will be used as the basis for monitoring and against what targets
- NSDI does contain some of the above indicators though

**(Verdict: Good Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector and sub-sectors			✓
Quality of problem analysis /needs assessment			✓
Priority actions identified			✓
Action plan		✓	
Budget			✓
Implementation arrangements (incl monitoring)	✓		

## 10. Transport

- Too many priorities
- Narrative action plan, no timelines nor designation of responsibilities
- Lack of measurable indicators

**(Verdict: Inadequate Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector and sub-sectors			✓
Quality of problem analysis /needs assessment		✓	
Priority actions identified		✓	
Action plan	✓		
Budget		✓	
Implementation arrangements (incl monitoring)	✓		

### 11. Tourism

- Good situation analysis, including SWOT
- Well identified priorities
- Action plan lacks timelines
- Budget refers to MTBP, but too general, is not specified according to programs and/or priorities

**(Verdict: Good Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector and sub-sectors			✓
Quality of problem analysis /needs assessment			✓
Priority actions identified			✓
Action plan		✓	
Budget		✓	
Implementation arrangements (incl monitoring)		✓	

### 12. Statistics

- This seems to be the Official Statistics Programme, rather than a strategy as the other strategies
- There are no priority actions, as lacks general structure of other strategies – lists different actions
- No monitoring section –INSTAT is about producing indicators for others to use

**Verdict: Adequate Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector and sub-sectors			✓
Quality of problem analysis /needs assessment			✓
Priority actions identified		✓	
Action plan	✓		
Budget		✓	
Implementation arrangements (incl monitoring)	✓		

### Cross-Cutting Strategies

### 15. Information Society

The Strategy refers to EU integration as a driver to economic development and reason for the Strategy to exist. Priority areas for intervention are identified. The Strategy identifies the fundamental documents needed for its implementation and contains references to legal work regulating the ICT in Albania. The Strategy seems to have been developed by external international experts (very good quality and layout presentation, consistency of argument). There is no clear costing. The Strategy has a detailed Action Plan with identified activities, responsibilities, monitoring indicators and time frame by priorities. The Strategy shows the allocation of ownership of activities for all involved ministries.

**(Verdict: Good Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector and sub-sectors			✓
Quality of problem analysis /needs assessment			✓
Priority actions identified			✓
Action plan			✓
Budget		✓	
Implementation arrangements (incl monitoring)			✓

### 16. National Social Inclusion Strategy

The Strategy shares problematic areas with the Employment Strategy. Targets are detailed with % to be achieved in poverty reduction. There are many quantitative targets. Targets by key sectors of economic life are justified and linked to other intervention activities. The Strategy was approved but it is in process of costing. Very detailed linkages are shown to donor assistance priorities.

**(Verdict: Adequate Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector and sub-sectors		✓	
Quality of problem analysis /needs assessment		✓	
Priority actions identified			✓
Action plan	✓		
Budget	✓		
Implementation arrangements (incl monitoring)		✓	

### 17. Strategy for Prevention, Fight against Corruption and Transparent Governance 2008-2013

The Strategy is presented as dependent on a number of identified reforms relevant for all sectors of economic, political and social life, which are constituent parts of other strategies, mainly Public Administration (public procurement, revenue collection – customs and tax). It is unfinished, with incomplete tables. No costing, no mention of budget whatsoever, no adequate prioritisation of actions and measures, no monitoring system in place, no indication of indicators. The Strategy contains no indicators and only gives references to other government documents that contain relevant indicators.

**(Verdict: Inadequate Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector and sub-sectors	✓		
Quality of problem analysis /needs assessment		✓	
Priority actions identified	✓		
Action plan	✓		
Budget	✓		
Implementation arrangements (incl monitoring)	✓		

### 18. Strategy for Environment

The Strategy is well structured and comprehensive. It contains a clear vision and strategic objectives, with clear references to the objectives of European integration and the *acquis communautaire*. It contains a good analysis of the current situation and challenges, also divided by sectors, impact and institutions involved. It has clear objectives, set against realistic targets also phased in time according to the sequencing and hierarchical importance. It contains an indicative cost for the implementation of the entire strategy; also a more detailed budget and projections for the specific costs of compliance with the *acquis*. In particular, it also contains different budget projections scenarios for several programmes of investment in environment protection (i.e. sanitation ,etc.) Overall, it is a very good strategy.

**(Verdict: Adequate to Good Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector & sub-sectors			✓
Quality of problem analysis /needs assessment			✓
Priority actions identified			✓
Action plan			✓
Budget			✓
Implementation arrangements (incl monitoring)			✓

### 19. Consumer Protection

- Not quite clear what the sector encompasses unless you go through strategy (is this really a sector, even if cross-cutting?)
- No budget or implementation arrangements, refers to budgets and indicators of sectoral strategies

**(Verdict: Inadequate Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector and sub-sectors		✓	
Quality of problem analysis /needs assessment			✓
Priority actions identified			✓
Action plan		✓	
Budget	✓		
Implementation arrangements (incl monitoring)	✓		

### 20. Gender Equality and Eradication of Domestic Violence

- Generally good, but has no budget except as included in action plan, but that is too general and has no linkage to MTBP
- Monitoring indicators not measurable

**(Verdict: Good Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector and sub-sectors			✓
Quality of problem analysis /needs assessment			✓
Priority actions identified			✓
Action plan			✓
Budget	✓		
Implementation arrangements (incl monitoring)		✓	

### 22. Fight against Organised Crime, Trafficking and Terrorism

The Action plan is separate and new for 2010.

**(Verdict: Good Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector and sub-sectors			✓
Quality of problem analysis /needs assessment			✓
Priority actions identified			✓
Action plan			✓
Budget			
Implementation arrangements (incl monitoring)			

### 23. Public Administration Reform

The Strategy is focused on the development of the civil servants profession, overview of the relevant provisions in the Civil Servants Law and the current situation, i.e with coverage of a very narrow segment of public administration reform – HR development, only.

The Strategy lacks structured problematic analysis, identification of priorities, objectives and action plan. It is more a status review report than a strategy. There is no reference to other strategies. No link with MTBP, no link to European Integration priorities, no link to donor assistance intervention and development strategies in this area. Instead of a structured action plan of time-bound and measurable activities, there is a narrative of proposed amendments (to what, no mention). The available strategy text is obviously a very unfinished draft, as there are whole chapters missing and inconsistent numbering of subsections. Costing is even not mentioned. There are a few paragraphs of long narrative on indicators, but without the actual definition of indicators.

**(Verdict: Inadequate Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector and sub-sectors	✓		
Quality of problem analysis /needs assessment		✓	
Priority actions identified	✓		
Action plan	✓		
Budget	✓		
Implementation arrangements (incl monitoring)	✓		

**24. Fight against Trafficking of Human Beings and Children\_**

Action plan is separate

**(Verdict: Good Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector and sub-sectors			✓
Quality of problem analysis /needs assessment			✓
Priority actions identified			✓
Action plan			
Budget			
Implementation arrangements (incl monitoring)			

**25. Migration**

- Strategy has been in place from before
- Only has good situation analysis and listing of priority actions
- No action plan, budget nor monitoring at all

**(Verdict: Inadequate Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector and sub-sectors			✓
Quality of problem analysis /needs assessment			✓
Priority actions identified			✓
Action plan	✓		
Budget	✓		
Implementation arrangements (incl monitoring)	✓		

**27. Youth**

- Strategy has been in place from before
- Structure extremely confused, unclear
- No action plan, budget nor monitoring at all
- Does not seem to be part of NSDI, in the latter youth is not regarded as a separate sector.

**(Verdict: Inadequate Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector and sub-sectors		✓	
Quality of problem analysis /needs assessment	✓		
Priority actions identified	✓		
Action plan	✓		
Budget	✓		
Implementation arrangements (incl monitoring)	✓		

## **ANNEX 5**

### **EXTERNAL DONOR ASSISTANCE IN ALBANIA**



## Annex 5 External Donor Assistance in Albania

### Disbursements of External Assistance in Albania (amounts in million Euro)

No	SECTOR	TOTAL Committed	%	Total Disbursement since beginning of project	Disbursement in 2007 (actual)	Disbursement in 2008	Disbursement in 2009 (planned)	No. of projects	No. of donors
1	Agriculture	122.42	5%	72.94	17.16	10.37	5.06	62	18
2	Anti-corruption	22.26	1%	14.88	0.01	0.21	5.39	10	5
3	Civil Emergency	7.21	0%	0.92	0.32	0.44	0.12	7	5
4	Civil Registry and ID Cards	5.06	0%	2.72	0.27	1.42	0.01	5	2
5	Consumer protection and market surveillance	9.58	0%	3.2	0.66	0.61	0	9	2
6	Culture	13.13	0%	5.58	1.07	1.37	2.34	29	10
7	Decentralisation	17.95	1%	10.86	4.08	3.34	2.39	19	9
8	Defence	5.94	0%	4.08	3.16	2.78	3.72	9	4
9	Economy	98.32	4%	54.58	3.58	7.49	6.81	25	9
10	Education	105.1	3.89%	47.77	23.13	9.09	7.18	81	15
11	Elections	0.82	0.03%	0.79	0.08	0.01	0.37	14	6
12	Employment	14.76	0.55%	8.7	2.1	3.05	1.65	21	9
13	Energy	561.49	20.78%	201.96	48.14	8.63	18.03	37	11
14	Environment	101.6	3.76%	37.55	10.24	10	7.41	82	17
15	European Union integration	0.46	0.02%	0.46	0.36	0.1	0	3	2
16	Gender equality and prevention of domestic violence	10.7	0.40%	6.13	1.1	2.43	1.97	40	15
17	Health	99.57	3.69%	48.24	7.5	10.05	7.03	70	19
18	ICT	3.71	0.14%	1.23	0.68	0.51	0.24	12	6
19	Insurance	1.37	0.05%	0.41	0	0	0.41	1	1
20	Integrated border management	66.69	2.47%	22.03	1.24	0.67	1.98	39	7
21	Justice	73.31	2.71%	47.88	7.76	5.59	2.68	69	10
22	Media and civil society	20.16	0.75%	10.32	2.49	2.55	2.27	46	11

**Disbursements of External Assistance in Albania** (amounts in million Euro)

No	SECTOR	TOTAL Committed	%	Total Disbursement since beginning of project	Disbursement in 2007 (actual)	Disbursement in 2008	Disbursement in 2009 (planned)	No. of projects	No. of donors
23	Migration	9.18	0.34%	4.33	0.14	0	0	8	3
24	Multi-sector	91	3.37%	5.73	0.88	1.04	1.2	22	8
25	Parliament	2.09	0.08%	0.66	0.25	0.38	0.5	4	2
26	Police, Organised crime, terrorism and trafficking	63.95	2.37%	38.69	4.82	5.84	0.32	68	13
27	Property rights	6.41	0.24%	2.08	0.52	0.23	1.09	11	6
28	Public administration	61.4	2.27%	44.15	15.64	8.17	4.33	64	19
29	Public finance	101.44	3.75%	46.02	2.48	1.89	3.9	48	10
30	Regional development	19.76	0.73%	9.05	2.5	3.18	2.54	12	5
31	Rural development	64.63	2.39%	39.59	8.41	2.01	0.84	26	9
32	Social inclusion	16.06	0.59%	11.5	3.01	4.21	1.07	31	14
33	Social protection	3.94	0.15%	3.56	0.7	0.08	0	9	5
34	Spatial planning	63	2.33%	10.7	2.76	2.27	7.73	8	5
35	Statistics	12.07	0.45%	3.53	1.87	0.87	1.36	12	5
36	Tourism	2.85	0.11%	0	0	0	0	3	2
37	Transport	502.31	18.59%	172.09	38.91	52.28	25.55	60	12
38	Water supply and sanitation	317.45	11.75%	97.44	23.81	9.36	5.53	50	15
39	Youth	2.64	0.10%	1.09	0.34	0.37	0.29	4	3
<b>TOTAL</b>		<b>2,701.79</b>		<b>1,093.44</b>	<b>242.17</b>	<b>172.89</b>	<b>133.31</b>	<b>1,130</b>	

(Source: DSDC)

No	DONOR	Committed (in million Euro)	% Multilateral	% all Donors	Total Disbursement since the beginning of the project	Disbursement in 2007	Disbursement in 2008	Disbursement in 2009 (planned)	No. of projects	No. of sectors
<b>MULTI-LATERAL</b>										
1	CEB	74.03	5%	3%	20.95	8	0	0	6	3
2	EBRD	240.2	16%	9%	82.2	14.1	0	0	12	2
3	EC	545.8	36%	20%	206.17	23.26	23.19	6.22	266	30
4	EIB	268.5	18%	10%	53.96	30.95	0	0	10	4
5	FAO	6.29	0%	0%	0.92	0.13	0.09	0.55	12	2
6	IDB	37.09	2%	1%	30.71	3	5.76	14.91	11	5
7	IFAD	11.89	1%	0%	1.74	0.24	1.51	0	3	1
8	OPEC	27.08	2%	1%	6.45	0.54	0	0	6	4
9	OSCE	0.84	0%	0%	0.77	0.27	0.22	0.27	81	15
10	UN	36.41	2%	1%	22.13	6.66	8.6	10.36	75	18
11	World Bank	276.79	18%	10%	143.6	47.29	32.62	52.6	26	12
<b>Total Multilateral:</b>		<b>1524.92</b>	<b>100%</b>	<b>56%</b>	<b>569.6</b>	<b>134.44</b>	<b>71.99</b>	<b>84.91</b>	<b>508</b>	
<b>BI-LATERAL</b>										
12	Austria	25.23	2%	1%	18.07	3.59	1.57	0.36	33	15
13	Belgium	0.04	0%	0%	0.04	0	0	0	1	1
14	Canada	6.93	1%	0%	2.71	1.49	1.1	0	34	15
15	CZECH REPUBLIC	1.25	0%	0%	0.17	0.04	0.13	0.06	7	6
16	Denmark	0.69	0%	0%	0.69	0.21	0.36	0.12	3	2
17	Egypt	2.3	0%	0%	2.3	0	2.3	0	1	1
18	France	4.3	0%	0%	4.15	0.04	0.06	0	5	4
19	Germany	225.61	19%	8%	92	30.82	3.08	3.7	71	20
20	Greece	30.36	3%	1%	30.35	0.95	26.67	0	43	17
21	Ireland	0.63	0%	0%	0.61	0.27	0.03	0	2	2

No	DONOR	Committed (in million Euro)	% Multilateral	% all Donors	Total Disbursement since the beginning of the project	Disbursement in 2007	Disbursement in 2008	Disbursement in 2009 (planned)	No. of projects	No. of sectors
22	Italy	325.06	28%	12%	101.43	12.83	23.86	0	113	23
23	JAPAN	99.15	8%	4%	23.83	1.2	0	0	8	6
24	Korea	17.09	1%	1%	4.85	1.7	0	0	1	1
25	Kuwait	24.63	2%	1%	5.43	1.5	0	0	2	2
26	LIECHTENSTEIN	0.01	0%	0%	0.01	0.01	0	0	1	1
27	Luxembourg	7.48	1%	0%	2.96	0.18	0.37	0	3	1
28	Multi-Donor	5.64	0%	0%	4.8	0.81	0.16	0.9	7	5
29	Netherlands	80.9	7%	3%	21.19	5.23	6.26	6.03	58	21
30	Norway	8.48	1%	0%	8.48	0.04	0	0	12	7
31	Spain	41.57	4%	2%	12.95	3.5	3.18	0.85	38	14
32	Sweden	35.41	3%	1%	21.35	9.75	5.84	4.38	34	15
33	Switzerland	60.87	5%	2%	43.26	8.81	7.39	7.18	34	15
34	Turkey	1.45	0%	0%	0.7	0.2	0.28	0.23	28	8
35	UK	24.39	2%	1%	14.21	4.31	3.63	1.71	22	10
36	US	147.37	13%	5%	107.31	20.25	14.65	22.91	61	21
<b>Total Bilateral:</b>		<b>1176.84</b>	<b>100%</b>	<b>44%</b>	<b>523.85</b>	<b>107.73</b>	<b>100.92</b>	<b>48.43</b>	<b>622</b>	
<b>DONOR TOTAL</b>		<b>2,701.76</b>	<b>2.00</b>	<b>1.00</b>	<b>1,093.45</b>	<b>242.17</b>	<b>172.91</b>	<b>133.34</b>	<b>1,130</b>	

(Source: DSDC)

## Strategies of the key Multi-lateral Donors in Albania

### 1. World Bank

The current World Bank Group **Country Assistance Strategy for Albania** (a joint product of IDA/IBRD and IFC) covers the period 2006 -2009 and includes financing of USD196 million. The strategy is built on the experience of the World Bank Group in the country since the early 1990s. It aims to support Albania's National Strategy for Development and Integration and European Union Stabilisation and Association process.

Being the second largest donor after EU in Albania, the World Bank supports the country efforts in strengthening the governance, infrastructure and human capital. The proposed activities of the three-year Strategy are clustered around two pillars:

- (i) **promotion of economic growth through support to private sector development;**
- (ii) **improvement of public services delivery, particularly in the social sectors.**

The focus of the entire support programme is improved governance and strengthening accountability mechanisms, such as transparency in use of public funds, de-politisation of public sector governance, development of local government autonomy.

The World Bank manages a Trust Fund established to support the implementation of the Integrated Planning System. The Trust Fund is USD 7 million of which 70% have been already committed. Key national coordinator of the Trust Fund is DSDC. Seven donors contribute to the Trust Fund, among which:

- EU – Euro 1 million;
- DFID – GBP 1.5 million;
- Dutch – Euro 1 million;
- Austrian – Euro 250,000;
- Swiss – Euro 450,000;
- Italy – Euro 250,000.

The World Bank see Albania's development in the direction of European Integration, however, it should focus and attract investment for improvement of governance and development of the human capital, as well as to ensure sustainability of the already achieved and future economic development.

The World Bank lending programme for 2006-2009 covers the following:

Year	Project	Total USD (in million)
2006	1. Health System Modernisation 2. Education Excellence and Equity 3. Business Environment Enhancement and Institutional Reforms	41
2007	4. Land Management and Urban Development 5. First Development Policy Loan	45-50
2008	6. ECSEE Energy 7. Transport 8. Second Development Policy Loan	45-50
2009	9. Integrated Coastal Zone Management and Clean-up 10. To be decided in FY08 among the following projects: • Rural Water Supply and Sanitation, • Decentralization and Local Government, • Social Insurance Reform project, • Agricultural Competitiveness, or • Second Energy project. 11. Third Development Policy Loan	45-55
<b>Total</b>		<b>USD 176-196</b>

The projects in the World Bank portfolio in Albania cover the following sectors:

- Public Administration;
- Legal and Judicial Reform;
- Financial Sector;
- Health Care;
- Rural Development
- Infrastructure;
- Environment.

## **2. European Investment Bank**

The EIB is active in Albania since 1995 and the total financial assistance is about Euro 350 million. The EIB is mostly financing large and small-scale investment projects contributing to EU policy objectives in all sectors of the economy. The Bank cooperates with the other active International Financing Institutions in the Albania, such as: EBRD, World Bank and the Council of Europe Development Bank. The main sectors of the intervention include transport, energy and environment with plans to provide assistance for development of private business, health and education.

A joint grant and lending facility was launched together with EC, CEB and EBRD, known as Western Balkan Investment Facility designed to facilitate access to credit. The focus of the facility is on infrastructure, energy and transport projects, with view to expand to support small business.

EIB signed a Euro 50 million loan with the Albanian Government in early June 2010 to provide financing for an ongoing national programme for rehabilitation of 1,500 km of secondary and local roads. The total cost of the programme is around Euro 140 million, co-financed by the European Commission and European Bank for Reconstruction and Development.

## **3. European Bank for Reconstruction and Development**

The Bank has played an increasing role in the transition process in Albania. Since the beginning of the operations the Bank financing was above Euro 500 million. The Bank works in close cooperation with the other IFIs and donors active in the country.

The current EBRD Strategy for Albania covers a three-year period of implementation which is 2009-2012. The main challenges over the next strategy period are as follows:

### **Strengthen state institutions:**

- ⇒ public administration and civil service reform,
- ⇒ efficiency and impartiality of the judiciary,
- ⇒ effective and systematic fight against corruption,
- ⇒ improvement in the investment climate for domestic and foreign companies,
- ⇒ land titling and ownership, land registration procedures.

### **Investment in infrastructure:**

- ⇒ national, regional and local road networks,
- ⇒ modernisation and expansion of seaports,
- ⇒ energy security,
- ⇒ commercialise water and waste utilities,
- ⇒ commercialise urban transport,
- ⇒ expand the independence and capacity of regulators of key utilities (power, telecoms and waste and water companies).

### **Further strengthen the banking system:**

- ⇒ support SMEs/MSEs and bank financing of these companies to improve competitiveness in order to reduce Albania's very high dependence on imported goods and enhance export opportunities,
- ⇒ support the development of the non-bank financial sector.

The active portfolio of EBRD at end 2009 was EUR 370 million. The Bank works closely with other donors to promote its Country Strategy in Albania. The Bank has worked with bilateral and multilateral

institutions on key infrastructure, including transport, power and telecoms, as well as the municipal sector. The partners of the bank are the World Bank, EIB, Japan Bank for International Cooperation, EC and bilateral governments. One of the current significant and successful activities of the Bank's intervention is the construction of rural road projects in cooperation with EC and EIB.

#### 4. Donor sector mapping

Both tables below show a mapping attempt to link the sectors of donors' intervention to IPA priority sectors (three axes) with the idea to identify common areas of streamlined assistance. The mapping is made against the priority axes of IPA annual programming documents and is based on data of donor assistance and strategic areas of intervention provided by DSDC.

##### Sector mapping of intervention of the key Multi-lateral Donors

Donor	EC	World Bank	EIB	EBRD
<b>Sector*</b>				
Rule of Law and Judicial Reform	✓			
Public Administration*	✓	✓		
Fight against Corruption	✓			
Fight against Organised Crime	✓			
Civil Society/Human Rights/Minorities	✓			
Economic Infrastructure	✓			
Regional Development	✓	✓	✓	✓
Property Ownership	✓			
Labour Market and Education	✓	✓	✓	
Agriculture/Food	✓	✓		
Environment	✓	✓	✓	
Energy	✓	✓	✓	✓
Transport	✓	✓	✓	✓
Internal Market	✓	✓		✓
JHA	✓			
Fisheries	✓			
Statistics	✓			
Metrology	✓			
<i>Other sector not covered by IPA</i>				
Health		✓		

\* the sectors are as defined in the three axes of priorities of IPA annual programming

##### Sector mapping of intervention of top five Bi-lateral Donors

Donor	Italy	Germany	US	Japan	Switzerland
<b>Sector*</b>					
Rule of Law and Judicial Reform	✓	✓	✓		
Public Administration*	✓	✓	✓		✓
Fight against Corruption			✓		
Fight against Organised Crime	✓	✓	✓		
Civil Society/Human Rights/Minorities	✓	✓	✓	✓	
Economic Infrastructure	✓	✓			
Regional Development	✓	✓	✓		
Property Ownership		✓	✓		
Labour Market and Education	✓	✓	✓		✓
Agriculture/Food	✓	✓	✓	✓	✓
Environment	✓	✓	✓	✓	✓
Energy	✓	✓	✓	✓	✓

Donor	Italy	Germany	US	Japan	Switzerland
Transport	✓	✓			
Internal Market	✓	✓	✓		✓
JHA	✓	✓	✓		
Fisheries	✓				
Statistics					
Metrology					
<i>Other sector not covered by IPA</i>					
<i>Health</i>	✓		✓	✓	✓



**ANNEX 6.1**

**CONTRACTING AND DISBURSEMENTS OF ANNUAL PROGRAMMES**

## Annex 6.1 Contracting and Disbursements of Annual Programmes

		Budget	Contracted	Paid	Status*
<b>IPA Annual Programme 2007</b>					
<b>Priority Axis 1: Political Requirement</b>					
1	Police Assistance Mission of the European Community to Albania (PAMECA III)	5,518,790	5,518,790	3,652,763	
1.1	Police Assistance Mission of the European Community to Albania (PAMECA III)		5,518,790	3,652,763	ongoing
2	Preparation of the Albanian authorities for the Decentralisation of Management of EU Assistance	1,000,000	1,210,850	853,049	
2.1	Preparation of the Albanian authorities for the Decentralisation of Management of EU Assistance		1,131,000	853,049	ongoing
2.2	Gap Assessment for service contract 'Preparation for DIS'		79,850	-	ongoing
3	Support to the Penitentiary Infrastructure	10,000,000	3,599,574	342,267	
3.1	Construction of New Pre-trial Detention Centre in Elbasan		3,422,674	342,267	ongoing
3.2	Supervision of the construction work for the Pre-Trial Detention Centre in Elbasan		176,900	-	ongoing
<i>Subtotal Axis 1:</i>		<i>16,518,790</i>	<i>10,329,214</i>	<i>4,848,079</i>	
<b>Priority Axis 2: Socio-economic Requirement</b>					
4	Supporting SMEs to become more competitive in the EU Market by providing high quality services in modern management, innovation and technology transfer (EBRD)	3,400,000	3,220,742	1,459,302	
4.1	EBRD TAM Programme		1,000,000	1,000,000	ongoing
4.2	Preparation of Terms of Reference for service tender		18,942	18,942	completed
4.3	Support to SMEs to become more competitive in the EU market		2,201,800	440,360	completed
<i>Subtotal Axis 2:</i>		<i>3,400,000</i>	<i>3,220,742</i>	<i>1,459,302</i>	
<b>Priority Axis 3: European Standards (Obligations of Membership)</b>					
5	Support for alignment of Albanian Statistics with EU standards	2,850,000	2,742,738	168,425	
5.1	Assistance to INSTAT to prepare draft laws on economic and agriculture census		49,199	48,462	ongoing
5.2	Supply of IT equipment for INSTAT to support alignment with EU standards		199,939	119,963	ongoing
5.3	Support for alignment of Albanian Statistics with EU standards		2,493,600	-	
6	Improvement of Water Supply and Sewerage Systems in Albania	25,500,000	5,087,246	433,133	
6.1	Supervision of the construction of sewerage system in Golem, Durres and Lezha		755,820	-	ongoing
6.2	Sewerage system in Parroi, Agait-Golem and discharge to Kavaja water treatment plant		4,331,426	433,133	ongoing

		Budget	Contracted	Paid	Status*
7	Support for the General Directorate of Tax of Albania	2,500,000	2,463,153	981,666	
7.1	Support to the General Tax Directorate - supply of software and hardware		263,333	131,666	ongoing
7.2	Support to the General Tax Directorate of Albania		2,199,820	850,000	ongoing

*Subtotal Axis 3:* 30,850,000 10,293,137 1,583,224

**Total Programme 2007 50,768,790 23,843,093 7,890,605**

*Proportion of contracted vs budgeted:* 47%

*Proportion of payment vs contracted:* 33%

### IPA Annual Programme 2008

#### Priority Axes 1: Political Criteria

1	Support to Albanian Ministry of European Integration to strengthen Albania's administrative capacity to manage and coordinate the SAA implementation process (GTZ)	2,000,000	2,000,000	1,800,000	
1.1	Support to the Ministry of European Integration		2,000,000	1,800,000	ongoing
2	Technical Assistance to Ministry of Public Works, Transport and Telecommunications	1,000,000	988,600		
2.1	TA to the Ministry of Public Works, Transport and Telecommunications		988,600	-	ongoing
3	Support to Albanian Department of Public Administration - Civil Service (GTZ)	1,000,000	1,000,000	800,000	
3.1	Support to the Department of Public Administration		1,000,000	800,000	ongoing
4	Support for Public Procurement in Albania	1,500,000			
5	Support and Expansion of the Albanian Treasury System (ADA)	1,525,000			
6	Support to the Penitentiary Infrastructure	6,500,000			
7	Support to the alignment of Customs Procedures with EU Standards	3,500,000	2,000,000	800,000	
7.1	Support to the alignment of Customs Procedures with EU Standards		2,000,000	800,000	ongoing
8	Project against Corruption in Albania	2,130,000	2,000,000	593,738	
8.1	Project against Corruption in Albania		2,000,000	593,738	ongoing
9	Project Preparation Facility (ADA)	1,000,000	1,000,000	1,000,000	
	Project Preparation Facility		1,000,000	1,000,000	ongoing

*Subtotal Axis 1:* 20,155,000 8,988,600 4,993,738

**Budget    Contracted    Paid    Status\***

**Priority Axis 2: Socio-economic Requirement**

10	Reconstruction of Secondary and Local Roads	8,880,000	7,174,215	821,767	
10.1	TA to review designs and prepare Tender Documents for reconstruction of local and secondary roads		59,506	59,506	completed
10.2	Supervision of Works for Construction for Secondary and Local Road		507,900	101,580	ongoing
10.3	Works for Reconstruction of Secondary and Local Roads		6,606,808	660,681	ongoing
11	Strengthening the Vocational Education and Training (VET) in Albania	8,000,000	1,499,560	315,740	
11.1	National Education Strategy with focus on pre-university vocational education and training		948,700	189,740	ongoing
11.2	Design and Preparation of Tender Dossier, supervision of works construction and rehabilitation of VET schools		550,860	126,000	ongoing
12	Kukes Region Tourism and Environment Promotion (UNDP)	1,137,000	1,017,000	225,480	
12.1	Kukes Region Tourism and Environment Promotion		1,017,000	225,480	ongoing
<i>Subtotal Axis 2:</i>		<i>18,017,000</i>	<i>9,690,775</i>	<i>1,362,987</i>	

**Priority Axis 3: Obligations for Membership**

13	Centralised National Programme in support to Metrology	3,400,000			
14	Capacity building for implementing the rural development strategy (GTZ)	2,000,000	2,000,000	1,800,000	
14.1	Capacity building for implementing the rural development strategy		2,000,000	1,800,000	ongoing
15	Support for the Albanian Competition Authority and State Aid Department	1,500,000	498,000	130,791	
15.1	Support for the Albanian Competition Authority and State Aid Department		498,000	130,791	ongoing
16	Strengthening and enforcement of the capacities of Albanian Copyright Office and other state institutions involved in the process of respecting and protecting copyright.	800,000			
17	Strengthening the institutional capacity of the Albanian Central Bank in banking supervision, statistics, payment systems and the implementation of monetary policy	1,240,000			
18	Improving public protection against zoonotic diseases	7,527,000	3,794,000	758,800	
18.1	Improving public protection against zoonotic diseases		3,794,000	758,800	ongoing
19	Support to Albanian Civil Aviation Safety Management Systems (requirements of the Council Regulation)	1,000,000	128,518	77,111	

		<b>Budget</b>	<b>Contracted</b>	<b>Paid</b>	<b>Status*</b>
	19.1 TA to Albanian Civil Aviation Authority - Air Safety Directory		128,518	77,111	completed
20	Pre-feasibility/feasibility studies and detailed design for strategic inter-urban and trans-urban highway routes in Albania	2,500,000			
21	Improving of Albanian Maritime Sector – Rehabilitation of Shengjini Port	3,600,000	385,300	60,000	
	2.1 Preparation of Design, Tender Documents, Contract and Supervision of Works for Rehabilitation of Shengjini Port		385,300	60,000	ongoing
22	Establishing and Strengthening of Monitoring Control and Surveillance system in fisheries	2,000,000	999,750	150,000	
	22.1 Establishing and Strengthening of Monitoring Control and Surveillance system in fisheries		999,750	150,000	ongoing
23	Consolidation of the Environmental Monitoring system in Albania	2,000,000			

*subtotal Axis 3: 27,567,000 7,805,568 2,976,702*

**Priority Axis 4 - Community Programmes**

24	Support for participation to Community Programmes	1,430,470			
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*subtotal Axis 4: 1,430,470*

**TOTAL Programme 2008 67,169,470 26,484,943 9,333,427**

*Proportion of contracted vs budgeted: 39%*

*Proportion of payment vs contracted: 35%*

\* Status as of the time of CRIS information provided mid April 2010

**ANNEX 6.2**

**PLANNED AND ACTUAL PROCUREMENT**

## Annex 6.2: Planned and Actual Procurement

		Procurement Plan	Date of Contract
<b>IPA Annual Programme 2007</b>			
<b>Priority Axis 1: Political Requirement</b>			
1	Police Assistance Mission of the European Community to Albania (PAMECA III)		
1.1	Police Assistance Mission of the European Community to Albania (PAMECA III)	1st Quarter 2008	25 April 2008
2	Preparation of the Albanian authorities for the Decentralisation of Management of EU Assistance		
2.1	Preparation of the Albanian authorities for the Decentralisation of Management of EU Assistance	1st Quarter 2008	<b>22 December 2008</b>
2.2	Gap Assessment for service contract 'Preparation for DIS'	<b>no data</b>	<b>08 March 2010</b>
3	Support to the Penitentiary Infrastructure		
3.1	Construction of New Pre-trial Detention Centre in Elbasan	2nd Quarter 2009	<b>21 December 2009</b>
3.2	Supervision of the construction work for the Pre-Trial Detention Centre in Elbasan	2nd Quarter 2009	<b>no data</b>
		Procurement Plan	Date of Contract
<b>Priority Axis 2: Socio-economic Requirement</b>			
4	Supporting SMEs to become more competitive in the EU Market by providing high quality services in modern management, innovation and technology transfer (EBRD)		
4.1	EBRD TAM Programme	2nd Quarter 2008	<b>27 November 2008</b>
4.2	Preparation of Terms of Reference for service tender	2nd Quarter 2008	<b>30 January 2009</b>
4.3	Support to SMEs to become more competitive in the EU market	2nd Quarter 2008	<b>02 October 2009</b>
		Procurement Plan	Date of Contract
<b>Priority Axis 3: European Standards (Obligations of Membership)</b>			
5	Support for alignment of Albanian Statistics with EU standards		
5.1	Assistance to INSTAT to prepare draft laws on economic and agriculture census	2nd Quarter 2008	<b>10 April 2009</b>
5.2	Supply of IT equipment for INSTAT to support alignment with EU standards	2nd Quarter 2008	<b>18 December 2009</b>
5.3	Support for alignment of Albanian Statistics with EU standards	2nd Quarter 2008	<b>02 February 2010</b>
6	Improvement of Water Supply and Sewerage Systems in Albania		
6.1	Supervision of the construction of sewerage system in Golem, Durres and Lezha	1st Quarter 2009	<b>22 June 2009</b>
6.2	Sewerage system in Parroi, Agait-Golem and discharge to Kavaja water treatment plant	1st Quarter 2009	<b>02 July 2009</b>
7	Support for the General Directorate of Tax of Albania		
7.1	Support to the General Tax Directorate - supply of software and hardware	3rd Quarter 2008	<b>08 December 2009</b>
7.2	Support to the General Tax Directorate of Albania	3 <sup>rd</sup> Quarter 2008	<b>18 December 2009</b>

There have been 18 contracts signed for IPA 2008, of which:

- nine contracts have been signed late, accounting for almost 50% of all contracts;
- five - on time, about 27%;
- there is no data for one contract (5.5%), only, 18.1. Improving public protection against zoonotic diseases, for which there is no Project Fiches;
- three contracts have been signed prior to the indicative procurement schedule (16.6%). (i.e. all ICMs with GTZ, actually 3 were signed on one day – package deal)

The data for IPA 2008 show a positive trend in the implementation of the procurement schedules in the Annual Programme.

		Procurement Plan	Date of Contract
<b>IPA Annual Programme 2008</b>			
	<b>Priority Axes 1: Political Criteria</b>		
1	Support to Albanian Ministry of European Integration to strengthen Albania's administrative capacity to manage and coordinate the SAA implementation process (GTZ)		
	1.1 Support to the Ministry of European Integration	3 <sup>rd</sup> Quarter 2009	14 July 2009
2	Technical Assistance to Ministry of Public Works, Transport and Telecommunications		
	2.1 TA to the Ministry of Public Works, Transport and Telecommunications	3 <sup>rd</sup> Quarter 2009	<b>29 December 2009</b>
3	Support to Albanian Department of Public Administration - Civil Service (GTZ)		
	3.1 Support to the Department of Public Administration	1 <sup>st</sup> Quarter 2010	13 July 2009
4	Support for Public Procurement in Albania		
5	Support and Expansion of the Albanian Treasury System (ADA)		
6	Support to the Penitentiary Infrastructure		
7	Support to the alignment of Customs Procedures with EU Standards		
	7.1 Support to the alignment of Customs Procedures with EU Standards	4 <sup>th</sup> Quarter 2009	17 December 2009
8	Project against Corruption in Albania (Council of Europe)		
	8.1 Project against Corruption in Albania	2 <sup>nd</sup> Quarter 2009	<b>10 July 2009</b>
9	Project Preparation Facility (ADA)		
	Project Preparation Facility	3 <sup>rd</sup> Quarter 2009	<b>10 July 2009</b>



		Procurement Plan	Date of Contract
<b>Priority Axis 2: Socio-economic Requirement</b>			
10	Reconstruction of Secondary and Local Roads		
	10.1 TA to review designs and prepare Tender Documents for reconstruction of local and secondary roads	1st Quarter 2009	25 March 2009
	10.2 Supervision of Works for Construction for Secondary and Local Road	2nd Quarter 2009	<b>11 December 2009</b>
	10.3 Works for Reconstruction of Secondary and Local Roads	2nd Quarter 2009	<b>18 December 2009</b>
11	Strengthening the Vocational Education and Training (VET) in Albania		
	11.1 National Education Strategy with focus on pre-university vocational education and training	1 Quarter 2009	<b>22 December 2009</b>
	11.2 Design and Preparation of Tender Dossier, supervision of works construction and rehabilitation of VET schools	1 Quarter 2009	<b>15 December 2009</b>
12	Kukes Region Tourism and Environment Promotion (UNDP)		
	12.1 Kukes Region Tourism and Environment Promotion	1st Quarter 2009	31 March 2009

		Procurement Plan	Date of Contract
<b>Priority Axis 3: Obligations for Membership</b>			
13	Centralised National Programme in support to Metrology		
14	Capacity building for implementing the rural development strategy (GTZ)		
	14.1 Capacity building for implementing the rural development strategy	September 2009	13 July 2009
15	Support for the Albanian Competition Authority and State Aid Department		
	15.1 Support for the Albanian Competition Authority and State Aid Department	2 <sup>nd</sup> Quarter 2009	<b>04 December 2009</b>
16	Strengthening and enforcement of the capacities of Albanian Copyright Office and other state institutions involved in the process of respecting and protecting copyright.		
17	Strengthening the institutional capacity of the Albanian Central Bank in banking supervision, statistics, payment systems and the implementation of monetary policy		
18	Improving public protection against zoonotic diseases		
	18.1 Improving public protection against zoonotic diseases	<b>no Project Fiche</b>	03 December 2009
19	Support to Albanian Civil Aviation Safety Management Systems (requirements of the Council Regulation)		
	19.1 TA to Albanian Civil Aviation Authority – Air Safety Directory	3 <sup>rd</sup> Quarter 2009	14 September 2009
20	Pre-feasibility/feasibility studies and detailed design for strategic inter-urban and trans-urban highway routes in Albania		
21	Improving of Albanian Maritime Sector – Rehabilitation of Shengjini Port		

		<b>Procurement Plan</b>	<b>Date of Contract</b>
	2.1 Preparation of Design, Tender Documents, Contract and Supervision of Works for Rehabilitation of Shengjini Port	2 <sup>nd</sup> Quarter 2009	<b>23 December 2009</b>
22	Establishing and Strengthening of Monitoring Control and Surveillance system in fisheries		
	22.1 Establishing and Strengthening of Monitoring Control and Surveillance system in fisheries	December 2009	14 December 2009
23	Consolidation of the Environmental Monitoring system in Albania		

		<b>Procurement Plan</b>	<b>Date of Contract</b>
<b><i>Priority Axis 4 - Community Programmes</i></b>			
24	Support for participation to Community Programmes		

## **ANNEX 7**

### **EVALUATION QUESTIONS AND JUDGEMENT CRITERIA**

## Annex 7 Evaluation Questions and Judgement Criteria

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
<i>Specific Objective 1: Intervention Logic</i>				
<b>Question Grouping (1): Programming</b>				
1	To what extent are objectives SMART at different levels (strategic, MIPDs & programmes)?	<p>To be judged acceptable, objectives should:</p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> give direction by showing linkage to an ascending order of objectives (operational, specific, intermediate, overall objectives)</li> <li><input checked="" type="checkbox"/> be appropriately scoped for their level in the hierarchy of objectives</li> <li><input checked="" type="checkbox"/> have SMART indicators at the appropriate levels as shown: <ul style="list-style-type: none"> <li>• Measures taken /resources used (input);</li> <li>• Immediate results of resources used/measures taken (output)</li> <li>• Results at beneficiary level (outcome);</li> <li>• Outcome of wider objectives (impact).</li> </ul> </li> <li><input checked="" type="checkbox"/> be achievable, given the assumptions made &amp; resources allocated.</li> </ul>	<ul style="list-style-type: none"> <li>▪ % objectives correctly sequenced and scoped in objectives hierarchy</li> <li>▪ % objectives with SMART indicators</li> <li>▪ % objectives which are likely to be achievable</li> </ul>	<ul style="list-style-type: none"> <li>▪ SAA</li> <li>▪ European Partnership</li> <li>▪ MIPDs</li> <li>▪ National Strategy for Development &amp; Integration</li> <li>▪ National Plan for the Approximation of Legislation &amp; the SA</li> <li>▪ National Sector Strategies</li> <li>▪ National Annual TAIB Programmes</li> <li>▪ Project Fiches</li> </ul>
2	To what extent planning & programming provide adequate assessment of needs (both financial & time) to meet all accession requirements /strategic objectives?	<p>To be judged as being adequate, needs assessments should:</p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> include problem analyses</li> <li><input checked="" type="checkbox"/> budgetary costs covering financial, administrative &amp; human resources</li> <li><input checked="" type="checkbox"/> costs for beneficiaries (co-financing, compliance costs stemming from administrative burden)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Number of sectoral problem analyses &amp; needs assessments carried out per programming year.</li> <li>▪ % projects prepared on basis of problem analyses or needs assessment</li> <li>▪ % project /programme budget requests based on itemised cost estimates</li> <li>▪ National budgets show co-</li> </ul>	<ul style="list-style-type: none"> <li>▪ National Strategy for Development &amp; Integration</li> <li>▪ National Plan for the Approximation of Legislation &amp; the SA</li> <li>▪ Ministry of Finance (national budget)</li> <li>▪ National Sector Strategies</li> </ul>

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
		<input checked="" type="checkbox"/> Are needs analysed within a realistic and adequate timeframe	financing in years n, n+1. <ul style="list-style-type: none"> <li>▪ Average amount of co-financing (M€) /project /annual programme</li> <li>▪ National Strategy for Development &amp; Integration i&amp; National Plan for the Approximation &amp; the SAA include cost estimates per sector of achieving accession objectives</li> <li>▪ Cross reference fiches to needs assessments</li> </ul>	<ul style="list-style-type: none"> <li>▪ National Annual TAIB Programmes</li> <li>▪ Project Fiches</li> </ul>
3	To what extent are annual IPA component I allocations (MIFFs) adequate in relation to the strategic objectives of the MIPDs?	To be judged as being adequate, MIFF financial allocations should: <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> reflect estimated costs of achieving MIPD objectives.</li> <li><input checked="" type="checkbox"/> Is there a global estimation of the total costs to achieve objectives in MIPDs?</li> <li><input checked="" type="checkbox"/> How is the relation between objectives and allocation of resources as per:               <ul style="list-style-type: none"> <li>▪ level of priority,</li> <li>▪ sequencing of needs,</li> <li>▪ timeframe for implementation.</li> </ul> </li> <li><input checked="" type="checkbox"/> Are there any significant shortage of funds to meet some objectives?</li> </ul>	<ul style="list-style-type: none"> <li>▪ % concordance between the following:               <ul style="list-style-type: none"> <li>▪ MIFF national allocations for IPA-TAIB</li> <li>▪ MIPD financial allocations per main areas of intervention</li> <li>▪ National Annual TAIB Programme financial allocations per priority programming axes</li> <li>▪ Cost estimates of National Strategy for Development &amp; Integration i&amp; National Plan for the Approximation &amp; the SAA</li> </ul> </li> <li>▪ Evidence of underfunded projects</li> </ul>	<ul style="list-style-type: none"> <li>▪ MIFF</li> <li>▪ MIPD</li> <li>▪ National Strategy for Development &amp; Integration</li> <li>▪ National Plan for the Approximation of Legislation &amp; the SA</li> <li>▪ National Sector Strategies</li> <li>▪ National Annual TAIB Programmes</li> </ul>
4	To what extent is the project selection mechanism appropriate in the sense of selecting the most relevant, efficient & effective projects to meet strategic objectives?	To be judged appropriate, the project selection mechanism should ensure that: <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> projects are identified within the framework of the hierarchy of EC &amp; national IPA programming documents i.e. they must be consistent with these documents &amp; clearly aimed at the</li> </ul>	<ul style="list-style-type: none"> <li>▪ Number of appropriate references to programming documents in IPA TAIB project fiches</li> <li>▪ % projects selected which have high priority in the National Strategy for Development &amp; Integration i&amp; National Plan for the Approximation &amp; the SAA i</li> </ul>	<ul style="list-style-type: none"> <li>▪ Project Fiches</li> <li>▪ National Internal Procedures/ Manuals /Guidelines /Documents</li> <li>▪ Reports DG ELARG programming missions</li> </ul>

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
		<p>achievement of accession-related objectives.</p> <ul style="list-style-type: none"> <li>☑ projects are focussed on improving the existing situation, project identification should include analyses of (i) problems/needs; (ii) stakeholders; (iii) likely target groups; (iv) potential beneficiaries</li> <li>☑ project preparation is subject to national, internal, quality control procedures focussed on project (i) <u>relevance</u> (justification on problems/needs &amp; impact on European integration /EU accession); (ii) <u>efficiency</u> (project design &amp; readiness re. activity-task definition, contract identification &amp; contracting timetables, budgetary analysis, procurement documentation, output-result schedules); (iii) <u>effectiveness</u> (likelihood that results will achieve project purpose &amp; benefits to target groups)</li> <li>☑ projects selected for inclusion in annual TAIB programmes are selected on the basis of quality &amp; accession priority</li> </ul> <p><u>Institutional framework for project selection in place:</u></p> <ul style="list-style-type: none"> <li>☑ adequate human and material resources</li> <li>☑ efficient involvement of stakeholders</li> </ul> <p>How is the relation between objectives and allocation of resources as per</p> <ul style="list-style-type: none"> <li>▪ level of priority</li> </ul>	<ul style="list-style-type: none"> <li>▪ .% projects prepared on basis of problem analyses/needs assessments /stakeholder analyses)</li> <li>▪ % project budget requests based on itemised cost estimates</li> <li>▪ % projects with realistic procurement schedules (re PRAG)</li> <li>▪ % projects with supporting procurement documentation &amp; studies</li> </ul>	

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
		<ul style="list-style-type: none"> <li>▪ sequencing of needs</li> <li>▪ timeframe for implementation</li> </ul>		
5	To what extent programming provides adequate prioritisation & sequencing of assistance?	<p>To be judged adequate:</p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> projects should be selected on the basis of their EU accession / European integration significance rather than, say, their ease of preparation in relation to programming deadlines.</li> <li><input checked="" type="checkbox"/> project selection in relation to annual programming priorities takes into account realistic implementation time frames</li> </ul> <p>Projects within any one field of assistance (e.g. public administration reform) are selected in such a way as to show: (i) linkage; (ii) continuity; (iii) appropriate time phasing, in successive annual programmes</p> <p>When answering this EQ, findings from EQ3-4 will be used</p>	<ul style="list-style-type: none"> <li>▪ % projects selected which have high priority in the National Strategy for Development &amp; Integration i&amp; National Plan for the Approximation &amp; the SAA i</li> <li>▪ % projects showing sectoral continuity (i.e. as projects finish, follow-on projects are ready to start implementation)</li> </ul>	<ul style="list-style-type: none"> <li>▪ EC Regular Progress Reports</li> <li>▪ National Strategy for Development &amp; Integration</li> <li>▪ National Plan for the Approximation of Legislation &amp; the SA</li> <li>▪ National Annual TAIB Programmes</li> <li>▪ Project Fiches</li> <li>▪</li> </ul>
6	To what extent programming takes adequate & relevant account of beneficiaries' policies, strategies & reform process in relevant key areas?	<p>To be judged as being adequate:</p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> the programming process should include, &amp; incorporate, regular consultations with national authorities responsible for policy, reform &amp; strategic planning in accession-related sectors;</li> <li><input checked="" type="checkbox"/> programming documents should contain appropriate, &amp; up to date, references to</li> </ul>	<ul style="list-style-type: none"> <li>▪ Number &amp; type of inputs provided by beneficiaries to the preparation of MIPDs</li> <li>▪ % concordance of policy &amp; sectoral analyses between Regular Progress Reports, European Partnerships, MIPDs, National Strategy for Development &amp; Integration i&amp; National Plan for</li> </ul>	<ul style="list-style-type: none"> <li>▪ EC Regular Progress Reports</li> <li>▪ European Partnerships</li> <li>▪ Draft MIPDs &amp; Final MIPDs</li> <li>▪ Government Documents /Reports (MTEF)<sup>33</sup></li> <li>▪ National Strategy for Development &amp;</li> </ul>

<sup>33</sup> MTEF= Mid-Term Expenditure Framework; a government document with priorities, projects & budget allocations i.e. national programming linked to national budgetary process.

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
		national policies /strategies /reforms in accession-related sectors	<p>the Approximation &amp; the SAA iAnnual Programmes &amp; Project Fiches</p> <ul style="list-style-type: none"> <li>▪ % Project Fiches containing references to national policies, strategies &amp; reforms</li> </ul>	<p>Integration</p> <ul style="list-style-type: none"> <li>▪ National Plan for the Approximation of Legislation &amp; the SA</li> <li>▪ National Annual TAIB Programmes</li> <li>▪ Project Fiches</li> </ul>
8	To what extent programming include SMART indicators to measure progress towards achievement of objectives?	<p>To be judged acceptable, indicators formulated in programming (for subsequent use in monitoring) should be SMART , namely:</p> <ul style="list-style-type: none"> <li>☑ <u>Specific</u> (linked to, &amp; appropriate to, level in the intervention logic);</li> <li>☑ <u>Measurable</u> (quantifiable variables);</li> <li>☑ <u>Available</u> (data exist or provisions are made to collect data);</li> <li>☑ <u>Relevant</u> (significant correlation with intervention level targets)</li> <li>☑ <u>Time-bound</u> (i.e. variables which can be expressed as rates and /or targets for fixed time periods)</li> </ul>	<ul style="list-style-type: none"> <li>▪ % of IPA programming &amp; monitoring documents containing indicators</li> <li>▪ % of indicators in IPA programming &amp; monitoring documents which are SMART</li> <li>▪ % of programming /monitoring documents judged to be of poor quality because of indicators.</li> </ul>	<ul style="list-style-type: none"> <li>▪ MIPDs</li> <li>▪ National Strategy for Development &amp; Integration</li> <li>▪ National Plan for the Approximation of Legislation &amp; the SA</li> <li>▪ National Annual TAIB Programmes</li> <li>▪ Project Fiches (Logical Frameworks)</li> <li>▪ Monitoring Reports</li> </ul>
7	To what extent programming takes adequate & relevant account of assistance provided & reforms promoted by key donors where applicable?	<p>Programming is judged to take adequate &amp; relevant account if:</p> <ul style="list-style-type: none"> <li>☑ IPA programming documents, at all levels, contain appropriate references to assistance from key bilateral/ development bank assistance</li> <li>☑ Programming identifies synergies with other donors</li> </ul> <p>There is a formal institutionalised system for donor co-ordination.</p>	<ul style="list-style-type: none"> <li>▪ Number of references to key donors in IPA programming documents</li> <li>▪ % Project Fiches with references to key donors.</li> <li>▪ Number of references to IPA assistance in donor assistance strategies/ reports &amp; programming documents</li> <li>▪ Evidence of a common database</li> <li>▪ Evidence of duplication of activities with other donors</li> </ul>	<ul style="list-style-type: none"> <li>▪ PA Programming Documents (European Partnerships to Project Fiches)</li> <li>▪ Donor Reports</li> <li>▪ Donor Assistance Strategies</li> <li>▪ Donor Programming Documents</li> </ul>



ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
		Reference and coordination with strategies is provided in programming documents for areas where donor assistance is aligned to functioning strategies		
<b>Question Grouping (2): Overview mapping</b>				
10	What are the existing sectoral strategies in ... To what extent are strategies duly embedded into beneficiaries policies /budget? To what extent is EU/ donor assistance aligned with /embedded into existing strategies?	<p>On the basis of a national audit of strategies<sup>34</sup>, sector strategies will be judged as being embedded if:</p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> beneficiary administrative structures &amp; procedures exist to implement &amp; their strategies are regularly monitored</li> <li><input checked="" type="checkbox"/> financial allocations are made for them in the state budget</li> <li><input checked="" type="checkbox"/> IPA /donor assistance projects support their implementation</li> </ul>	<ul style="list-style-type: none"> <li>▪ Number of officials employed /procedures used to administer sector strategy implementation</li> <li>▪ Budgetary allocations for implementing sector strategies</li> <li>▪ Number of sector strategic objectives integrated into National Strategy for Development &amp; Integration i&amp; National Plan for the Approximation &amp; the SAA i&amp; government legislative plans</li> <li>▪ Number of references to beneficiary strategies in IPA programming documents</li> </ul>	<ul style="list-style-type: none"> <li>▪ National Sectoral Strategies</li> <li>▪ National Strategy for Development &amp; Integration</li> <li>▪ National Plan for the Approximation of Legislation &amp; the SA</li> <li>▪ Government Documents (legislative plans &amp; budget forecasts)</li> <li>▪ IPA Programming Documents (European Partnerships to Project Fiches).</li> </ul>
	Overview of assistance and projects per donors and sector			
<b>Questions Grouping (3): Sector-based approach</b>				
13	Is programming through a sectoral based approach a suitable, feasible & operational option for future programming (MIPDs & national programmes)	<p>Programming through a sectoral approach is judged:</p> <p>an <u>operational option for future programming</u>, if preconditions for adequate implementation (incl. clear allocation of responsibilities) and monitoring are in place</p>	<ul style="list-style-type: none"> <li>▪ Number of acceptable quality sectoral strategies which have accession-relevant objectives</li> <li>▪ % of <i>acquis communautaire</i> /accession-significant areas which is covered by existing sectoral strategies</li> </ul>	<ul style="list-style-type: none"> <li>▪ National Sector Strategies</li> <li>▪ National Strategy for Development &amp; Integration</li> <li>▪ National Plan for the Approximation of</li> </ul>

<sup>34</sup> An audit of national strategies will be undertaken as part of this evaluation. The audit will include: mapping strategies; assessing (i) quality, (ii) accession-relevance & (iii) costs of existing national strategies.

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
		<p>A sector programme for an IPA beneficiary country should identify what is needed to modernise a sector and align it to EU standards.</p> <p>Should be based on a country's own national development plan and be underpinned by the EU's overall enlargement policy as well as by the country's Accession/European Partnership and SAA.</p> <p>Should allow for EU integration priorities to be strategically planned for and sequenced at an early stage</p>	<ul style="list-style-type: none"> <li>▪ Number of officials employed /procedures used to administer sector strategy implementation</li> </ul>	<p>Legislation &amp; the SA</p> <ul style="list-style-type: none"> <li>▪ Government Documents (administration of sector strategy implementation &amp; monitoring)</li> </ul>
14	To what extent is the beneficiary ready to operate a shift towards a sector based approach in its own strategies, and in planning & programming sector based actions & finances?	<p>The beneficiary is judged ready if:</p> <ul style="list-style-type: none"> <li>☑ nominated government institutions are responsible for preparing, implementing &amp; monitoring sector strategies</li> <li>☑ sector strategic objectives are contained in the MIPD</li> <li>☑ sufficient administrative capacity exists to manage a sectoral approach</li> <li>☑ there is linkage between sector strategies &amp; budgetary planning.</li> <li>☑ preconditions for adequate implementation (incl. clear allocation of responsibilities) and monitoring are in place</li> </ul>	<ul style="list-style-type: none"> <li>▪ Number of acceptable quality sectoral strategies</li> <li>▪ Number of sectoral strategies whose costs are included in national budgets</li> <li>▪ Number institutions involved in implementing strategies &amp; monitoring of implementation</li> <li>▪ Internal procedures &amp; administrative processes exist for undertaking sector strategic approaches (Number of procedures, Number of meetings of sectoral working groups etc)</li> <li>▪ Beneficiary administrative capacity (staffing levels, number of institutions involved in sectoral planning)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Government Documents i.e. Sectoral Strategies, National Budget Forecasts, Legislation establishing institutional roles &amp; responsibilities, NIPAC Reports, Government Organigrammes</li> </ul>
<b>Question Grouping (4): Programming Gaps, Weaknesses &amp; Recommendations</b>				

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
9	Which are the main gaps /weaknesses in the current programming framework?	<p>Judgement on gaps /weaknesses in the programming framework will be based on the examination of:</p> <ul style="list-style-type: none"> <li>☑ quality &amp; coherence of IPA programming documents</li> <li>☑ procedures for updating &amp; monitoring the implementation of National Strategy for Development &amp; Integration i&amp; National Plan for the Approximation &amp; the SAA i</li> <li>☑ extent to which beneficiaries are involved in preparing strategic programming documents (particularly the MIPD)</li> <li>☑ procedures used by ECD &amp; beneficiaries in annual programming (from project identification to selection);</li> <li>☑ role of sector strategies in programming</li> <li>☑ To what extent is the programming function burdened by bureaucracy</li> </ul>	<ul style="list-style-type: none"> <li>▪ Number &amp; type of inputs provided by beneficiaries to the preparation of MIPDs</li> <li>▪ % of IPA programming documents judged to be of acceptable quality</li> <li>▪ Number of internal quality control checks on preparing Project Fiches</li> <li>▪ Number of IPA projects prepared on the basis of sector strategies</li> <li>▪ Analysis of unnecessary steps in the process</li> </ul>	<ul style="list-style-type: none"> <li>▪ EC Regular Progress Reports</li> <li>▪ IPA Programming Documents (European Partnerships to Project Fiches)</li> <li>▪ Government Documents (monitoring of, National Strategy for Development &amp; Integration i&amp; National Plan for the Approximation &amp; the SAA i internal quality control procedures)</li> <li>▪ Sector Strategies</li> </ul>
11	How can programming of assistance be enhanced to more efficiently & effectively reach strategic objectives?	<p>Judgement on recommendations to enhance programming efficiency &amp; effectiveness will be based on the examination of:</p> <ul style="list-style-type: none"> <li>☑ management of the annual programming process</li> <li>☑ quality control of project preparation</li> <li>☑ use, &amp; availability of, technical assistance in preparing projects</li> <li>☑ the extent to which training &amp; institutional support is provided for potential beneficiaries</li> <li>☑ capacity to develop realistic monitoring indicators</li> </ul>	<ul style="list-style-type: none"> <li>▪ % internal programming deadlines met</li> <li>▪ % acceptable quality project fiches</li> <li>▪ % project fiches needing corrective actions during internal quality control checks</li> <li>▪ Number (%) staff in potential beneficiary institutions PCM trained</li> <li>▪ Number of training /information events provided for potential beneficiaries</li> <li>▪ % acceptable quality monitoring indicators</li> <li>▪ TA inputs (consultancy days /M€ programmed)</li> </ul>	<ul style="list-style-type: none"> <li>▪ IPA Programming Documents (European Partnerships to Project Fiches)</li> <li>▪ Government Documents (quality control checks, training provision, TA inputs)</li> </ul>

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
12	How can programming be enhanced to improve the impact & sustainability of financial assistance?	<p>Judgement on recommendations to enhance programming impact &amp; sustainability will be based on the examination of:</p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> extent to which programming involves civil society organisations &amp; stakeholder discussions</li> <li><input checked="" type="checkbox"/> extent to which beneficiaries are involved in project preparation</li> <li><input checked="" type="checkbox"/> extent to which post-assistance planning takes place</li> <li><input checked="" type="checkbox"/> arrangements for visibility, public awareness &amp; publicity</li> </ul> <p>Phasing out (post-assistance) plans are provided in programming documents (e.g TA for programming should include a timeframe for beneficiaries to take over responsibility)</p>	<ul style="list-style-type: none"> <li>▪ Number of civil society organisations involved</li> <li>▪ Number of visibility &amp; public awareness events</li> <li>▪ Number of projects where beneficiaries feel a sense of ownership (interview responses)</li> <li>▪ Number of projects where future maintenance costs are subsumed in national budgets</li> <li>▪ % staff turnover in beneficiary institutions</li> <li>▪ % of projects using local contractors</li> <li>▪ % of projects using local staff &amp; services</li> </ul>	<ul style="list-style-type: none"> <li>▪ EC Delegation Reports</li> <li>▪ EC Regular Reports</li> <li>▪ SPO /Line Institution Reports</li> <li>▪ Contractors Reports</li> <li>▪ National Annual TAIB Programmes</li> <li>▪ Project Fiches</li> <li>▪ National Budgets</li> <li>▪ Institutional Capacity Reports</li> </ul>
<ul style="list-style-type: none"> <li>▪ <i>Specific Objective 2: Performance (relevance, efficiency, effectiveness, impact &amp; sustainability)</i></li> </ul>				
<b>Question Grouping (5): Administrative &amp; Monitoring Capacity</b>				
15	Are the administrative & organisational structures in place ensuring efficient & effective implementation of financial assistance?	<p>Judgement on administrative &amp; organisational structures will be based on examination of:</p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> government institutional &amp; staffing arrangements for implementation &amp; monitoring of projects</li> <li><input checked="" type="checkbox"/> delays in implementation</li> <li><input checked="" type="checkbox"/> unused funds</li> </ul>	<ul style="list-style-type: none"> <li>▪ Donor Coordination, IPA management structures &amp; SPOs in place &amp; evidence of activity.</li> <li>▪ % of Donor Coordination /IPA management structures at /exceeding minimum staffing levels</li> <li>▪ % staff turnover in IPA management structures</li> <li>▪ % of IPA management structures with procedures in place.</li> <li>▪ % of procurement deadlines met</li> <li>▪ Number of beneficiary staff responsible for monitoring</li> <li>▪ Number of projects monitored</li> </ul>	<ul style="list-style-type: none"> <li>▪ EC Regular Progress Reports</li> <li>▪ Government Legislation</li> <li>▪ Government Reports</li> <li>▪ Previous evaluations (if any)</li> <li>▪ Internal procedures manuals</li> <li>▪ Monitoring Reports</li> <li>▪ Project Fiches</li> <li>▪ Contractors' Reports</li> <li>▪ Audit reports</li> </ul>

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
			<ul style="list-style-type: none"> <li>▪ Quality of Monitoring Reports</li> </ul>	
	To what extent are the monitoring mechanisms & structures appropriate & correctly functioning?	<p>Judgement on administrative &amp; organisational structures will be based on examination of:</p> <ul style="list-style-type: none"> <li>☑ government institutional &amp; staffing arrangements for implementation &amp; monitoring of projects;</li> <li>☑ Evidence of inclusion of monitoring results into the decision making process.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Donor Coordination, IPA management structures &amp; SPOs in place &amp; evidence of activity.</li> <li>▪ % of Donor Coordination /IPA management structures at /exceeding minimum staffing levels</li> <li>▪ % staff turnover in IPA management structures</li> <li>▪ % of IPA management structures with procedures in place.</li> <li>▪ % of procurement deadlines met</li> <li>▪ Number of beneficiary staff responsible for monitoring</li> <li>▪ Number of projects monitored</li> <li>▪ Quality of Monitoring Reports</li> </ul>	<ul style="list-style-type: none"> <li>▪ EC Regular Progress Reports</li> <li>▪ Government Legislation</li> <li>▪ Government Reports</li> <li>▪ Previous evaluations (if any)</li> <li>▪ Internal procedures manuals</li> <li>▪ Monitoring Reports</li> <li>▪ Project Fiches</li> <li>▪ Contractors' Reports</li> </ul>
<b>Question Grouping (6): Efficiency &amp; Effectiveness</b>				
16	To what extent ongoing IPA assistance has /is contributing to achieving the strategic objectives /priorities linked to accession preparation?	<p>Judgement will be based on the performance of projects supported under the IPA TAIB 2007-9 programmes.</p> <p>The judgement differentiates two levels of sources of evidence and analysis:</p> <ul style="list-style-type: none"> <li>☑ At programming level, based mainly on the assessment as per specific objective 1;</li> <li>☑ At implementing level, namely based on sources and indicators such as: status of contracting, institutional setting, monitoring reports and structures, etc , (i) timely execution of activities &amp; delivery of outputs; (ii) planned results produced on time; (ii) likelihood of achieving project</li> </ul>	<ul style="list-style-type: none"> <li>▪ Number of projects funded/ year</li> <li>▪ Average size of projects (M€)</li> <li>▪ %s of 2007, 2008, 2009 budgets contracted &amp; disbursed</li> <li>▪ % of outputs /results produced by IPA projects which have are linked to accession preparation</li> <li>▪ Estimated % contribution IPA makes to the implementation of National Strategy for Development &amp; Integration i&amp; National Plan for the Approximation &amp; the SAA i&amp; national sector strategies</li> <li>▪ % of IPA projects which are assessed in Monitoring Reports as acceptable</li> <li>▪ % planned outputs &amp; results</li> </ul>	<ul style="list-style-type: none"> <li>▪ Court of Auditors Reports</li> <li>▪ EC Regular Progress Reports</li> <li>▪ National Annual TAIB Programmes, 2007-9</li> <li>▪ Project Fiches, 2007-9</li> <li>▪ National Strategy for Development &amp; Integration</li> <li>▪ National Plan for the Approximation of Legislation &amp; the SA</li> <li>▪ Monitoring Reports</li> </ul>

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
		purpose	<ul style="list-style-type: none"> <li>▪ delivered</li> <li>▪ % output &amp; result indicators achieved</li> </ul>	
18	Are there any potential actions which would improve the efficiency & effectiveness of ongoing assistance?	<p>Judgement on recommendations to improve efficiency &amp; effectiveness of ongoing assistance will be based on the examination of:</p> <ul style="list-style-type: none"> <li>☑ management of procurement procedures</li> <li>☑ involvement of beneficiaries in preparing procurement documentation (e.g. Terms of Reference)</li> <li>☑ internal procedures covering project implementation</li> <li>☑ Role of SPOs</li> <li>☑ quality control of procurement documentation</li> <li>☑ use, &amp; availability of, technical assistance in preparing procurement documents</li> <li>☑ management of contractors (consultants /twinners/equipment &amp; service suppliers)</li> <li>☑ the extent to which training &amp; institutional support is provided for beneficiaries institutions</li> </ul>	<ul style="list-style-type: none"> <li>▪ Average length of time for procurement procedures to be completed</li> <li>▪ Number of beneficiaries involved in drafting procurement documents</li> <li>▪ Number of manuals /guidelines/instructions relating to project &amp; contract implementation</li> <li>▪ Number of quality control checks on drafts of procurement documents</li> <li>▪ Number of training events on project /contract implementation</li> <li>▪ % consistent recommendations from beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>▪ ECD Reports</li> <li>▪ Government Documents (SPO Reports)</li> <li>▪ Internal Manuals /Guidelines</li> <li>▪ Government websites</li> <li>▪ Interviews</li> </ul>
<b>Question Grouping (7): Impact &amp; Sustainability</b>				
17	Which are the prospects for immediate & long-term impact & sustainability of assistance? Are there any elements which are/ could hamper the impact and /or	<p>Prospects for impact &amp; sustainability will be based on:</p> <ul style="list-style-type: none"> <li>☑ likelihood of results &amp; specific objectives being achieved</li> <li>☑ extent to which programming involves civil society organisations &amp; stakeholder discussions</li> <li>☑ extent to which beneficiaries are involved</li> </ul>	<ul style="list-style-type: none"> <li>▪ % projects judged likely to achieve results &amp; immediate impacts</li> <li>▪ Number of civil society organisations involved</li> <li>▪ Number of visibility &amp; public awareness events</li> <li>▪ Number of projects where</li> </ul>	<ul style="list-style-type: none"> <li>▪ EC Delegation Reports</li> <li>▪ EC Regular Reports</li> <li>▪ SPO /Line Institution Reports</li> <li>▪ Contractors Reports</li> <li>▪ National Annual TAIB Programmes</li> <li>▪ Project Fiches</li> </ul>

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
	sustainability of assistance?	<p>in project preparation</p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> extent to which post-assistance planning takes place</li> </ul>	<p>beneficiaries feel a sense of ownership (interview responses)</p> <ul style="list-style-type: none"> <li>▪ Number of projects where future maintenance costs are subsumed in national budgets</li> <li>▪ % staff turnover in beneficiary institutions</li> </ul>	
19	Are there any actions which would improve prospects for impact & sustainability of ongoing assistance?	<p>Judgement on recommendations to improve impact &amp; sustainability of ongoing assistance will be based on the examination of:</p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> arrangements for visibility, public awareness &amp; publicity</li> <li><input checked="" type="checkbox"/> adequate account is taken (as part of programming and implementation) to ensure sustainability (e.g. phasing out plan for TA, formal commitment by beneficiaries for post-assistance)</li> <li><input checked="" type="checkbox"/> adequate analysis of how outputs and immediate results will be translated into midterm and (as far as possible,) long-term impacts</li> </ul>	<ul style="list-style-type: none"> <li>▪ Number of training /institutional support events held</li> <li>▪ Number of publicity /public awareness events</li> <li>▪ % consistent recommendations from beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>▪ EC Delegation Reports</li> <li>▪ EC Regular Reports</li> <li>▪ SPO /Line Institution Reports</li> <li>▪ Contractors Reports</li> <li>▪ Interviews</li> </ul>

## **ANNEX 8**

### **INFORMATION SOURCES USED IN EVALUATION REPORT**



## Annex 8 Information Sources used in Evaluation Report

### Documents:

1. COMMISSION REGULATION (EC, EURATOM) No 2342/2002 of 23 December 2002 laying down detailed rules for the implementation of Council Regulation (EC, Euratom) No 1605/2002 on the Financial Regulation applicable to the general budget of the European Communities;
2. Commission Regulation No. 718/2007, dated 12 June 2007, implementing Council Regulation (EC) No1085/2006 establishing an instrument for pre-accession assistance (IPA);
3. Council Regulation (EC) No 1085/2006 of 17 July 2006 establishing an Instrument for Pre-Accession Assistance (IPA)
4. Multi-Annual Indicative Financial Framework 2008-2010;
5. Multi-Annual Indicative Financial Framework 2009-2011;
6. Multi-Annual Indicative Financial Framework 2010-2012;
7. National Programme for Albania under the Transition Assistance and Institutional Building Component for 2007;
8. IPA National Programme for Albania under the Transition Assistance and Institutional Building Component for 2008;
9. IPA National Programme for Albania under the Transition Assistance and Institutional Building Component for 2009;
10. Delegation Agreement 'Support to the Albanian Ministry of European Integration', Special Conditions and Annex I, II, III, IV, V;
11. COMMISSION DECISION C(2007)2245 of 31/05/2007 on a **Multi-annual Indicative Planning Document (MIPD) 2007-2009** for Albania;
12. COMMISSION DECISION of on a **Multi-annual Indicative Planning Document (MIPD) 2008-2010** for Albania;
13. COMMISSION DECISION C(2009)5911 of 31/07/2009 on a **Multi-annual Indicative Planning Document (MIPD) 2009-2011** for Albania;
14. 7 Project Fiches for 2007;
15. 23 Project Fiches for 2008;
16. 16 Project Fiches for 2009;
17. Checklists for Project Fiches (First Draft) 1, 4,5,7,9,10 – IPA 2010;
18. IPA 2009 Programming Report, Ministry of European Integration - May 2009;
19. Inception Report "Project Preparation Facility", 2009;
20. Project Preparation Facility Training Programme, April-September 2010;
21. Programme Implementation Manual (TAIB)
22. Implementation Manuals for SPOs;
23. External Assistance in Albania – Progress Report 2008;
24. The World Bank in Albania – 2005;
25. National Strategy for Development and Integration 2007-2013;
26. National Strategy for Development and Integration, Progress Report 2008;
27. National Sector and Cross-cutting Strategies Preparation Manual;
28. *Strategies:*
  - i. Agriculture and Food Strategy 2007-2013,
  - ii. Defence Strategy 2007-2013,
  - iii. Business and Investment Development Strategy 2007-2013,
  - iv. National Strategy on Pre-University Education - Basic Education 2005-2015,
  - v. Strategy on Higher Education 2007-2013,
  - vi. Strategy of Public Finance (taxation and customs) 2007-2013,
  - vii. Strategy on Public Order 2007-2013,
  - viii. Employment Strategy 2007-2013,
  - ix. Social Protection Strategy 2007-2013,
  - x. National Transport Strategy 2007-2013,
  - xi. General Strategy and Action Plan for the Development of Tourism in Albania 2007-2013,
  - xii. Statistics 2007-2013,
  - xiii. Regional Development Cross-cutting Strategy,
  - xiv. Rural Development Strategy,
  - xv. Cross-cutting Strategy on Information Society,

- xvi. National Social Inclusion Strategy,
- xvii. Cross-cutting Strategy for Prevention, Fight against Corruption and Transparent Governance 2008-2013,
- xviii. National Environmental Sector and Cross-cutting Strategy,
- xix. Consumer Protection,
- xx. Gender equality and eradication of domestic violence,
- xxi. National Strategy on Integrated Border Management and its Action Plan,
- xxii. Fight against organised crime, trafficking and terrorism,
- xxiii. Public Administration Reform Strategy,
- xxiv. Fight against trafficking of human beings and children,
- xxv. Migration,
- xxvi. National Strategy of Science Technology and Innovation 2009-2015,
- xxvii. Youth

Web sites:

Department of Strategy and Donor Coordination: <http://dscd.gov.al/>

Ministry of Finance: <http://www.minfin.gov.al/index>

Department of Public Administration: <http://pad.gov.al/en/index.html>

DG Enlargement: [http://ec.europa.eu/enlargement/potential-candidates/index\\_en.htm](http://ec.europa.eu/enlargement/potential-candidates/index_en.htm)

USAID: <http://albania.usaid.gov/>

EBRD: <http://www.ebrd.com/pages/country/albania.shtml>

**ANNEX 9**

**LIST OF PEOPLE INTERVIEWED**

## Annex 9 List of People Interviewed

### List of people interviewed during the project team field work in Tirana (24 May – 28 May 2010)

Name	Position	Institution	Date
Irene Giribaldi	Head Operation Section 1	European Union Delegation	24 May 2010
Stefano Calabretta	Project Manager	European Union Delegation	24 May 2010
Vidmantas Ruplys	Project Manager	European Union Delegation	24 May 2010
Adem Duka	Project Manager	European Union Delegation	24 May 2010
Entela Sulka	Project Manager	European Union Delegation	24 May 2010
Ardian Hackaj	Project Manager	European Union Delegation	24 May 2010
Stefano Failla	Project Manager	European Union Delegation	24 May 2010
Xheni Sinakoli	Project Manager	European Union Delegation	24 May 2010
Lidia Suarez Samaniego	Project Manager	European Union Delegation	24 May 2010
Jorida Tabaku	Deputy Minister	Ministry of European Integration	25 May 2010
Patris Kraja	Director	Ministry of European Integration	25 May 2010
Roza Dedja	Head of Section	Ministry of European Integration	25 May 2010
Luisa Rizzo	Team Leader	Project Preparation Facility	25 May 2010
Ilir Bicja	Deputy Team Leader	Project Preparation Facility	25 May 2010
Mimoza Dhembli	General Director Budget	Ministry of Finance	26 May 2010
Gentian Opre	Director Budget Policies	Ministry of Finance	26 May 2010
Dorian Teliti	Director Public Investment	Ministry of Finance	26 May 2010
Malgorzata Skocinska	Project Manager	European Union Delegation	26 May 2010
Francesca Acquaro	Project Manager	European Union Delegation	26 May 2010
Aneil Singh	Head Operation Section 2	European Union Delegation	26 May 2010
Valbona Kuko	Director	Directorate for Strategy and Donor Coordination	27 May 2010
Josif Gjani	Coordinator	Directorate for Strategy and Donor Coordination	27 May 2010
Oriana Arapi	Coordinator	Directorate for Strategy and Donor Coordination	27 May 2010
Anila Tanku	Director	Directorate for Strategy and Donor Coordination	27 May 2010
Rovena Muzhaqi	SPO	Ministry of Public Works, Transport	28 May 2010
Manuela Murthi	SPO	Ministry of Justice	28 May 2010
Greta Minxhozi	Deputy Head of Mission	World Bank	28 May 2010
Daniel Berg	Head of Office	EBRD	28 May 2010