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Technical Paper

**From institutions to policy areas: suggestions for revising the structure of the
Albanian Anti-corruption Action Plan**

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1 EXECUTIVE SUMMARY

This Technical Paper briefly suggests changes to the structure of the Albanian Action Plan for implementation of the Strategy for Preventing and Combating Corruption and for Transparent Governance.

2 THE EXISTING ACTION PLAN STRUCTURE

The Action Plan is currently divided into 13 sections corresponding to line ministries directly in the hierarchy of the Executive Branch. In a number of cases these sections are further subdivided into sections within ministries - for example, within the Ministry of Finance tax, customs, audit and budgeting. The PACA team believes that the current structure is to some extent dysfunctional for the following reasons

- The existing line ministry structure does not cover all of the areas/issues required by the Anti-corruption Strategy, in particular public procurement, prosecution, cross-cutting policies on ethics and conflict of interest, lobbying, political party funding or local government.
- For some areas, the line ministry-based structure covers issues only partially. For example, financial control and audit are covered under the Ministry of Finance, without inclusion of the High State Audit.
- Some issues are cross-cutting with the result that Action Plan coverage is fragmented. Particular examples are public procurement (some ministries have a section on procurement) or licensing (fragmented between the Ministry of Economy, Trade and Energy and Ministry of Public Works and Transportation).
- The Action Plan does not cover certain issues that are of high relevance to anti-corruption and currently the subject of policy elaboration – for example the reform of inspections. As the Anti-corruption Strategy is binding but not exhaustive, the Action Plan should if necessary be able to incorporate other important policies that are not covered in the Strategy.

3 PROPOSED ACTION PLAN BREAKDOWN

PACA suggests that the Action Plan would be a more rational and efficient policy document if it were divided for example into the following sections. The breakdown is a suggestion rather than a final recommendation.

1. State Budget, Financial Control and Audit, Public Procurement
2. Taxes
3. Customs
4. Justice System, Prosecution and State Police
5. Public administration, local government and ethical regulation

6. Access to information and e-government
7. Education
8. Health
9. Environment, Forestry and Water Management
10. Transportation policy
11. Economic policy: licensing, concessions, permits and inspections
12. Immovable Property Issues
13. Housing and social policy
14. Culture
15. Foreign Affairs

4 HOW MINISTRIES FIT IN

A number of the policy areas suggested above would still coincide directly with a single ministry – namely health, education, environment, culture and foreign affairs. Others are subdivisions of one ministry (2, 3, 10, 13). Others, however, cut across more than one ministry (areas 1, 4, 5, 6, 11, 12). For these latter areas, real coordination of the Action Plan will be necessary across technical staff of different institutions, and special attention paid to elaborating within the Action Plan table the institutions responsible for implementation. For example, under financial control and audit this might be the Ministry of Finance, High State Audit (by agreement), and the internal audit departments of every line ministry.

Once the Action Plan is approved, line ministries would then simply make a list of the objectives/measures which involve them as responsible institutions in order to proceed.