
ECONOMICAL REFORMS IN ALBANIA, WITH EU RECCOMENDATION

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Abstract: The efficient use of human resources in the public administration, is an important element of the reforms expressed in the concept of “ performance” which means that the administration must go under a system of evaluation of the performance and the reforms do affect the factors that are related to the employees performance. The enforcement of the performance of the government, the improvement of the product, the quality, efficiency and effectively of the public organs, and their programmers, it’s important for us all, as having public services but also as tax p “ Whole”, 1989. It’s important to ensure some terms of the performance evaluation in the context of the reform.

Albania is moderately prepared in the reform of its public administration. Efforts continued, resulting in some progress in the efficiency and transparency of public services delivery, training of civil servants, more transparent recruitment procedures, and the overall strengthening of merit-based civil service procedures. Consolidation of these achievements should advance further, to ensure a more efficient, depoliticized, and professional public administration. Albania’s judicial system has some level of preparation.

The implementation of comprehensive and thorough justice reform has continued, resulting in good progress overall. The reevaluation of all judges and prosecutors (vetting process) has started and is delivering first tangible results. This process has cross-party support, is carried out by an independent authority, is subject to international monitoring and its compatibility with the European Convention on Human Rights has been confirmed by the Venice Commission. Under the aegis of the European Commission, an International Monitoring Operation has been deployed to oversee the process throughout its implementation. Source: 2018 Report on Albania, Brussels 2018

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1. INTRODUCTION

The bureaucrat is instrumental in the successful implementation of government policy and in making development a reality (Reynolds, 1983). The ability of the bureaucrat to transform the tenets of policy into the reality of development is dependent on the capability and capacity of the bureaucracy as an organization to ensure development.

Source: (Cheema and Sayeed, (2006); Kaufmann, Kraay, & Zoido-Lobaton (2000); Evans & Rauch 1999, (2000); World Bank, (1997).

The association between successful delivery and bureaucratic performance is difficult to identify and has led to an increasing interest in establishing the relationship between bureaucratic performance and development outcomes. In the case of Pakistan, measures to augment the bureaucratic performance entail civil service reforms over the past decades. The reform has led to a system in which performance is supposed to be evaluated but these reforms have had little impact on actual performance. (Hussain, 2007; Tanwir 2010). The reason for this can be two-fold: Either the reformers may have implemented the wrong types of reforms or the civil servants may be resistant to reform since they feel that the present system is optimal for them and have created roadblocks for its implementation.

Albania has some level of preparation in the fight against organized crime. Overall there was some progressing the reporting period, notably in the fight against cannabis cultivation. Albania needs to build on operational results in this area, intensifying confiscation of assets belonging to criminal gangs and pursuing the destruction of all existing cannabis stockpiles. Amendments to the anti-mafia law and the Criminal Procedure Code have created the conditions for increased efficiency of criminal investigations. Albania participated successfully in international police cooperation, intensifying its interactions particularly with EU Member States. At domestic level, effective police-prosecution cooperation remains to be improved. As regards the track record, there has been little progress in dismantling organized criminal groups. The number of final convictions in organized crime cases remained very low and has only marginally increased. More efforts are needed to tackle money laundering, criminal assets and unjustified wealth. *Source: 2018 Report on Albania, Brussels 2018*

We argue that the one of the possible reasons for this lack of impact might be because the civil service reformers have failed to fully understand the various performance evaluation systems, which in turn means that the

system that has been implemented is the wrong one. We also find that the majority of bureaucrats recognize that the present system is flawed and would be willing to accept a revised system that accurately measures and rewards performance. In this article we look at the various models of performance management systems and narrow down the performance evaluation system that best fits the context. The evaluation of the performance is determined as an evaluation of the past and actual performance of an administration employee according to the standards organization performance. The process of evaluation of the performance consists on: 1. The work standards. 2. The evaluation of the actual employee's performance related to these standards

Gives the feedback of an employee with the only purpose to reduce the weakness or keep going the performance. (Dessler 2000). Albania has made some progress and is moderately prepared in developing a functioning market economy. The public debt-to-GDP ratio and the current account deficit have been reduced. Economic growth increased further and unemployment decreased but is still high. Non-performing loans (NPLs) in the banking sector have been reduced, but bank lending to businesses remains sluggish. Reforms crucial to improving the business environment progressed but require further efforts, including reduction of the informal economy. The comprehensive judicial reform advanced but needs to be fully implemented. The new bankruptcy law entered into force and should strengthen the insolvency regime. However, business-relevant regulations remained cumbersome and shortcomings in the rule of law continued to hamper businesses and deter investments. *Source: 2018 Report on Albania, Brussels 2018*

During the period of 1996-1999 there was an end of polarizations of the administration. The system of performance evaluation is presented in the public administration management in 2000, through the legal act of the minister's council, date 07.07.2000 "For the individual annual achievement evaluation of the employees". From the year 2002, the Albanian public administration is a process of reforms. This reform is affecting the organization structure of administration and human sources management.

2. THE PURPOSE OF THE STUDY

2.1. Public administration in Albania.

During the period of 1992-1999, there was an end of political influence in administration and the first steps of evaluation based on the merit were taken. There was a separation between political functioning's and professional ones, which were thought the career system worked for it. There were approved, nr. 8549 law date 11.11.1999 "For civil service in the Albania's Republic," the decision of the ministers council, data 16.09.96 "For the ethic rules in civil service", law nr. 8549 "The status of the employee", decisions of the ministers council with the only purpose to adapt to the new developments of human resources and starting to implement a whole new system, different from the one existing.

Hypothesis: 1. A part the subjective elements the evaluation was also based on objective ones, related to the work quality, the work results and professional know ledges etc. With all the efforts of avoiding the subjective elements there still wasn't a correct evaluation.

The final evaluation, which was completed by the head of the institution, included the general evaluation with points, the general evaluation in words, proposals for further qualifications based on the evaluations, and also the head of the institution giving ideas of a different leveled job. The scales of this evaluation were: especially well, well, enough, not well, inappropriate. (*Public administration, Koxhaj A, 2002*).

1.2 Albanian reforms and public administration standards

In 1998, the ministers of community places concluded the fields and most important of intervention for the modernization of the public administration. These directions were:

1. A better improvement through laws and norms
2. The use of the public services standards for the society
3. Full using of the electronically systems
4. Placing the competition system in accomplishing the duties
5. The forming of the public functionaries

On the other side, these elements would serve Albania to create a public administration based on the standards, which our country should have aimed for and realize them for the integration into the European Union. Albania has made some progress and has some level of preparation in terms of capacity to cope with competitive pressure and market forces within the EU. Specifically, progress was made on energy and transport infrastructure and digitalization, although shortcomings remain which hinder Albania's competitiveness and trade. The quality of education needs to be raised at all levels, not least to better equip people with skills that the labor market needs. Foreign trade remains below potential and spectrally concentrated. Albania's capacity for research, development and innovation remains low.

- The state role
- The relationships of the government with community

First, the role of the state means passing not only from a state that offers services, but into a state which fixes and guarantees services and within the logic of management and economical judgments against the logic of autocratic structures, aiming the satisfactions of the society. (*Public administration, Koxhaj A, 2002*).

3. SAMPLE AND DATA COLLECTIONS

In annual reports made of DAP, according the employees evaluation, the biggest part of the employees this year were evaluated with 1 and 2, a small number with 3 and only one with 4. Realizing this wasn't a real evaluation process, but was subjective and with a higher financial cost. If the level of payment would have been according to the evaluation system, than the payment found wouldn't be enough and more than half of the employees would have to be paid 3 times more than the monthly wage, which wouldn't reflect the reality he public administration situation, but also wouldn't be accepted from the world experts who in their statistics admitted that 10 % of the employees must be evaluated with "very well". Albania continued to align its legislation to EU requirements in a number of areas, enhancing its ability to take on the obligations of membership. *Source: 2018 Report on Albania, Brussels 2018*

The country is moderately prepared in many areas, such as in financial control, education and culture, or has some level of preparation, including in the areas of public procurement and statistics. Albania will need to continue its efforts as regards the overall preparations for adopting and implementing the EU acquit. It should continue work on the development of the transport and energy networks, also with a view to improving connectivity throughout the region. The administrative capacity and professional standards of bodies which would be charged with the implementation of the acquits need to be strengthened and the independence of regulatory bodies safeguarded. Enhancing transparency and accountability, in particular ensuring the effective, efficient and transparent functioning of the public procurement system and public finance management, remains essential. Albania has continued to fully align with all EU common foreign and security policy positions and declarations. . *Source: 2018 Report on Albania, Brussels 2018*

- The emperors were afraid to evaluate their employees because that way the entire directory would have a lower evaluation which would affect the director himself. .

By looking at these weaknesses in 2004 were made some improvements in the legislation like: " The approval of the ministries council decision nr 173 date 07.03.2003 " For the nomination, firing or discharging from the title of institutional directors

On this legal improved base, were made the adjustments' in the system by keeping in mind: The determination of the objectives of the employee during the year

Evaluating the employee based on his achievements

Tab 1: Evaluating the employee and the steps of development (Dumi A, Lako M, IRESM 2015)

i. Evaluating the employee in statistical methodology

This result showed that the evaluation wasn't made properly, was very subjective and didn't face the reality. In this no realizing in time of the process of evaluation, there also influenced the change of the employees responsible for the process management, new nominations, especially in higher posts, etc.

When a big part of the objectives were high lined as not accomplished, it's hard to understand how the employees could be evaluated in these levels. As an illustration we are speaking out loud the definition of the level "very well", as it is defined in the legislation of the civil service. "The maintenances in work it's visibly higher than the level expected. The work achievement has over passed what has been required in the main fields of the activities. The world statistics show that 10% of the employees must be evaluated with 1 (very well).

To make this happen and make the system more effective in 2006 DAP, predicted some change in the evaluation law, with the purpose to the essential improvement of the management system, of the performance, by increasing the objectivity in the evaluation of the employees. The improvement of the process of recruiting the employees, to make possible the attraction of the most efficient employees, by decreasing at the same time the phenomenon of subjectivity n the process of competition.

The increasing of public's administration's activity for the Albanian students graduated abroad, with the only purpose to attract new experiences.

2.1. The purpose of analyze

The purpose was to be ensured a noticeable connection between the highlighted objectives and the performance evaluation, by realizing them, objectives that had to be followed by accordance between the director and employee.

For this, the public department of administration prepared a manual, which made this connection real. The determination of the objectives in a sartorial level and furthermore, individual one, was made in function of realizing the mission of the institution, which looked for a continuous ministration from the directors.

As the determination of the objectives was concerted as a process based on consensus and collaboration between the directors and employees, in the manual was suggested the SMART method, according to which the objectives should be specified measureable, realistic (realizable in time and possibilities)

The evaluation and definition of the levels was made as below:

Level 1 (Very good, the maintenances at work is the expected level. The employee had fully accomplished all the objectives determinate by the beginning of the year but also those added during year).

Level 2 (*Good, the work maintenances achieves the level, most of the objectives but last in some of them there's a higher expectations.*)

Level 3 (*Pleasant, the work maintenances accomplishes the basic requirements of the work place, with no serious efficiency.*)

Level 4 (*Not enough, the work results are in the expected level, at least in some of most important fields, and requires more commitment and ability, to have a better result.*)

- A better reflection of the positions hierarchy according to the classic structure, by dividing roles and responsibilities' of the directors categories, who may be responsible for the annual evaluation of the process.
- A better highlight of the plan organization of personal development, in case of evaluation by 4.
- As the award payment, based on the levels of evaluations, according to the actual law, didn't work, with the only purpose that the process of evaluation, to have nothing to do with the monetary award, because it would affect in the subjectivity of the process, was proposed to be a better reflection of the levels predicted in the decision of the ministers council. In this decision, is determined that the civil employees to be awarded with a minimum of monthly wage, once a year, and the distribution to be made according to the predicted procedure, based on the legislation of civil service
- *Below there's a graph representing the distribution of the evaluation levels for the period of 2002-2010.*

This strategic together with the annual plan of every organization, has been used to delegate special duties for every employee in the organization. From the combination of this duties with individual characteristics of the employees, have been determined a maximum of objectives of work, for the year, to assign a special duty for a prepared a frame of time with a defined scale of efficiency and effectively.

In the beginning, there's a controlled to see if the objectives must be reviewed, in the middle of the year there is checked how the work is going and by the end of the year there's a final evaluation to determine the scale that these objectives are completed.

CONCLUSIONS

This is assumed to be possible because in evaluation, in the conditions of small administrative units, and the lack of know ledges and abilities to evaluate or determine measurable duties.

Even the connect in of this evaluation with an award differenced according to the evaluation grade, hasn't helped to the enforcement of evaluation objectivity while the weak connections of the working results with career chances de motivate the realization of an objective and serious evaluation.

These are the things that make it so important related to the principal rights of the employee from the work relationship. But even during the development of this evaluation model, not honest ones, there's still a chance of taking not real evaluations. This affects in a very negative way.

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