ALBANIANS MAKING ALBANIA A COUNTRY TO LOVE AND A COUNTRY THAT LOVES

*Provocative Statement flowing out of
the Appreciative Inquiry Approach*

UN Team Albania
www.un.org.al

UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK

2006–2010

ALBANIA

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EXECUTIVE SUMMARY

The Secretary-General's reform package, endorsed by the General Assembly, includes the Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF). These tools are designed to enhance the UN's collective analysis and programming in support of national goals and priorities, including the MDGs.

This cycle of the UNDAF/CCA process began in February 2004 when work started in producing the second CCA for Albania. The CCA was completed in September 2004 while parallel work began on the UNDAF.

The UNDAF 2006-2010 will contribute to four outcomes, each of which contributes towards the achievement of specific national goals as well as, in the longer term, the achievement of the nationally-defined MDGs.

The UN system is grateful to the Government of Albania and the Albania's key development partners for supporting the UNDAF preparation process and for providing valuable inputs to this document.

We are confident that joint efforts of the UN system in the country, the Government of Albania and of all our national and international development partners will produce tangible results in the next five years in supporting the Country's achievement of the MDGs, NSSED and EU SAp and its commitments to the goals of international human rights conventions and summits.

Our collective goal is to offer a better future to the country and people of Albania.
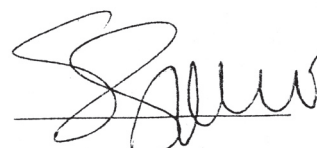

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The table below presents an overview of the UNDAF 2006-2010. It sets out the four outcomes that the UNDAF will contribute towards together with its partners. It also sets out the relevant national policies to which it is aligned. In addition, the table displays some relevant provocative statements for each goal and outcome that emerged from the UNDAF prioritisation process. ■

Overview of the UNDAF for Albania 2006–2010

Relevant National Priorities			
Strengthening the enforcement of the rule of law and improving the democratic features of institutions[1]	Encouragement of Civil Society partici-pation as well as business community in the decision-making process[2]	Local authorities and communities in rural and urban areas involved in planning and management, including the provision of public services[3]	Decentralization Reform and empowerment of local authorities[4]
UNDAF Outcomes			
1	**2**	**3**	**4**
A transparent and accountable government, developing and implementing effective national policies	An enabling environ-ment is in place to ensure people's participation in policy formulation and the national decision making process	Increased use of quality public services delivered in an efficient, transparent, accountable and equitable manner.	Regional and local development strategies imple-mented with full participation of communities
Corresponding Provocative Statements			
A Government for the People and People in the Government	Albania – where my Voice counts	Public Servants serve with a Smile and without Coffee	More People move to Kukes than leave

[1]National Strategy for Socio-Economic Development (NSSED) Annual Progress Report for 2003
[2]Albania Action Plan for the Implementation of European Partnership Priorities. 2004. Council of Ministers.
[3]As reflected in the UNDP Albania Country Programme 2002-2005 Outcome Assessment Synthesis Report
[4]National Strategy for Socio-Economic Development (NSSED) Annual Progress Report for 2003

section 1
INTRODUCTION AND CONTEXT

The ultimate ambition of Albania is European Union (EU) accession. Consequently, the process that has localized the Millennium Development Goals (MDGs), at the national and the sub-national levels, has aligned the goals with the EU Stabilization and Accession process (SAp; social inclusion indicators) and with the National Strategy for Socio-Economic Development[6] (NSSED). On the central level, this took the form of an MDG consensus and long term visioning process that also identified the additional goal of Good Governance. The exercise lasted over one year and included thousands of national and international stakeholders. It was coordinated with the NSSED progress reporting, culminating in a joint report launch[7]. On the regional level, a similar operation was carried out, using the MDGs as a tool for comprehensive local development.

The CCA Process

Albania published its first Common Country Assessment (CCA) in June 2002 and focused on the theme of Human Security. In the same year, efforts were also made to move forward on an UNDAF, but the process was subsequently halted due to issues of harmonization of programming cycles. In February 2004, a UN Country Team retreat discussed the 2004 work plan, including the CCA/UNDAF exercise. A work plan and a time line were commonly agreed upon. It was decided that the first CCA needed to be revisited, improving the analysis section and including the Human Rights Based Approach (HRBA). The UNCT also agreed that the focus of the 2002 draft UNDAF was still very much valid and would provide ample opportunities for joint interventions, especially with the inclusion of re-

gional disparities.

The MDG consensus building exercise (localizing the MDGs on the national and sub-national levels) started in 2003. Based on the momentum created and in order to capitalize on the knowledge and networks already created, the UNCT also decided that the CCA Theme Groups would be identical to the 7 MDG Task Forces (poverty, education, health, gender, environment, governance and partnership). It was also hoped that the Theme Groups would be able to work on matrix that looked at the 7 themes through the angle of disparities, applying a Human Rights Based Approach.

In broad consultation with the Government, national and international NGO's and other important stakeholders in the country, the UN system in Albania started the process to prepare the second CCA assessment in 2004 as an instrument to better design the framework for the UN's development assistance. This assessment has been linked with the National Strategy of Social and Economic Development (NSSED), the MDGs, as well as other national priorities. The following UN agencies have no formal representation in Albania but were all part of the CCA process: ILO, UNESCO, FAO, UNODC, IFAD and UNOPS.

The Common Country Assessment (CCA) Theme Groups, identical to the 7 MDG Task Forces (poverty, education, health, gender, environment, governance and partnership), engaged in the local adaptation of the MDGs to the Albanian context, identified four interrelated

[5] *Provocative Statement flowing out of the AI approach*
[6] *An extended Poverty Reduction Strategy Paper.*
[7] *Subsequent progress reporting will be done jointly and presented in a joint report. Both reports can be accessed at the www.mdg.or.al and www.minfin.gov.al/skzhes/skzhes.htm. The regional MDG strategies/reports are available at www.regions.org.al*

factors that hamper the implementation of the reform agenda and the country's accession to the EU:

- Decentralization: lack of separation of mandates and competencies between elected and appointed civil servants and the concomitant lack of local participation in the formulation of development planning and prioritization;

- Performance Based Management: lack of a culture of results based management, calling for institutional reform to improve efficiency, transparency and inclusiveness;

- Access to Information: a need for institutionalized channels of information concerning decision making processes and distribution of assets;

- Quality of Data and Analysis: capacity building for 'data for dialogue'.

The CCA analysis confirmed the relevance of Disparities in terms of Income, Gender, Age and Space to be addressed in the UNDAF.

The UNDAF Process

The UNDAF Prioritization Workshop[8], taking into consideration the above, also applied the Appreciative Inquiry[9] approach to further increase participation and enhance internal UN system cooperation as a prerequisite for effective implementation of the UNDAF. The method, with its emphasis on positive experiences, lifted the discussion to a higher level, looking at complementarities within a global view of development. This produced a large number of creative ideas and proposals as well as designs of metaphorical images, songs and performances. These are partially replicated within this document and fully reflected in the proceedings of the workshop[10]. ■

[8] Held 4-6 October 2004.
[9] AI is a form of organizational study that seeks to locate and highlight past positive achievements and use them as foundation and springboard to collectively envision a desired future
[10] See www.un.org.al.

section 2
RESULTS

The overarching goal of this UNDAF is to promote Albania's integration into the European Union, using the localized MDGs as the common UN objectives. The UN MDG support agenda has started the process of bringing the goals into the policies, plans and budgets of the Albanian government. The UNDAF will consolidate this exercise, adding improved governance and substantive programmes towards the realization of the first 7 goals. Nationwide issues such as governance and participation will be linked to the sub-national level with pilot interventions within the MDG Regional Development Strategies (RDS) of at least two regions. The support to the implementation of the MDG RDSs is intended to showcase and test the commitment inherent in the MDG Compact; i.e. the willingness of the donor community to support national and local governments who have fulfilled their obligations in terms of putting their plans in order, allocating funds and monitoring progress towards the goals.

Areas of cooperation; national development goals and expected UNDAF outcomes

The CCA identified poverty reduction and support of the National Policy Frameworks as a key area for UN system intervention in Albania. It also noted the importance of institutional reform aimed at increasing the efficiency, transparency and inclusiveness of government institutions and that the lack of performance management had contributed to this situation.

During the UNDAF Prioritization Retreat these findings and recommendations were refined and three specific areas of cooperation were identified:

(a) Support to the development of an Integrated Planning Framework – modernization. Specifically the introduction of RBM systems and support to information systems for monitoring national development planning frameworks

National Development Goal
Strengthening the enforcement of the rule of law and improving the democratic features of institutions[11] or Strengthening the policy, planning and budgeting process across the whole of Government (embracing the SAP, NSSED and MTBP)
UNDAF Outcome 1
A transparent and accountable government, developing and implementing effective policies
Provocative Statement
"A Government for the People and People in the Government"

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[11] *National Strategy for Socio-Economic Development (NSSED) Annual Progress Report for 2003*

(b Assistance to the government in respect of developing policies, standards and guidelines that will achieve the MDGs

(c) Child rights

These actions are consistent with government priorities and national development goals. In this respect it should be noted that the process of localizing and validating Albania relevant MDGs resulted in the identification of an additional goal: Good Governance.

Rationale for choices made

As highlighted in the NSSED progress report, and to be addressed in the UNDAF, dimensions relevant to this goal will include i) an integrated policy agenda, ii) institutionalizing linkages between the NSSED, the MDGs and the SAp and other major sectoral strategies, and iii) relating all policy goals with the budget. Based on common targets and indicators, maintained by IN-STAT as an acknowledged part of an integrated planning framework, iv) performance based monitoring systems will be set up. Following the imminent launching of the 2005 National Human Development Report[12], support will be given to the formulation of v) alternative but credible policies that foster pro-poor growth and incorporate MDG costing targets in national budgets.

The UN will support the move towards a more transparent and accountable government, able to develop and implement effective policies by addressing these five dimensions along with supporting the acceleration of the decentralization strategy and addressing disparities (regional, income, gender and age). The basic framework for this support is the forthcoming Government Modernisation Programme.

Country Programme Outcomes and strategies

The process of government modernisation and the development of an integrated planning framework will take some time, possibly five to ten years. But the commitment of government and the international community partners to this process means that by the end of the UNDAF in 2010, the basis for an integrated planning framework should be in place. The planning system will include performance based management systems based around achieving the nationally defined MDGs.

At the same time the content of policies will be more oriented towards achieving the MDGs through technical support provided in the key areas of gender, decentralisation, environment policies, reproductive health and child rights.

Role of partners

Within the UNCT in Albania, UNDP is playing the leading role in contributing to this outcome. UNICEF is specifically focussing on the issue of incorporating a child rights perspective into development planning and policy making at all levels of government.

The main government partners will be the Council of Ministers, the organisation responsible for public administration reform and policy coordination. It has taken the lead in developing the programme for modernisation and establishing the Integrated Planning System. The Ministries of Finance, European integration and Local Government will also be important as they play the leading role in the management of several key planning instruments or policy areas. Since the process is comprehensive it will involve all government ministries at the central level and many at the local level as well. It is expected that UNCT members will strengthen existing partnerships in those ministries and agencies with whom they already work.

UNDP represents the UNCT on the Donor Technical Secretariat that is facilitating a coordinated donor assistance effort and has played a major role in the development of the modernisation process. The UNCT's main partners will be the other members of the secretariat, namely, the World Bank, EC and OSCE. Again UNCT members will continue to work with existing partners in those agencies where they already have a relationship.

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[12] *Pro-Poor and Pro-Women Policies; How to Operationalize the MDGs. See full report at www.undp.org.al*

National Development Goal
Encouragement of Civil Society participation as well as business community in the decision-taking process

UNDAF Outcome 2
An enabling environment is in place to ensure people's participation in policy formulation and the decision making process

Provocative Statement
"Albania – where my voice counts"

Areas of cooperation, national development goals and expected UNDAF outcomes

The encouragement of civil society participation as well as business community in the decision-taking process is a goal of the Government and an important part of its strategy for integration in the European Union. The UN's assistance will create an enabling environment to ensure people's participation in policy making and the decision making process. It will include the setting up of a civil society mechanism to monitor progress towards the achievement of the MDGs, networks of marginalized groups – including women and youth - media training, implementation of the national ICT strategy, e-governance, leadership training for civil servants and civil society, public hearings, linking MPs with their constituencies, etc.

Rationale for choices made

The CCA identified access to information as a root cause for flagging demand for democracy and lack of systematic and high quality monitoring and assessment of the MDG progress. Democratic politics is an area where many of the complementarities of the UN system agencies converge and where interventions will build on many years' of prior assistance to fielding development topics, convening stakeholders and providing fora for debates, whether in real space or virtual. These efforts will be linked with social mobilisation activities and initiatives in support of greater government accountability undertaken in other programmes.

Country Programme Outcomes and strategies

The UNCT will support the development of an enabling environment to promote people's participation in the policy making and decision making process. It will help establish institutions and forums to support such participation and ensure the full inclusion of women and youth. Specific efforts will be made to ensure full participation in the national development-planning framework and on the development of the key policies set out in the programme component above. The UNCT will also promote the increased availability and quality of data including the full exploitation of information technologies. This will facilitate more effective and informed participation. Efforts will also be made to support civic education and the encouragement of volunteerism.

Role of partners

Full use will be made of NGOs and CBOs, including those established within UN-supported programmes, such as the LGP supported by UNDP, BKTF and Children's Alliance supported by UNICEF and other partners, Youth Friendly services network supported by UNFPA, UNICEF and WHO, as well as other civil society organizations. Key donor partners will include the EC, Soros, Sida, OSCE, Norway, SNV and USAID who are undertaking activities in support of the outcome, usually focussed on specific aspects of the problem. Special mechanisms will be established to ensure that interventions in this area are well coordinated.

National Development Goal
The improvement of the health and educational services, and improvement of infrastructure and life services towards the population[13]. Local authorities and communities in rural and urban areas involved in planning and management, including the provision of public services[14]
UNDAF Outcome 3
Increased use of quality public services delivered in an efficient, transparent, accountable and equitable manner
Provocative Statement
Public Servants serve with a Smile and without " Coffee"

Areas of cooperation, national development goals and expected UNDAF outcomes

Deterioration of social services has weakened the protective environment and reduced access to and quality of basic education and health care. The UNCT efforts during this UNDAF cycle will contribute towards increased use of quality public services delivered in an efficient, transparent, accountable and equitable manner

Rationale for choices made

Basic Services correspond to the mandates of many major UN system agencies that currently work on policies, strategies, plans and standards. As the decentralization process moves forward, the provision of basic services will be directly linked to the local level. Support will be focused on the development of national standards and guidelines; mechanisms to identify key issues of social exclusion; monitoring and reporting systems; strengthening social models and innovations; enabling service providers and duty bearers to be skilled, efficient and accountable; and developing skills of rights holders to demand and use services. Complementary support will be directly linked to the MDG Regional Development Strategies in at least two regions.

Country Programme Outcomes and strategies

The UNCT will work to ensure increased use of social services and to ensure that these services are delivered in an efficient, accountable and transparent manner. Mechanisms are already in place to address exclusion in the provision of social services and report and monitor on implementation. Lessons learned from the models and innovations developed during previous country programmes will be analysed to enable strengthening or transfer to Government ownership. Activities will aim to reinforce service providers' capacity to serve as skilled, efficient and accountable duty bearers capable of providing quality basic education, health and protection services for children, adolescents and women. Systems will also be addressed to increase young people's access to knowledge, skill development and relevant and friendly services. Particular attention will be given to especially vulnerable young people. The programme will also focus on developing skills of rights holders to demand and use services while performing their responsibilities as duty bearers at the family and community level.

Role of partners

UNICEF will take the lead role among the UNCT but this outcome is also very important for a number of other agencies including UN-FPA, WHO, UNHCR, ILO and the ILO / IPEC.

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[13] From NSSED, Implementation of policies and priority public measures.
[14] As reflected in the UNDP Albania Country Programme 2002-2005 Outcome Assessment Synthesis Report

To provide inclusive and gender sensitive basic services the UNCT will work with line Ministries e.g. Ministry of Education and Science, Ministry of Health, Ministry of Labour and Social Affairs, Ministry of Justice, Ministry of Local Government, public institutions e.g. Institute of Public Health, Health Insurance Institute, Institute of Pedagogical Studies, networks such as the NGO network on HIV/AIDS and the ECD network and international and national civil society organizations.

National Development Goal
Decentralization Reform and empowerment of local authorities[15]
UNDAF Outcome 4
Regional and local development strategies developed and implemented with full participation of communities
Provocative Statement
More people move to Kukes than leave

Areas of cooperation, national development goals and expected UNDAF outcomes

Decentralisation reform and empowerment of local authorities is a national development goal as set out in the NSSED Progress Report for 2004. The expected UNDAF outcome is for regional and local development strategies developed and implemented with full participation of communities.

Rationale for choices made

The main purpose of localizing the MDGs at the sub-national level was to explore and demonstrate how these global goals could support local solutions, providing a tool for assessing local needs and serving as an engine for comprehensive local development. The goals turned out to be a bottom-up tool that empowered local governments, streamlined development efforts and focused donor interest on sub-national activities.

Country Programme Outcomes and strategies

Picking the MDG RDS of the poorest regions for implementation satisfies all the issues of the UNDAF matrix and promises potential for serious resource mobilization including internal resources as the government will chose the same regions for the piloting of the 2004-2007 NSSED work plan. As mentioned under section 2, supporting the implementation of the MDG RDS is also intended to test the promise of the MDG Compact; once the plans and the MDG monitoring systems are in order, will the central government increase overall allocations and will fulfil the commitment made within the Compact?

Role of partners

The key government partner at the central level is the Ministry of Local Government and Decentralization. The Ministry of Finance also plays an important role in the issue of fiscal decentralisation... Other Ministries will as well be part of this process through cooperation for the preparation of national sector policies and for defining standards and methods. The Ministries will cooperate with the structures under their control, elected local government organs as well as other interested local and international stakeholders. The main government partners at the local level will be the regional, Municipal and Commune governments.

In addition to donors such as USAID and SIDA,

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[15] *National Strategy for Socio-Economic Development (NSSED) Annual Progress Report for 2003*

which are involved in capacity building at the regional and local level, the UNCT aims to work in partnership with other potential donors such as World Bank and European Union in projects particularly related to investments in infrastructure and those supporting decentralization reforms. Association of Regional Councils, Association of Municipalities, Association of Communes and civil society organisations, particularly community-based organizations, will also be key partners in this process. ■

section 3
ESTIMATED RESOURCE REQUIREMENTS

The Resource Environment

Between 1991 and 2003, Albania received total commitments of external aid of approximately US$3.89 Billion. In recent times, the ratio of external aid commitments to the GDP has shown a declining trend, falling from approximately 13% in 1999 to approximately 5% in 2002. The difference is mainly due to an increase in the GDP level (an average over almost 6 percent each year) rather than a decrease in commitments for external aid.

The aid environment will be changing during the UNDAF Period. Depending on its performance, Albania could start limited borrowing on non-concessional terms from the World Bank's International Bank for Reconstruction and Development (IBRD) during the next Country Assistance Strategy (CAS) period. It is also possible that Albania could receive an increase in EU resources during the UNDAF period if the Stabilisation and Association Agreement (SAA) is reached.

Resource Requirements for UN-DAF Implementation & the Resource Mobilization Strategy

The gap between available resources and those required to support the achievement of the four UNDAF Outcomes by 2010 has been identified. A more accurate estimation of the UN's available resources will come from the Country Programme Documents of the programme agencies

A Joint UN System Resource Mobilisation Strategy will be developed that will act as a framework for agency- and project-specific strategies. Key elements of the strategy are likely to include the following elements:

(a) Building on the existing and traditional strengths of the UN System. The platform upon which resources will be mobilised is made from the experience of the agencies in Albania (covering both central and local levels), the demonstrable effectiveness of UN interventions in Albania, the neutrality of the organisations and their commitment to Albania in the longer term.

(b) Development of new delivery mechanisms that are more in line with the new aid agenda, specifically on increased harmonisation and reduced transaction costs but also on greater national ownership. The development of umbrella mechanisms to ensure effective management and delivery of assistance to the local level is an example of this approach. Donors to ensure minimum burden of local government and to facilitate the communities' role in driving the local development process can use such mechanisms.

(c) Following-up to the Millennium Declaration and specifically to support donors in fulfilling their obligations within the Millennium Compact and implementing the recommendations of the major global conferences of the new millennium (Monterrey, Johannesburg and Doha) in relation to development cooperation.

The strategy will also include utilisation of the UN Millennium Project, taking the appropriate recommendations from the "Investing in Development" report and using the various tools and innovative ideas developed within the framework of the project. These include obtaining fast-track status for Albania in its efforts to achieve the MDGs, identifying and implementing (with the support of partners) a series of Quick Win projects and undertaking an assessment of what resources are required to achieve Albania's nationally determined MDGs. The latter represents a change in direction from usual efforts, which focus on what sources are available rather than the more ambitious issue of identifying what resources are needed.

(d) Identifying and promoting additional sources of development finance for Albania, for example working with the private sector within the Global Compact or with the Albanian Diaspora on making the most effective developmental use of the resources remitted to Albania. ∎

section 4
IMPLEMENTATION AND MANAGEMENT

Organisational Arrangements

Existing organisational arrangements within the Resident Coordinator System (RCS) will be strengthened and some new structures and mechanisms established. Key elements include:

(a) Heads of UN Agency Meetings: The Heads of Agencies will continue to meet monthly to discuss programme and policy matters and thematic issues, with the purpose of maintaining an ongoing, high level of information exchange and improve coordination and collaboration.

(b) UN Programme/Project Committee: A joint UN Programme/Project Committee will be established for, among others, in-country review of all new projects and overall agency country programmes. To facilitate this process, the Resident Coordinator Office will maintain a joint list of UN pipeline programmes and projects and will call meetings based on project summaries (or similar brief documentation) prepared by the respective agencies. The Committee will be meeting quarterly at the level of deputies or programme staff. It will be left to the discretion of individual agencies to decide for which agenda items they will need to participate. This and other mechanisms will be used for consultation during the development of the next generation of agency programmes.

(c) Thematic Groups: A limited number of Thematic Groups will be established (comprising Representatives of UN Agencies, Government and CSOs) to enhance collaboration among the agencies of the UN. Theme groups will serve as the main mech-anism for implementing and monitoring the implementation of the UNDAF through the development of multi-year work plans with clear goals and objectives.

Other agencies will be invited on an ad hoc basis to participate in mid-term or other project progress reviews, including field-based assessments or evaluations of individual projects.

Facilitating Joint Programmes

The UN Country Team will undertake a "forward-looking" visit to a selected region once a quarter to discuss specific options for collaborative activities. Similar joint field visits by programme level staff within theme groups will be encouraged by the senior management. The possibility of collaborative activities in selected geographical areas will be one of the objectives and criteria for undertaking joint field visits. The possibility of a geographical focus of UN assistance will be explored, based on examination of relevant criteria relating to poverty, malnutrition, low health and educational levels. The selection of the region will be based on those regions that will be identified by the Government for NSSED pilots (Albania equivalent to PSRP) and the latest process of localizing MDGs in Albania. If agreed, a joint programme structure will be set up in the region of Kukes for maximum cooperation and effective use of resources.

Government–UN Relations

The Government and the UN will develop adequate mechanisms to review regularly government-UN cooperation. Such review will ensure

that UN efforts are focused on country priorities, that development successes and achievements are documented, and that emerging problems as well as opportunities are addressed. In addition, the review of overall UN cooperation in Albania will promote system coherence, as well as provide an opportunity for advocacy (such as on follow-up to international conferences). The numerous existing individual reviews are posing a major burden on already stretched government (and agency) resources. Opportunities for substituting these with a single – possibly – annual – joint UN-Government review will be explored through discussions with agency HQs and the Government.

Information and Advocacy

The common indicators developed, as the Resident Coordinator Office will maintain part of the CCA exercise with input from agencies as relevant. The DevInfo database will be used and will be updated at least annually. Advocating on specific issues and promoting substantive discussions on important development themes or sectors is an UN mandate. The various UN-supported world conferences and summits provide a ready agenda for advocacy on important development issues. An 'advocacy workplan' will be developed on an annual basis and implemented by the members of the UN Public Information Officers (UNPIOs) and Press Club based on upcoming major international and national conferences, various international and UN 'years' or 'days' focusing on issues of particular relevance to Albania. Such a workplan would guide dialogue with the Government and people, and all other partners active in the development of Albania. ■

section 5

UNDAF MONITORING AND EVALUATION

The UNDAF Monitoring and Evaluation Plan

The UNDAF Monitoring and Evaluation (M&E) Plan provides an overview of M&E activities as they relate to the pursuit of results at the national level by government, UN agencies, individually or jointly and, to the extent possible, other development partners. The M&E Plan focuses on monitoring and evaluating UNDAF outcomes and related Country Programme/Project outcomes and major outputs. In addition to this narrative section, the UNDAF M&E Plan consists of two additional elements:

- The M&E framework (Annex 2): This is a management tool that brings together key M&E information in one table for easy and consistent reference for the UNCT and partners.

- The M&E programme cycle calendar (Annex 3): This is an implementation tool to improve coordination of UNME activities, enhance interagency collaboration in M&E, identify gaps in data collection and highlight how and when products of UNME activities will be used.

The Albania UNDAF M&E plan will aim to encourage partnerships and continued strengthening of national M&E capacities. The UNCT will establish a M&E working group, including national and other partners, to oversee the monitoring and evaluation of the UNDAF.

UNDAF Review and Evaluation

A Final UNDAF Evaluation will take place at the beginning of 2009, the penultimate year of this UNDAF cycle. The evaluation is a joint UN review, conducted with national partners, of the overall results of the UNDAF programming cycle. It also assesses whether the UNDAF was effective as a tool to support achievement of national priorities and to enhance coordination and harmonisation among all UN agencies.

A Mid-term review will be undertaken following the completion of the new NSSED, which is tentatively planned to start in 2007. The review will ensure continued alignment with national priorities.

The issue of Data and Strengthening National M&E Capacity

The issue of quality, accuracy and quantity of available indicators emerged repeatedly during the MDG consensus building and the CCA/UNDAF process. Indicators are an essential part to achieve effective monitoring and evaluation of the four UNDAF outcomes. Quality issues, disaggregated data shortages and institutional weaknesses in collecting pertinent data make tracking progress and trends difficult.

For the UNDAF monitoring and evaluation process, the UN Country Team will rely on annual reports, reviews and surveys prepared by Government, UN agencies, international organizations, development partners, NGOs. . The M&E Framework indicators will be further developed in close consultations with relevant line ministries and other key development players.

In line with the Harmonization Agenda (Rome Declaration), the M&E system will be aligned with national structures whether through INSTAT or through the new integrated planning system.

Where possible the minimum burden will be placed on government structures in obtaining the data for the monitoring and evaluation exercise. This is particularly important for qualitative data from surveys and will also keep costs low.

Capacity building for 'data for dialogue' is one of the areas for support in the UNDAF. Support will be given to institutionalizing linkages between the NSSED, the MDGs and the SAp and other major sectoral strategies based on common targets and indicators, maintained by IN-STAT as an acknowledged part of an integrated planning framework. The establishment and maintenance of a national MDG database will support this process through building modernized statistical capabilities. When achieved, monitoring and evaluation of UNDAF and other development strategies will be more effective. DevInfo – a development software, will be a useful tool at national and local level to capture and display information about people and development.

Major Risks and Assumptions

In developing the UNDAF the UNCT and it partners have made a number of assumptions and with each there is a risk that it will not hold true. The assumptions and associated risks include the following

(a) This UNDAF is being finalised in the months before a general election. It is assumed that if there is a change in government that the commitment to poverty reduction, human rights and achievement of the MDGs will remain. This is naturally a risk that it will not. This risk is very low since the MDGs are ac-

cepted by a broad section of society (if not all) and commitment to achieving the MDGs has been debated and approved by parliament.

(b) It is also assumed that the commitment towards creating an Integrated National Development Planning System will continue and that the government will be willing to make the difficult decisions that are required, for example in relation to organisational responsibilities, in a timely manner in order for the process to start and be successfully implemented. This risk is also low. While the donor community has provided significant support to the process already, the process is fully owned by government and its implementation is being carried out in the spirit of partnership with the international community.

(c) Greater participation in the development process is facilitated by the government making space for civil society to fully engage in the process. It is assumed that the government will continue to do so and will remain committed to the process. The risk that it will not is low since government recognises that broad participation (beyond participation in election processes) is an approach that will not only strengthen progress towards greater inclusion and social justice but will also make the government's day to day work more effective.

(d) It is assumed that the government will remain committed to the decentralisation process as an integral part of its overall development strategy. In this respect, a commitment to fiscal decentralisation is especially important.

annex 1
UNDAF RESULTS MATRIX

National priority Goals:
Strengthening the enforcement of the rule of law and improving the democratic features of institutions
Strengthening the policy, planning and budgeting process across the whole of Government (embracing the SAP, NSSED and MTBP)
MDG 1: Eradicate extreme poverty and hunger and other dimensions of poverty.
MDG 3: Promote gender equality and empower women
MDG 8: Develop a global partnership for development
MDG 9: Establish and strengthen Good Governance process

UNDAF outcome 1: A transparent and accountable government developing and implementing effective policies

C P Outcome	Role of Partners	Resource Estimates
Comprehensive integrated planning framework with RBM[16] feedback mechanisms in place with Government and Public Administration effectively utilizing these tools for the achievement of the MDGs	Government: Council of Ministers (leading agency), Ministries of Finance, Economy and European Integration (coordination agency), Local Government; Regional Governments, Committee of Equal Opportunities (partner agencies) Donors/IFIs: WB, DfID, EC, SIDA, GEF (partner agencies) UN Agencies: UNDP (lead UN agency), UNICEF, WHO, UNHCR, etc	UN System Regular Resource Estimate: US$
Policies developed and implemented that support the achievement of the MDGs	Government: CoM – leading agency, Ministries of Finance, Economy, European Integration, labour, Health, Education, Environment, Agriculture, Local Government – coordination agencies Donors/IFIs: WB, DfID, SIDA, GEF, UNIFEM, Norway, Italy, the Netherlands – partner agencies CSO:s in Tirana and regions – partner agencies UN Agencies: UNDP (lead UN agency), UNICEF, UNFPA, WHO etc	
Gov/PA at national, regional or local level monitor and report on policy implementation from a child rights based perspective.	MoLG, Ministry of Justice, Donors (EC, Dutch Embassy, World Bank, USAID, SIDA, OSCE, Italian Cooperation, Norway, Austria, GTZ), Local officials, Regional councils, other ministries, parliament, association of local officials, Training Institutes, BOs, NGOs. DOPA of PM, Ministry of State, Ministries, and the Anti-corruption unit(s). UN agencies: UNICEF (lead UN Agency), ILO - IPEC	Additional Resources Required: US$

Coordination and Programme Modalities: active interaction with national and local counterpart and donor community (joint workplanning, sectoral strategies and awareness campaigns); UN Theme Groups (UNTG) on Governance, Youth Children and Education. Partnership & Participation, Gender; ongoing inter-agency collaborative efforts in MDG & NSSED areas such a poverty alleviation, good governance, Roma & Child labour issues and human, children and women rights and gender mainstreaming; legislation and policy advocacy; and active collaboration with network of, NGOs & INGOs, academia and civil society organizations.

National priority Goals:
Local authorities and communities in rural and urban areas involved in planning and management, including the provision of public services
Enhanced involvement of citizens in decision making and guaranteeing access to basic facilities and services
MDG 8 : Develop a global partnership for development MDG 3 : Promote gender equality and empower women
MDG 6 : Combat HIV/AIDS MDG 9 : Establish and strengthen Good Governance process

UNDAF outcome 2 : An enabling environment is in place to ensure people's participation in policy formulation and the decision-making process

C P Outcome	Role of Partners	Resource Estimates
		UN System Regular Resource Estimate: US$
Marginalized youth & women participate in public debate, decisions making and monitoring for realization of children/ women rights.	Civil society organizations, universities, NSSED Department, women NGOs/ CSOs working with disability, MOLSA,LG, Institute of Media, UN press club, journalist professional organi-zations, Youth networks, MoCYS, Youth Parliament, Troc, USAID/OSCE, Parliament and Members, NGOs, Centre for Parliamentary Studies, local MP offices, Parliament, Parliament Commission, NGOs, Regional Local Governments, Ministry of Local Government UN Agencies: UNICEF (lead UN Agency), UNDP, UNFPA, UNV, etc	
Institutions and forums in place to support people's participation, including youth and women - with people empowered to take active part in policy formulation and decision making at all levels.	Government: Regional Local Governments and Ministry of Local Government – leading agencies Committee for Equal Opportunities, Civil Society Organizations and Community Based Organizations – partner agencies Donors:EC, USAID, SOROS, SIDA – partner agencies UN Agencies: UNDP, UNICEF, UNCT – leading agencies	Additional Resources Required: US$

Coordination and Programme Modalities: active interaction with national and local counterparts and donor community (joint workplanning, sectoral strategies and awareness campaigns); UN Theme Groups (UNTG) on Governance, Youth Children and Education. Partnership & Participation, Gender; ongoing inter-agency collaborative efforts in MDG & NSSED areas such a poverty alleviation, good governance, Roma issues and human, children and women rights and gender mainstreaming; legislation and policy advocacy; and active collaboration with network of NGOs & INGOs, academia and civil society organizations.

National priority Goals:
The improvement of the health and educational services, and improvement of infrastructure and life services towards the population.
MDG 2 : Achieve universal basic education of high quality for all.
MDG 3: Promote gender equality and empower women
MDG 4-5 : Reduce child mortality and improve Maternal Health.
MDG 6: Combat HIV/AIDS.
International Convention of the Rights of the Children (CRC) and CEDAW (women's rights)

UNDAF outcome 3 : Increased use of quality public services delivered in an efficient, transparent, accountable and equitable manner.

C P Outcome	Role of Partners	Resource Estimates
3.1 Service providers ensure provision of basic education, health and protection services to the most marginalized in an inclusive and people friendly manner.	Government: Line Ministries & local Government Partners: WB, CoE, OSCE, Parliament, Gov. (local and central), NGOs, IOM, ILO-IPEC, UN Agencies: UNICEF (lead agency) UNFPA, WHO, UNDP	UN System Regular Resource Estimate: US
3.2 Rights holders demand basic education, health and protection services.	Government: Line Ministries & local Government Partners: WB, CoE, OSCE, Parliament, Gov. (local and central), NGOs, IOM, ILO-IPEC, UN Agencies: UNICEF (lead agency) UNFPA, WHO, UNDP	Additional Resources Required: US$

Coordination and Programme Modalities: active interaction with national and local counterpart and donor community (joint work planning, sectoral strategies and aware-ness campaigns); UN Theme Groups (UNTG) on Governance, Youth Children and Education. Partnership & Participation, Gender; Health, Poverty; ongoing inter-agency collab-orative efforts in MDG & NSSED areas such a poverty alleviation, good governance, Roma issues and human, children and women rights and gender mainstreaming; legislation and policy advocacy; and active collaboration with network of Donors, NGOs & INGOs, academia and civil society organizations.

National priority Goals:
Decentralization Reform and empowerment of local authorities
Albania Localized MDGs 1-9

UNDAF outcome 4: Regional and local development strategies implemented with full participation of communities

C P Outcome	Role of Partners	Resource Estimates
Regional socio-economic growth increased through implementation of fiscal decentralization, private sector development, and improved delivery of public services	Government: Ministry of Local Government and local governments in regions, Ministry of Environment – leading agencies, Council of Ministers, Ministry of Finance, Education and EC Integration – partner agencies Donors: WB, UNICEF, WHO, UNDP, UNOPS, IOM, GEF – leading agencies WB, SIDA, DFID, EC Norway, Netherlands, KfW, GTZ, UNOPS – partner agencies Ministry of Energy and Industry, Institute of Environment, National Energy Agency – coordinating agencies Private sector partners (local and international) UN Agencies: UNDP (Lead Agency) UNICEF, UNFPA, WHO, UNOPS, IOM, GEF, UNV	UN System Regular Resource Estimate: US$ Additional Resources Required: US$

Coordination and Programme Modalities: active interaction with national and local counterpart and donor community (joint work planning, sectoral strategies and awareness campaigns); UN Theme Groups (UNTG) on Governance, Youth Children and Education. Partnership & Participation, Gender; Health, Poverty, Environment; ongoing interagency collaborative efforts in MDG & NSSED areas such a poverty alleviation, good governance, Roma issues and human, children and women rights and gender mainstreaming; legislation and policy advocacy; and active collaboration with network of Donors, NGOs & INGOs, academia and civil society organizations

annex 2

UNDAF MONITORING AND EVALUATION FRAMEWORK

UNDAF Outcomes	Indicator(s) and Baseline	Sources of verification
UNDAF Outcome 1: A transparent and accountable government, developing and implementing effective policies	**Indicator:** 1. Voice and accountability 2. Political stability 3. Government effectiveness 4. Regulatory quality 5. Rule of law 6. Number of reforms introducing modern management system **Baseline:** The target towards the achievement of MDG 9 is to reform the overall state system of public administration, legislation, and policies in accordance with EU standards for justice, rule of law, and market economies by 2015	MDG & NSSED progress report, EU SAA report, INSTAT
1.1 Contributing CP outcome #1: Comprehensive integrated planning framework with RBM[17] feedback mechanisms in place - with Government effectively utilizing these tools to implement priority interventions for the achievement of the MDGs	**Indicator:** MTBP reflects MDG-related priorities of the integrated national plan. **Baseline:** In 2004, public spending did not reflect NSSED/MDG priorities. **Target:** By 2010, MTBP fully aligned with integrated national development plan	Ministry of Finance, NSSED Progress Report
1.2 Contributing CP Outcome #2: Policies developed and implemented that support the achievement of the MDGs	**Indicator:** Pro-MDG Policies reflected in national development plans (independent assessment) **Baseline:** To be determined **Target:** National Development Plans will support achievement of MDGs	Instat devinfo database, NSSED progress report

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UNDAF Outcomes	Indicator(s) and Baseline	Sources of verification
1.3 CP outcome: Government/Public Administration at national, regional or local level monitor and report on policy implementation from a child rights based perspective.	**Indicator:** 1. Number of GOA policies enacted that directly support pro child policies. 2. Number of reports published and placed on public domain that reflect progress on children and women's rights. 3. % of total budget allocated for National Plan of Action for children 4. Realization of children's rights monitored and reported regularly 5. Increase in per capita expenditure on health, education and protective services for children. **Baseline:** Local authorities have limited competencies in delivering basic social services for children. Social services are not systematically delivered at the local level. Public expenditures as % of GDP in 2003 for education 3 percent and health 2 percent	Ministry of Finance, Ministry of Labour, Ministry of Education & Ministry of health
UNDAF Outcome 2: An enabling environment is in place to ensure people's participation in policy formulation and the decision-making process.	**Indicator:** 1. Realization of financial decentralization of local government process 2. Increased percentage of Ngo and the private sector participating in decision making bodies 3. Increased nr. of participation of citizens in the decision making process **Baseline:** The development process is suffering from the lack of voice and accountability.	Sources Local Government, NGOs, Elections reports, UN reports, Printed & electronic media
2.1 Contributing CP outcome Institutions and forums in place to support people's participation, including youth and women - with people empowered to take active part in policy formulation and decision making at all levels	**Indicator:** # of strategic documents amended due to CSOs interventions at national and local level **Baseline:** In 2004, CSOs successfully lobbied for Gender equality law and increased education budget **Target:** By 2010, major policy documents incorporate CSOs feedback	Legal documents, national and regional policy papers

UNDAF Outcomes	Indicator(s) and Baseline	Sources of verification
2.2. Contributing CP outcome Marginalized youth & women participate in public debate, decisions making and monitoring for realization of children/ women rights	**Indicator:** 1. Increased awareness of policy makers about the rights of marginalized youth & women 2 Number of national policies and legislation that protect marginalized youth and women passed. 3. Increased participation of marginalized youth and women in local councils decision making process **Baseline:** The special policies, which protect the rights of children and women with special needs, are lacking. Since 1995, the parliament has approved the "Statue of disabled people"; however the problems of marginalized youth and women were not solved in an institutional way.	Line Ministries, Parliament, NGOs
UNDAF Outcome 3 : Increased use of quality public services delivered in an efficient, transparent, accountable and equitable manner.	**Indicator:** 1. Client perceptions, based on public surveys, of civil service performance as regards user friendliness; efficiency, effectiveness, honesty and integrity. 2. Albania relevant MDG 2,3 4, 5 and 6 **Baseline**: CCA, MDG report 2004. **Target:** Closing the gap for MDG 2,3 4, 5 and 6 towards full achievement by 2015	Sources NSSED, CCA 2009, INSTAT, Line Ministries. MDG progress report
3.1 CP outcome: Service providers ensure provision of basic education, health and protection services to the most marginalized in an inclusive and people friendly manner	**Indicator:** 1. Increased number of local governments units which implement the strategy for the delivery of children's social services at local level 2. Increased budget allocated locally for the implementation of the strategy for children's social services 3. Increased resources allocated locally to education, public health and protection. 4. Increased access and use of health, education and protective services by the most marginalized. **Baseline:** The delivery of basic social services is planned centrally. There is a strategy for the local delivery of social services. However, it has not been approved yet and it is not child focused.	MICS 2005, SITAN 2005, INSTAT, Local government, Ministry of Finance, Line ministries
3.2 CP outcome: Rights holders demand basic education, health and protection services.		

UNDAF Outcomes	Indicator(s) and Baseline	Sources of verification
UNDAF Outcome 4 Regional and local development strategies implemented with full participation of communities	**Indicator:** Number of local initiatives (public and private) in support to the implementation of the regional strategies **Baseline:** Regional development strategies, MDGRRs	Ministry of Local Government & decentralization, Local Government, MDG progress report
4.1 Contributing CP outcome Regional socio-economic growth increased through implementation of fiscal decentralization, private sector development, community participation and improved delivery of public services	**Indicator:** HDIs increased throughout regions **Baseline:** NHDR 2005 HDIs **Target:** All regions report considerable increase in HDIs	Ministry of Finance, Local Governments, MDGRRs

MONITORING & EVALUATION
PROGRAMME CYCLE CALENDAR

Table Acronyms:

LSMS	Living Standard Measurement Survey
INSTAT	National Institute of Statistics
NSSED	National Strategy for Socio – Economic Development
SAA	Stabilization and Association Agreement
CAS	Country Assistance Strategy
NHDR	National Human Development Report

UNCT M&E activities

	2006	2007	2008	2009	2010
Surveys/studies	LSMS NHDR Rural Development Strategy	Household budget survey Labour force survey	Household budget survey (HBS) Labour force survey (LFS)	LSMS HBS LFS	HBS LFS
Monitoring systems	Dev Info				
Evaluations			UNICEF mid-term evaluation		
Reviews	**Annual reviews** – Specific Agency reviews	**Annual reviews** – Specific Agency reviews	**Annual reviews** – Specific Agency reviews **UNDAF MTR**	**Annual reviews** – Specific Agency reviews	**Annual reviews** Specific Agency reviews UNDAF final review
		Biennial review (2006-2007) of WHO programme cycle			

Planning references

	2006	2007	2008	2009	2010
UNDAF evaluation milestones			**Finalise To Rs** -- July	**Desk review–**Jan. **Context analysis –** Jan. **Case study –** Feb.-Mar. **Final stakeholder consultation --** April	
M&E capacity building	Support to RBM as part of the integrated planning system Support to National disaster management systems / HIV AIDS monitoring systems / Integrated NSSED & MDG monitoring systems at national and local level Support to INSTAT – Dev Info Support to national environment action plan				
Use of information (See also Reviews above)	NSSED & MDG progress report Preparation of new NSSED	New NSSED likely to start		NSSED/MDG progress report **CCA** – April-Oct **New UNDAF preparation starts** – Oct	
M&E activities outside UNCT	EU Country Strategy Paper (SAA) WB CAS				

ACRONYMS AND ABBREVIATIONS

AI	Appreciative Inquiry
CAS	Country Assistance Strategy
CCA	Common Country Assessment
CPD	Country Programme Document
EC	European Commission
EU	European Union
GDP	Gross Domestic Product
HRBA	Human Rights Based Approach
IBRD	International bank for Reconstruction and Development
ICT	Information Communication Technologies
IFAD	International Fund for Agricultural Development
ILO	International Labour Organisation
INSTAT	Institute of Statistics
IPEC	International Programme on Elimination of Child Labour
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MDGR	Millennium Development Goal report
MTBP	Medium-term Budget Programme
NSSED	National Strategy for Socio-Economic Development
OSCE	Organization for Security and Co-operation in Europe
PRSP	Poverty Reduction Strategy Paper
RDS	Regional Development Strategies
SAA	Stabilisation and Association Agreement
SAp	Stabilisation and Association Process
UNCT	UN Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	UN Education Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNOPS	UN Office for Project Services
UNPIO	UN Public Information Officer