

LIST OF ABBREVIATIONS

AAC	Albanian Adoption Committee
ACAC	Albanian Coalition Against Corruption
AD	Accreditation Directorate
AECH	Albanian Electronic Clearing House
AIPS	Albanian Interbanking Payment System
AITPP	Agjencia e Inventarizimit dhe Transferimit te Pronave Publike
AK	Autoriteti i Konkurrences
AKE	Agjensia Kombetare e Energjise
AKH	Agjensia kombetare e hidrokarbureve
AMAE	Albanian Mine Action Executive
AOJB	Accounting Office for the Judicial Budget
ICITAP	International Criminal Investigation Training and Police Assistance Programme
ARM	Agjencite Rajonale te Mjedisit
ASS	Albanian Social Service
ASYCUDA	Automatic System for Customs Data
AUT	Agriculture University of Tirana
BAC	Business Advisory Council
BCP	Border Crossing Points
BERZH	Banka Evropiane per Rindertim dhe Zhvillim
BoA	Bank of Albania
BSPSH	Bashkimi i Sindikatave te Pavarura Shqiptare
CAM- A	Community Assistance Mission in Albania
CARDS	Community Assistance for Reconstruction and Development
CEC	Central Election Commission
CLR	Commission of Legal Reform
CoM	Council of Ministers
CSAFD	Central Service on Fight Against Drugs
DAPM	Directorate of Agro-processing and Marketing
DB	Deutsche Bundesbank
DBP	Directorate of Business Promotion
DCM	Decision of Council of Ministers
DEA	US Drug Enforcement Administration
DGC	Directorate General of Customs
DGFP	Directorate General of Forests and Pastures
DGMC	Directorate General of Metrology and Calibration
DGoP	Directorate General of Prisons
DGPML	Directorate General for Prevention of Money Laundering
DGR	Directorate General of Roads
DGS	Directorate General of Standardisation
DGSP	Directorate General of State Police
DGT	Directorate General of Taxation
DLM	Directorate of Land Management
DLP	Directorate of Livestock Production

DoPA	Department of Public Administration
DPAC	Drejtoria e Pergjithshme e Aviacionit Civil
DPPCP	Directorate of Plant Protection and Crop Production
DPSHTRr	Drejtoria e Pergjithshme e Sherbimeve te Transportit Rrugor
DQFC	Directorate of Quality and Food Control
DRD	Directorate of Rural Development
DSAS	Directorate of Science and Advisory Service
DVS	Directorate of Veterinary Services
EBI	European Bank of Investments
ECRI	European Commission against Racism and Intolerance
EN	European Standard
EPA	Export Promotion Agency
ERE	Enti Rregullator i Energjise
ERT	Enti Rregullator i Telekomunikacionit
FIU	Financial Intelligence Unit
FRI	Food Research Institute
FTA	Free Trade Agreements
GPO	General Prosecution Office
HCJ	High Council of Justice
IBM	Integrated Border Management
ICITAP	International Criminal Investigation Training and Police Assistance Programme
ICMPD	International Centre for Migration Policy Development
IFC	International Financing Corporation
ILO	International Labour Organization
ILR	Institute of Livestock Research
IMECO	International Measurement Confederation
IMF	International Monetary Fond
IMO	Organizata Detare Nderkombetare
INSIG	Instituti i Sigurimeve
IOM	International Organization of Migration
IPC	International Patent Classification
IPLS	Institute for Policy and Legal Studies
IPRCO	Immovable Property Registration Central Office
ISHP	Instituti i Shendetit Publik
ISSH	Instituti i Sigurimeve Shoqerore
IST	Instituti i Studimeve te Transportit
KESH	Korporata Elektroenergjitike Shqiptare
KKB	Keshilli konsultativ i biznesit
KKRT	Keshilli Kombetar i Radiove dhe Televizioneve
KLSH	Kontrolli i Larte i Shtetit
KPE	Komiteti Nderministror I Politikave Ekonomike
KRRTRSH	Keshilli i Rregullimit te Territorit te Republikes se Shqiperise
KSSH	Konfederata e Sindikatave Shqiptare
LFC	Livestock Food Commission
LGEC	Local Government Election Commission.

LRC	Legal Reform Commission
LTO	Local Tax Offices
LTU	Large Taxpayers Unit
LZCIS	Legal Zoo technical Control Inspectorate Section
MoCYS	Ministry of Culture Youth and Sports
MoD	Ministry of Defence
MoE	Ministry of Economy
MoE	Ministry of Environment
MoEI	Ministry of European Integration
MoES	Ministry of Education and Science
MoF	Ministry of Finance
MoFA	Ministry of Foreign Affairs
MoH	Ministry of Health
MoIE	Ministry of Industry and Energy
MoJ	Ministry of Justice
MoLGD	Ministry of Local Government and Decentralization
MoLSA	Ministry of Labour and Social Affairs
MoPO	Ministry of Public Order
MoTAT	Ministry of Territory Adjustment and Tourism
MoU	Memorandum of Understanding
MTT	Ministry of Transport and Telecommunication
NAC	National Accounting Council
NCCFAML Laundering	National Committee for Coordination of Fight against Money Laundering
NE	Ndihme Ekonomike
NGO	Non-Governmental Organizations
NIPT	Fiscal Identification Number
OECD	Organisation for Economic Co-operation and Development
OIML	International Organisation of Legal Metrology
ORSC	Office of Registration of Securing Charges
OSHA	Organi Shteteror i Autorizuar
OST	Kompania e Transmetimit te Energjise elektrike
PA	Police Academy
PAK	Pagesa e Aftesise se Kufizuar
PAMECA Shqiperine	Misioni i Asistences Policore te Komisionit Evropian per Shqiperine
PBA	Programi Buxhetor Afatmesem
PBB	Produkti i Brendshem Bruto
PIU	Njesia e Zbatimit te Projektit
PLVM	Planet Lokale te Veprimit per Mjedisin
PPA	Public Procurement Agency
PRGF	Poverty Reduction of the Growth Facility
PRVM	Planet Lokale te Veprimit per Mjedisin
PVKM	Projekt- Vendim i Keshillit te Ministrave
PwC	Pricewatercooper House

RCPRC	Regional Commissions for the Property Restitution and Compensation
SAA	Stabilization Association Agreements
SCBoA	The Supervising Council of Bank of Albania
SCPRC	State Committee for the Property Restitution and Compensation
SEC-I	Bashkepunimi I Vendeve te Europes Jug-Lindore
SECI	Southern Europe Co-operation Initiative
SEE	South-eastern Europe
SHKP	Sherbimi Kombetar i Punesimit
SIDA	Swedish International Development Agency
SIGMA	Support for Improvement in Governance and Management
SIS	State Intelligence Service
SKZHES	Strategjia Kombetare e Zhvillimit Ekonomik dhe Social
SLS	State Labour Service
SM	School of Magistrates
SMEA	Small and Medium Sized Enterprises Agency
SPAI	Stability Pact Anti Corruption Initiative
SSH	Albanian Standard
TIPA	Training Institute of Public Administration
IVR	Institute of Veterinary Research
TVSH	Tatimi mbi Vleren e Shtuar
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
VCC	Voting Centre Commission
VI	Veterinary Inspectorate
WAN	Wide Area Network
WB	World Bank
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WTO	World Trade Organization
ZEC	Zone Election Commissions

INTRODUCTION

Overall background

The programme of the government of the Republic of Albania defines the European integration process as an absolute priority of its reforms and foreign policy.

Such priority requires internal reforms, general consolidation of the functioning of the state, sustainable economic development and an active foreign policy, particularly in the EU-Albania relations. These are conditions which constitute the main requirements for full and rapid accession of Albania in the European Union.

The main conditions for membership in the EU may be met only through the complete implementation of the SAA, and consideration of this process as a matter of national interest.

Such broad national consensus cannot result merely from the aspirations of key players in Albanian's foreign and domestic policy; rather, it must be the result of informing and educating the public about the European integration processes, as well as the outcome of a participatory, open dialogue at all levels of Albanian society, originating from this country's own values and interests as viewed through the prism of European standards.

Purpose of the National Plan for the Approximation of Legislation and SAA Implementation (NPAL-SAA)

The NPAL-SAA aims at providing in a single document the measures to be taken in order to address all the commitments undertaken by Albania in the framework of the SAp.

In particular the Plan covers all the issues raised from the launching of the SAp until May 2005 in the following context:

- Thessaloniki agenda for the Western Balkans (June 2003)
- European Partnership proposed to Albania in March 2004 and the National Plan for the implementation of the European Partnership priorities (September 2004).
- Recommendations made by the Commission in the last SAp Report and on the occasion of CTF, Working Party, Joint Committee meetings.
- Draft SAA and negotiating positions expressed by the Parties.
- Obligations to be laid down in the Interim Agreement, which would enter into force in 2006, on trade and trade related matters,.

The NPAL-SAA is a tool for determining the priorities and monitoring the European integration process in all the sectors. In particular, the Plan aims at addressing the recommendations from the Commission according to which "*during the negotiation process, Albania should carry out the necessary reforms to ensure that, by the conclusion*

of negotiations, it will be able to properly implement the obligations deriving from the Stabilisation and Association Agreement”¹

In other words, the NPAL-SAA identifies the administrative capacities of Albania to implement SAA obligations within the agreed time-schedule.

The preparation of the Action Plan in response to the EP served as good experience for the drawing up of NPAL. Among other things, the matter of better co-ordination of the process of drafting this Plan has been addressed in the Prime Minister Order No 185, of November 17, 2004 “ On the setting up of the Working Group for the drawing up of NPAL and SAA Implementation”.

Period covered and definition of priorities

The Plan covers a period of 10 years divided in short and medium term priorities according to the European Partnership criteria.

The priorities are as well classified according to the transitional periods proposed by Albania during the SAA negotiation with a particular attention to be paid to the first stage of the SAA implementation (article 70).

Therefore, the time frame is organised as follows:

- Short term: years 2005-2006
- Medium term: years 2007-2008
- Long term: years 2009-2014.

To be realistic, the measures foreseen within the long term only include:

- The continuation of measures already foreseen to meet the short and medium term priorities, especially in the sectors where important investments are needed (e.g. Transport, Energy, Agriculture, Environment).
- The indicative time frame for the completion of the approximation of legislation within the scope of the SAA (intermediate or final objective beyond the scope of short and medium term priorities) along with the assessment of the workload to translate the key elements of the *acquis communautaire* into Albanian language.

Definition of measures to meet the priorities

There is a distinction between two categories of measures: legal /non-legal measures (implementing measures).

¹ Recommendations agreed by the parties at the 4th EU/Albania Consultative Task Force meeting (Tirana, 13-14 November 2002).

The legal measures include the draft laws to be submitted to the Parliament and other normative acts to be adopted by the relevant authorities including the implementing regulations. They encompass also the identification of the *Acquis* in individual sectors and the need for foreign assistance.

The implementing measures include *inter alia*:

- Impact assessment
- Establishment or strengthening of institutions
- Extension or adjustment of existing functions
- Increase of the number of staff or reallocation of the human resources
- Training, missions abroad and study tours
- Creation of systems of notification/registration/surveillance
- Organisational schemes
- Measures to reinforce the co-operation including the setting up of working groups or steering committees (at the national, regional and international level)
- Networking and exchange of information (e.g. designation of contact points)
- Elaboration of strategies or methodologies
- Organisation of tenders
- Reports (monitoring reports or feasibility studies) and analysis of results
- Appointment of experts
- Premises/infrastructures
- Equipment/IT

Furthermore, in line with the conclusions of the Thessaloniki Agenda, the planned measures are not limited to the central State administration but, as far as possible, they involve the support from the non-governmental organisations, civil society and local authorities.

Translation issue

It is not the direct obligation for Albania to translate the *Acquis*. However, any piece of EU legislation introduced partly or wholly in the Albanian legislation should be translated in Albanian language in order to monitor the compatibility of the normative acts by the DAL at the MoEI, to provide the necessary transparency in the law-making process and to forward data through the Progress Editor of TAIEX.

The NPAL integrates this duty by considering only the initial translation of any piece of EU legislation which have undergone no revision (linguistic, legal and technical revisions which would be necessary at the stage of accession).

Description of foreign assistance

In order to make possible a better programming of the CARDS assistance as well as to benefit assistance by other donors, the Plan identifies the relevant bilateral or multilateral

projects at least by its short title, the budget available, the short description of the components/activities and the status of the implementation.

Gap analysis in the light of the commitments undertaken by Albania as regards current legal and administrative situation

The main objective of the gap analysis is a better understanding of the commitments undertaken by Albania in respect of gradual approximation of domestic legislation with that of EU and setting up of necessary administrative capacities for its the proper implementation.

Structuring of information

Plan intends to be a self-sufficient source of information structures in two parts: the narrative part and the tabulated part.

Methodology

In December 2004, The Ministry of European Integration provided to the Line Ministries and central bodies the guidelines and the methodology for the drawing up NPAL which was prepared by MoEI with a assistance of EU. The methodology consisted of:

- A template and questionnaire; and
- Guidelines for the officials involved in this activity.

The working method consisted of;

- the provision of assistance given by MoEI in cooperation with EU assistance to each Line Ministry and central body;
- the use of various methodological instruments of European Commission as regards the setting up and/or strengthening the necessary administrative capacities for the implementation and law enforcement;
- the drawing up of NPAL in two stages
 - o Stage 1: description of objectives and current situation
 - o Stage 2: identification of measures necessary for the fulfilment of objectives
- the monitoring carried out by the Working Group set up by the Prime Minister's Order No 185 of November 17, 2004 which aims, inter alia, the strengthening of cooperation between the Line Ministries and other central bodies .

The overall structure of the NPAL-SAA reflects the outline of the last European Partnership which is the same with structure of Annual Report of the Commission
The plan is divided into 3 main sections;

- Political Situation,
- Economic Situation,
- European Standards.

The structure of each of the section or subsection of the Plan includes:

I – Stated objectives of the Sector/sub sector

- Reference to the SAA
- Reference to the European Partnership
- Reference to the third report of Sap
- Other references : Thessaloniki Agenda, Regional and International conferences, National Plans and/or Strategies.

II – Current Situation

This part of the plan describes current legal and institutional framework as well as the policies and on going activities of the sector, in order to better monitor the progress of the measures undertaken in other parts of the plan.

This part includes;

- Institutions and policies
- Legal framework
- Foreign assistance: description of activities supported by foreign assistance (completed project, on – going project, and planned projects).

III – Short Term Priorities

IV- Medium Term Priorities

- Legal measures
- Implementing measures
- Financial Needs and Foreign Assistance

Monitoring and Implementation of NPAL

Internal co – ordination

Ministry of European Integration was responsible for the overall coordination of the process for the drawing up of the NPAL. Given the comprehensive and demanding nature of this plan the Ministry of European Integration established a Working Group for the co – ordination of the process for the drawing up of NPAL. Through this method has been achieved a better co-ordination of all the sectors and an improved exchange of information between the Line Ministries included in the process of preparation of NPAL.

The Plan itself is compound of each contribution prepared by the Line Ministries, which reflects the sector - related priorities setted out in the draft SAA.

Monitoring and Implementation in the level of Albanian Government

The responsibility for the monitoring and the implementation of the plan stands to each institution within its field of competence. In this respect, an important role plays the continuous dialogue with European Union Delegation.

The Ministry of European Integration co-ordinates and monitors the implementation of the Plan.

The first phase of the monitoring and implementation of the Plan coincides with the period where the next annual state budget is going to be approved, in this respect the Plan and State Budget will be directly linked as regards the funds to be allocated according to the financial implications deriving from the Plan.

By end of the year 2005 the plan will be supplemented by the generalisation of the identification of staffing and training needs and the financial estimates regarding the financing by the State Budget.

The next stage will place the emphasis on the "*rapid and substantial strengthening of those state bodies that will be directly involved in implementing key SAA provisions*"¹ and will tackle the issue of financial estimates during the preparation of the Budget .

Improvements compared to the National Plan for the Implementation of the EP priorities could be summarised as;

- Measures to be implemented, have taken into consideration the *Acquis Communautaire*.
- Measures are defined in realistic terms
- Clear indication of the date of entry into force which facilitates the monitoring.

¹ Underlined in the last annual SAp Report from the Commission