



Implementation Progress Report

January – November 2017

Consolidation of Territorial and Administrative Reform (STAR 2)



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I. Executive Summary

The present report summarizes STAR2 implementation progress over the period January-November 2017. The implementation had to be preceded and based on the findings and recommendations of an inception phase that was launched in November 2016, while the first project activity, the Local Governance Mapping had begun in October 2016 and was ongoing at the beginning of 2017. During 2016, the project identified and recruited an essential part of the designated staff, but the completion of the staffing plan with staff in Tirana and in the regions continued throughout the first half of 2017. June was the month of general elections that led to the formation of a new government in September 2017 and the project is being adapted to new institutions responsible for local government. In the same time, following the completion of the inception phase, most of the project activities are in the final stages of design or launched.

The project underwent an inception period between November 2016 and May 2017. The exercise aimed at reviewing and validating all project proposed activities, detailing those activities into operational form and defining as accurately as possible the approaches to follow. This process entailed consultations with a high number of central and local level institutions, development partners, ongoing projects and initiatives, and internal discussions. The Inception Report was reviewed by the Project Steering Committee in May 2017 and was also shared with several civil society organizations for feedback at the same time, prior to take its final form and being approved by the SC members on June 8, 2017.

The inception phase resulted in an update of proposed activities and interventions along with more well defined partnerships, a detailed project implementation action plan, an updated results framework and risk log, a finalized communication and visibility strategy and a revision of the financial allocations across budget lines.

The Local Governance Mapping exercise was completed prior to the general elections, its results were, however, kept on hold until after the elections for avoiding any misuse. A National Conference for the launch of the National Mapping Report took place on 17 October and generated great interest and a huge participation from all the local government units, civil society, media and development partners. The feedback was generally positive on the key message that local governments' effectiveness, relevance as well as citizens' views and expectations should be central to local government work.

Two major procurements for assisting in the improvement of local government archives (61 municipalities) and the provision of local services through one-stop shop (50 municipalities) were designed after intensive institutional and stakeholder consultations, tendered and under implementation respectively since August and November 2017.

Other activities related to LGUs' Transparency Plans, publication of Municipal Legal Acts, adoption of Standard Operating Procedures, etc., are launched and expected to start in December 2017. In addition, expert teams have been established to design methodologies and approaches to address other activities such as service re-organization, establishment of a Municipal Performance Monitoring /Benchmarking system, designing local integrity and anti-corruption plans etc.

From the institutional angle, following the general elections held in June 2017, the central government entered a process of complete re-organization of ministries and agencies as well as their competences. After some time without a project national counterpart, in October 2017, the project was introduced to the new institutional partner, the Ministry of Interior and the designated Deputy Minister in charge of Local Government.

II. Implementation Progress

2.1 Inception Phase

The Inception phase spanned from November 2016 until May 2017. The purpose of the Inception phase was:

- to document any changes to the project plan since the finalization and approval/signature of the project document
- to present a concise description and plan of various activities and actions, timing and outputs of the specific tasks for the project
- to ensure a common understanding and ownership by all project partners
- to invite comments and recommendations from the Project Steering Committee
- to adopt the Report as the operational tool for planning, monitoring and evaluating project progress and quality of implementation.

The project team engaged in several meetings and consultations with local stakeholders as well as with key central institutions and other development partners. The meetings served to validate different elements and activities proposed by the project, identify areas for collaboration, coordination and complementarities as well as those that pose risks for overlapping.

The Inception Report was submitted to Steering Committee members on 28 April for their final review and comments in anticipation to the SC meeting to be held on May 11th, 2017. The 2nd Project Steering Committee, held on May 11th, was dedicated to reviewing the Inception Report and providing feedback. The MSLI, with the aim of introducing the STAR2 and its implementation plans to a larger audience, called for an extended participation to the SC, inclusive of representatives of relevant development stakeholders having a stake in local governance (World Bank, EBRD, Council of Europe, OSCE and IMF, etc.) in the status of observers, beyond the core group of project Steering Committee members.

Also, in the framework of broadening consultations and views on the Inception Report, MSLI posted the Report on its official website and convened a CSOS roundtable on May 23, with the participation of several CSOs active in the field of local governance as well as representatives from both municipal associations.

In follow up of the review and feedback received, the project in collaboration with MSLI, organized a technical meeting on June 8, 2017, to present to the Steering Committee members an overall reflection and proposed changes to the project. The meeting achieved its purpose in reaching a consensus by all parties on the revised project and its proposed narrower scope.

Major changes suggested from the inception process relate to project activities, among which, the following are worth to mention:

- A focus on activities related to improving services and citizens' relationships and activities that have the potential to produce tangible products and can be replicated. This conclusion was also taking into account that some of the activities foreseen by STAR2 project in the formulation and approval phase, mainly those related to awareness about the new Law on Local Finances and a few areas pertaining to PFM at the local level, are strongly featuring in the implementation plans of other development partners (dldp, plgp, Strong Municipalities, Municipalities for Europe, etc.). This translated in a reduction in capacity development activities, especially those targeting local

finance law, midterm budgeting process, resource allocation at local level, implementation of tax management software etc. Based on the above-mentioned consultations and agreement, the following is the list of removed activities:

- 1.1.1. Capacity building of CSL implementation to Mayors and councilors;
 - 1.1.2. Support further capacity building on CSL and Labor Code implementation;
 - 1.2.3. Revise local governments' organizational chart as per typology, context, and capacities;
 - 1.2.4. Capacity building and tools for compliance with the Local Government Organic Law;
 - 1.3.1. Capacity building on MTB process and resource allocation at the local level;
 - 1.3.2. Provide training to 61 municipalities on the requirements of the Local Finance Law;
 - 1.3.5. Expand the implementation of the tax management software;
 - 1.3.6. Enable CSOs and interested citizens to be effective in participatory budgeting processes;
 - 2.1.4. General training on project preparation and project implementation; and
 - 3.2.2. Pilot virtual participation in council meetings for the public.
- Introduction of new activities – A couple of new activities introduced during the Inception are the activity 1.3.5 on strengthening municipal capacities to meet the transparency and accountability requirements of Supreme State Audit and activity 1.3.4 capacity building on asset and land management.
 - Redefinition of some activities in terms of approach, targeted groups and numbers. For instance:
 - activity 2.3.1 on the establishment of One Stop Shops - a new approach on OSShs that reflects the assessment of ongoing models and the adoption of an optimal /centralized approach
 - activity 1.3.2 on the development of local revenue management action plans (the number of targeted municipalities was reduced from 42 to 30 municipalities),
 - activity 2.1.3 on the re-organization of services (number of targeted services was reduced from 6 to 3 services to be re-organized) for feasibility and budgetary reasons, etc.
 - activity 2.4.1 establishing a system of digitalization of local government archives has been revised by emphasizing a more intensive coaching to all municipal archive and protocol staff to internalize physical archiving standards
 - Further detailing of Indicators – took place to make the project work more operational and conducive to progress monitoring and evaluation. In this respect, several milestones (deliverables) of the project are defined, and indicators of results are set.

Subsequent to Steering Committee approval of the Inception Report, the updated table of activities for STAR2 project is as follows (original activity numbers have been preserved):

OUTPUT 1 - Strengthening institutional and administrative capacities of LGUs

Output 1.1 Enhanced human resource and administrative management capacities leading to a more professional public administration at local level

- 1.1.3 Capacity building on Code of Administrative Procedures (CAP) implementation
- 1.1.4 Capacity building on adopting local government Standard Operating Procedures

Output 1.2 Improved leadership behavior and organizational capabilities of municipal leaders

- 1.2.1. Develop and deliver training on leadership development

- Output 1.3** Local public financial and fiscal management capacities enhanced
- 1.3.1 Support improvement of local level tax collection and enforcement
 - 1.3.2 Develop local revenue management action plans for 30 small and medium municipalities
 - 1.3.4 Capacity building for mayors and heads of asset and land management directories on Local Government Asset Management
 - 1.3.5 Strengthen municipal capacities to meet the transparency and accountability requirements of Supreme State Audit

OUTPUT 2 – Increased local service delivery, efficiency, quality, coverage, accessibility and inclusiveness for men and women

- Output 2.1** Delivery of services and their management (including new competencies) improved
- 2.1.1 Capacity building for local service providers on their specific roles and duties to efficiently implement the existing and new functions and deliver local services to the citizens.
 - 2.1.2 Addressing challenges and capacity building for a full takeover of new delegated functions
 - 2.1.3 Piloting service reorganization
- Output 2.2** - A national benchmarking system for key selected administrative/public services established
- 2.2.1 Development of a national benchmark system on local government administrative and public services
- Output 2.3** A one-stop-shop model is defined and scaled up nationwide
- 2.3.1 A one-stop-shop model is defined and scaled up nationwide
- Output 2.4** A system of digitalization of local government archives adopted nationwide
- 2.4.1 A system of digitalization of local government archives adopted nationwide

OUTPUT 3- Enhanced local democracy through fostering citizen – oriented governance and participatory decision making

- Output 3.1** Status of local governance mapped in all LGUs
- 3.1.1 Conduct a Local Governance Mapping
- Output 3.2** – Strengthened local democracy through enhanced participation, transparency and accountability and ethics and integrity in local government
- Participation**
- 3.2.1 Build institutional capacity for public engagement and consultation, including vulnerable and marginalized groups, especially women, persons with disabilities, Roma and Egyptian communities
- Transparency
- 3.2.3 Introduce practices to strengthen local officials’ accountability towards citizens
 - 3.2.4 Support development and application of systems allowing publication of municipal acts and regulations and consultation mechanisms
 - 3.2.6 Develop standard websites for new municipalities
- Ethics and Integrity
- 3.2.7 Increase local government public ethics and integrity
 - 3.2.8 Pilot municipal integrity plans

2.2 Progress per Activity

The following is a summary progress per activity for the reporting period January – November 2017, alongside three expected outputs is provided as follows:

No	Activity	Progress
1 2	1.1.3 Capacity building on Code of Administrative Procedures (CAP) implementation & 1.1.4 Capacity building on adopting local government Standard Operating Procedures	The Law 44/2015 “On the Code of Administrative Procedures (CAP) in the Republic of Albania” was adopted on 30.04.2015. The objective of the law is to ensure the effective implementation of public functions towards citizens and the protection of citizen’s legal rights applying the principle of due process of law. The CAP naturally leads to the adoption of Municipal Standard Operating Procedures (SOP), the latter aiming to create the necessary framework to enable an effective and efficient functioning of the municipal administration. The SOPs are meant to promote professionalism and consistency in the exercise of Municipal functions, in accordance with the principles of legality, accountability and transparency. A first step towards developing and introducing SOPs was made during STAR 1, which drafted for instance models of (1) Policies and procedures of the municipalities, (2) IT Policies and Procedures Manual, and (3) IT Disaster Recovery Plans. STAR2 conducted a preliminary verification of the situation on the level of absorption/use of the CAP and the availability of municipal internal regulations or SOPs. Findings showed that over 50% of municipalities have in place a SOP or are in process of adopting them, although with differing quality and content. Based on the above and further consultations, STAR 2 will direct its assistance to municipalities as per the following main steps: • Assessment of the situation on SOP development and implementation at local level, including compliance with CAP, usage level, bottlenecks in implementation & necessity for intervention; • Building capacity of local staff and councillors on SOP development, adaption and implementation; • Develop practical tools and guidance on SOP implementation • Support adoption of Standard Operation procedures A draft Call for Proposal (CfP) was drafted for undertaking an assessment of the situation of SOPs implementation at local level in Albania, develop a model of SOPs to be adopted at local level, and propose approaches as per municipal specific needs on SOP development, implementation, and capacity building. The Request Call for Proposals was launched in November and contract is expected to be awarded in December 2017.

No	Activity	Progress
3	1.2.1. Develop and deliver training on leadership development	An initial concept on leadership capacity building assistance for elected mayors is developed. The proposed approach considers the specifics of the target group, mayors, and proposes alternative and complementary ways to contribute to the improvement of the organisational behaviours of LG leaders. The proposed approach, targeting the current 61 mayors, includes the following main activities: • Mayors engagement meeting • Identification of Albanian best practices of LG • Peer to peer exchange program among Albanian municipalities • LG exchange program with reputed European mayors • Development of Municipal Management Tools The approach will be refined and implemented from early 2018, seeking also the active engagement of the new national counterpart, the MOI and especially the Deputy Minister in charge of Local Government.
4	1.3.1 Support improvement of local level tax collection and enforcement	A national expert on Local Finances is being hired to support the development of this activity
5	1.3.2 Develop local revenue management action plans for 30 small and medium municipalities	Idem
6	1.3.4 Capacity building for mayors and heads of asset and land management directories on Local Government Asset Management	Idem
7	1.3.5 Strengthen municipal capacities to meet the transparency and accountability requirements of Supreme State Audit	Idem
8	2.1.1 Capacity building for local service providers on their specific roles and duties to efficiently	A national expert on Local Public Services is being hired to support the development of this activity

No	Activity	Progress
	implement the existing and new functions and deliver local services to the citizens.	
9	2.1.2 Addressing challenges and capacity building for a full takeover of new delegated functions	Idem
10	2.1.3 Piloting service reorganization	In preparing for this activity, the project engaged initially a short-term International Expert (IE), who was engaged in looking into the legal and institutional frameworks and the specifics of regarding possibilities for the reorganization of public services. At present, the project is hiring also local expertise on local public services, who will assess challenges and capacity building needs for service delivery in general and the takeover of the new functions in particular. During the reporting period, the IE has organized field visits and meetings with relevant stakeholders involved in the process of drafting the legal framework of local government, line central institutions and LGUs to consult the legal perspective on the service re-organization and legal benefits / implications for citizens. An initial analysis of the legal framework of public services, an overview of the new functions with their pitfalls and opportunities and a concluding SWOT analysis was delivered in October 2017. Main challenges identified in the SWOT analysis are: • In general, the transfer of the new functions has not been accompanied by sufficient resources (budget, equipment, archives). This results in numerous shortcomings and dysfunctions. • Service capacities are slow to set up. • The dialogue between the two levels (CG and LGUs) is deficient and not structured. • Budgetary decisions are often unilateral and insufficient. • Conflicts of competence between institutions or conflicts of interpretation on legal aspects are frequent. • The central consultation structures provided for by the organic Law 139/2015 have been adopted slowly, through intralegal acts, and to date do not play a major role. • Regional structures for administrative or technical assistance are almost non-existent. Most of the deconcentrated structures that before the 2015 TAR were located in the center of the Qark, specialized in the management of so-called « common » function of the public service (most of which are new decentralized functions since 2015), with the TAR have been dissolved or concentrated at higher regional level. The effects appear to be detrimental in terms of loss of know-how, economies of scale and opportunities of assistance to the municipalities. • The question of the general competence clause still had to be resolved.

No	Activity	Progress
		Based on the above, the IE has proposed a set of services, to be further considered for pilot re-organization, namely: Irrigation and Drainage, Rural Roads, Social Services, as among the most dysfunctional and/or priorities for the municipalities. Further brainstorming with stakeholders on the proposed services and selected municipalities will continue and is necessary prior to taking a final decision and continue with designing the methodology and undertaking service reorganization during 2018/9.
11	2.2.1 Development of a national benchmark system on local government administrative and public services	The project aims to establish a Municipal Performance Monitoring System composed of a set of selected indicators and for which data are easily made available. The performance monitoring system will act as a driver and an incentive for municipalities to outperform each other and for pooling of know-how and learning. Besides inter-municipality comparisons, the performance monitoring system will also enable the national government to compare results across municipalities to make decisions about where to concentrate assistance. An International Expert is hired, to: review existing data collection practices in Albania, propose an initial set of indicators and the methodology on designing and deploying a benchmarking system for Albanian local governments, and develop Terms of Reference on the implementation of the proposed benchmarking system. During July – November 2017, the IE has conducted several consultations with central and local public institutions and implementing partners on existing performance measurement practices, data availability, the local standards and national minimum standards. The conclusion to date is to work towards building a Local data Platform, starting with the following initial policy areas: Water, Waste, Lighting and Municipal Budgets. The implementation approach is proposed in phases as presented below. The timeline is for the TORs to be developed by end January 2018 and implementation to start in early 2018.

No	Activity	Progress
		Proposal for implementation Fast Track central available data - Interface: Design, Develop, Launch, Evaluate - Data management: Agreements - Indicators and data: Selection, processing, Publish, Evaluate - Capacity development: Capacity development for users Deep Track Data from source - Indicators and data: Workgroup waste: indicators and data, Publish - Indicators and data: Workgroup infrastructure: indicators and data, Publish - Indicators and data: Workgroup 3,4,5,..., Publish - Data management: Standards - Data arrangements: Training and support data collection - Capacity development: Training and support data collection
12	2.3.1 A one-stop-shop model is defined and scaled up nationwide	The development of the approach for the OSSh was a process of consultations with various institutional, development and technical partners and has sought their understanding and support. Given that the OSSh model had to be developed in a context with existing models and experiences, and also in order to ensure that the drafted ToR would take into account the recent developments, being them legal and institutional, do not create any bias, and are inclusive of national and international application interests, UNDP sought expertise of an international specialist with evident knowledge and experience in OSS at local level to support the finalization of the OSSh Terms of Reference. TORs were finalized in early August 2017, followed by a Call for Proposals launched on 7 August 2017 with a final deadline of 22 September 2017. Four bids were received by the deadline, each of them representing a joint venture between national and

No	Activity	Progress										
		international entities. <table><tr><th>No</th><th>Name</th></tr><tr><td>1</td><td>JV CSI Piemonte & IkubINFO & IP3 & Infosoft</td></tr><tr><td>2</td><td>Consortium Communication Progress & Deloitte Albania & Sofrecom S.A & Softeam</td></tr><tr><td>3</td><td>Helius System subcontracting Unisystem</td></tr><tr><td>4</td><td>JV Maggioli S.p.a & Kreatx</td></tr></table> The outcome of the evaluation of the above proposals resulted in the award to CSI Piemonte Joint venture. The contract implementation will last 24 months, until December 2019, at the end of which, at least 49 Municipalities will have functional One Stop Shops to deliver around 60-70 administrative services.	No	Name	1	JV CSI Piemonte & IkubINFO & IP3 & Infosoft	2	Consortium Communication Progress & Deloitte Albania & Sofrecom S.A & Softeam	3	Helius System subcontracting Unisystem	4	JV Maggioli S.p.a & Kreatx
No	Name											
1	JV CSI Piemonte & IkubINFO & IP3 & Infosoft											
2	Consortium Communication Progress & Deloitte Albania & Sofrecom S.A & Softeam											
3	Helius System subcontracting Unisystem											
4	JV Maggioli S.p.a & Kreatx											
13	2.4.1 A system of digitalization of local government archives adopted nationwide	The main objective of this activity is to design and implement a capacity building plan on legal requirements for physical archiving and support the initiation and implementation of the physical archiving in each municipality. The activity has started implementation in mid-August 2017 and is planned to be completed within 14 months. The activity will unfold alongside the following Working Packages: 1. Analysis of existing situation of archive offices in 61 Municipalities and 323 Administrative Units based on site visits and consultation with main stakeholders such as Minister of State for Local Issues (MSLI), Agency for Implementation of the Territorial Reform (AITR), General Directorate of Archives (GDA) under the guidance of UNDP Star2 team; 2. Training courses targeting to about 460 protocol and archive employees; 3. On the job training and coaching to archive and protocol employees. Expected results from this activity are: 1. 61 municipalities and their respective 323 administrative units have a unified standard for physical archiving; 2. Archives are reorganized compliant to archiving legal requirements 3. Employees’ knowledge and skills are enhanced to serve the purpose of effective usage of the DMS already made available to each LGU. During this reporting period, progress is achieved on the following: • Assessment to update the baseline of archives and archives' staff status in each municipality • A detailed archiving management plan for the physical archiving including procurement and										

No	Activity	Progress
		delivery of archiving boxes and files • SMART objectives for the archives and protocol employees • Job descriptions for archives and protocol staff in line with the existing legal requirements • A detailed Training Plan is produced, including: identified locations, defined number of participants for each location, duration for the training programme, trainers list, products and process for evaluation and testing of acquired knowledge, grouped by typology of users as well as M&E indicators. • Reflection on project findings against the TORs is prepared with review of project risks and identified mitigation measures • Training Manual for employees of the archives and protocol offices of local government units is produced • Agreement is reached with specific municipalities on cooperation, mutual support and engagement on the project activities. • Full documentation of standardized workflows is prepared
14	3.1.1 Conduct a Local Governance Mapping	This activity was initiated in October 2016 with the development of the methodology. Between January – March 2017 data collection, data processing and analysis as well as drafting of first municipal reports were completed. In April, the main findings of the Local Governance Mapping were presented to the Municipalities and validated with all relevant local actors. A detailed calendar was shared with all project stakeholders and donors, who in turn attended several meetings. STAR2 staff was engaged in closely monitoring (26 workshops monitored in April) and quality assurance of all the activities. The discussions and recommendations provided and agreed during the meetings were reflected in the Municipal individual reports. Every Municipality received the respective Individual Report. The official launch of main findings was deliberately postponed to September, considering the General Elections which took place in June 2017, thus avoiding any opportunity for political interpretation of findings. On October 17th, 2017 the launching event for the LG Mapping, was organized. The event was attended by over 180 participants representing municipalities, line ministries, qarks, prefectures, independent institutions, partner organisations, CSOs and media. Among the participants, there were 28 mayors and 22 deputy mayors, representatives from 3 line ministries and 11 government agencies, 8 Qarks, 5 prefectures, 2 independent institutions, 30 partner organisations, projects and CSOs, and 8 national media. The assessment was praised as a novelty and an important viewpoint for improving LGU performance and

No	Activity	Progress
		strengthening their accountability and responsiveness to citizens.
15	3.2.1 Build institutional capacity for public engagement and consultation, including vulnerable and marginalized groups, especially women, persons with disabilities, Roma and Egyptian communities	
16	3.2.3 Introduce practices to strengthen local officials' accountability towards citizens	STAR2 aims to design and make operational a standard tailor-made model of transparency programme for municipalities as a necessity to ensure the disclosure of information of public interest in a timely and effective manner. The new model will comply with the legal requirements both on the right to information and on the local-self-governance, and ensure disclosure of information in an easy readable and understandable format from different audiences taking into consideration the best local, regional and international practices. The model of Transparency Programme for local government will address the shortfalls in providing larger amount and variety of information in an appropriate format and level through the inclusion of standard forms. Considering the challenge related to an effective transparency and accountability of local government and the lack of any measurement system for the level of transparency and accountability, it remains also crucial to accompany the model with a standard set of transparency and accountability indicators for the regular measurement and reporting of the level of transparency of each municipality to pave the way toward benchmarking of this dimension. In addition, the adoption of the model of Transparency Program and the associated measurement system will be the basis for capacity building activities during the intervention for all municipalities and for the follow up phase to ensure proper adoption and use of these instruments. The final model of transparency program for local government and the measurement system of transparency and accountability will be incorporated in an order of the Commissioner on the Right to Information and Protection of Personal Data which following the publication in the official gazette will be obligatory for all the municipalities. ToRs on the Development and Adoption of Municipal Transparency Plans are finalized in consultation with the Commissioner on the Right to Information and Protection of Personal Data. The Call for Proposals was launched in November and the contract will be awarded in December 2017.

No	Activity	Progress
17	3.2.4 Support development and application of systems allowing publication of municipal acts and regulations and consultation mechanisms	In Albania, the publication of local government acts is an obligation arising from Law 139/2015 “On Local Self Governance” as well as the embodiment of good practice in the obligation to transparency and accountability. This becomes even more indispensable in the new conditions created by the Administrative-Territorial Reform, whereby new municipalities now extend their jurisdictions to far-flung rural areas thus extending the distance between citizens and their local government. The project conducted a desk review, aiming to identify the number of Municipalities that publish Municipal Council Decisions (MCDs) online, and findings shows that: • 27 Municipalities publish the MCDs online, either in their official webpage and / or in outside online dedicated platforms; • 34 Municipalities do not publish online the Municipal Council Decisions conform legal requirements; The project finalised the TORs for assisting up to 34 targeted municipalities for the digitalization and publication of Municipal Council Decisions (MCDs) complying to a set of criteria as per the existing legal requirements. The CfP was launched in November and the activity is expected to start implementation in December 2017. The intervention will be implemented in the timeframe of 15 months (December 2017 – March 2018) and the expected outputs and targets are: • Undertake an assessment on the extent to which Municipalities (all 61) digitalize and publish online the Decisions of Municipal Council. • Collect, catalogue and digitalize MCDs decisions for the period of June 2015 – December 2018 for up to 34 Municipalities, which currently do not engage in online publication of MCDs: • 34 targeted Municipalities publish online on their webpage the Decisions of Municipal Councils complying to legal requirements • Provide capacity building for relevant municipal staff (IT, RTI Coordinators etc.; 34 Municipalities - around 120) to ensure sustainability of digitalizing and online publication of MCDs independently • Establish a “help – desk” to provide support to each municipality, up to 3 months after the process of digitalizing and online publishing for the envisaged MCDs volume is completed. The assistance shall ensure sustainability, ensuring all targeted municipalities to continue online publication of MCDs compliant to legal requirements.
18	3.2.6 Develop standard websites for new	STAR2 aims to design a user-friendly model of web page for the local government with standard content

No	Activity	Progress
	municipalities	which fulfils the legal requirements, easy readable and understandable from different audiences in terms of education, age and interests, is among the abovementioned obligations. The standard model web page will address the shortfalls in providing the information in appropriate form, format, and level through the inclusion of standard features, forms and content. The web model is aimed to serve as a standard instrument of communication to ensure transparency, accountability and inclusiveness in the municipal activities. ToRs for the design and deployment of a Municipal Standard Web Page are shared with the National Agency for Information Society (NAIS) since October 2017 for their final review. Parallel to this, the project is carrying out in-depth assessment of the webpages of those municipalities which despite the existence of the webpage, expressed interest to modify, improve or change it with project assistance, through bilateral contacts of expert project staff and each interested municipality. Upon NAIS feedback, this activity will be launched, expectedly in January 2018
19	3.2.7 Increase local government public ethics and integrity	The regional OECD-UNDP Conference on “Corruption-free Cities of the Future”, which will take place on 7-8 December 2017 in Tirana, will be the trigger for developing this activity.
20	3.2.8 Pilot municipal integrity plans	Idem

2.3 Cross-cutting activities

Two cross-cutting activities are initiated during 2017:

1. Since early July, with a concern on the scarcity of local / municipal data, necessary to inform the preparation and orientation of various project activities among others, the project tasked its 12 regional coordinators to start collecting structured information from their municipalities. For this purpose, for each of the required dataset, data collection matrices were drafted, taking as a main reference the legal framework, the Law on Local Self-Government and the Law on Local Government Finance as well as the practice of municipalities.

In addition, regional coordinators were tasked to respond to requests from the MSLI on data collection regarding:

- Municipal Councils' decisions in 61 municipalities, categorized according to the main sectors (infrastructure, housing, local tax and tariffs, MTB, etc.)
- Identification of local administrative services most required by citizens (at the municipal, administrative and aggregate level).
- Identification of good public services / models in each municipality
- Information on fees and taxes in 61 municipalities for comparison purpose

Collection of these data is ongoing, with a high response from most municipalities, although there are also a lot of shortages and data missing, the forms are being populated and data analysis and a review of this internal approach took place during late September-October. The initial findings from this exercise, confirm the assumption of the lack of unified understanding, structure and system of data collection in municipalities. There is a lot to be done to ensure most importantly the same understanding and set official standards on data collection and reporting. Results are still very disparate and inaccurate, and the project is re-thinking to modify the approach for this aspect. Nevertheless, to date, there is no conclusive solution yet.

The project invested some efforts for collecting municipal data based on a general common format and through making use of project's regional coordinators and the local statistics and IT experts. The initial findings from this exercise, confirm the assumption of the lack of unified understanding, structure and system of data collection in municipalities. There is a lot to be done to ensure most importantly the same understanding and set official standards on data collection and reporting. Results are still very disparate and inaccurate, and the project is re-thinking to modify the approach for this aspect. Nevertheless, to date, there is no conclusive solution yet.

2. The project is engaged in supporting the organization of a regional Conference on "Corruption-free Cities of the Future", which will take place on 7-8 December 2017 in Tirana. The event is co-organised by the United Nation's Development Programme (UNDP), jointly with the Organisation for Economic Co-operation and Development (OECD) Anti-Corruption Network for Eastern Europe and Central Asia (ACN) and Regional Anti-Corruption Initiative (RAI), and co-hosted by the Ministry of Justice and Ministry of Interior of Albania. The event will provide an opportunity to exchange experiences about achievements and challenges in preventing corruption at the local level, including in cities, regions and other sub-national levels of public administration. This engagement will increase during November and culminate during the event.

III Communication Strategy

Since its outset, the project has considered important to present with accuracy and realism the objectives and expectations of the assistance to be provided, the response and preparation required from the participating local governments, the specific strategic role of the Albanian government in this assistance and has given due credits to each of the contributing partners who have made the project possible.

The project had developed an initial Communication Strategy and Visibility Guide, based on the Joint Visibility Guidelines for EC-UN actions in the field, since its approval in mid-2016. By February 2017, the Strategy was refreshed and improved, while always referring to the Joint Visibility Guidelines for EC-UN actions in the field and other partners' requirements.

Soon after, the Project defined its own logos that identify it and recognize the contribution of all development partners. The following logos¹ have become standard and used in official letterheading as well as written communications, events, banners, etc.



Consolidation of Territorial and Administrative Reform



Throughout 2017, the project has used the webpage www.reformaterritoriale.al, established since STAR1, and social media <https://www.facebook.com/reformaterritoriale/posts>, to communicate its activities. The webpage is currently closed, due to the transition and delegation of responsibilities from MoLI to MoI. This webpage has published all the support and activity of the STAR1 project, that assisted the government of Albania in this key reform and the following STAR 2 project in support of its consolidation. Given all the above reasons, but also the stage of the consolidation of the territorial reform and the need for a reliable source of information for the public, media and partners on activities for this reform, UNDP remains

¹ Some logos have changed during the year based on information and requests from project partners.

available to support through STAR 2 project, reactivation, maintenance and enrichment of the website, subject of the Ministry of Interior request.

The project also established regular contacts with several visual and print media. As a kick start, in March 2017, representatives of about 20 national and local visual and print media took part in a round of field visits to some municipalities of Albania to see the impact of the Administrative-Territorial Reform. The visited municipalities included Fier, Tepelena and Gjirokastra, whereby an informative meeting was held on the achievements of RAT and STAR2 and the objectives of the project in the next 3 years. These visits engaged a number of journalists to write articles on different aspects of TAR. Some of the media coverage can be found in the following links:

<http://www.gazetadita.al/cfare-eshte-perfituar-nga-reforma-territoriale-dhe-impakti-pozitiv-per-qytetaret/>
<http://www.tiranaobserver.al/titujt-e-pronesise-me-ligjin-7501-cuci-shkurtohen-kostot-dhe-procedurat-me-reformen-e-re-territoriale/>
<http://www.gsh.al/2017/03/13/reforma-territoriale-bledi-cuci-bashkite-kane-me-shume-kompetenca/>
https://www.youtube.com/watch?v=cRdU_ifJh6c&feature=share
<http://www.gazetadita.al/cfare-eshte-perfituar-nga-reforma-territoriale-dhe-impakti-pozitiv-per-qytetaret/>
<http://www.scan-tv.com/zbatimi-i-reformes-territoriale-bashkite-funksione-te-reja-ne-sherbim-te-qytetareve/>

In the following months, there was no significant event to be taken by the media as the project was in a long inception phase and then the general elections followed. However, media were prompted during the launch of the Local Governance Mapping report, participated in a preliminary round table to understand and discuss on the mapping results and reflected the event professionally after. Some of the links for this event are below:

<http://top-channel.tv/lajme/artikull.php?id=366249&fundit>
<http://www.abcnews.al/lajme/aktualitet/2/90834>
<https://www.ata.gov.al/publikohen-rezultatet-e-vleresimit-kombetar-hartezimi-i-qeverisjes-vendore-ne-shqiperi/>
<http://www.gazetadita.al/qeverisja-vendore-pjesemarrja-e-qytetareve-ne-vendimarrje-pika-me-e-dobet/>
<http://www.oranews.tv/vendi/korrupsioni-ne-nivelin-e-qeverisje-vendore-mbetet-i-larte/>
<http://revistaelite.al/rubrikat/aktualitet/qeverisja-vendore-pjesemarrja-e-qytetareve-ne-vendimarrje-pika-e-dobet/>
<http://bionews.al/tag/qeverisja-vendore/>
<http://vizion.com.al/qeverisja-vendore-pjesemarrja-e-qytetareve-ne-vendimarrje-pika-me-e-dobet/>
https://www.youtube.com/watch?v=q3_NzEYNpgA
<http://gazeta.afp.al/2017/10/18/mobile/index.html#p=5>
<http://gazeta.afp.al/2017/10/18/mobile/index.html#p=14>
<http://afp.al/news/2017/10/vendoret-ende-te-varur-nga-pushteti-i-qendres-56059/>
<http://www.tiranaobserver.al/anketimi-per-pushtetin-vendor-qytetaret-kerkojne-me-shume-akses-ne-vendimarrje/>

IV Internal Project Management

4.1 Personnel and Expert Mobilization

Internal management, recruiting and administrative matters were finalized by the first half of 2017, providing the necessary human and logistical support to project implementation. In June 2017, recruitment for all positions within the PMT, PCU and twelve regional coordinators were finalized.

However, in line with the suggested and accepted changes from the inception phase and the reduction of a number of activities related to capacity building, it seemed necessary to review and adapt the staff structure, an exercise that is underway during November and December. Earlier, in October 2017, two project staff contracts were terminated, namely the position of the Team Leader for LGU Capacity Building, deemed redundant after the shrinking of the first project component, and the position of Local Government Expert, as the incumbent engaged fully with the new Government structures.

The project staffing status as of November 2017 is presented below.

No	Position	Name	Notes
	Core Project Staff		
	Project Management Unit (Development support)		
1	National Project Manager	Edlira Muhedini	
2	Senior Team Leader Public Service Delivery	Diamant Fiku	
3	Senior Team Leader Good Governance	Silvana Malaj	
4	Project specialist	Erisa Lame	
5	Field Presence Coordinator	Artur Kurti	
	Project Coordination Unit (Operational support)		
1	Project Coordinator	Anila Shehu	
2	Senior Finance/Admin Assistant	Fabjola Zeqiri	
3	Administrative assistant	Juliana Babaliaj	
	National Specialized Expertise (long & short term)		
1	Local Government Data Analyst	Elda Kapllani	
2	Public Relation and Communication	Klementina Cenkollari	
3	Local / Municipal Finances	Elida Fara	Starting in Dec
4	Knowledge Management Specialist	Oerd Imami	
5	Environment	Emirjeta Adhami	Part-time
6	Gender and Social Inclusion	Erjona Mullellari	Part-time
7	Anticorruption and Local Integrity	Lorena Pullumbi	Part-time
8	Local Public Services	Taulant Zeneli	Part-time (Dec)
	International Specialized Expertise (short term)		
1	Service Re-organization	Artan Kotro (FR)	
2	One Stop Shop systems	Olegas Niaksu (LT)	
3	Performance Monitoring System / Benchmarking	Christian Vast (NL)	
	Support Staff		

No	Position	Name	Notes
1	IT expert	Mirvjen Ulqinaku	
2	Project assistant 1	Indrit Demiraj	
3	Project assistant 2	Romina Kacorri	
4	Driver 1	Donetin Selimja	
5	Driver 2	Artan Rozani	
	Regional Staff		
1	Regional coordinator Berat	Ymer Hoxha	
2	Regional coordinator Diber	Denis Lushi	
3	Regional coordinator Durres	Illirjan Nastas	
4	Regional coordinator Elbasan	Asim Sula	
5	Regional coordinator Fier	Baftjar Zeqaj	
6	Regional coordinator Gjirokaster	Redi Rama	
7	Regional coordinator Korca	Adriatik Brace	
8	Regional coordinator Kukes	Bukurosh Onuzi	
9	Regional coordinator Lezha	Pashk Luka	
10	Regional coordinator Shkoder	Agim Shimaj	
11	Regional coordinator Tirana	Rigert Zhaka	
12	Regional coordinator Vlore	Migena Balla	

V Risks and Mitigations

Risks related to the project implementation remain overall valid as presented in the project document. During the inception period, most of the risks have been reviewed for their validity. The main risks and mitigation measures at present are the following:

- *Lack of institutional and technical capacities at central level to support LG empowerment and coordinate project implementation.* The project, as per design, provides support for management and coordination capacities to the Minister in charge of local issues. In view of Government changes and responsibilities assumed by the Ministry of Interior, the project is establishing relations with the new counterpart and preparing for support.
- *Other donor organizations'/ government initiatives in the same area overlap or contradict with the project.* The PSC remains the highest level donor coordination instrument overseeing the project plans and progress. As part of the inception phase, an improved division of labor among various active actors has resulted and reflected in the inception report. The project staff went through an extensive phase of consultations with relevant government and development agencies, programs and projects with the objective to avoid overlapping and create synergy. As a general approach, STAR2 acknowledges and will build upon the existing best practices in several areas of intervention, but also identifies its own areas of contribution. The project applies a number of measures to prevent duplication, including regular technical meetings among development partners, participating in other coordination meetings or groups, sharing of information etc.
- *Local communities are not sufficiently encouraged by direct benefits and thus reluctant to adopt behavioural changes needed to achieve goals in the long-term.* During the inception phase, STAR2 organized consultation meetings with all 61 Municipalities. However, resistance or low/delayed response is expected to manifest in some cases as, in reality, the level of understanding and importance attached to “soft” topics is uneven and depends on specific working culture and context of each municipality. The project will have to invest timely on planning, introduction and tailored awareness relevant to specific activities and anticipate resistance. Part of the awareness is the highlight of good performers/best examples and the constant comparison across municipalities.
- *Delays in solving institutional problems for a full transfer of delegated competencies.* The issues among central institutions and the LGUs with regard to the new-delegated competencies is still valid. The project will have to start field assistance to LGUs better manage the already transferred new competencies through adoption of good management practices, advising on how such competencies may be reorganized and administered in the territory and build the knowledge and capacity for translating such competencies in efficient and responsive services for the citizens.

VI Financial Situation

The details project expenditures are found in the following table:

Expenditures	Total Cost (in USD)	Expenditures 2016 (in USD)	Expenditures as of 22 Nov 2017 (in USD)	Budget Balance (in USD)
Project Management				
1. Human Resources				
1.1 Technical Personnel				
Project Manager	101,080	5,514	30,357	65,209
Senior Team Leader Capacity Development	84,770	7,462	24,808	52,500
Senior Team Leader Public Service Delivery	76,800	0	24,204	52,596
Senior Team Leader Local Democracy & Good Governance	76,800	0	25,890	50,910
Local Government Policy Expert	70,000	6,920	20,212	42,868
Knowledge Management and Coordination Specialist	42,340	3,855	16,389	22,096
Field Presence Coordinator	48,140	5,157	18,763	24,220
Local Government Data Analyst	48,140	0	19,893	28,247
Public Relations & Communication	51,100	3,647	16,389	31,064
IT Specialist	35,821	0	8,190	27,631
PFP staff (6 locationsx2ppx24 months)	211,200	0	64,041	147,159
Gender and Social Inclusion Specialist	29,000	0	8,330	20,670
Environmental Specialist	52,800	3,978	9,349	39,473
Legal expert	42,000	0	10,354	31,646
ST Consultants	153,880	0	6,429	147,451
1.2 Administrative Personnel				
Project Assistant x2	60,480	0	15,361	45,119
Driver 1	33,600	2,792	10,691	20,117
Driver 2	33,600	2,792	10,691	20,117
UNDP Project Coordination				
1.1 Technical Personnel				
CO Policy Advisory and Support Services	41,255	1,484	0	39,771
Project Coordinator	98,400	12,355	28,333	57,712
Project Specialist	71,040	0	18,143	52,897
1.2 Administrative Personnel				
Senior Finance/Admin Assistant	69,290	8,575	18,942	41,773
Finance Clerk	27,000	0	0	27,000
Admin Assistant	51,250	6,313	13,819	31,118
Subtotal Human Resources	1,609,786	70,844	419,578	1,119,364
2. Per diems for missions/travel				
Local missions	36,000	230	3,331	32,439
Subtotal Per diems	36,000	230	3,331	32,439

Expenditures	Total Cost (in USD)	Expenditures 2016 (in USD)	Expenditures as of 22 Nov 2017 (in USD)	Budget Balance (in USD)
3. Equipment and supplies				
Purchase of vehicles	61,000	0	8,510	52,490
Vehicle Maintenance	41,000	1,959	6,694	32,347
Vehicle fuel	63,000	2,460	4,325	56,215
Purchase of IT equipment's	16,500	973	13,636	1,891
Purchase of furniture	8,000	0	7,405	595
Office rent 1 PCT	36,900	1,732	18,329	16,839
Office rent 2 PMT	33,300	475	7,328	25,497
Other services (tel/fax, electricity/heating, internet, cleaning materials)	16,000	843	3,492	11,665
Consumables - office supplies	8,000	789	1,727	5,484
Miscellaneous	4,000	5,938	25,941	-27,879
Subtotal equipment and supplies	287,700	15,169	97,387	175,144
4. Publications, visibility and other services				
Publications	35,000	0	3,100	31,900
Expenditure verification/Audit	20,000	0	0	20,000
Evaluation costs	30,000	0	0	30,000
Translation, interpreters	20,000	1,426	810	17,764
Financial services (bank charges etc.)	61,500	13,194	221	48,085
Costs of conferences/seminars	35,000	370	5,400	29,230
Visibility actions	200,000	1,425	12,133	186,442
Study tour	25,000	0	0	25,000
Subtotal Publications, visibility and other services	426,500	16,415	21,664	388,421
Subtotal Management, Operations and Visibility costs	2,359,986	102,658	541,960	1,715,368
Activity 1.1.1 & 1.1.2 Capacity building on Code of Administrative Procedures (CAP) & Standard Operating Procedures (SOPs)				
Local experts on CAP & SOPs	20,800	0	0	20,800
Per diem trainees CAP & SOPs	8,400	0	0	8,400
Training cost CAP & SOPs	15,540	0	0	15,540
Subtotal Activity 1.1.1 & 1.1.2	44,740	0	0	44,740
Activity 1.2.1 Develop and deliver training on leadership development				
Local expert for identification of best practices among Albanian municipalities	4,800	0	0	4,800
Meeting clusters of Mayors to introduce and seek commitment to STAR2	12,000	0	0	12,000
Peer to peer meeting costs	7,200	0	0	7,200
International exchange meetings	9,300	0	0	9,300
Per diem international participants	12,000	0	0	12,000
Study visits	78,000	0	0	78,000
Subtotal Activity 1.2.1	123,300	0	0	123,300

Expenditures	Total Cost (in USD)	Expenditures 2016 (in USD)	Expenditures as of 22 Nov 2017 (in USD)	Budget Balance (in USD)
Activity 1.3.1 Improvement of local level tax collection and enforcement				
International expert tax collection	18,000	0	0	18,000
Local expert tax collection	29,600	0	0	29,600
Perdiem trainees tax collection	3,240	0	0	3,240
Training cost tax collection	21,150	0	0	21,150
Subtotal Activity 1.3.1	71,990	0	0	71,990
Activity 1.3.2 Local revenue management action plans				
International expert revenue management plans	27,000	0	0	27,000
Local expert revenue managements plans	24,000	0	0	24,000
Perdiem trainees revenue management plans	1,620	0	0	1,620
Training costs revenue management plans	8,400	3,983	0	4,417
Subtotal Activity 1.3.2	61,020	3,983	0	57,037
Activity 1.3.3 Capacity building on asset and land management				
Local expert asset and land management	14,400	0	0	14,400
Perdiem trainees assets and land management	5,400	0	0	5,400
Training costs assets and land management	18,000	0	0	18,000
Subtotal Activity 1.3.3	37,800	0	0	37,800
Activity 1.3.4 Strengthen municipal capacities to meet requirements of SSA				
Local expert State Audit	20,800	0	0	20,800
Perdiem trainees State Audit	3,240	0	0	3,240
Training costs State Audit	14,400	0	0	14,400
Subtotal Activity 1.3.4	38,440	0	0	38,440
Subtotal COMPONENT 1	377,290	3,983	0	373,307
Activity 2.1.1 Capacity building for local service providers to efficiently deliver local services				
Local expert local service delivery	21,600	0	0	21,600
Perdiem trainees local service delivery	5,400	0	0	5,400
Training costs local service delivery	23,550	0	0	23,550
Subtotal Activity 2.1.1	50,550	0	0	50,550
Activity 2.1.2 Capacity building for a full takeover of new delegated functions				
Local expert on new competencies	48,000	0	0	48,000
Perdiem trainees on new competencies	5,400	0	0	5,400
Training costs on new competencies	23,550	0	0	23,550
Subtotal Activity 2.1.2	76,950	0	0	76,950
Activity 2.1.3 Piloting service reorganization				
International expert for local services	35,000	0	21,460	13,540
Local expert for local services	16,000	0	0	16,000

Expenditures	Total Cost (in USD)	Expenditures 2016 (in USD)	Expenditures as of 22 Nov 2017 (in USD)	Budget Balance (in USD)
Contract company	390,000	0	0	390,000
Subtotal Activity 2.1.3	441,000	0	21,460	419,540
Activity 2.2.1 Development of a national benchmark system for local governments				
International expert on benchmarking	40,000	0	3,750	36,250
Contract company	300,000	0	0	300,000
Subtotal Activity 2.2.1	340,000	0	3,750	336,250
Activity 2.3.1 A one stop shop model is defined and scaled up nationwide				
International expert on OSS	45,000	0	23,009	21,991
Local expertise	10,000	0	0	10,000
Provision of centralized hardware	400,000	0	0	400,000
Contract company for implementation	2,000,000	0	0	2,000,000
Subtotal Activity 2.3.1	2,455,000	0	23,009	2,431,991
Activity 2.4.1 A system of digitalization of local governments' archives adopted nationwide				
Archiving Coordinator	34,800	0	15,246	19,554
Archiving Specialists	29,520	0	12,363	17,157
Contract company	460,000	0	0	460,000
Subtotal Activity 2.4.1	524,320	0	27,609	496,711
Subtotal COMPONENT 2	3,887,820	0	75,828	3,811,992
Activity 3.1.1 Conduct Local Governance Mapping				
Contract company	440,000	136,813	121,103	182,084
International consultants	20,000	6,284	13,032	684
Subtotal Activity 3.1.1	460,000	143,097	134,135	182,768
Activity 3.2.1 Build institutional capacity for public engagement and consultation				
Local expert public engagement and consultation	27,200	0	0	27,200
Per diem trainees public engagement and consultation	12,960	0	0	12,960
Training costs public engagement and consultation	25,800	0	0	25,800
Subtotal Activity 3.2.1	65,960	0	0	65,960
Activity 3.2.2 Introduce practices to strengthen local officials' accountability towards citizens				
Local expert on accountability	22,400	0	0	22,400
Per diem trainees on accountability	5,400	0	0	5,400
Training costs on accountability	19,500	0	0	19,500
Subtotal Activity 3.2.2	47,300	0	0	47,300
Activity 3.2.3 Support development and application of systems allowing of municipal acts and regulations and consultation mechanism				
Local expert/contract company on publication of municipal acts	150,000	0	0	150,000
Subtotal Activity 3.2.3	150,000	0	0	150,000

Expenditures	Total Cost (in USD)	Expenditures 2016 (in USD)	Expenditures as of 22 Nov 2017 (in USD)	Budget Balance (in USD)
Activity 3.2.4 Develop standard websites for new municipalities				
Contract company for assessment	9,600	0	0	9,600
Contract company for implementation	91,200	0	0	91,200
Subtotal Activity 3.2.4	100,800	0	0	100,800
Activity 3.2.5 Increased local government public ethics and integrity				
Local expert public ethics and integrity	43,200	0	0	43,200
Per diem trainees public ethics and integrity	12,960	0	0	12,960
Training costs public ethics and integrity	36,000	0	0	36,000
Subtotal Activity 3.2.5	92,160	0	0	92,160
Activity 3.2.6 Pilot municipal integrity plans				
Local expert municipal integrity plans	41,600	0	0	41,600
International expert municipal integrity plans	27,000	0	0	27,000
Per diem trainees on municipal integrity plans	1,800	0	0	1,800
Training costs on municipal integrity plans	4,075	0	0	4,075
Subtotal Activity 3.2.6	74,475	0	0	74,475
Subtotal COMPONENT 3	990,695	143,097	134,135	713,463
11. Subtotal Programme Costs (1-10)	7,615,791	249,738	751,923	6,614,130
12. UNDP Management Fee*	552,877	15,202	59,355	478,320
13. Total Programme Cost (11+12)	8,168,668	264,940	811,278	7,092,450

VII Annexes

1. Inception Report
2. Local Governance Mapping Albania
3. Initial analysis of the legal frame of public services in local governance STAR 2
4. Inception Report Local Government Archives



STAR2 INCEPTION -
MAIN REPORT - FINAL



STAR2 INCEPTION -
ANNEXES - FINAL.pdf



Local
Archiving_Inception



LG_Mapping_en.pdf



Initial Analysis -
Legal Frame of Local