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- The reward system does not meet the minimum requirements such as merit-based internal and external equity and therefore acts as a demotivating factor.
- A non-motivating appraisal system
- HR system is perceived from inside and outside as less effective, formalised but lacking content
- The lack of analyses studies and researches for public administration and within the organisations to document the decisions.

FA85 The capacity of the policy makers to support with effective sectoral policies the programming process and further on the coordination of the OPs implementation with the strategies and other programmes funded from other sources is recognised as an area to be addressed and improved. MEF has funded in 2014 from TA a study for the General Secretariat of Government “Report on sectoral policy making and EU coordination needs”²⁹ which identifies the contributions expected from the policy makers in the mechanism of coordination of the ESI Funds, as well as the key capacity aspects that has to be addressed in the line ministries responsible for the sectoral policies. The report highlights: “[...] **the need the line ministries responsible for policy areas make the shift from being coordinated and driven by the ESI Funds processes to effective coordinators in their policy areas.** The policy makers should assume a full ownership of the sector strategies and plans and manage the processes coherently with the EU funds seven years cycle. They have to create their own mechanisms for coordination at the sectoral level and match with the ESI Funds’ needs.”

FA86 Effectiveness of the measures addressing corruption is low. Corruption remains a concern and a constraint in developing an effective and efficient public system, according to European Commission 2013a. Our research indicated for, example, introduction of the code of conduct which did not produce improvements. Interviews revealed this is more a formal compliance to the legal requirements than an effective tool able to improve the ethical behaviour in the public administration.

FA87 The **update of the assessment** did not find evidences of significant changes regarding the horizontal factors, although there are premises for improvements in the future considering the strategies for consolidation of the public administration and the fight against corruption.

4.5 Conclusions and recommendations regarding the administrative capacity of the authorities

4.5.1 Conclusions regarding the administrative capacity of the authorities

General conclusions

The structures designated for the EU fund management are to a very large extent embedded in the existing structures of the public administration system, largely influenced by the systemic weaknesses regarding the poor **inter-ministerial cooperation, excessive bureaucracy, under staffing, lack of skills, poor transparency in staff recruitment and management, and corruption risks.**

The challenge for the Romanian authorities is to find the appropriate solutions to improve the administrative capacity and performance in the system responsible for EU funds management, while the progress in improving the entire public system is slow and uncertain.

²⁹ The report is part of the World Bank project “Strengthening the Regulatory Impact Assessment Framework in Romania” funded from OPTA 2007-2013



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The measures to improve the administrative capacity of the EU funds management system are hindered by the systemic weaknesses of the Romanian public administration.

The 2007-2013 experience proves that the legal, institutional framework, set up of the organisation structures, formal allocation of responsibilities, internal rules of procedures, the Monitoring Committees etc., comply with the requirements. However, **the key issue is the proper functioning of the structures, reflected in the bottlenecks of the processes, poor use of resources and delivery of outputs and ultimately the poor performance of the operational programmes.**

Romania is doing well in terms of formal compliance, setting up structures, formalising cooperation, creating tools and systems, but functioning remains poor.

Conclusions regarding specific administrative capacity weaknesses to be addressed

CA1 The 2013 assessment revealed the fact that the coordinating bodies (e.g. ACIS) and a number of the MAs did not have sufficient authority to ensure consistent approaches, simple and coherent procedures, the avoidance of overlaps of responsibilities, and the effective implementation of the action plans across institutions in order to resolve the key problems. The MA for ROP located in the Ministry of Regional Development and Public Administration and NRDP MA located in the Ministry of Agriculture and Rural Development proved to have better capacity to manage the programmes than other MAs, being the best performers and benefiting from having extended territorial structures.

In order to strengthen management of the ESI Funds with a stronger coordination and coherence of actions, MEF started in 2014 to reorganise the entire system with a centralisation of the management of the OPs which particularly dealt with difficulties in implementation. For 2014 – 2020 the institutional architecture is based on the same principle of centralisation of the management in three institutions MEF (coordination and technical assistance, competitiveness, human capital and large infrastructure), MDRAP (regional development and administrative capacity interventions) and MDAR (agriculture, rural development and fisheries interventions). There are evidences of positive effects of a better coordination, i.e. simplification of the procedures across several OPs.

A particular challenge was the approach adopted by most of the OPs, based on a very large number of small projects. The alternative of using strategic large projects has benefits in terms of workloads and fixed costs in the IBs and MAs, but need organisations with sufficient capacity to implement such projects. An additional condition for these organisations is the role as development actors and links to the national / regional policies implementation. At the time of the update of the assessment it cannot be assessed to what extent the new OPs will adopt a more effective approach. TA plans horizontally and at the level of the OPs include measures to reinforce the capacity of the beneficiaries.

The experience of the current programming period indicates the fact that increased authority of the management and coordinating bodies, stability of the organisations' structures and the whole overall framework have to be ensured, in order to improve the institutional performance and the inter-institutional cooperation.

CA2 The partnership principle is formalised and well promoted in both programming periods, but with **limited inputs from the social partners** during programming and also during implementation through the participation in the Monitoring Committees. The Monitoring Committees tended to be limited to discussions regarding the programme implementation between the EC and the MAs and IBs with limited meaningful inputs from other members. The update of the assessment in 2014 proved the procedures for public consultations are applied and for the quality of the inputs of the



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social partners support will be provided to members in the monitoring committees in order to better inform them, mainly about strategic issues of the OPs and maintain them connected to the processes. These plans represent positive premises for an improvement of the social partners' involvement in the PA and OPs implementation, if implemented consistently.

CA3 The initial assessment in 2013 concluded that the limited capacity in policy management, ineffective communication and cooperation tools are among the factors influencing the effective participation of the partners in the programmes management cycle. Although positioned outside of the authorities system, the policy makers are in the attention of MEF cooperating with the General Secretariat of the Government for supporting policy makers in order to have more effective contributions in the mechanism of coordination of EU funds.

CA4 During the 2007-2013 periods, the system had **difficulties in ensuring the adequate human resources both quantitatively and qualitatively**. The austerity measures undertaken in 2010 blocked the resourcing that was required by the volume of work and the increasing number of contracts in implementation. The significant salaries cuts in the whole public system generated a high turnover, high vacancy rates and the resultant increased workloads on the existing staff. The measures undertaken improved the resourcing, however, in a number of MAs the problem still needs to be resolved. In 2014 effective measures have been undertaken, including a revision of the salaries policy in the system ensuring a competitive level and a fair level across MAs. The system is overall perceived competitive and fair and the turnover and vacancies manageable.

CA5 The **management and the human resources function** in the organisations were not able to find solutions to these problems, through better planning and allocation of tasks, management of the workloads, performance management, retention and stimulating employees. The technical assistance resources were not used sufficiently to cover the internal lack of resources mainly due to the difficulties of the public procurement processes.

CA6 The assessment in 2013 indicated a number of issues that need to be addressed to ensure proper functioning and an adequate level of performance of the staff including:

- workloads analysis and other organisational development tool are not systematically used to support HR planning and optimal allocation of responsibilities; improvements were found in the update assessment although
- An ineffective training function unable to provide the training opportunities for specific critical skills and the continuous professional development of the staff.
- limited effectiveness of the performance management
- a reward system unable to attract, retain and motivate good professionals,

Largely the HR function was assessed as limited to compliance with the requirements to set up specific HR processes but its effectiveness is limited. *The organisations do not have a sufficient capacity to effectively use HR policies and practices to ensure adequate resourcing and to respond to the challenges.*

CA7 The overall low performance of the operational programmes diminishes the perceived level of performance of the staff, despite the fact that, in many areas, there are good professionals making efforts to achieve their tasks. The current performance management system does not make the difference between good and poor performers in terms of results and contributions to the operational programme achievements.

CA8 There is a need to align people performance levels with the organisation's performance translated into a shift from a competences and process based approach to "results based"



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performance management one is needed to better orient efforts toward the OPs performance targets.

CA9 The training system has to be strengthened using the past good practice such as the training mechanism managed by ACIS, the training practice from ROP MA, reinforcing the coordination and renewing the approaches and methods according to the best practices in the training world.

The training function has to ensure **the continuous development of the staff** in all areas and **specific interventions for the areas expertise representing success factors for the OPs performance.**

CA10 The critical areas of expertise identified at this stage are state aid, environment regulations, risk management, internal audit, public procurement, financial management and control, EU and national legislation and management skills. These areas of expertise should be considered indicative, and the training function has the role to identify the real and evolving training needs. Technical assistance should be available for the cases where it is not efficient or possible to build the expertise needed in-house.

CA11 It can be seen from 2007-2013 that the organisations where the capacities were built on the previous experience and with stable human resources at management level and critical positions, dealt better with the demanding performance requirements and the constraints of the economic and social environment.

CA12 Important steps have been taken forward in 2014 for creating a performance management system able to motivate staff and also to link their performance with rewards and the organisational performance. OPTA 2014-2020 dedicated one priority axis to the needs identified regarding the effectiveness of the HR policies in the system: PA 3 Increasing the efficiency and effectiveness of the human resources involved in the coordination, management and control system of ESI Fund in Romania and the Specific objective SO.3.1. Development of an improved HRM policy to ensure stability, competences and motivation of the staff [...] .

CA13 The surveys have revealed contradictory results and significantly more positive assessments or opinions than what is indicated by other sources. In many situations the answers were based only on opinion or rough assessments in the organisations, because the lack of analysis and data available regarding the human resources and organisational processes. The quantitative indicators that were proposed in the first assessment data base are useful mainly to assess effectiveness of the administrative capacity measures. Maintaining such a database requires a capacity to measure regularly and assess them.

CA14 The experience of the current programming period shows that the **systems and tools** were created and put in place, covering the necessary processes in all phases of the programme cycle, but **many of them are not properly used and are not effective.**

CA15 The delegation of tasks is formalised through agreements, but the proper functioning is affected in some area by lack of clarity of responsibilities, overlapping of responsibilities, unclear allocation and different interpretation of the procedures. Revision of the division of responsibilities is a source of simplification in the whole system.

CA16 As a general feature, the system looks overregulated with complicated and in many cases unclear procedures, excessive bureaucracy and high administrative burden which have slowed down and even blocked the processes, mainly at the expense of the beneficiaries.

The system has to be streamlined and simple procedures maintained, to be stable and uniform as many as possible across programmes. The assistance to beneficiaries has to be targeted on



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developmental issues such as quality of the projects, while the simplified administrative requirements could be addressed through more effective guides, tutorials, e-tools.

CA17 The allocation of responsibilities at all levels has to be reviewed and procedures simplified reducing the administrative burden. The tools used in programme implementation in all phases have to be clear, useful and user friendly for beneficiaries. The process of simplification started under the coordination of MEF and covered the procurement procedures, contracting, reporting and payment claims.

CA18 The 2007-2013 periods has shown that the creation and the management of the indicators is a difficult task. The future programming period with the new approach to indicators raises additional challenges. Coordination from the MEF level and training at all programme and project level is needed. Production of data to be used for the calculation of the statistical indicators has to be ensured. For 2014 -2020 the approach and methodology is consistent across all OPs and coordinated by MEF creating the premises for a more effective indicators system.

CA27 The potential of the electronic systems is not fully used, and improvements are needed in terms of reliability and user friendliness. The electronic systems used in the current programming period fulfil minimum requirements in terms of data reliability, security and user friendliness. Significant higher needs for improving the electronic systems has NRDP. For 2014-2020 more useful features for the users are required. Implementation of the e-cohesion concept will enhance a simplification, administrative burden reduction and transparency. The update of the assessment in 2014 revealed the significant difficulties in using the current electronic systems with delays in introducing data, difficulties in aggregating and querying data from the system.

CA28 The key problem encountered in the 2007-2013 exercise is **the reliability of the management and control systems**. The irregularities identified in the management and control of public procurement would appear to be of a systemic nature, while other system irregularities in the activities of project appraisal and selection, fraud (in the case of one IB), suspicion of conflicts of interest and coercion in another, led to interruptions of payments, suspensions and pre-suspensions of Operational Programmes, some of which are still in force. Significant improvements are indicated in update assessment in 2014 although the latest reports of the Court of Account (for 2013) and the AIRs indicate weaknesses that requires attention (e.g. the first level control, management of public procurement, irregularities detection and management, registration of debts, reconciliation of expenditures with the payment claims, segregation of functions and audit trail)

CA29 Despite the positive opinions in the surveys, the procedures for payment flows, expenditure forecasts and certification of expenditure need significant improvements being **excessively bureaucratic with prolonged processes**, and **low predictability** of the forecasts. Significant progresses were made since the first assessment in 2013 by simplification of the procedures for payment claims

CA30 The **internal audit appears ineffective** as it does not appear to contribute to early detection of system irregularities. Risk management is not properly used as a management tool, and the management of irregularities has significant gaps in terms of prevention and correct recording of the current and future management.

A snapshot of the situation in 2013 of the capacity on the three dimensions analysed is presented in the figures below produced with a selection of data and information registered in the database created within this assignment.

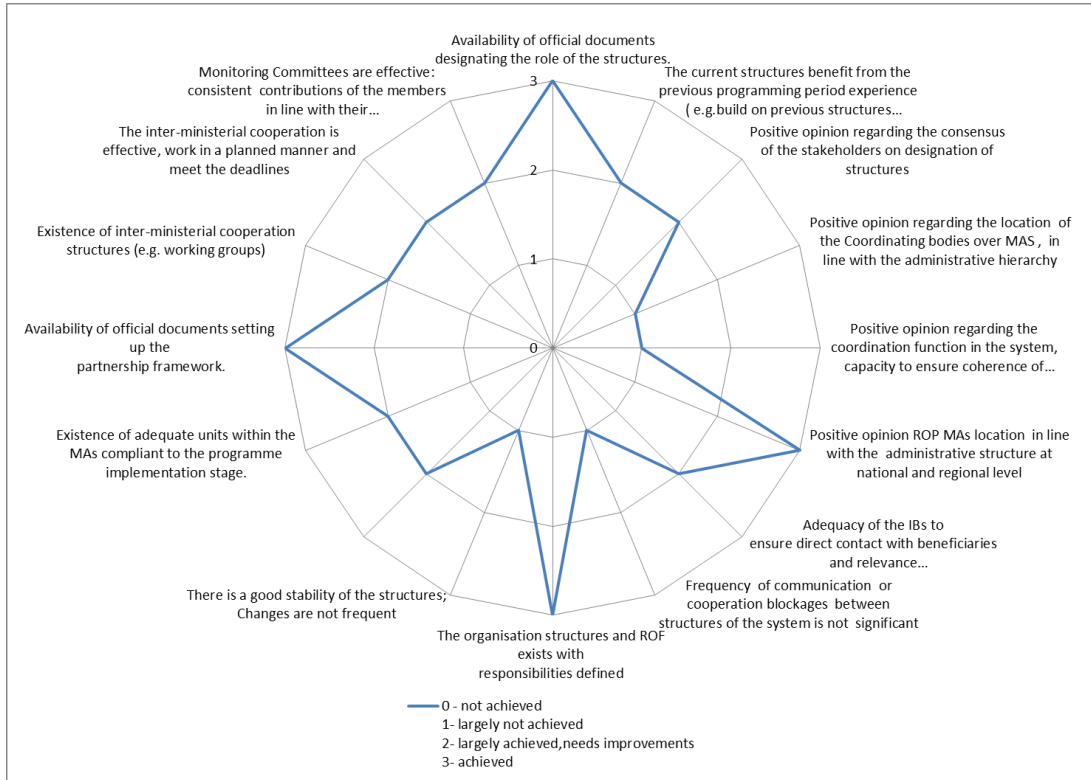


Figure 2 Assessment in 2013 of the Structures dimension for the 2007-2013 period

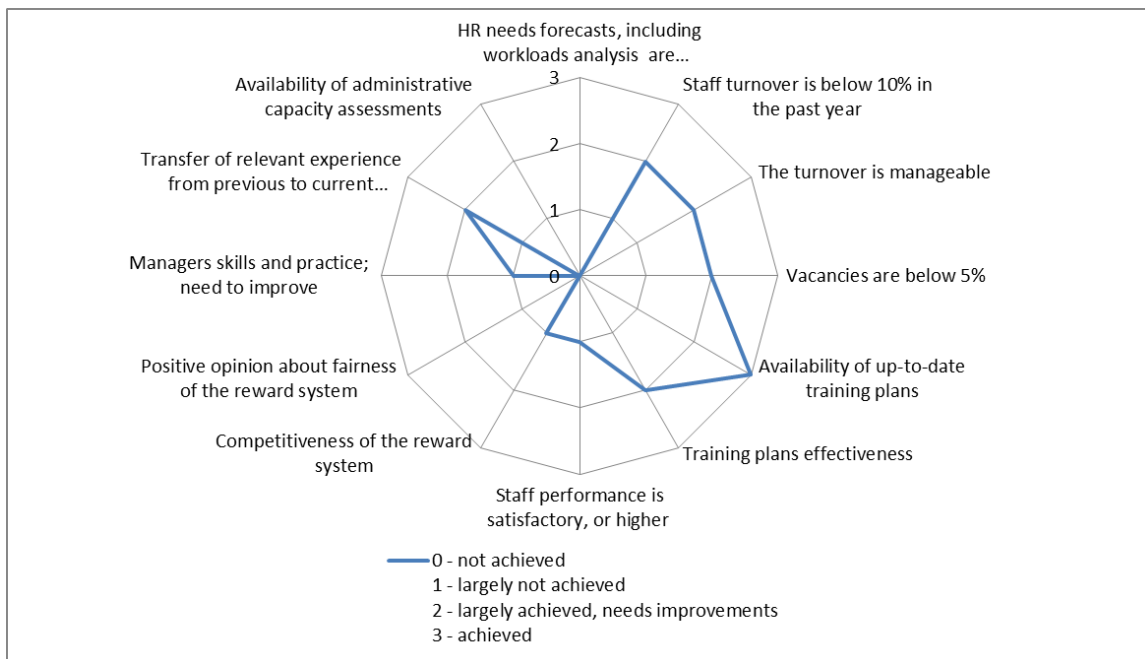


Figure 3 Assessment in 2013 of the Human resources dimension regarding the 2007-2013 period

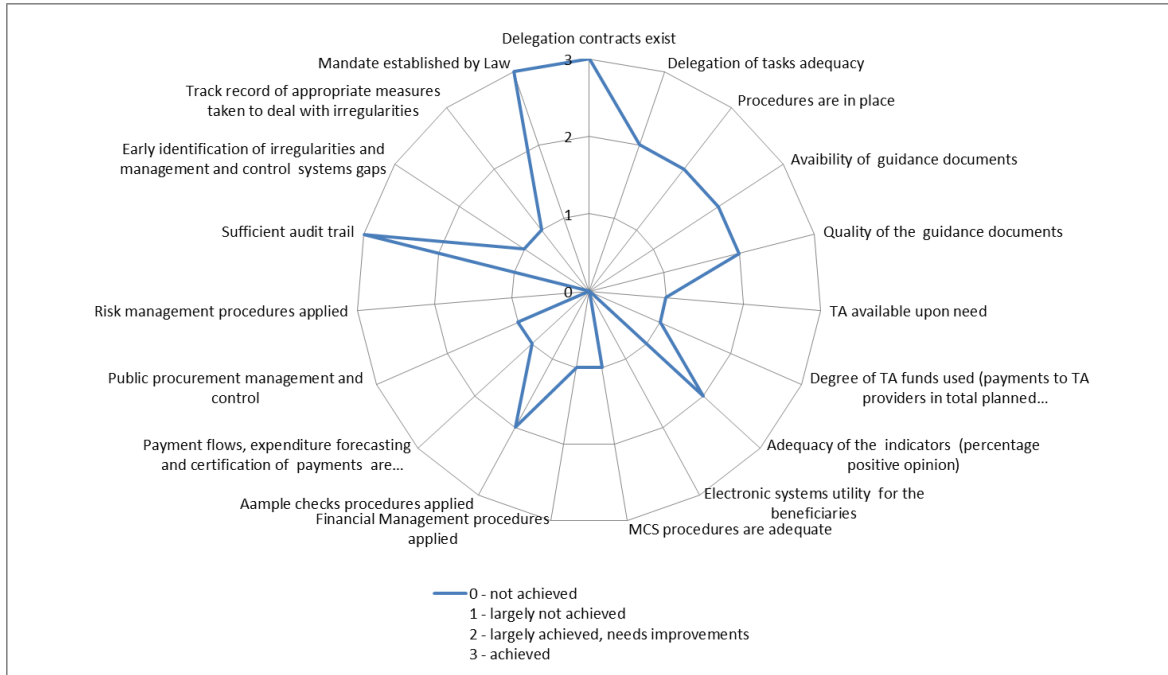


Figure 4 Assessment in 2013 of the Systems & Tools perspective 2007-2013

4.5.2 The administrative capacity “radar” in 2014 is presented comparative with 2013 in the Figures below

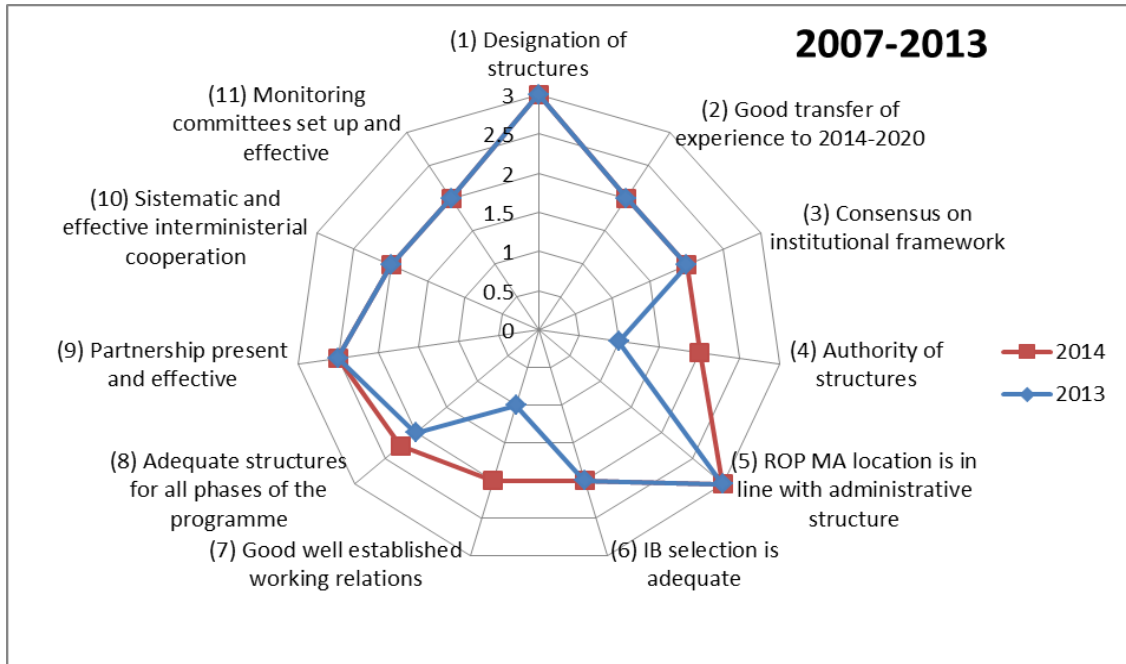


Figure 5 Update of the assessment in 2014 of STRUCTURES - 2007-2013 period

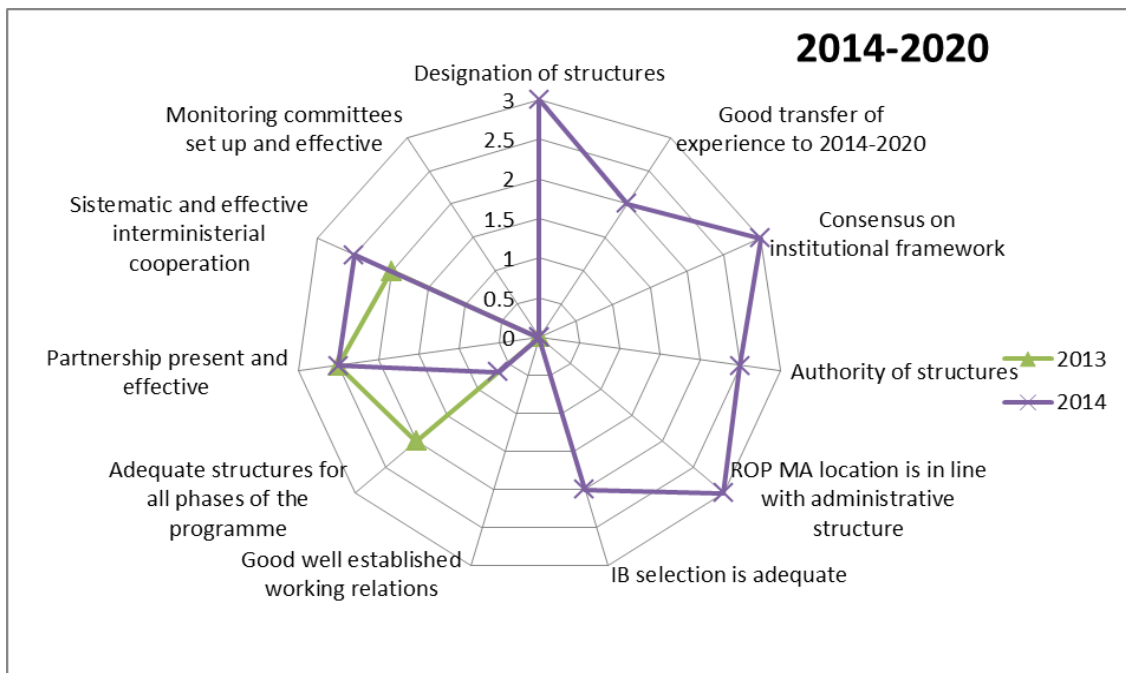


Figure 6 Update of the assessment in 2014 of STRUCTURES 2014-2020 period

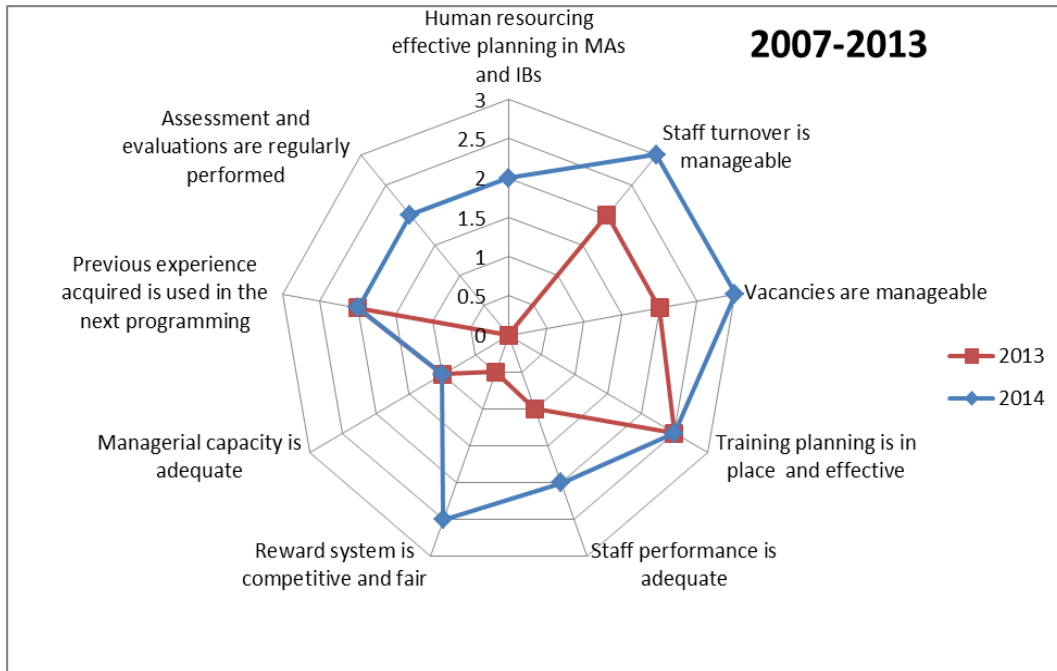


Figure 7 Update of assessment in 2014 of the Human Resources dimension for 2007-2013 period

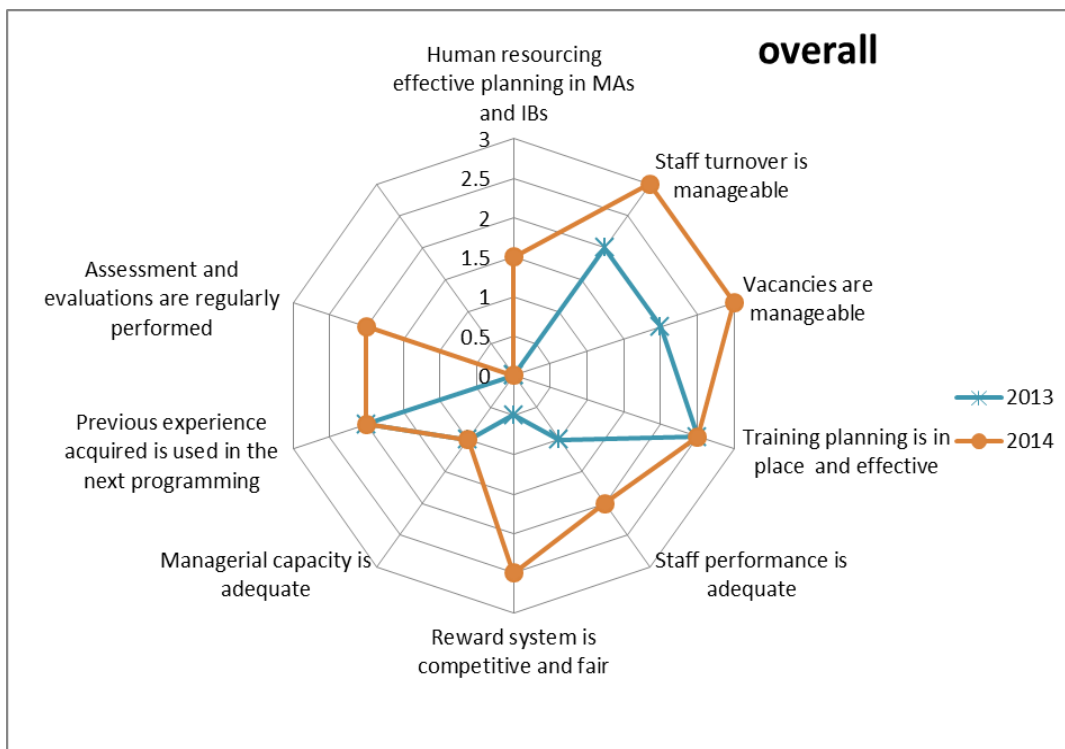


Figure 8 Update of the assessment in 2014 of the Human resources dimension –overall

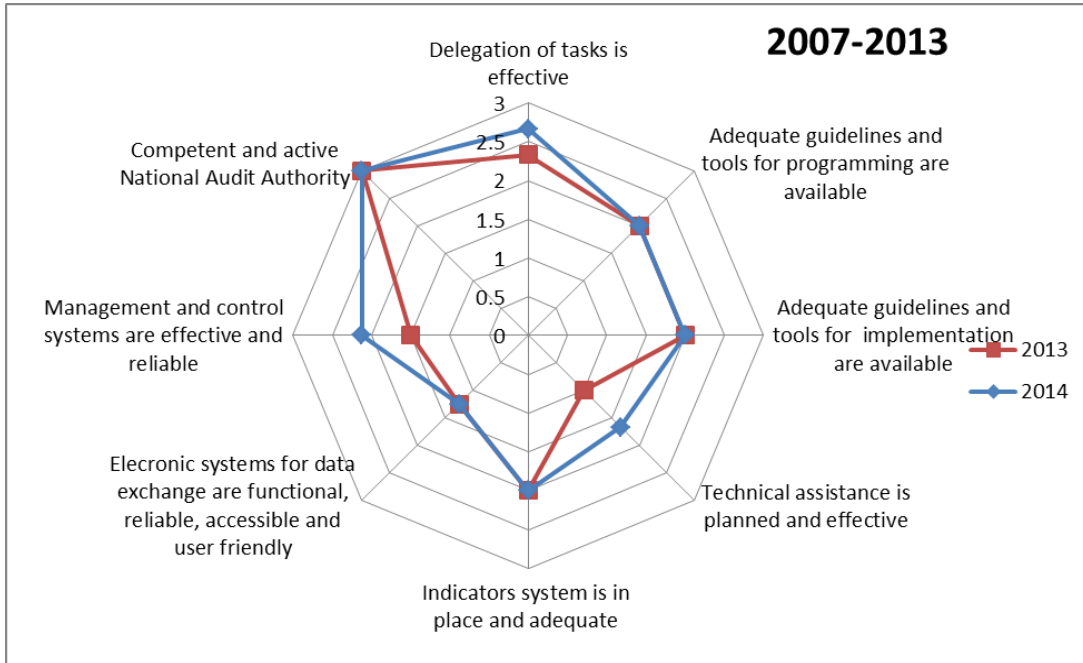


Figure 9 Update of the assessment in 2014 of the Systems and tools dimension 2007-2013 period

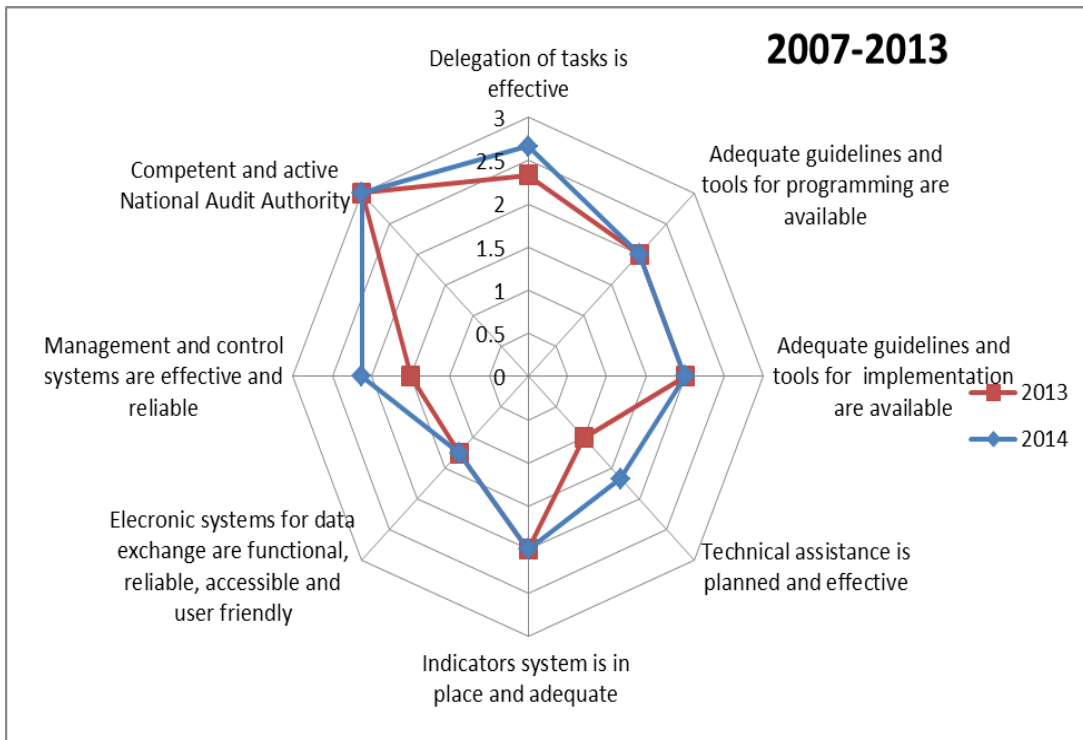


Figure 10 Update of the assessment of the Systems and tools dimension - 2014-2020 period

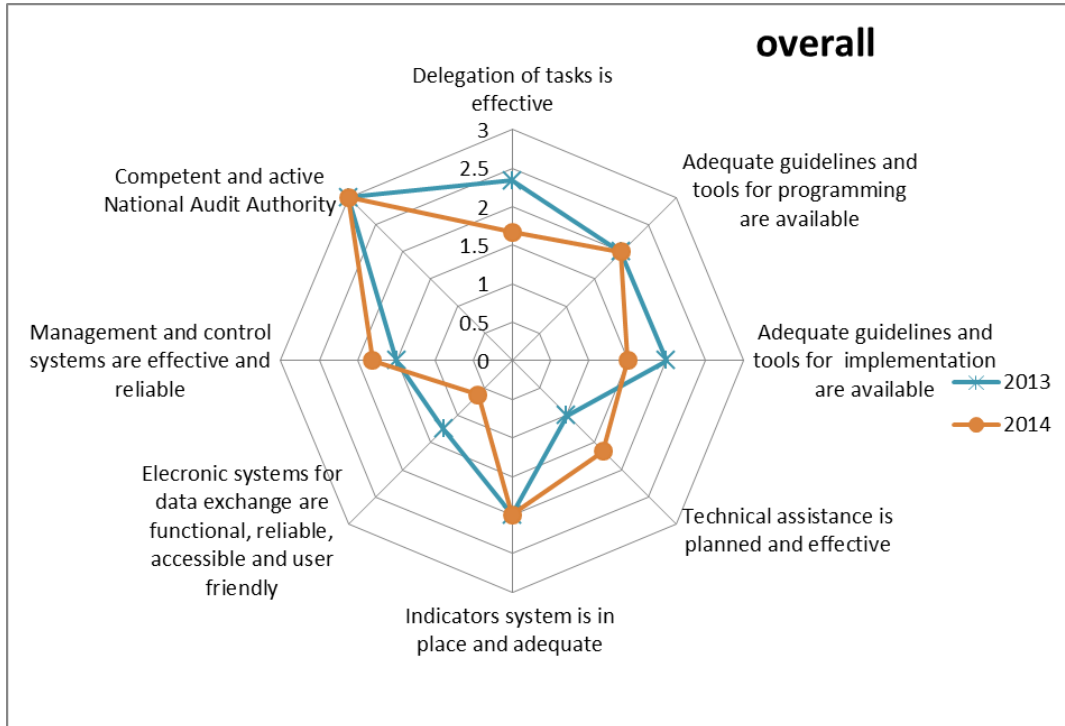


Figure 11 Update of the assessment in 2014 of the Systems and tools dimension for entire system

4.5.3 The administrative capacity index

Table 4-5: The index of the administrative capacity shows progress and status of achievement against each dimension and variable of the administrative capacity

Elements of the administrative capacity: (main dimensions and variables)	Assessment criteria	Assessment in 2013					Assessment in 2014				
		Admin capacity index			Individual criteria assessment ³⁰		Admin capacity index			Individual criteria assessment	
		Entire system	2007-2013	2014-2020	2007/2013	2014/2020	Entire system	2007/2013	2014/2020	2007/2013	2014/2020
Structures		2.05	2.05	2.25			2.18	2.25	2.12		
(1) Structures are designated	Availability of official documents designating the role of the structures.	3	3	x	3	0	3	3	3	3	3
(2) The experience from the previous programming is transferred into the new programming period	The current structures benefit from the previous programming period experience (e.g. Build on previous structures facilitate experience is transferred)	2	2	x	2	n/a	2	2	2	2	2
(3) There is consensus on the designation of the institutional framework	There is consensus of the stakeholders on designation of structures	2	2	x	2	n/a	2.5	2	3	2	3
(4) The existing structures have sufficient authority to fulfil their role	The location of the coordinating bodies over MAS , in line with the administrative hierarchy	1	1	x	1	n/a	2.25	2	2.5	2	2
	The coordination function in the system has the capacity to ensure coherence of procedures, practices and actions.				1	n/a				2	3
(5) Location of ROP MAs is in line with the administrative structure (regional levels)	ROP MAs location is in line with the administrative structure at national and regional level	3	3	x	3	n/a	3	3	3	3	3
(6) IBs selection is adequate for the type of	The adequacy of the IBs to ensure direct contact with beneficiaries and relevance	2	2	x	2	n/a	2	2	2	2	2

³⁰ Scoring: fully achieved =3; partially achieved, some improvements needed =2; partially achieved significant improvements needed = 1, not achieved = 0

interventions and targeted beneficiaries	for the respective policy.											
(7) Good well established working relations between coordination bodies, MAs, IBs, Agencies and other structures (8) Agreements between MAs IBs, CPA exist	Communication and cooperation of the coordinating bodies MAs IBs and other relevant units is effective	1	1	x	1	n/a	2	2	x	2	n/a	
Reformulation of an umbrella criteria : (8) Adequate structures for all phases of the programmes management are in place (8/1) Roles, responsibilities and tasks are assigned in an effective manner at the level of departments, units, jobs (8/2) There were no changes in the structures	The organisation structures and ROF exists with responsibilities defined	2	2	2	3	n/a	1.46	2.25	0.67	3	0	
	There is a good stability of the structures; Changes are not frequent (percentage of positive opinions in the survey)				1	n/a				2	n/a	
	Positive opinions regarding the allocation of responsibilities: clear, coherent with the processes and avoid overlaps and duplications				2	n/a				2	0	
	Existence of adequate units (including adjustment of number of posts according to workloads variation) within the MAs compliant to the programme implementation stage.				2	2				2	2	
(9) Partnership is present and effective	Availability of official documents setting up the partnership framework.	2.5	2.5	2.5	3	3	2.5	2.5	2.5	3	3	
	Social partners, regional partners, NGOs systematically involved in the design of socio-economic policies				2	2				2	2	
(10) Systematic and effective inter-ministerial coordination of socio-economic policies	Existence of inter-ministerial cooperation structures (e.g. working groups)	2	2	2	2	2	2.25	2	2.5	2	3	
	The inter-ministerial cooperation is effective, work in a planned manner and meet the deadlines (positive opinions in the survey)				2	2				2	2	
(11) Monitoring	Monitoring Committees are set up and	2	2	x	2	n/a	1	2	0	2	0	

Committees are set up, an approval document exists, they have an adequate composition and functioning	effective: consistent contributions of the members in line with their interests											
Human Resources		1.22	1.22	x			2.22	2.22	1.80			
(12) Human resources planning within MAs and IBs exist	HR needs forecasts, including workloads analysis are available They are applied and used to support managerial decisions	0	0	x	0	n/a	1.5	2	1	2	1	
(13) Staff turnover is manageable	Staff turnover indicated in the survey is at a manageable level (less than 10%) Positive perception that the turnover does not affect performance	2	2	x	2	n/a	3	3	x	3	n/a	
	Turnover on key positions (e.g. managerial) is manageable.				n/a	n/a				3	n/a	
	The turnover is manageable (positive opinions in the survey)				2	n/a				3	n/a	
(14) Vacancies are manageable	Vacancies level indicated in the survey (below 5% considered manageable) Opinion on vacancies level and manageability	2	2	x	2	n/a	3	3	x	3	n/a	
(15) Training planning exists	Availability of training plans	2.5	2.5	x	3	n/a	2.5	2.5	x	3	n/a	
(16) Effective implementation of the training plans	Positive opinion regarding the training plans effectiveness: they are implemented and effective, ensuring improvements				2	n/a				2	n/a	
(17) Staff performance in MAs and IBs is adequate	Staff performance is satisfactory, or higher	1	1	x	1	n/a	2	2	x	2	n/a	
(18) Competitive and fair reward system	Positive opinions regarding competitiveness of the reward system	0.5	0.5	x	1	n/a	2.5	2.5	3	3	3	
	Positive opinion about fairness of the reward system				0	n/a				2	n/a	

(19) Managerial capacity is adequate	Positive opinion of staff regarding the managers skills and practice; percentage of answers confirming need to improve	1	1	x	1	n/a	1	1	1	1	1
(20) Previous experience acquired in previous EU projects is transferred into next programming cycle)	Concrete measures to transfer relevant experience (more than 50% positive opinions)	2	2	x	2	n/a	2	2	2	2	2
(21) Assessments and evaluations are regularly performed with a view to continuous improvement of the human resources in the system.	Availability of administrative capacity assessments in the OP ex-ante evaluations or other evaluations and studies	0.0	0.0	x	0	n/a	2	2	2	2	2
Systems and tools		1.9	1.9	x			1.8	2.1	1.4		
(22) Delegation of tasks is effective	Delegation of tasks is effective and agreed by partners	2.3	2.3	x	2	n/a	1.67	2.67	0.67	3	0
	Availability of official documents, delegation contracts				3	n/a				3	0
	Opinion regarding the delegation of tasks adequacy is positive				2	n/a				2	2
(23) Adequate guidelines and tools for programme preparation exist and effectively applied	Availability of programming guidance documents	2	2	2	2	2	2.00	2.00	2.00	2	2
	Dissemination of programming guidance documents				2	2				2	2
	Assessment on the sufficiency/quality of the guidance by the respondents and interviewees				2	2				2	2
(24) Adequate guidelines and tools for programme implementation exists and are disseminated	Availability of implementation guidance documents	2	2	x	2	n/a	1.50	2.00	1.00	2	1
	Positive opinion regarding dissemination of implementation guidance documents				2	n/a				2	1
	Positive opinion regarding the sufficiency/quality of the implementation				2	n/a				2	1

	guidance										
	Satisfaction of the beneficiaries regarding the clarity of the guidance documents				n/a	n/a					
(25) Technical Assistance is planned and used in an efficient way	TA is available just in time for support functions and qualitative – positive opinion				1	n/a	1.67	1.67	1.67	3	3
	Time between the request for TA is formulated and the delivery of the TA	1	1	x	1	n/a				1	1
	Degree of TA funds used (payments to TA providers in total planned annually)				1	n/a				1	1
(26) Indicators system in OPs is in place and adequate	Positive opinion regarding the adequacy of the indicators (percentage positive opinion)	2	2	x	2	n/a	2.00	2	x	2	n/a
(27) Electronic systems for data exchange are functional, largely accessible and user friendly	Overall Electronic Systems for the 2014-2020 available				3	0	0.63	1.25	0	3	0
	Electronic Systems data quality, querying and aggregation	1.25	1.25	x	2	0				2	n/a
	Positive opinion about Electronic systems ease of use by the beneficiaries				0	0				0	n/a
	Positive opinion about utility of the Electronic systems for the beneficiaries				0	0				0	n/a
(28) Management and control systems are effective and reliable overall	Procedures are in place they are adequate and effectively applied in all key areas (financial management, sample checks, expenditure certification and payments, audit, public procurement, risk management, irregularities)	1.50	1.50	x			1.81	2.13	0		
(28) Management and control systems are effective and reliable 28/1 Management and control system is functional	Overall assessment Procedures are in place for MCS				3	n/a	1.25	2.5	0	3	0
	Overall assessment Procedures are adequate and applied for MCS; Positive opinion about reliability	2	2	x	1	n/a				2	n/a

(28) Management and control systems of the are effective and reliable 28/2 First level control is effective	Procedures are applied Financial Management Changed: First level control is effective	1	1	x	1	n/a	1.00	1	x	1	n/a
(28) Management and control systems are effective and reliable 28/3 Sample checks are adequate	Availability of procedures Sample checks	2.5	2.5	x	3	n/a	2.00	2	x	2	n/a
	Positive opinion regarding sample checks procedure application				2	n/a				2	n/a
(28) Management and control systems of the are effective and reliable (28/4) Expenditure certification and payments flows	Procedures for payment flows, expenditure forecasting and certification of payments are adequate	2	2	x	3	n/a	2.50	2.5	x	3	n/a
	Procedures for payment flows, expenditure forecasting and certification of payments are effectively applied				1	n/a				2	n/a
	Errors in annual forecasting below the EU average				n/a	n/a					n/a
(28) Management and control systems of the are effective and reliable (28/5) Management and control of the public procurement	Positive assessments of the public procurement management and control	1	1	x	1	n/a	1.00	1	x	1	n/a
(28) Management and control systems of the are effective and reliable (28/6) Risk management	Positive opinions and assessments regarding the risk management procedures and practices as a management tool	0	0	x	0	n/a	1.00	1	x	1	n/a
(28) Management and control systems of the are effective and reliable 28/7 Sufficient audit trail exists	Positive opinion regarding sufficient audit trail	3	3	x	3	n/a	3.00	3	x	3	n/a

(28) Management and control systems of the are effective and reliable (28/8)Audit function is effective	Audit plans are implemented at all levels	2	2	x	2	n/a	3.00	3	x	3	n/a
	Early identification of irregularities and management and control systems gaps	2	2	x	2	n/a	2.00	2	x	2	n/a
(28) Management and control systems of the are effective and reliable (28/9) The irregularities are detected and properly managed	Positive opinion regarding the Existence of adequate records on financial irregularities	1	1	x	1	n/a	1.00	1	x	1	n/a
	Track record of appropriate measures taken to deal with irregularities				1	n/a				1	n/a
(29) Competent and active National Audit Authority	Mandate established by Law	3	3	x	3	n/a	3.00	3	3	3	3
	Annual reports available				3	n/a				3	n/a
Contextual factors		0.75	0.75	0.75	x	x	1	1	1		
(30) Public policy management performance	Positive opinion in evaluations regarding the performance of the public policy management	0	0	0	0	n/a	1	1	1	1	1
(31) Availability of independent evaluation expertise	Positive opinion regarding: Sufficient evaluation expertise of the supply	2	2	2	2	n/a	2	2	2	2	2
	Positive opinion regarding: Local expertise has international quality standards				2	n/a				2	2
	Positive opinion regarding: The evaluation culture is at an adequate level				2	n/a				2	2
	Evaluation culture index (and components) improving trend				n/a	n/a					0
(32) Efficient and good working relation between ministries and other public institutions	Positive opinion regarding the efficient and good working relation between ministries concerned	1	1	1	1	n/a	1	1	1	1	1
(33) Corruption risks are addressed in an effective	A code of conduct exists and is effective	0	0	0	0	n/a	0	0	0	0	0
	Internal control function is effective in the				0	n/a				0	0

manner	public institutions										
	Corruption index measured by the Eurobarometer survey – decreasing trend				0	n/a				0	0

Table 4-5 (B) Summary of the administrative capacity index

		Assessment in 2013			Assessment in 2014		
Elements of the administrative capacity: (main dimensions and variables)	Assessment criteria	Admin capacity index			Admin capacity index		
		Entire system	2007-2013	2014-2020	Entire system	2007/2013	2014/2020
Structures		2.05	2.05	2.25	2.18	2.25	2.12
Human Resources		1.22	1.22	x	2.22	2.22	1.80
Systems and tools		1.9	1.9	x	1.8	2.1	1.4
Contextual factors		0.75	0.75	0.75	1	1	1



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Updated recommendations of the assessment in 2013

R1. The first assessment recommended the redesign of the institutional framework, position of the national coordination structure and the MAs within the public administration system in order to boost their authority and ability to promote inter-institutional and multi-sectoral cooperation. This should be implemented through: (1) measures addressed to the structures which proved to have difficulties in the 2007-2013, (2) location of the structures in line with the hierarchy in the administrative system, (3) location of the MAs/IBs difficult to be coordinated in dedicated structures, considering the additional administrative costs, (4) the National coordinator, i.e. MFE to be empowered by the Prime Minister to enforce the rules in the whole system (5) ensure IBs are designated to structures that ensure adequate contact with the targeted beneficiaries. (6) Stability of the organisations' structures and the whole framework has to be ensured, in order to improve the institutional performance

The recommendation is to a large extent implemented leading to the following recommendation

R1/updated: Following the setup of the new institutional framework it is recommended to ensure (1) the selected IBs have the adequate capacity corresponding to the number of beneficiaries and complexity of the projects mainly at regional and local level (2) stability of the structures

R2. Develop participation of the social partners in the programming process and the monitoring committees; this could be achieved through better coordination of the cooperation, guidelines and plans, updated information and training.

R2 updated The recommendation remains valid. Positive premise for achieving is the fact that it was already assumed through the PA the support provided to the members of the monitoring committees for a more effective involvement and OPTA 2014 2-20 foresees funding for this support. Consistent provision of the support is required.

R3. Development of the HR function in the system of the CSF funds; this could be achieved through an intervention designed for the long term over the whole programming period and with the aim of designing and implementing HR policies including HR planning, an optimal allocation of responsibilities and workloads, review of the performance management system with integration of results based approaches, improve the reward system, strengthen the training function. Capacity for the management of the HR function has to be created with centralisation at the level of MEF and the cooperation with the HR departments of the ministries and integration with their processes as many as possible. Outsourcing using TA resources will enhance efficiency.

Analysis should be performed on particular features of the HR function in order to monitor effectiveness of the function and progress in development of the administrative capacity

R3 updated The recommendation remains valid on long term. The recommendation is already addressed through one priority axis in OPTA 2014 020 and a series of actions including strengthening the role of the HR department in managing the process. technical assistance in implementation to support the performance management system design.

Creation of a new tool for performance management increase the challenge and responsibility for the HR department and managers to ensure sustainable implementation. For this an additional recommendation is to ensure continuous highly qualified assistance to the HR department for:

- Ensure the system is understood and accepted by the staff



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Instrumente Structurale
2007 - 2013

- Managers are able to link and support it through the day by day management of people practice.

- The HR department is able to monitor implementation, evaluate as necessary and ensure the fine tuning of the overall performance management system.

R4. Revisions of the whole management system in order to simplify procedures, clarify allocation of responsibilities, and reduce the administrative burden. A study on the minimum requirements generated by the regulations and legislation should be contracted.

The simplification should have in view; optimal use of grant schemes calls for proposals, reasonable/minimum documents requirements in all phases, levels of controls, clarity and agreement on the interpretation of the procedures by all control bodies, use of standard costs and lump sums, etc.

The recommendation remains valid. The first steps for implementation have been made by MEF which commissioned a study on administrative burden; further on OPs assumed alignment of their procedures with the recommendations for reduction of the administrative burden

R5. Develop user friendly guidelines, manuals, helpdesks, tutorials, with an extended use of ICT, in order to ensure easy access of all beneficiaries; Progresses already made with revision of the guidelines, but the recommendation remains valid.

R6. Ensure development of an effective indicators system in line with the EC methodology, adequate capacity at project and programme level to use the indicators and production of data for the calculation of the indicators. This needs to be implemented through coordination from MEF level, with provision of guidance and training to all users of the system. MEF have to ensure the data providers have the capacity and assume production of data. The recommendation is addressed through assistance to OPs 2014-2020 in preparation of the indicators guide and has to be followed up with guidance tailored on the audience.

R7. Extend the e-cohesion concept in all processes of data exchange with the beneficiaries. It is already considered being object of the dedicated Priority Axis 2 in OPTA 2014-2020.

Recommendation remains valid.

R8. Strengthen the management and control systems of the authorities. This should be implemented through improved competences in internal control, risk management, prevention, detection and management of irregularities. To be explored are modalities of how evaluation criteria linked to the MCS can be included in the performance appraisal of the managers, and additionally sanctions on cases of lack of discipline to be applied. The improvement of the procurement procedures has to continue. The recommendation was confirmed and accepted through the action plan for strengthening the administrative capacity attached to the PA 2014-2020. The recommendation remains valid/

Other measures to support the strengthening of the administrative capacity of the authorities.

Implementation of the public administration reform to create a favourable environment for the development of the administrative capacity of the authorities involved in the management of the EU funds.

- Specifically improved capacity of the policy design and implementation is needed
- Improvement of the effectiveness and efficiency of the public administration system.
- Addressing corruption in a more effective way.



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The recommendations remain valid. Positive premises for their fulfilment are the TA of the general secretariat of the government and the measure for consolidation of the administrative capacity and fight against corruption included in the OP Administrative capacity 2014-2020/