

## Standard Summary Project Fiche

### 1. Basic Information

**1.1 CRIS Number: 2004-016-919.06**

**1.2 Title: Support for the Design and Implementation of Development and Assessment Programme for Senior Civil Servants**

**1.3** Sector: Public Administration Reform  
Sub-sector: Horizontal PAR

**1.4** Location: Bulgaria

### 2. Objectives

**2.1** Overall Objective(s):

To strengthen the capacity of the Bulgarian civil service to lead and manage change and to develop its role as a professional and politically neutral administration.

**2.2** Project purpose:

To build assessment capacity to select senior civil servants and a training and development programme that will enable senior civil servants to develop their leadership and management skills.

**2.3** Accession Partnership (AP) and NPAA priority

#### Accession Partnership

- Continue to make progress with public administration reform. Ensure effective implementation of the provisions of Civil Service Act and related regulations. Take steps to ensure accountability, openness and transparency of public service.

#### NPAA

- Continuation of Bulgarian efforts towards complete establishment of functioning and efficient public administration with a new, citizen-friendly culture, and for further improvement and strengthening the administrative capacity compatible with European administrations.

#### Action Plan for AP priorities related to strengthening administrative and judicial capacity

- Take steps to ensure accountability, openness and transparency of public service.

**2.4** Contribution to National Development Plan  
NA

**2.5** Cross Border Impact  
NA

### **3. Description**

#### **3.1. Background and justification**

Bulgarian governments over the last five years have successively formulated policies and accompanying legislation to improve the effectiveness of public administration. The European Commission has highlighted in its regular reports that administrative reform is a key requirement for the country's preparation to join the EU. SIGMA, at Commission request, produces an annual assessment on the public service and administrative framework. The 2003 SIGMA assessment draws attention to a number of significant weaknesses and makes recommendations to address these. In September 2003 the Government adopted a revised Strategy for Modernisation of the Public Administration – from Accession to Integration 2003-2006. This is supported by a detailed Action Plan. The Strategy and Action Plan are organised around six pillars of activity:

- institutional development;
- decentralization;
- human resource management;
- administrative service provision;
- control and reporting, and
- benchmarking and best practice.

Until 1989 the civil servants were considered clerical workers at the service of the Communist Party. The democratic Constitution established that state employees should be political neutral and guided by the law. The legal framework for the public administration is now established in the Civil Servants' Act and the Law on the Administration. The 2003 Strategy for Modernisation of the Public Administration from Accession to Integration 2003-2006 sets a strategic goal to create a professional, politically neutral and accountable public administration.

All Ministries and Agencies now have regulations defining the functions of their units and the number of managers, experts and technical staff in each unit. The administration now employs some 81,000 including 5,500 managers in 117 central administrations, 28 regional administrations and 264 municipalities.

The secondary legislation to the Civil Servant's Act defines the groups of state employees – managers, experts and technical staff. The minimum appointment criteria for each grade are also defined. These appointment criteria are: length of service, education qualifications and rank. Under the law, civil servants cannot be dismissed for political reasons.

One of the most important recent changes has been the introduction of appointment through competition for all civil service positions. Since 2004 all new appointments are advertised individually and information is posted on a government website. The responsible manager nominates a selection committee and sets selection criteria. The committee ranks candidates and puts forward three top candidates to the appointing authority (normally a Minister or the Head of an Agency) who makes the final decision.

In the last two years, all public servants have set themselves annual objectives and have been appraised on the basis of their performance against these objectives. The pay system has been substantially revised. Pay increases are now partly dependent on performance as determined through an annual assessment against personal objectives. Arrangements for promotion are also based on competition in which assessment plays an important role. Promotion is now only available for those with good assessments.

The Bulgarian Government has taken steps to increase training. The Strategy for training of the public administration employees was adopted in year 2002 (Council of Ministers Decision № 85). Training of the employees in the administration is a priority which is realized through the annual allocation of a special training fund in the state budget. The training budget is a percent (not lower than 0.8%) of the overall salaries fund for the administration. All administrative units prepare an annual training plan. The Minister for State Administration approves these plans and allocates the training budget to each unit on the basis of the assessed training needs.

The Institute of Public Administration and European Integration (IPAEI) was established in May 2000 in accordance with art. 35 (3) of the Civil Servant's Act. The Institute is allocated funds to provide compulsory training for all new civil servants and for all newly appointed managers. The Institute also organizes specialist training courses for which it must cover its costs from course fees. Since 2003 the Institute has started to develop and implement a programme of seminars and courses covering management issues including a compulsory introductory management course for all new managers which was developed with the assistance of BG 9909.01 "Training for Public Administration".

As Bulgaria prepares for membership of the European Union, senior civil servants are expected to take on a greater role. This role will include:

- the development of policy including conducting public consultation and carrying out impact assessment (procedures for this work have been developed by PHARE Project BG-0103.01 "Strategic Policy-making and Coordination");
- managing service delivery to deliver quality services (PHARE BG 2003/004-937.10.01 "Strengthening the Capacity of the Bulgarian Public Administration - Implementing the Strategy for Modernisation of the Public Administration in View of the Improved Service Delivery to the Public" will support the introduction of innovative technologies in service delivery);
- managing through objectives (program budgeting is due to be introduced by 2007);
- financial management;
- improving effectiveness and efficiency (a methodology was prepared by PHARE 0103.02 "Implementing Civil Service Reform")
- managing people (PHARE BG 0203.07 "Strengthening Human Resource Capacity" will help strengthen human resource management units);
- project management;
- change management;
- participation in the committees and consultation mechanisms of the EU.

It is anticipated that future civil service leaders will need to show new qualities and develop new management skills to succeed in these new tasks, and that these qualities will include: leadership and management of change, ability to get the best from staff, ability to deliver results, capacity for strategic planning, personal impact and ethics, ability to learn, develop and respond to new challenges. At this stage it is important to identify and clarify the qualities and skills that future leaders of the civil service will need and to develop a training and development programme that will enable managers to develop these skills.

This project will support IPAEI to identify the training needs of civil service managers, and to develop its introductory course for new managers, a new development programme for senior managers, and additional seminars and courses focusing on particular management issues.

There is a need in the Bulgarian public administration that the civil service leaders to have the opportunity to develop leadership and management skills that are needed for the management of a modern state administration and for implementation of the acquis, and to gain exposure to modern European administrative practices. This project therefore focuses on the design and

implementation of the new development programme for senior managers. The initial cycles of this programme will be implemented in Bulgaria but with a substantial component in an EU Member State in order to ensure exposure to the concepts and practices of modern European administration. This is important since many of the first graduates from this programme are likely to contribute as assessors to the selection of the next generation of senior civil service managers.

It is important to select for this course those managers with the qualities needed for senior management and the potential to lead the administration through a period of change. The project therefore includes the development of a competence framework for senior civil servants and an objective assessment process to select managers for the course. If this process proves successful it could provide a model for the assessment process for the selection of new managers and for the selection of a “fast stream” of future managers.

### **3.2 Linked Activities:**

- BG 9909.01 “Training for Public Administration”. This had a wide objective to promote the establishment of a professional, efficient and responsible public administration. It supported the newly created national public administration training institution – the Institute for Public Administration and European Integration (IPAEI).
- BG 0103.01 “Strategic Policy Design and Co-ordination”. Among the aims of this project is the creation of a methodology for strategic planning and policy design at national level.
- BG 0103.02 “Strengthening of the public administration – implementing public administration reform”. This project contained several components. One component created a methodology for functional reviews. Another component prepared action plans for better service delivery.
- BG 0203.07 “Strengthening the Human Resource Management Capacity” is now due to be contracted. It will support the development of HR management system throughout the public administration.
- BG 2003/004-937.10.01 ““Strengthening the Capacity of the Bulgarian Public Administration – Implementing the Strategy for Modernisation of the Public Administration in View of the Improved Service Delivery to the Public” This project will support introduction of innovative technologies in service delivery to gain better efficiency.
- A UK Department for International Development (DfID) project (2001-04) supported the preparation of a concept for improvement of service delivery by the application of the “one-stop shop” principle. The project supported pilot one-stop shops in five administrative structures.
- A UK Department for International Development (DfID) project (2001-04) supported the development and implementation of personal objectives, assessments and performance pay.

### **3.3 Results:**

- Management training programme assessed and recommendations presented to strengthen training practices for senior managers, middle managers and team leaders across the state administration.
- Management development course for senior civil service managers designed and first annual cycle implemented.

- An assessment capacity set up to select participants for the senior civil service management development course on the basis of leadership and management qualities and potential.

### 3.4 Activities:

- ***Management training programme assessed and recommendations presented to strengthen training practices for senior managers, middle managers and team leaders across the state administration.***
  - To support IPAEI to develop capacity to carry out a management training needs assessment.
  - To present recommendations for strengthening the training practices for senior managers.
  - To support IPAEI to develop permanent capacity to review and design management training seminars and courses to meet the needs identified.
- ***Management development course for senior civil service managers designed and first annual cycle implemented.***
  - To support IPAEI to design framework and content for an approximately 15 day modular development course for senior civil service managers including at least:
    - financial management,
    - performance management,
    - management of the policy development process,
    - team and people management
    - equal opportunities, and
    - leadership and management of change
    - 360 feedback.
  - To develop the training materials for the course.
  - To provide for the implementation of the first cycles of the modular development course to include training both in Bulgaria and in an EU Member State.
- ***An assessment centre set up to select participants for the senior civil service management development course on the basis of leadership and management qualities and potential.***
  - To develop a framework of competences for the senior civil servants and to advise on any necessary changes in legislation.
  - To design a framework and prepare materials for the development of assessment capacity to identify managers with competences and potential for senior management positions in the civil service.
  - To identify and train a core group of (internal and external) assessors and to support implementation of the assessment capacity to identify the participants in the first cycles of the senior management development course.
  - To advise on the sustainable application of the assessment capacity to the selection of civil service managers and a “fast stream” of potential managers and to advise on any necessary changes in legislation.

### 3.5 Lessons learned:

The IPAEI has gained experience with project management. IPAEI was the user of the successfully implemented Phare project BG9909-01 and has participated in the implementation of Phare project BG0103-02 in its training component. IPAEI is the beneficiary of an approved Phare 2004 project “Assistance in designing training programs and training of representatives of minority and vulnerable groups”.

## 4. Institutional Framework

Overall responsibility for the public administration in Bulgaria is held by the Minister of State Administration who is assisted as such by the Secretary General of the Council of Ministers and the Directorate for State Administration in the CoM.

The Directorate for State Administration and the Directorate for Regional Co-ordination in the CoM were established to manage public administration on central and local level. CoM Ordinance Nr.209/25.11.1999 sets out the functions and responsibilities of Directorates within the CoM administration.

The Institute for Public Administration and European Integration (IPAEI) was established to provide training for the public administration.

## 5. Detailed Budget

	<b>Phare Support</b>					
	Investment Support	Institution Building	<b>Total Phare (=I+IB)</b>	<b>National Co-financing*</b>	<b>IFI*</b>	<b>TOTAL</b>
Technical assistance contract		2 Meuro	2 Meuro			2 Meuro
<b>Total</b>		<b>2 Meuro</b>	<b>2 Meuro</b>			<b>2 Meuro</b>

## 6. Implementation Arrangements

### 6.1 Implementing Agency

The implementing agency is the Central Financing and Contracts Unit (CFCU) in the Ministry of Finance:

PAO: Mr. Tencho Popov – Secretary General, Ministry of Finance  
102, Rakovski Street,  
1040 Sofia  
Telephone: (+ 359 2) 9859 2772; 9859 2777  
Fax: (+ 359 2) 9859 2773

and will be responsible for carrying out tendering, contracting, payments and financial reporting in accordance with the Practical Guide to Phare Contract procedures, and will work in close co-operation with the beneficiary.

The beneficiary of the project is the Institute of Public Administration and European Integration, 18 Vitosha Blvd, Sofia 1000, Bulgaria. Person responsible for the project is George Manliev, Executive Director tel.: 00359 2 980 9747, fax 00359 2 980 96 79, e-mail: [G.Manliev@government.bg](mailto:G.Manliev@government.bg).

**6.2** Twinning  
NA

**6.3** Non-standard aspects  
NA

**6.4** Contracts: There will be one Technical assistance contract for 2 Meuro, approximately one third of which should be devoted to the training component for senior civil servants both in Bulgaria and in one EU member state.

## **7. Implementation Schedule**

<b>7.1</b> Draft Terms of Reference	Q4 2004
Start of tendering/call for proposals	Q1 2005
Contracting Technical Assistance	Q3 2005
<b>7.2</b> Start of project activity	Q3 2005
<b>7.3</b> Project completion	Q3 2007

## **8. Equal Opportunity**

The dimension of equal opportunity and gender equality will be integrated into all levels of the project. This will establish a suitable foundation for mainstream gender equality in the future. It will be included in the Terms of Reference of the project as a joint responsibility of the Contractor, and the beneficiary institutions.

**9. Environment:**  
NA

**10. Rates of return:**  
NA

**11. Investment criteria:**  
NA

## **12. Conditionality and sequencing**

### *Conditionality*

All training activities foreseen in this project will be organized in close co-ordination with the IPAEI, in order to assure the sustainability of this project and to further develop permanent training capacity in Bulgaria. The project will support the activities organised by the BG administration for the training of public administration employees and trainers. It is expected that prior to tendering the beneficiary will create a project management team staffed with skilled experts in project management.

### *Sequencing*

- develop capacity to carry out a management training needs assessment.
- support to the IPAEI to design framework and content for an approximately 15 day modular development course for senior civil service managers
- develop the training materials for the course.

- provide for the implementation of the first cycles of the modular development course to include training both in Bulgaria and in an EU Member State.
- develop a framework of competences for the senior civil servants and to advise on any necessary changes in legislation.
- design a framework and prepare materials for the development of assessment capacity to identify managers with competences and potential for senior management positions in the civil service.

#### **ANNEXES TO PROJECT FICHE**

1. Logical framework matrix in standard format (compulsory)
2. Detailed implementation chart (compulsory)
3. Contracting and disbursement schedule by quarter for full duration of programme (including disbursement period) (compulsory)
4. List of relevant Laws and Regulations (optional)
5. Reference to relevant Government Strategic plans and studies (may include Institution Development Plan, Business plans, Sector studies etc) (optional)



**Phare log frame**

LOGFRAME PLANNING MATRIX FOR	Programme name and number	
Project: Support for the Design and Implementation of Development and Assessment Programme for Senior Civil Servants	Contracting period expires: November 2006	Disbursement period expires: November 2007
	Total budget : <b>2 MEURO</b>	Phare budget year: <b>2 MEURO</b>

<b>Overall objective</b>	<b>Objectively verifiable indicators</b>	<b>Sources of Verification</b>	
To strengthen the capacity of the Bulgarian civil service to lead and manage change and to develop its role as a professional and politically neutral administration.	<ul style="list-style-type: none"> <li>• Analysis, reports and proposals for improvement of the training practices for senior civil servants</li> </ul>	<ul style="list-style-type: none"> <li>• Progress reports</li> </ul>	
<b>Project purpose</b>	<b>Objectively verifiable indicators</b>	<b>Sources of Verification</b>	<b>Assumptions</b>
To build assessment capacity to select senior civil servants and a training and development programme that will enable senior civil servants to develop their leadership and management skills.	<ul style="list-style-type: none"> <li>• Training programmes for senior civil servants developed</li> <li>• 200 senior civil servants trained in Bulgaria and abroad</li> <li>• Assessment capacity created</li> </ul>	<ul style="list-style-type: none"> <li>• Progress reports</li> <li>• Reports of foreign donors</li> </ul>	<ul style="list-style-type: none"> <li>• Bulgaria's continuing implementation of the public administration reform</li> </ul>
<b>Results</b>	<b>Objectively verifiable indicators</b>	<b>Sources of Verification</b>	<b>Assumptions</b>
<p>Management training programme assessed and recommendations presented to strengthen training practices for senior managers, middle managers and team leaders across the state administration.</p> <p>Management development course for senior civil service managers designed and first annual cycle implemented.</p>	<ul style="list-style-type: none"> <li>• Assessed existing training practices for senior civil servants</li> <li>• Management development course designed and implemented</li> <li>• Framework of competences developed and used in the assessment practices</li> </ul>	<ul style="list-style-type: none"> <li>• Progress reports</li> <li>• Project records</li> <li>• Public surveys</li> <li>• Regular report of the EC , the World Bank and other international organizations</li> </ul>	<ul style="list-style-type: none"> <li>• Trained staff remains with the public administration,</li> <li>• Full commitment of government</li> </ul>

An assessment capacity set up to select participants for the senior civil service management development course on the basis of leadership and management qualities and potential.			
<b>Activities</b>	<b>Means</b>		<b>Assumptions</b>
<ul style="list-style-type: none"> <li>• To support IPAEI to develop capacity to carry out a management training needs assessment.</li> <li>• To present recommendations for strengthening the training practices for senior managers.</li> <li>• To support IPAEI to develop permanent capacity to review and design management training seminars and courses to meet the needs identified.</li> <li>• To support IPAEI to design framework and content for an approximately 15 day modular development course for senior civil service managers including at least: <ul style="list-style-type: none"> <li>- financial management,</li> <li>- performance management,</li> <li>- management of the policy development process,</li> <li>- team and people management</li> <li>- equal opportunities, and</li> <li>- leadership and management of change</li> <li>- 360 feedback.</li> </ul> </li> <li>• To develop the training materials for the course.</li> <li>• To provide for the implementation of the first cycles of the modular development course to include training both in Bulgaria and in an EU Member State.</li> </ul>	Technical assistance contract approximately one third of which should be devoted to the training of 200 Bulgarian senior civil servants in the country and abroad		<ul style="list-style-type: none"> <li>• Trained staff remains with the public administration,</li> <li>• Commitment of all parties concerned.</li> <li>• Adequate staff and experts in place</li> </ul>

- To develop a framework of competences for the senior civil servants and to advise on any necessary changes in legislation.
- To design a framework and prepare materials for the development of assessment capacity to identify managers with competences and potential for senior management positions in the civil service.
- To identify and train a core group of (internal and external) assessors and to support implementation of the assessment capacity to identify the participants in the first cycles of the senior management development course.
- To advise on the sustainable application of the assessment capacity to the selection of civil service managers and a “fast stream” of potential managers and to advise on any necessary changes in legislation.

**Preconditions**

- That a clear commitment exists on the part of all actors for the successful implementation of the project.

## ANNEX 2: DETAILED IMPLEMENTATION CHART

Sub-Projects	1Q 2005	2Q 2005	3Q 2005	4Q 2005	1Q 2006	2Q 2006	3Q 2006	4Q 2006	1Q 2007	2Q 2007	3Q 2007
Contract for Technical Assistance	T	T	T	I	I	I	I	I	I	I	F

**TENDERING**

**IMPLEMENTATION**

**FINALISATION**

## ANNEX 3: CUMULATIVE CONTRACTING AND DISBURSEMENT SCHEDULE

All figures in million Euro

	30/09/2005	31/12/2005	30/03/2006	30/06/2006	30/09/2006	31/12/2006	30/03/2007	30/06/2007
<b>CONTRACTED</b>	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000
<b>DISBURSED</b>	1,200	1,200	1,200	1,800	1,800	1,800	2,000	2,000

#### **ANNEX 4: List of Relevant Laws and Regulations**

- Law for the Administration
- Civil Servant's Act
- the Law for the Administrative Services to Citizens and Businesses
- the Law for the Proposals, Signals, Appeals and Requests.
- Local Self Government and Local Administration Act
- Decree 209 for the statutes of the administration of the Council of Ministers
- Statutes of the line ministries and state agencies
- Statutes of the regional administrations
- Decree Nr. 82 dated 15.05.2000 for the establishment of the Institute for Public Administration and European Integration and approval of its Statutes

#### **ANNEX 5: Reference to relevant Government strategic plans and studies**

- Strategy for modernisation of the administration in the Republic of Bulgaria - from accession to integration
- National Training Strategy
- National Strategy for accession of Republic of Bulgaria to the EU
- Programme for the realisation of the National Strategy for accession of Republic of Bulgaria to the EU
- NPAA