

PHARE 2001  
STANDARD SUMMARY PROJECT FICHE

**1. Basic Information**

- 1.1 Désirée Number:** RO-0106.03
- 1.2 Title:** Creating a Corps of Professional Public Managers within the Civil Service
- 1.3 Sector:** Public Administration
- 1.4 Twinning Component:** N/A
- 1.5 Location:** Romania

**2. Objectives**

**2.1 Overall Objective**

Increase the Romanian administration managerial capacities by enhancing the attractiveness of a management career within the civil service for professionals either from outside the administration or from inside.

**2.2 Project Purpose**

To create, through an accelerated route, a professional corps of public managers within the Romanian civil service, with sufficient skills to manage the public affairs on a professional, non-political basis, and the necessary abilities to deal with the priority areas linked to the transposition and implementation of the acquis communautaire and other EU accession related matters.

**2.3 Accession Partnership and NPAA Priority**

With respect to the reinforcement of institutional and administrative capacity, the Accession Partnership set as objectives:

for the short term: the progress in public administration reform

for the medium term: the implementation of a comprehensive public administration reform programme.

The National Programme for Accession to the European Union (NPAA) identifies as short term priority for the creation of a professional, apolitical and career civil service, including the creation and development of a managerial group within the civil service.

**2.4 Contribution to National Development Plan**

N/A

## **2.5 Cross Border Impact**

N/A

## **3. Description**

### **3.1 Background and Justification**

The Romanian Government has expressed its determination to embark upon an ambitious programme of public administration reform, including a far-reaching reform of its civil service.

In May 2000 Romania presented a revised National Programme for Adoption of the Aquis (NPAA) in which it stressed the necessity in continuing the legislative and institutional reform process in the public administration in order to smooth and speed up the adoption of the acquis.

The new policy to reform the public administration is intended to be coherent and closely connected to the process of the nation's integration into the EU structures. Its basic goal is to create a new legal framework, to provide professional, efficient, politically neutral public services, to modernize the institutional structures, increase the efficiency and effectivity of civil servants activity, to change mentalities and behaviour and, last but not least, to create a natural relationship between the administration and the citizens.

The Parliament adopted in December 1999 the Law on the Statute of Civil Service No. 188/1999 and this marked an important step forward in the public administration reform drive. The Law defines the rights and duties of civil servants, provides a competitive, open, equal opportunity recruitment system in public administration and ensures stability for civil servants.

This project will focus on creating a generalist body (or corps) of civil state administrators able to manage the state administrative affairs in different basic domains as, for example, budget, human resources, policy design, public procurement, EU funds, implementation of the different areas of the acquis, according to the provisions of the Law on the Statute for the Civil Service.

A specific piece of secondary legislation to the Law 188/99 will be necessary to establish the specific legal framework within the current Law. This specific legal framework would need to ensure quality in selection and training, relevance of job positions chosen for participants in the scheme, predictable careers and retention in service. A central career-management of the growing cadre of professional administrators should be also ensured. The design of specific measures to reinforce the protection of these civil servants against political interference as well as the attractiveness of a public management career with specific incentives, financial or otherwise, would be needed. Part of this legislation will be elaborated in 2001 and the National Agency for Civil Servants will receive support in this area from Phare Ro 9804.05 project.

The Government programme establishes as priorities concerning the civil service the following:

- enforcing the provisions of the Law of public service and implementing the principle according to which public servants must be hired exclusively according to their competence;
- promoting public servants solely according to their competence and morality, in the spirit and according to the Law;
- coherently and correctly managing the career of the public servants by adequate wages, by ensuring appropriate working conditions towards respecting the principle of stability and continuity;
- creating a competitive national and regional system for training public servant.

### **3.2 Linked Activities**

The **EC Phare** has been active in the field of public administration reform.

A previous Phare programme from 1992 had helped to train 30 trainers for the planned RTCs. That programme also financed micro projects of interest for the local public administration and seminars were held regarding the decentralisation of local public services.

A further Phare programme on Central Public Administration Reform commenced in May 1996 and ended in June 1998 with the main elements being:

- the development of a human resources management and training capacity;
- institutional development including the operation of a number of Pilot activities;
- civil service ethics aimed at helping to develop a user-oriented approach.

The outcomes of this programme were limited – it did however set down the Principles for Public Administration Reform that provided the basis for actions in this area within the plan for accession.

Another programme (RO 9804.05) started recently having as purpose to strengthen the capacity of the recently established National Agency for Civil Servants. The second component of this project is dealing with the elaboration of secondary legislation and regulations concerning the civil service reform, including the civil service recruitment and probation system, civil service management of vacant positions, civil service assessment and promotion system and unitary civil service ranking and remuneration system.

In what concerns local public administration reform, the EC Phare programme is currently operating a project on local government reform that is aimed at strengthening decentralization of government through capacity building at local government level. Under this project a component is meant to support the regional training centres for local public administration.

The proposed programme is building upon the previous programmes findings and the activities and results expected from the project will make use of the previous work and will not replicate it.

***Other Donors:***

At central government level the British Know How Fund has been operational with a resident advisor until end 1999 (SMART programs). The work has been directed towards (i) the machinery of government and (ii) the development of a central Human Resources Management capability. A new bridging contract was agreed upon in 1999 for a limited period of time to assist with the implementation of the new Civil Service Law, in particular with the setting up of the new Civil Servants National Agency, programme which is currently in process of implementation (SPAR Programme).

The mainly EU financed SIGMA programme has continuously provided advice on the civil service law and ad hoc advice to the Government and Parliament on the reform of the civil service and central government.

The World Bank has provided some targeted technical assistance on the development of a civil service law and its passage through Parliament.

### **3.3 Results**

The results of the project, as they are described in the attached log frame matrix are the following:

1. Mechanism adopted and operational, based on merit and open competition, for recruiting and professional preparation of the civil servants participating in the scheme this project is aimed to create.
2. First series of training for the selected participants implemented and participants assigned in specific positions within state administration
3. Stages organised in EU public administrations for selected civil servants who followed the training courses
4. Scholarship scheme for postgraduate studies in EU countries on public administration established

### **3.4 Activities**

The programme consists of four components regarding the establishment of a professional corps of state civil administrators. The details of each component and the subsequent activities are set out in the remainder of this section.

#### ***Component 1 – Selection of the Candidates for the Scheme***

- 1.1. Organisation of a workshop with concerned Romanian institutions to discuss the operational methodology of the scheme, as well as the involvement of each relevant institution, in order to gain acceptance and support to the project activities;
- 1.2. Drafting the selection criteria (including but not restricted to age, university degree, etc);
- 1.3. Organisation of a dissemination campaign for announcing the scheme, the selection of participants and the launching of the first series of young civil servants training;
- 1.4. Organisation of entrance examination for the applicants using external assessors and appeal procedure.

Recruitment of participants based on merit and open competition within the framework provided by the Law on the Statute of Civil Service and existing secondary legislation.

## ***Component 2 – Training Delivery for the Selected Candidates, including the Organisation of the Rotation***

- 2.1. Drafting the training curricula including courses on constitutional and administrative law, human rights law, and EC law. In addition, other disciplines related to financial management, financial control and audit, policy analysis, international relations and public management techniques should have a prominent place as well;
- 2.2. Elaborating manuals, training materials and study cases for the training modules;
- 2.3. Courses delivery;
- 2.4. Organisation of the final evaluation of the participants in the scheme;
- 2.5. Organization of a closing forum for the first series of participants trained under this scheme;
- 2.6. Drafting the recommendations for further improvement of the training scheme;
- 2.7. Organising the rotation of trained candidates among different ministries and institutions in central state administration;
- 2.8. Identifying the appropriate positions for the newly trained and rotated civil servants and making recommendations to the Government on decisions to be taken for the scheme to attain its ultimate goals.

## ***Component 3 – Organising and Financing Stages in EU Member States Public Administrations***

- 3.1. Selecting the participants for the stages (among trained and rotated participants in the component 2) and define the characteristics of this stages;
- 3.2. Performing the administrative work linked to the organisation of the stages in similar public administrations in EU member states;
- 3.3. Assistance to the participants throughout the stages, including in selection of appropriate reading materials.

## ***Component 4 – Scholarship Scheme for Postgraduate Studies***

This component is self-contained with regard to the others components, although links and dynamic synergies should be created among them. This is the rationale for including this component in this project, with the following activities:

- 4.1. Identify relevant postgraduate programs and institutions in EU countries, with special focus in EU integration related matters. The maximum duration of the courses should be 1 year;
- 4.2. Drafting the selection criteria (including university degree, academic performance, age, etc);
- 4.3. Organisation of a dissemination campaign for announcing the scheme;
- 4.4. Selection of participants based on merit and open competition and subject to the condition of working after completion of the postgraduate studies in the Romanian public administration;
- 4.5. Performing the administrative work linked to the organisation of the scholarships, including the financial support and monitoring the selected candidates;
- 4.6. Identifying the appropriate positions for those graduating such studies.

The four components will be included in a classical technical assistance contract amounting 4.0 MEURO as follows:

Component 1 – MEURO 0.70  
Component 2 – MEURO 1.00  
Component 3 – MEURO 0.30

## Component 4 – MEURO 2.00

A twinning project for the Ministry of Public Administration will be developed in parallel with this project and the pre-accession adviser of the twinning will be responsible for maintaining an overview and co-ordination on the functioning of this project as well in order to ensure consistency among the respective activities.

### **4. Institutional Framework**

The political system in Romania has undergone fundamental changes since the early stage of the reform process in 1990. The economy is still in full transition towards a market economy, a transition resulting in severe constraints on the activity of the public sector as a whole and, more importantly, on the structures of central public administration.

With a view to achieving the objectives incumbent to Romania as a candidate country aiming at accession to the European Union, it is necessary to continue the legislative and institutional reform process in the public administration.

The Ministry for Public Administration was established through the Emergency Ordinance no. 291/2000 and its establishment, organisation and functioning is regulated through the Government Decision No. 8/2001. This Ministry has the role:

- to adopt the necessary measures for to create an efficient activity of the public administration staff; propose the measures in order to modernize the office activity and to avoid bureaucracy;
- to organise training for the staff, in Romania or abroad, and familiarize the staff with the EU standard in this field;
- to monitor the fulfilment of the National Agency of Civil Servants functions and attributions set through the law and through the government decision regarding its establishment;
- together with the Ministry for Education and Research, to present to the Government proposals for the organisation and operation of a performance system – national and regional – for the training of civil servants from the central and local public administration, and also for local elected officials.

The National Agency for Civil Servants has the role to implement of the provisions concerning the development of the civil service system introduced by the Law 188/99. The Agency has also the mandate to organise/coordinate the system of civil servants' professional training and to elaborate and supervise training and professional programs. The Agency is subordinated by the Ministry of Public Administration.

Through this project, the capacity of the National Agency for Civil Servants and Ministry of Public Administration to fulfil their role regarding the civil service reform will be considerably improved.

## 5. Detailed Budget

(in MEURO)

	Phare Support					
	Investment Support	Institution Building	Total Phare (=I+IB)	National Co-financing*	IFI*	TOTAL
Contract		4.00				4.00
Total		4.00				4.00

## 6. Implementation Arrangements

### 6.1 Implementing Agency and Authority

The National Agency for Civil Servants, subordinated by the Ministry of Public Administration, is the Implementing Authority (IA) and it will be represented by the person appointed as Senior Programme Officer (SPO) who will also chair the Steering Committee. The SPO is in charge of the technical implementation of the Project in accordance with Phare rules, regulations and procedures. A Programme Implementation Unit (PIU) will be established to assist the PO in the technical implementation of those relevant sections of the programme in accordance with Phare rules, regulations and procedures. The Programme Implementation Unit will provide technical support and expertise for the implementation of the Programme.

The Central Finance and Contracts Unit (CFCU), as Implementing Agency, will be responsible for the tendering, contracting, administration, accounting, payments and financial reporting, acting as Implementing Agency.

A Steering Committee (SC) including representatives from other key bodies involved in the project will provide strategic advice and guidance on Programme progress and achievements and to approve Programme's work programmes.

#### ***Contact details for the Implementing Authority:***

National Agency for Civil Servants  
Attn. Mr. Grigore Mihail Pandelas, General Director  
Magheru Blv. No. 6-8, 5<sup>th</sup> floor, room 15  
Tel: + (401) 212.29.91 ext. 113  
Fax: + (401) 212.29.98

#### ***Contact details for the Implementing Agency:***

Central Finance and Contracts Unit (CFCU)  
Attn. Mrs. Ruxandra Radulescu  
Director, CFCU  
Ministry of Finance  
36/38 Mendeleev Street  
Sector 1, Bucharest, Romania  
Tel: + (401) 310.3772, 313.6628, 313.6630  
Fax: + (401) 315.3536, 3124208

## **6.2 Non-standard Aspects**

The DIS Manual provisions will strictly be followed for the technical assistance components.

## **6.3 Contracts**

The project will be implemented through a contract consisting of technical assistance amounting 4.0 MEURO.

## **7. Implementation Schedule**

### **7.1 Start of Tendering/Calls for Proposals**

Under the assumption that the Financial Memorandum is signed until August 2001, the TORs for the contracts will be ready by October 2001.

### **7.2 Start of Project Activity**

The actual implementation of the project is expected to start in February 2002.

### **7.3 Project Completion**

The last payment for the project will be before December 31<sup>st</sup>, 2003.

## **8. Equal Opportunity**

Participants in this project will be selected in accordance with the relevant regulations set up to attain the foreseen objectives

## **9. Environment**

N/A

## **10. Rates of Return**

N/A

## **11. Investment Criteria**

N/A

## **12. Conditionality and Sequencing**

The legislation identified in the description of the project and other relevant pieces of legislation to be determined, should be passed before the project starts.

A Steering Committee for this project should be established by the Implementing Authority before the start of the project.

The most important milestones of the project are:

- Selection of participants in the scheme: September 2002
- Closing forum organized for the first series of participants trained under this scheme: July 2003.

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

1. Logical framework matrix
2. Detailed implementation chart
3. Contracting and disbursement schedule by quarter



<b>LOGFRAME PLANNING MATRIX FOR PROJECT RO-01.XX.XX</b>  <b>Creating a Corps of Professional Public Managers within the Civil Service</b>			
		Contracting period expires 30.11.2003	Disbursement period expires 30.11.2004
		Total budget: 4.0 MEURO	Phare budget: 4.0 MEURO
<b>Overall Objective</b>	<b>Objectively Verifiable Indicators</b>	<b>Sources of Verification</b>	
Increase the Romanian administration managerial capacities by enhancing the attractiveness of a management career within the civil service for professionals either from outside the administration or from inside.		Official Government reports International institutions reports, especially European Commission reports National and local mass media Population surveys	
<b>Project purpose</b>	<b>Objectively Verifiable Indicators</b>	<b>Sources of Verification</b>	<b>Assumptions</b>
To create, through an accelerated route, a professional corps of public managers within the Romanian civil service, with sufficient skills to manage the public affairs on a professional, non-political basis, and the necessary abilities to deal with the priority areas linked to the transposition and implementation of the <i>acquis communautaire</i> and other EU accession related matters.	<ul style="list-style-type: none"> <li>• first 50 professional managers trained in the scheme and placed on appropriate positions within the civil service system</li> <li>• 100 young graduates joining the civil service after the completion of postgraduate studies in EU countries</li> </ul>	<ul style="list-style-type: none"> <li>• Government documents</li> <li>• European Commission reports</li> <li>• Project progress reports</li> </ul>	<ul style="list-style-type: none"> <li>• Process of public administration reform continues</li> <li>• Financial resources are dedicated to the reform of public administration</li> </ul>
<b>Results</b>	<b>Objectively Verifiable Indicators</b>	<b>Sources of Verification</b>	<b>Assumptions</b>

<p>1. Mechanism adopted and operational, based on merit and open competition, for recruiting and professional preparation of the civil servants participating in the scheme this project is aimed to create</p>	<ul style="list-style-type: none"> <li>• Workshop with concerned Romanian institutions</li> <li>• selection criteria built in the first 6 months of the project</li> <li>• media campaign implemented in August- September 2002</li> <li>• entrance examination organised for the first series of trainees by end of September 2002</li> <li>• 50 civil servants selected to participate in the training programme</li> </ul>	<ul style="list-style-type: none"> <li>• workshop proceeds</li> <li>• selection criteria</li> <li>• advertisement in newspapers, broadcast coverage</li> <li>• project reports</li> </ul>	<ul style="list-style-type: none"> <li>• political elements in administration accept the need for increased knowledge at the civil servants level</li> <li>• reform of civil service salaries proceeds smoothly</li> <li>• regulation adopted concerning the subsequent promotion of the civil servants attending such courses</li> </ul>
<p>2. First series of training for the selected participants implemented and participants assigned in specific positions within state administration</p>	<p>training curricula developed in the first three months of the project 10 manuals and at least 20 case studies elaborated and printed in the first 6 months of the project courses delivered by international and local professors for one academic year final evaluation organised for the trainees at the end of the academic year closing forum organised for the first series of civil servants trained under this scheme, written recommendations for further improvement of the training scheme drafted in the following month after the closing forum rotation period organised in ministries</p>	<ul style="list-style-type: none"> <li>• training curricula</li> <li>• trainees registration information</li> <li>• closing forum report</li> <li>• manuals and case studies</li> <li>• written recommendations for further improvement of the training scheme</li> <li>• project reports</li> </ul>	<ul style="list-style-type: none"> <li>• The ministries and other central public institutions cooperating in finding appropriate positions for the trained young professionals</li> <li>• Stability of the civil servants enforced in the public administration</li> <li>• Mechanism in place compelling the trained professionals to remain in the public administration system</li> <li>• Reform of civil service salaries proceeds smoothly</li> </ul>

3. Stages organised in EU public administrations for selected civil servants who followed the training courses	25 young civil servants selected from the first series participating to three months stages in public administrations in EU member states. modern working techniques gained by the participants during the respective stages.	project reports	Mechanism in place compelling the trained professionals to remain in the public administration system
4. Scholarship scheme for postgraduate studies in EU countries on public administration established	100 selected candidates completing postgraduates studies in EU countries and joining the civil service		
Activities	Means		Assumptions
<p>1.1 Organisation of a workshop with concerned Romanian institutions to discuss the operational methodology of the scheme, as well as the involvement of each relevant institution, in order to gain acceptance and support to the project activities</p> <p>1.2 Drafting the selection criteria (including but not restricted to age, university degree, etc)</p> <p>1.3 Organisation of a dissemination campaign for announcing the scheme, the selection of participants and the launching of the first series of young civil servants training</p> <p>1.4 Organisation of entrance examination for the applicants using external assessors and appeal procedure</p> <p>1.5. Recruitment of participants based on merit and open competition within the framework provided by the Law on the Statute of Civil Service and existing secondary legislation.</p>	Technical assistance contract		

<p>2.1. Drafting the training curricula including courses on constitutional and administrative law, human rights law, and EC law. In addition, other disciplines related to financial management, financial control and audit, policy analysis, international relations and public management techniques should have a prominent place as well.</p> <p>2.2. Elaborating manuals, training materials and study cases for the training modules</p> <p>2.3 Courses delivery</p> <p>2.4. Organisation of the final evaluation</p> <p>2.5. Organization of a closing forum for the first series of participants trained under this scheme</p> <p>2.6. Drafting the recommendations for further improvement of the training scheme</p> <p>2.7. Organising the rotation of trained candidates among different ministries and institutions in central state administration.</p> <p>2.8. Identifying the appropriate positions for the newly trained and rotated civil servants and making recommendations to the Government on decisions to be taken for the scheme to attain its ultimate goals</p>	<p>Technical assistance contract</p>		
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<p>3.1. Selecting the participants for the stages (among trained and rotated participants in the component 2) and define the characteristics of this stages.</p> <p>3.2. Performing the administrative work linked to the organisation of the stages in similar public administrations in EU member states</p> <p>3.3. Assistance to the participants throughout the stages, including in selection of appropriate reading materials</p>	<p>Technical assistance contract</p>		
<p>4.1. Identify relevant postgraduate programs and institutions in EU countries, with special focus in EU integration related matters. The maximum duration of the courses should be 1 year.</p> <p>4.2. Drafting the selection criteria (including university degree, academic performance, age, etc)</p> <p>4.3. Organisation of a dissemination campaign for announcing the scheme</p> <p>4.4. Selection of participants based on merit and open competition and subject to the condition of working after completion of the postgraduate studies in the Romanian public administration</p> <p>4.5. Performing the administrative work linked to the organisation of the scholarships, including the financial support and monitoring the selected candidates</p> <p>4.6. Identifying the appropriate positions for those graduating such studies</p>	<p>Technical assistance contract</p>		

	Preconditions
	The legislation identified in the description of the project and other relevant pieces of legislation to be determined, should be passed before the project starts.

Creating a Corps of Professional Public Managers within the Civil Service																																												
Components	2001						2002												2003												2004													
	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D		
Component 1 - selection	D	D	D	C	C	C	C	I	I	I	I	I	I	I	I																													
Component 2 – training and rotation	D	D	D	C	C	C	C	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	R																
Component 3 - stages	D	D	D	C	C	C	C																	I	I	I	I	I	R															
Component 4 - scholarships	D	D	D	C	C	C	C	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	R															
D = Design/Tender preparation      C = Contracting      I = Implementation/works      R = Review/evaluation																																												

*Annex 3 –Cumulative Contracting and disbursement schedule by quarter for project: RO0106.03*

Creating a Corps of Professional Public Managers within the Civil Service															
	Cumulative contracting schedule by quarter in Meuro (planned)														
	2001		2002				2003				2004				
	III	IV	V	VI	VII	VIII	IX	X	XI	XII	XIII	XIV	XV	XVI	
Total contracting:			4.00	4.00	4.00	4.00	4.00	4.00	4.00	4.00					
	Cumulative disbursement schedule by quarter in Meuro (planned)														
	2001		2002				2003				2004				
	III	IV	V	VI	VII	VIII	IX	X	XI	XII	XIII	XIV	XV	XVI	
Total disbursement:			0.74	1.41	2.82	3.00	3.24	3.63	3.77	4.00	4.00	4.00	4.00	4.00	