

STANDARD SUMMARY PROJECT FICHE

1. Basic Information

1.1 Désirée Number: BG 0203.07

1.2 **Title:** **Strengthening the Human Resource Management Capacity in the Bulgarian Public Administration**

1.3 Sector: *Public Administration Reform*

1.4 Location: Bulgaria

2. Objectives

2.1 Overall Objective(s):

To create capacity within the CoM to develop, guide and monitor the HR policies and systems within the public administration, for the strategic development of HRM capability and capacity throughout the public administration.

2.2 Project purpose:

To assist for the creation and the implementation of a human resource management (HRM) system for the public administration that will give employees in the public administration the tools, good practices, strategies, and leadership needed to carry out the policies of government effectively and efficiently

2.3 Accession Partnership and NPAA priority

Accession partnership

- to complete the establishment of a professional and impartial civil service

NPAA

- ensuring continuity and consistency in the application of the civil service status in all spheres and levels of state administration; achieving stability and sustainability in the civil service and improving the conditions for professional and career development
- development of a unified system for personnel development

3. Description

3.1 Background and justification:

The legal basis for the operation of the public administration is in place. This includes the Law for the Administration, the Civil Servant's Act and the Law for the Administrative services to physical and legal persons. The Law for the Administration has set the framework for the new structure of the Bulgarian administration. The Civil Servant's Act regulates the status of the civil servants. Secondary legislation related to the Law for the Administration and the Civil Servant's Act was adopted and entered into force. The process of introduction of the civil servants status in the administration at central and regional level has been finalised.

The effective management of the public administration has to be ensured by two structures, a Directorate for State Administration (DSA) to administer public administration and a State Administrative Commission.

Established with Decree 209 dated 25th November 1999, the Directorate for State Administration has to develop projects for programmes to realise the government strategy for a

modern administrative system; to analyse the organisational status of the administrations within the executive power, the human resources and their qualification and the administrative services; to analyse the working methods and procedures in the administration and to develop projects for programmes for their optimisation and improvement; to assist in the realisation of the policy for human resource management in the public administration; to analyse the needs for additional human resources in the administration; etc. Established with Decree 152 dated 28th July 2000, the Commission has to establish employment rules, control whether competitions are functioning well and settle disputes between employers and employees.

There is a need for the creation of an overall system for Human Resource management to cover the following functions: personnel strategy and personnel planning; organization and job design; terms and condition of service; recruitment and selection; personnel development; leadership and motivation; performance appraisal; personnel records and research; training. Some of these elements are under development, i.e. system for performance evaluation in the public administration, performance related pay and career development is under development with the assistance of the DFID of UK. The National Strategy for training and an Actions Plan developed with the assistance of the Phare BG9909-01 project has been approved in February 2002 by the Council of Ministers. A system for training in the public administration alongside the National Strategy for Training is being developed. A Strategy for the modernization of the public administration and an Action Plan is under development. The Strategy emphasizes on: the functional and organizational optimization of the administration structures for improvement of their efficiency; strengthening of the administrative capacity for the implementation of the Bulgarian law and the EU law; formulation of the principles for the realization of a new integrated human resource development policy in the public administration as a key element in the modernization of the public administration; creation of favorable environment for the career development of the civil servants, based on the merit principle; etc.

The project is expected to assist in developing an overall system for HRM incorporating the created systems for performance appraisal, performance related pay and career development and the training system.

3.2 Linked activities:

BG 9909.01 "Training for Public Administration" is a Phare project which has as a wider objective to promote the establishment of a professional, efficient and responsible public administration, which would allow Bulgaria to participate effectively in the EU policy process and would be capable of meeting the administrative standards of the European Union, and implementing and enforcing the *acquis communautaire* effectively. One of the main outputs of the project is the National Training Strategy which is an element of an overall strategy for human resource development. Under Phare 2001 there is an approved project "Strengthening of the public administration - implementing public administration reform" the expected output of which is to create a permanent capacity of the public administration management structures for public administration policy development and policy implementation through analysis of current practices and definition of measures and action plans in view of development of the required administrative capacity for the implementation of the EU legislation. Another Phare 2001 approved project entitled "Strengthening of the administration of the Council of Ministers for national policy design, co-ordination, impact assessment and implementation" deals with strategic planning and policy design at national level.

Funded by DFID of UK a project for performance evaluation in the public administration, performance related pay and career development is under development. The system for performance evaluation to be developed by the project will be piloted in three institutions. Among the outputs of the project is a draft of a Regulation for performance evaluation which will create favourable environment for the career merit based career development of the civil servants.

3.3 Results:

- Developed and effectively implemented system for human resource management at central, regional and local level aimed to create capacity within the public administration to carry out policies of government in an efficient way.
- Created capacity within the Council of Ministers for formulation of the policies for human resource management in the public administration compliant with the HRM policies in the EU member states.
- Developed human resource management practices aimed to support effective and efficient personnel policies in the public administration, and to integrate them with the strategic and budgetary components of public management.
- Created capacity within the public administration for analysis of information related to HRM and defining the necessary measures and action plans for human resource development.
- Piloted implementation of the created system for human resource management at central, regional and local level.

3.4 Activities:

- Developed and effectively implemented system for human resource management at central, regional and local level aimed to create capacity within the public administration to carry out policies of government in an efficient way
- To assist in the creation of an overall system for the HRM incorporating the system for performance appraisal, pay and career development developed with the assistance of DFID and the system for training based on the National Training Strategy developed with the assistance of Phare BG 9909-01.
- To make analysis and proposals for changes if necessary.
- To make proposals for changes to be made in the Law for the Administration and the Civil Servant's Act to regulate the implementation of the HRM system.
- To develop methodologies for the assessment of demand of labour and supply of labour through managerial judgement, use of statistical techniques and work study techniques.
- To assist in planning of actions to balance the demand and the supply.
- Created capacity within the Council of Ministers for formulation of the policies for human resource management in the public administration compliant with the HRM policies in the EU member states.
- To present the good practices of HRM policy development in the EU member states.
- To assist through training to create a capacity within the CoM to formulate policies and give guidance on personnel planning, organisational design and design of the working procedures, rights and responsibilities of the employees and personnel development.
- To develop a methodology for the assessment of the qualitative and quantitative needs of manpower in the public administration.
- Developed human resource management practices aimed to support effective and efficient personnel policies in the public administration, and to integrate them with the strategic and budgetary components of public management.
- To strengthen the HRM units in the administration at all levels.
- To train the personnel of the HRM units at all levels aimed at the development of skills for managerial judgement, use of statistical techniques and work study techniques and prepare plans for personnel development.
- To develop clear criteria and create practices for selection and recruitment of personnel.
- To make proposals for the necessary changes in legislation to install the practices of mobility within the public administration.

- Created capacity within the public administration for analysis of information related to HRM and defining the necessary measures and action plans for human resource development.
- To create a common software for keeping information registers for the personnel at all levels of public administration.
- To create methodologies for carrying out studies and inquiries among the personnel.
- To create capacity for analysis of the information gathered and its use for defining measures and action plans.
- Piloted implementation of the created system for human resource management at central, regional and local level.
- To pilot the overall system in administration of central, regional and local level (3 administrations at each level)

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 in the CoM was 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 State Administrative Commission was established to observe for the correct implementation of the Civil Servant's Act.

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

The Register for the administrative structures and their acts is created with a Regulation of the CoM in accordance with the Law for the Administration. It aims at transparency for the functions and duties of the administrative structures, the acts issued by them and the vacant positions in the administration.

A Register of the Civil Servants is created with a Regulation of the CoM. It aims at providing a data base for management of the civil service.

Involved institution is the Council of Ministers, in particular the Minister of State Administration, the Cabinet of the Secretary General, the Directorate for State Administration and the State Administrative Commission. Also involved in the project are the ministries, regional administrations and municipal ones.

5. Detailed Budget

Strictly follow the following format.

	Phare Support					
	Investment Support	Institution Building	Total Phare (=I+IB)	National Cofinancing *	IFI*	TOTAL
Technical assistance Contract		2 Meuro	2 Meuro			2 Meuro
Total		2 Meuro	2 Meuro			2 Meuro

6. Implementation Arrangements

6.1 Implementing Agency

The Central Financing and Contracting Unit (CFCU) is the implementing agency to be responsible for tendering, contracting, payments and financial reporting and will work in close co-operation with the beneficiary. The Deputy Minister of the Ministry of Finance has been appointed PAO for the Institution Building projects.

The beneficiary of the project is the Council of Ministers, 1 Dondukov Blvd, Sofia 1000, Bulgaria. Person responsible for the project is Lilia Todorova, state expert, Directorate for State Administration, CoM, tel.: 0035 9 2 940 20 70, fax 00359 2 980 20 71.

6.2 Twinning NA

6.3 Non-standard aspects NA

6.4 Contracts

There will be one Technical assistance contract for 2 Meuro.

Technical assistance contract

- One mid-term advisor experienced in human resource management.
- Short term experts experienced in personnel planning, organizational design and design of the working procedures, rights and responsibilities of the employees and personnel development, use of statistical techniques and work study techniques.
- To pilot the overall system in administration of central, regional and local level (3 administrations at each level).
- Training of staff of the central, regional and local administrations to become trainers in the IPAEI on the methodologies and practices developed through the project.
- To create a common software for keeping information registers for the personnel at all levels of public administration.

7. Implementation Schedule

7.1	Start of tendering/call for proposals	
	Draft Terms of Reference	July 2002
	Start of tendering	4 Q 2002
7.2	Start of project activity	1 Q 2003
7.3	Project Completion	4 Q 2004

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 organised in close co-ordination with the IPAEI, in order to assure the sustainability of this project and to further develop the creation of a permanent training capacity in Bulgaria. The project will support the activities for training of trainers for issues the development of which depends on it.

It is expected that prior to tendering the beneficiary will create a project management team staffed with skilled experts in project management.

It is expected that a survey be made of the results of all donor funded projects in the field of public administration reform.

Sequencing

The project will start with

- Creation of an overall system for the HRM incorporating the system for performance appraisal, pay and career development developed with the assistance of DFID and the system for training based on the National Training Strategy developed with the assistance of Phare BG 9909-01.
- Analysis and proposals for changes if necessary.
- Proposals for changes to be made in the Law for the Administration and the Civil Servant's Act to regulate the implementation of the HRM system.
- Development of methodologies for the assessment of demand of labour and supply of labour through managerial judgement, use of statistical techniques and work study techniques.
- Assistance in planning of actions to balance the demand and the supply.

and will be followed by:

- Development of human resource management practices aimed to support effective and efficient personnel policies in the public administration, and to integrate them with the strategic and budgetary components of public management.
- Creating of capacity within the public administration for analysis of information related to HRM and defining the necessary measures and action plans for human resource development.
- Piloting the implementation of the created system for human resource management at central, regional and local level.

ANNEXES TO PROJECT FICHE

1. Logical framework matrix in standard format
2. Detailed implementation chart
3. Contracting and disbursement schedule by quarter for full duration of programme (including disbursement period)
4. Reference to feasibility / pre-feasibility studies. For all investment projects, the executive summary of the economic and financial appraisals, and the environmental impact assessment should be attached
5. List of relevant Laws and Regulations
6. Reference to relevant Government Strategic plans and studies (may include Institution Development Plan, Business plans, Sector studies etc)

Phare log frame

Annex 1

LOGFRAME PLANNING MATRIX FOR	Programme name and number	
Project: Strengthening the Human Resource Management Capacity in the Bulgarian Public Administration	Contracting period expires Nov 2004	Disbursement period expires Nov 2005
	Total budget : 2 Meuro	Phare budget :2 Meuro

Overall objective	Objectively verifiable indicators	Sources of Verification	
To create capacity within the CoM to develop, guide and monitor the HR policies and systems within the public administration, for the strategic development of HRM capability and capacity throughout the public administration.	<ul style="list-style-type: none"> Analysis, reports and proposals for changes in the existing legislation Policy proposals and action plans 	<ul style="list-style-type: none"> Progress reports 	
Project purpose	Objectively verifiable indicators	Sources of Verification	Assumptions
To assist for the creation and the implementation of a human resource management (HRM) system for the public administration that will give employees in the public administration the tools, good practices, strategies, and leadership needed to carry out the policies of government effectively and efficiently	<ul style="list-style-type: none"> Tools, good practices, strategies to carry out the policy of government effectively and efficiently 	<ul style="list-style-type: none"> Progress reports Reports of the World Bank and other donors 	<ul style="list-style-type: none"> Bulgaria's continuing implementation of the public administration reform
Results	Objectively verifiable indicators	Sources of Verification	Assumptions
<ul style="list-style-type: none"> Developed and effectively implemented system for human resource management at central, regional and local level aimed to create capacity within the public administration to carry out policies of government in an efficient way. Created capacity within the Council of Ministers for formulation of the policies for human resource management in the public administration compliant with the HRM policies in the EU member states. Developed human resource management practices aimed to support effective and efficient personnel policies in the public administration, and to integrate them with the strategic and budgetary components of public management. Created capacity within the public administration for analysis of information related to HRM and defining the necessary measures and action plans for human resource development. <p>Piloted implementation of the created system for human resource management at central, regional and local level.</p>	<ul style="list-style-type: none"> HRM system designed, approved and implemented. Changes made in legislation. Methodologies developed and implemented. KRM units in administrations at all levels strengthened. Clear criteria and practices developed for selection and recruitment of personnel. Created common software. Piloted implementation of the system. 	<ul style="list-style-type: none"> Evaluation reports Public surveys Reports and surveys of line ministries Reports and analysis on the human resource management Reports of the regional and local administrations 	<ul style="list-style-type: none"> Trained staff remain with the Directorate for State Administration, the Council of Ministers and with key actors in ministries Full commitment of government Support by public opinion

Activities	Means	Assumptions
<ul style="list-style-type: none"> • To assist in the creation of an overall system for the HRM incorporating the system for performance appraisal, pay and career development developed with the assistance of DFID and the system for training based on the National Training Strategy developed with the assistance of Phare BG 9909-01. • To make analysis and proposals for changes if necessary. • To make proposals for changes to be made in the Law for the Administration and the Civil Servant's Act to regulate the implementation of the HRM system. • To develop methodologies for the assessment of demand of labour and supply of labour through managerial judgement, use of statistical techniques and work study techniques. • To assist in planning of actions to balance the demand and the supply. • To present the good practices of HRM policy development in the EU member states. • To assist through training to create a capacity within the CoM to formulate policies and give guidance on personnel planning, organizational design and design of the working procedures, rights and responsibilities of the employees and personnel development. • To develop a methodology for the assessment of the qualitative and quantitative needs of manpower in the public administration. • To strengthen the HRM units in the administration at all levels. • To train the personnel of the HRM units at all levels aimed at the development of skills for managerial judgement, use of statistical techniques and work study techniques and prepare plans for personnel development. • To develop clear criteria and create practices for selection and recruitment of personnel. • To make proposals for the necessary changes in legislation to install the practices of mobility within the public administration. • To create a common software for keeping information registers for the personnel at all levels of public administration. • To create methodologies for carrying out studies and inquiries among the personnel. • To create capacity for analysis of the information gathered and its use for defining measures and action plans. • To pilot the overall system in administration of central, regional and local level (3 administrations at each level). 	<ul style="list-style-type: none"> • Technical assistance contract 	<ul style="list-style-type: none"> • Trained staff remain with the public administration • Changes in legislation approved. • Effective cooperation between all actors.
Preconditions		
<ul style="list-style-type: none"> • That a clear commitment exists on the part of all actors for the implementation of the HRM system. 		

ANNEX 2: DETAILED IMPLEMENTATION CHART

Sub-Projects	4Q 2002	1Q 2003	2Q 2003	3Q 2003	4Q2003	1Q 2004	2Q 2004	3Q 2004	4Q 2004
Contract for Technical Assistance	T	I	I	I	I	I	I	I	F

TENDERING

IMPLEMENTATION

FINALISATION

ANNEX 3

CUMULATIVE CONTRACTING AND DISBURSEMENT SCHEIULE

All figures in million Euro

	31/12/2002	30.03.2003	30.06.2003	30.09.2003	31.12.2003	30/03/2004	30/06/2004	30/09/2004	31/12/2004
Contracted		2,0							
Disbursed		0,150	0,300	0,5	0,8	1,2	1,5	1,7	2,0

ANNEX 4: List of Relevant Laws and Regulations

- Law for the Administration
- Civil Servant's Act
- 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
- Ordinance of the Council of Ministers (CM) Nr. 34/20.03.2000 for implementing the Regulation on the Status of Civil Servants
- Ordinance of the CM Nr. 35/20.03.2000 for adopting an Unified classification of the positions in the administration Regulation for its implementation
- Regulation Nr. 1 of the Minister of State Administration from 21.03.2000 for the documents for joining the Civil Service.
- Decree Nr. 82 dated 15.05.2000 for the establishment of the Institute for Public Administration and European Integration and approval of its Statutes
- Decree 152 dated 28th July 2000 for the establishment of the State Administrative Commission

ANNEX 5: Reference to relevant Government strategic plans and studies

- Government Programme
- Strategy for modernisation of the administration in the Republic of Bulgaria (draft)
- 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