Standard Project Fiche 2005

1. Basic Information

1.1 CRIS Number: BG 2005/017-586.02.02

1.2 Title: Improving the standards & practices of policing at local level in Bulgaria and enhancing the quality of its management

1.3 **Sector:** Justice and Home Affairs, Sub-sector: Police/Crime

1.4 **Location**: Republic of Bulgaria, Ministry of Interior

1.5 **Duration:** Twinning – 1 year

2. Objectives

2.1 Overall Objective(s):

Enhance the capacity and modernise the Bulgarian Police by development & introduction of EU-acquis-&-HA-best-practices compliant national standards of policing at local level (the level of the $\underline{\mathbf{D}}$ istrict $\underline{\mathbf{P}}$ olice $\underline{\mathbf{S}}$ tation /or $\underline{\mathbf{U}}$ nit/, DPS /or DPU/ = $\underline{\mathbf{P}}\underline{\mathbf{H}}\underline{\mathbf{y}}$), related to the further implementation of the community-policing model at this level, and improvement of police investigation at the local level.

2.2 Project purpose:

Develop & pilot a uniform community policing practice model for the function & management of DPUs

2.3 Accession Partnership (AP), Catalogue of main administrative structures for the implementation of the acquis, Roadmap for Bulgaria, NPAA, Updated National Strategy for Counteracting Crime

2.3.1. EUROPEAN UNION COMMON POSITION (EUCP)

- The EU underlines the important principle of having an accountable, reliable and fully coordinated police organisation;
- The EU recalls that this police organisation needs to be operational in order to be able to fully and properly implement the acquis by the date of accession at the latest;
- This presupposes practical and effective cooperation and the availability & flow of information between institutions working in this field;
- The EU takes note of the detailed information provided by Bulgaria (CONF-BG 55/02) on the education and training of the police in international human rights law and notes that further improvements are foreseen. The EU encourages Bulgaria to continue improvements on training thereafter. The EU underlines that it will monitor the impact of human rights training;
- The EU underlines that it will closely monitor further progress made in this area, in particular the implementation of the Updated National Strategy for Counteracting Crime and the pre-trial phase.

• The EU invites Bulgaria to assume commitments to simplify the penal procedures by limiting the duration of investigative proceedings, making them more effective and in accordance with the best practices in EU.

2.3.2. ACCESSION PARTNERSHIP

- To implement the Strategy on the fight against crime, with special attention for various forms of cross-border crime and organised crime such as trafficking in drugs, human beings, etc., and for the co-ordination and practical co-operation between law enforcement bodies;
- To increase the capacity of law enforcement bodies (staff numbers, recruitment, training and equipment) in view of continuing the fight against organised crime, drug trafficking and corruption, and reinforce
- Police- and customs authorities and ensure better co-ordination between law enforcement bodies;
- To complete reorganisation and modernisation of the police, continue efforts for police officers to respect basic human rights in all circumstances;
- To take further steps to bring all places of pre-trial detention, in particular police stations, into line with the basic requirements identified in the Council of Europe Committee for the prevention of Torture reports.

2.3.3. CATALOGUE OF THE BASIC ADMINISTRATIVE STRUCTURES FOR ACQUIS IMPLEMENTATION

Adequate human resources, infrastructure and EU standards compliant equipment need back up all specific structures with in view of effective & efficient discharge of their duties.

This presupposes guaranteed partnership, coordination and co-operation between the police and other competent agencies, and between police and society.

2.3.4. ROADMAP FOR BULGARIA

Roadmap for Bulgaria, Chapter 24: Co-operation in the field of justice and home affairs, states that Bulgaria should focus further efforts on substantial strengthening of the capacity of its judiciary and law enforcement agencies and on improving co-operation between the different agencies.

The EU underlines that it acknowledges the progress made in implementing the Community Policing Strategy adopted by Bulgaria, and will monitor in future the adoption of positive practices and the integration of the latter into a uniform model for the function and management of the national police.

2.3.5. NATIONAL PROGRAMME FOR THE ADOPTION OF THE ACQUIS

- To further align national legislation with the EU acquis;
- To strengthen administrative capacity needed for implementation of JHA EU acquis

2.3.6. UPDATED STRATEGY FOR COUNTERING CRIME /2002-2005/

(adopted by the National Assembly of the Republic of Bulgaria on 30 January 2004)

- To increase effectiveness in the field of combating crime through using information technologies and systems in compliance with the EU requirements;
- To extend police cooperation with the EU Members States in the field of combating crime;

• To increase effectiveness in Police work to protect human rights and citizens' legitimate interests. Improve further social recognition and confidence of the general public in Police work.

2.4 Coherence with National Development Plan (and/or Structural Funds Development Plan) - N/A

2.5 Cross Border Impact - N/A

3. Description

3.1 Background and justification:

In the Regular report for Bulgaria for the year 2004 the EC states that "As far as police cooperation and organized crime are concerned, considerable efforts are still necessary to guarantee that Bulgaria has achieved a transparent, reliable and entirely coordinated police organization by the time of accession... The training system needs to be further modernized and rationalized in order to comply with the EU practice".

In order to comply with the fore-cited recommendations, the Ministry of the Interior of Bulgaria has already taken concrete measures regarding the standards and procedures for strict abidance by the supremacy of legislation, transparency in the work of the institutions, as well as timely reaction to submitted complaints and requests by citizens. This is necessary in order to guarantee that the needs for safety, security and order of the general public will be met.

The results achieved so far regarding the modernization of the Bulgarian Police Service in compliance with the requirements for future EU membership can be summarised as systematic setting up of necessary new structures ready and able to assume the obligations and functions deriving from the relevant EU and Schengen acquis, and comply with responsibilities stemming from the respective Acquis, including the Schengen one. More specifically, the said results include the following:

- Implementation of an enhanced human resources management system In the framework of Project BG 0203.03 "Elaboration of a unified system for estimation of the human resources, qualification and development in the system of the Ministry of the Interior" under the 2002 Phare National Programme for Bulgaria, a "Strategy for police careers and enhancement of the human resources management in the MoI' was elaborated and adopted by the MoI leadership on 12 March 2004. The project is jointly implemented with Spain and envisages the improvement of capacity for human resources management in compliance with the model for police careers and optimization of the management capacity of the ministry, which also includes the designing of a new AIS (Automated Information System) regarding human resources management, the former providing an opportunity for performance assessment of the civilians working in MoI as well.
- Elaboration of a programme for Human Rights and Community Policing In response to the expectations of the general public for the Police, a

permanent working group was set up in July 2002 to elaborate and implement a practical model for Community Policing which includes different MoI units. The Community Policing Program was adopted in October 2002 and began to be implemented in practice straight afterwards in close cooperation with the non-governmental sector at national and regional level.

- Training in the field of human rights Since 1999 more than 20 training activities have been conducted in the National Police service in cooperation with the Council of Europe, the British know-how fund, the U.S. Embassy in Bulgaria, etc. More than 2000 officers took part in those activities. In the framework of the joint project with the Centre for rendering assistance to people who have suffered violence, the training of police officers for trainers in the field of human rights in each of the 28 Regional Directorates of the Interior is still under way. A lot of training materials were developed in order to meet the needs of the Police Service.
- Implementation of the Code of Ethics In October 2003, under an Ordinance of the minister of the MoI, a "Code of Ethics for MoI officials with police functions" was introduced. The Code of Ethics complies with Recommendation 2001/10/ of the Committee of Ministers of the Council of Europe and is coordinated with experts from the Council of Europe (CoE). It comprises texts referring to the police work with citizens, offenders, and witnesses to crimes, detained persons and victims of crimes; the lawful and respective use of force, non-admission of discrimination and corruption. The Code of Ethics can be found on the MoI Internet site.
- Setting up a Permanent Committee on Human Rights and Police Ethics the committee was set up at the end of 2003 to raise public awareness of MoI activities in the fields of human rights and professional ethics and coordinate and assist local committees on human rights and police ethics set up in each regional directorate of the MoI.
- The activities, which will be conducted during the third year of implementation of the Community Policing Strategy, were approved by an order of the Minister of the Interior. Methodological guidelines concerning public opinion research on crime counteraction and community policing as well as Methodological guidelines concerning the practical implementation of problem-oriented approach to maintaining public order and security in co-operation with the civil society were developed and approved and are currently implemented.
- A Co-operation agreement on joint work for the implementation of the Community Policing Strategy was signed with the National Association of Municipalities in Bulgaria. As many as 302 contracts on joint activities with public order and security committees in the country were signed. All projects underlying the Strategy are delivered with the support of Hans Seidel Foundation, Open Society Foundation and Future for Everyone Foundation.

Local Police Stations, the main territorial units, which are subdivisions of the National Police Service, which are traditionally the axis of police activities on the territorial level, are now turning into a unit whose structure complies to a greater extent with security requirements on the respective territory.

Improvement of management would contribute to the establishment of a police force of a large spectrum at District Police Stations, capable of reacting quickly and as adequately as possible to the requirements of the local civilians towards the police from the respective District Police Station in charge of the region.

Pursuant to the Ministry of the Interior Act, the Minister of the Interior has the authority to establish District Police Stations and to determine the territory that such District Police Stations have to be in charge of, according to proposals of the Directors of territorial services in the framework of the respective territorial service. The districts where the police from the respective District Police station has to be in charge, are determined by the crime situation and the state of play with respect to public order. At present the principle is that one District Police Station serves the territory of one or more municipalities. There are a total of 176 District Police Stations established in the country.

In compliance with the main tasks and activities pursuant to the Ministry of Interior Act, the main duties of District Police Stations, which they fulfil either on their own, or jointly with other state institutions, non-governmental organizations and civilians, District Police stations are in charge of the following:

- **Providing administrative services to the public**, namely receiving signals, requests and proposals; receiving, processing and issuing identity documents; receiving, processing and issuance of documents for acquisition, storage and usage of firearms and activities related to explosives; receiving letters of appeal against administrative acts, issuance and handing in penalty decrees;
- **Operational searching activities**, namely detection of crimes, identification and detection of wanted persons and objects; juvenile delinquency inspection;
- activities related to preliminary police proceedings and speedy police proceedings;
- maintenance of public order;
- traffic safety control;
- activities related to police protection of victims of crimes;
- working with victims of crimes;
- domestic violence;
- police protection of children, etc.

Pursuant to the Ministry of Interior Act, District Police Stations have full powers to take the necessary managerial decisions. Police tasks are mainly distributed depending on the peculiarities of the respective territory, the time when crimes are perpetrated, as well as the human factor who would be fulfilling the tasks.

Police stations and police units are becoming more and more autonomous, which allows their managers to make planning, organize the work and manage police forces and tools depending on the specific local problems and needs of the public related to public order and security.

There is a clear understanding of the need to develop a yet more consistent project on the structure and the functions of regional police units at national level in compliance with general standards, common guidelines and principles. It is necessary to ensure that as far as public security is concerned citizens receive quality services regardless of their place of living. Establishment of organizational standards will provide for further decentralization, stronger commitment to common goals and better monitoring of the results of policing at the local level.

Further efforts will be invested also in the capacity building of policing on local and regional level. It is necessary to develop a unified standardized model of structural and functional operation of local police stations. Above all, this model requires the establishment of a national framework adapted to local specificities. Reform of police on local level is supposed to guarantee distribution of investments between investigative bodies, services for maintaining public order and community policing, including police support and administrative functions. Avoiding unnecessary splitting of police functions and enhancing local resources should be an overall guiding principle.

The project implementation will contribute to enhancing the confidence of the local communities in the work of the public security services, active involvement of civilians in elaboration and implementation of programs for prevention of instability; building upon partnership and cooperation in the field of efficient counteraction against crime, optimizing local resources and increasing the level of satisfaction and motivation of police staff due to the clearer definition of career development, all of these issues being in compliance with EU requirements in the field of justice and home affairs. The flow of information released to the public concerning measures undertaken in response to their complaints and results achieved, will increase considerably, as in this moment District Police Stations have insufficient capacity to react quickly and effectively to requests and needs, as they have been formulated by the public, and there is also some delay in the processing of documentation.

3.2 Sectoral rationale

The PHARE 2004-2006 multi-annual planning document approved by the European Integration Council at the end of 2003 envisages for Crime/Police Subsector the following fields of action:

- Completion of administrative capacity building within the sub-sector in view of adapting the Police work to new challenges in the sub-sector by improvements in coordination and interaction between units within National Police Service (NPS), and more specifically within DPUs.
- Supply of technical, IT and other equipment/hardware needed for effective sub-sector work, as per EU standards and in view of efficient counteraction of all forms of crime

The realisation of the above priorities will require full backing and commitment by the Bulgarian Government to co-fund the Project herein proposed, together with support from EU (in the form of consultancy and Phare funds) and from leading European police services. In view of reaching all priorities laid down for police services in Bulgaria and the strengthening of the latter as modern police structures, the main thrust of MoI will go for measures covering additional regulation and harmonisation, institutional build-up, training and qualification, information technologies and software applications.

3.3 Results

The improvement of work of police stations at local level through reassignment /redistribution/ of functions, resources and through introduction of new methodologies of policing will inevitably contribute for the following results:

Result No 1

Improvements in quality of DPU service delivery to the public and functional reorganization of DPUs based on teamwork principle.

Result No 2

Improvements in the procedures and the conditions for the operational searching activities /OSA/, conducted at the level of DPU and development /refinement/ of the DPU level practices for administrative servicing of citizens and for work with victims of crime;

Result No 3

Improvements in management and in internal communication within DPUs

Result No 4

Improvements in quality of service delivered to the public by the DPU staff whose job descriptions include the work with citizens.

3.4 Activities

The above results will be achieved by implementing the following activities, grouped in 3 components:

Twinning Component

(INCEPTION PHASE - activities related to all Results)

- Produce comparative analysis of the current:
 - o *services* provided by DPUs to the public
 - o *functions* of DPUs (status, gaps and problems)
 - o management of DPUs (status, gaps and problems)
 - o *internal communications* in DPUs (status, gaps and problems)
 - o *relationships with citizens* at the DPU regarding criminal-offence-related complaints& demands (the procedures & conditions of the said relationships)
 - o *administrative servicing* of citizens (the procedures & conditions of delivery of the said routine admin services)

by diagnosing of situation in Bulgaria vis-à-vis the respective practices and achievements in Member States, including identification of relevant MS know-how concerning the 6 issue packs above through MS experts' missions to Bulgaria and BC experts' study tours to Member States

(PLANNING PHASE - activities related to all Results)

Design & approval of respective concepts regarding the 6 issue areas above and elaboration of action plans for each of the results envisaged under the Project

(<u>EXECUTION PHASE</u> – activities related to individual Result Implementation of the abovementioned concepts and realization of all action plans, including elaboration of respective intra-MoI documentation

(Activities related to Result 1)

Activity No 1

 Develop a national level framework for the launch of the teamwork principle, including developing the intra-MoI organisational documentation introducing the teamwork principle

Activity No 2

 Hold a conference in Bulgaria to disseminate information from at least 5 other EU MS on the way they cope with organising and /internal/ structuring of the local police stations /their "DPUs"/, respectively their approach to service delivery to citizens at DPU level, and their internal communication tools used at that level

(Activities related to Result 2)

Activity No 3

o Acquaint the BC side with EU MS' experience in the work with citizens at the local level

Activity No 4

o Identify the gaps and shortcomings, and make proposals to MoI leadership regarding amendments in the methodology used in work with citizens reporting on crimes and other offences

Activity No 5

• Elaborate general / uniform/ organisational standards of procedure related to the work with citizens and to the administrative servicing of the latter, as well as elaborate model /standard, or ToR/ for the location, layout and equipment of premises /halls/ for reception of citizens.

Activity No 6

• Elaborate uniform rules and procedure on work with citizens – victims of crime, and general rules for the prevention of home violence and abuse.

(Activities related to Result 3)

Activity No 7

• Evaluate EU MS' experience in local police stations' management techniques and best governance practices

Activity No 8

• Train the heads of DPUs in Police /Station/ Management & good Governance Essentials.

Activity No 9

Train the members of all work groups implementing the Project by visits to EU
 MS to obtain practical knowledge on management of local policing structures.

(Activities related to Result 4)

Activity No 10

• Acquire know-how from EU MS on decentralised training methods & train the trainers' methodology

Activity No 11

• Train-the-trainers from the regional /the territorial/ services at a national level, in training methodology and management of training techniques as well as on community policing curricula.

Activity No 12

• Development of training the trainers methodology curricula and adaptation of training programmes

3.5 Linked Activities:

The project is directly connected with implemented or implementing now PHARE projects and it will build up & follow up the results achieved by them:

- Phare project **BG 9911.02** Institutional Strengthening of Bulgarian Police: Upgrading of Criminal Information Systems and Strengthening of Managerial Techniques;
- Phare project **BG 0203.02** Implementation of the National Anti-Corruption Strategy: Development of an integrated system for countering corruption in the Ministry of the Interior;
- Phare project **BG 0203.10** Implementation of the National Schengen Action Plan: building up the national information system in compliance with Schengen requirements;
- Phare project /twinning/ **BG 2002/IB/JH/07** Creation of unified system for the performance appraisal, qualification and career development of the human resource;
- Phare project /twinning/ **BG 2004/IB/JH/09** Strengthening & Modernisation of the criminal police within the Bulgarian National Police Service;
- Atop of the above, the Project herein proposed, is directly connected with a currently implementing project, developed by the Directorate of the National Police Service of MoI in partnership with ACET The Assistance Centre for Torture Survivors, namely 'Increasing the professional capacity of On-Duty Units and Officers, and improvement of their practice to process citizens' demands and enquiries, and Torture victims complaints". The UK Embassy in Sofia supports the project. The duration of the Project is 1 year and will be implemented in selected DPUs (3 DPUs in Sofia).

3.6 Lessons learned:

In the process of managing and implementing the Phare projects, the Ministry of Interior, and in particular the services & directorates directly involved in their implementation gained substantial experience. This project will be built on the results and experiences, achieved by Phare projects BG 9911.02, BG 0203.10, BG 0005.02, BG 0012.02, BG 0203.01, as well as on the implemented scheme for monitoring and evaluation

Projects elaborated under PHARE Program contribute to strengthening the MoI institutional capacity through development of the legal framework, structures /units/ and information systems in compliance with EU acquis standards and achievements in the field of justice and home affairs.

The overall PHARE activity within MoI contributes to the enhancement of the capacity within the Ministry for programming, elaborating, managing, implementing and monitoring projects. That capacity presents an important precondition needed to solve key issues of police management.

4. Institutional Framework

The Ministry of Interior will be the beneficiary of the project. The overall project coordination and implementation will be entrusted to the Directorate of the National Police Service of MoI /DNPS of MoI/. In order to develop effective coordination and interrelations amongst the MoI services and directorates involved in the project implementation, MoI will ensure adequate leadership team in charge of all issues related with the project's implementation and coordination within MoI and outside MoI – with all other institutions involved. MoI will closely cooperate with CFCU and DEC.

a. Project Steering Committee

Responsibilities:

- Strategic direction
- Co-ordination and integration
- Resource management
- Monitoring progress
- Offer guidance and advice
- Ensure achievement of key results
- Assess how independent, external bodies view & judge the success of the Project

Membership:

- Candidate Country and Member State Project Leaders
- Candidate Country Project Co-ordinator
- Twinning Resident Advisor
- EC Delegation representative (observer)
- CFCU representative (observer)
- Invited members of Project Management Team when necessary

Method:

- joint (CC and MS Project leaders) stewardship of the Project
- Quarterly 1-day meetings in Sofia to discuss & approve respective quarterly report /QR/
- TRA liaises with both Project Leaders and drafts Agenda and QR, then distributes drafts at least one week in advance of each meeting.
- Discussion and resolving of any unforeseen difficulties arising during the previous work period and proposals to rectify situations, together with proposal for amendments, or updates if necessary, to project Work Schedule and Budget.

b. CC Project Coordinator

Responsibilities:

- Liaises with Project Component Leaders and will ensure coordination of inputs and outputs
- Oversees (together with RTA) the timely execution of all activities envisaged and their presentation within the separate components
- Oversees the CC-side administrative dimension of Project management
- Coordinates this Project with other MoI projects, and assists the RTA do such coordination
- Assists the RTA on issues related with the Project management
- Monitors progress of action plans and maintain co-ordination

Method: monthly meetings for each Project component

- CC Project coordinator chairs the monthly meetings, with the support of the RTA
- The CC Project coordinator circulates the Agenda and documents attached 7 days before the event
- The CC Project coordinator reacts to and implements all recommendations issued by Project Steering Committee
- The CC Project coordinator pre-approves Progress reports submitted by Component leaders

c. CC Project Component Coordinator/leader

Responsibilities:

- Implements the component (in CC)
- Monitors progress in Action Plans execution and supports coordination done by RTA and CC Project coordinator
- Ensures achievement of key results within resources
- Identifies opportunities and threats
- Offers advice and provides practical technical support
- Drafts Progress Reports and submits the former to Project Steering Committee

d. Teams for Component implementation /Working groups of experts

Responsibilities:

• Consultation with key players

- Design and develop Component Action Plans
- Delivery of key results demanded by action plans
- Report progress to Project Steering Committee
- Exploit all opportunities and resolve implementation problems

Membership:

- Candidate Country Component Leader
- Ideally 5 members with specialist knowledge relevant to the Component
- Maximum of 10 members
- MS expert with relevant skills

Method:

- Chaired by Candidate Country Component Leader
- Monthly meeting cycle
- Liaise with responsible persons throughout MoI
- Prepare action plan delivery schedule
- Monitor progress and make adjustments as required
- Keep practitioners informed of developments
- Immediately refer unexpected difficulties, or resource issues to Component Coordinator/Project Co-ordinator
- Submit recommendations for change through Project Management Team to the Intra-

5. Detailed Budget

	Phare/Pre-	Co-financing			Total
	Accession	_			Cost
	Instrument				
	support				
€М		National Public Funds(*)	Other Sources (**)	Total Co-financing of Project	
IB support	1 000 000 (* * *				1 000 000
(Twinning) Contract 1					
Investment suppor	0	0			0
jointly co funded					
Investment support –	0	0			0
Sub-total					
% of total public funds	max 75 %	min 25 %			
Total	1 000 000	0			1 000 000

^(*) contributions form National, Regional, Local, Municipal authorities, FIs loans to public entities, funds from public enterprises

6. Implementation Arrangements

6.1 Implementing Agency

The CFCU within the Ministry of Finance is the Implementing Agency

^(* *) private funds, FIs loans to private entities

^(* **) The Ministry Of Finance – the National Fund will co-finance on joint basis up to 10% of Twinning budget

Ministry of Finance

102 "Rakovski" St tel.: +359298592772

fax: +359298592773

The CFCU will be responsible for tendering, procurement of equipment and financial control during the implementation of the project.

The Ministry of the Interior will co-ordinate the elaboration of technical specifications for all sub-projects, nominate experts to participate in the evaluation of offers and monitor the delivery, installation and configuration of equipment.

6.2 Twinning

The project implementation will start with the twinning contract including a RTA. For the implementation of this project Resident Twinning Advisors and short-term experts from the EU member states will be needed. The Twinning Resident Advisors should be a middle or senior ranking official. The Twinning Resident Advisor will be expected to establish and maintain good relations with the MoI officials in order to fully understand their views and be in position to transfer effectively ideas and techniques. This implies that the Twinning Resident Advisors should be professionals with good communication skills.

The Resident Twinning Advisor is expected to have good knowledge in the following areas:

- Legal aspects (general functioning of criminal justice, EU legal instruments Schengen & Europol Conventions, and other relevant JHA acquis);
- Police codes of ethics, human rights, individual freedom issues;
- Expertise in police management

The Resident Twinning Advisors should be able to provide effective support in developing training programs. Very good knowledge of English, both oral and written, is required.

Project Leader (SPO for the entire Project):

Mr. Boyko KOTZEV

Deputy Minister of Interior Ministry of the Interior 29, Shesti Septemvri Str., Sofia

Tel.: (+359 2) 982 46 92

Project Coordinator:

Deputy Director

National Police Service

235, Slivnitsa Bld., Sofia

Tel.: (+359 2) 9824396/Tel.: (+359 2) 9824539, (+359 2) 9823978

6.3 Non-standard aspects

None. The project will be implemented in compliance with the Practical Guide to contract procedures financed from the General Budget of the European Communities in the context of external actions (PRAG) and in accordance with the guidelines contained in the Twinning Manual (May 2005) and the Phare Programming Guide 2005.

Bulgarian co-financing will be provided for by the national budget through the National Fund Directorate within the Ministry of Finance. Bulgarian co-financing will be contracted along with the amounts allocated under Phare Program.

6.4 Contracts

The contracts envisaged under the project will be contracted and implemented according to the PHARE rules. The estimated number of contracts is as follows:

Contract 1- Twinning – 1 000 000 €

7. Implementation Schedule

7.1 Start of tendering/call for proposals

(call for proposals regarding the selection of twinning partner)

- approval of programme December 2005;
- selection of twinning partner December 2005;
- start of twinning activities June 2006

7.2 Start of project activity - 2005

7.3 **Project completion - 2007**

8. Equal Opportunity

During the implementation of the project the Ministry of the Interior will guarantee equal opportunities for participation of men and women.

9. Environment

The project investments comply with EU norms and standards. They will not have adverse effects on the environment.

10. Rates of return

A rate of return analysis is not applicable to the project. After realization the project will have operational effect in the field of crime combating.

11. **Investment criteria** (applicable to all investments)

11.1 Catalytic effect

Adoption and application of the European acquis in the field of justice and home affairs is an essential element of the general process of Bulgaria's preparation for accession to EU. Phare investment will support the improvement of internal normative documentation, the organisation and the techniques of fight with crime, the enhancement of capacity to use and exploit centralized information systems and the increase of the effectiveness of the work on prevention and detection of criminal activity.

11.2 Co-financing

Bulgarian authorities will provide 25% as co-financing for the project investment component and up to 10% of Twinning covenant value.

11.3 Additionality

This project has no financial return to attract private or international sources of funds. Phare grants will not overlap funds provided by the national budget or other bilateral support.

11.4 Project readiness and size

In the process of identification of the tasks related to the priorities of the Bulgarian police all necessary technical studies have been made, including needs assessments and studies of possibilities. Preliminary technical research is carried as pointed out in Annex 4. The project investments comply with minimum project size requirements.

11.5 Sustainability

Project's purpose – results expected – activities to deliver results are conceived and designed to bring sustainable modernisation and optimisation of the function and management of policing at local level, together with a lasting compliance with relevant EU acquis and best practice in MS

11.6 Compliance with state aids provisions – N/A

12. Conditionality and sequencing

A careful attention will be paid to the release of the new Penal Procedure Code so as to better target the twinning activities. Bulgarian authorities will continue to demonstrate commitments to adopt and implement the EU acquis and practical standards to combat crime leading to a modern, transparent, human rights minded and citizens-oriented culture in the police. Before the practical start of implementation of the project the tasks and responsibilities of all involved services will be defined and approved. In this connection, considerable experience has already been gained in making such arrangements. At this stage the services involved have already exchanged preliminary information about future project implementation and the respective division of tasks/responsibilities.

Since the Project will be implemented through a twinning thus will require full commitment and involvement on behalf of senior level officials of the beneficiary institution. Therefore, the leadership of the Ministry commits to provide adequate staff and support to the twinning partner (incl. translation and interpretation) as well as to introduce the institutional changes identified as needed for the successful implementation of the project. MoI will ensure that all conditions necessary for DEC control over Project implementation as well as Project steering are in place. Throughout the Project implementation all MS and CC experts will have the adequate access to all managerial levels required.

In cases of unforeseen delay of project implementation or other obstacles, the leadership of the Ministry of the Interior together with the twinning partner will define and undertake the necessary measures for overcoming them.

A follow-up of this project could be presented in 2006 for an investment component based on the confirmation by the RTA of the functional needs. Any investment component will be conditional on the adoption of the new Penal Procedure Code /PPC/.

ANNEXES TO PROJECT FICHE

- Logframe in standard format
 Detailed implementation chart
 Contracting and disbursement schedule, by quarter, for full duration of project
 Reference list of feasibility/pre-feasibility studies
 Reference list of relevant laws and regulations
 Reference list of relevant strategic plans and studies

Annex 1

		1 11111021 1
LOGFRAME PLANNING MATRIX for project	Programme name and number	BG 2005/017-586.02.02
Improving the standards & practices of policing at local level in Bulgaria, and enhancing the quality of its management	Contracting period expires: 30 November 2007	End of execution of contracts expires: 30 November 2008
	Total budget 1.000 000 ∈	Phare budget 1.000 000 ∈
Overall objective	Objectively Verifiable Indicators	Sources o verification
Enhance the capacity and modernise the Bulgarian Police by development & introduction of	• Increased level of compliance with the Schengen standards and best practices	EC Regular Report
EU-acquis-&-best-practices compliant national standards of	Technical equipment of the police structures improved	PHARE Reports
policing at grassroots level, and further implement the community	Conformity with the Accession Partnership and NPAA priorities	Official statistics on crime rates;
policing model at the local /the DPU/ level.	Effectiveness of the police structures' anti-crime activities and of community policing increased;	Other official documents/ analysis/ reports
	Reduction of the crime level and increased trust of citizens	Feedback from citizens received from inquiries and other surveys.
	• Reduction of the cases of human rights violations within the police practice;	

Project purpose	Objectively Verifiable Indicators	Sources o verification	Assumptions
Develop & pilot a uniform community policing practice model for the function & management of DPUs	Redistribution at national level of the functions and the resources at the work of Regional Police Units, in compliance with EU standards and best practices of teamworking;	 RTA progress reports Project Steering Committee reports; EU ST Experts reports on training activities; 	MoI demonstrates capacity to effectively combat crime in accordance with EU standards and requirements at national level
	• Improvements in the system for receiving crime reporting citizens and in the administrative service to the latter in terms of registering crime and/or other legal offences. Reconstruction (refurbishment) or establishment of separate premises for work with citizens /reception of citizens/;	 MoI reports; Activity reports of MoI structures; Statistical data on activities implemented; 	MoI implements the National Strategy for Countering Crime 2002 – 2005, its Section on reform within the sector of Security and Public Order Services.
	Increased management capacity of the Regional Police Units and increased training of their staff.	 Human Rights NGOs reports on protection of human rights Feedback from citizens, through direct surveys, probes & inquiries Feedback from DPU staff (=officers; =officials) trained within Project 	MoI (and other parties concerned) adequately fulfils all of the commitments undertaken under Chapter 24

Results	Objectively Verifiable Indicators	Sources o	Assumptions
Result No One Improved quality of DPU service delivery to the public and functional reorganization of DPUs based on teamwork principle.	 Development & the promotion of national level framework for the establishment of "teams responsible for the particular territory" Piloting in selected DPUs the practical measures, related to the introduction of the teamwork principle 	 Monitoring by the EC Delegation; Schedules for training of management level officials; Reports on training of the above officials; Certificates (examination protocols) evidencing the level of acquired professional qualification of police officials involved in implementation of the community policing model; Tender documentation; Statistical data on the effectiveness of community policing; Protocols from the instalment/ setting up and testing of technical equipment 	 Implementation of the third stage of the Community Policing Strategy; Fulfilment of the objectives set out in the agreement concluded with the National Association of Municipalities in Bulgaria; Established national information system in accordance with Schengen Provision of adequate resources from the state budget for carrying out the relevant activities;

• Improvements in the procedures and the conditions for the operational searching activities /OSA/, conducted at the level of DPU and development /refinement/ of the DPU level practices for administrative servicing of citizens and for work with victims of crime;	 Standards on providing administrative services to the public. Elaborated common organizational standards on the procedure for receiving citizens. Selected Operational On-duty Centres/ Operational On-duty Units supplied with specialized technical equipment. Elaborated standards for the equipment and the fitting up of the citizens' reception premises in selected DPUs Reception areas in selected Regional Police Stations renovated and supplied with
Result No Three Improvements in management and in internal communication within DPUs	 equipment. Heads of all DPUs trained in managerial techniques used in policing work. Printed periodical for internal communication

• Improved quality of service delivered to the public by the DPU staff whose job description includes work with citizens.	 Introduction of the "trainer" job position at the DPU level Fully developed and adapted training curricula for "methodology of training" Implementation of Train-the-trainers Programme 	
Activities	Means	Assumptions
 Twinning Component (INCEPTION PHASE - activities related to all Results) Produce comparative analysis of the current: quality of services provided to the public by DPUs functions of DPUs (status, gaps and problems) management of DPUs (status, 		
gaps and problems) - internal communications in DPUs (status, gaps and problems) - procedures & conditions of relationships with citizens at the DPU regarding criminal-offence- related complaints & demands - procedures & conditions of	TWINNING CONTRACT	

delivery of routine <i>administrative</i> servicing of the citizens		
by diagnosis of situation in Bulgaria vis-à-vis the respective practices and achievements in Member States, including identification of relevant MS know-how concerning the 6 issues above through MS experts' missions to Bulgaria and BC experts' study tours to Member States		
(PLANNING PHASE - activities related to all Results)		
Design & approval of respective concepts regarding the 6 issues above and elaboration of action plans for each of the results envisaged under the Project		
(EXECUTION PHASE - activities related to individual Result – implementation of the abovementioned concepts and realization of all action plans, including elaboration of respective intra-MoI documentation)	See above TWINNING CONTRACT	
(Activities related to Result 1)	See above TWINNING	
Activity No 1 Develop a national level framework for the launch of the teamwork principle, including developing the intra-MoI	CONTRACT	

organisational documentation introducing the teamwork principle		
Activity No 2 Hold a conference in Bulgaria to disseminate information from at least 5 other EU MS on the way they cope with organising and /internal/ structuring of the local police stations /their "DPUs"/, respectively their approach to service delivery to citizens at DPU level, and their internal communication tools used at that level		
(Activities related to Result 2)	See above TWINNING CONTRACT	
Activity No 3 Acquaint the BC side with EU MS' experience in the work with citizens at the local level	CONTRACT	
Activity No 4 Identify the gaps and shortcomings, and make proposals to MoI leadership regarding amendments in the methodology used in work with citizens reporting on crimes and other offences		
Activity No 5 Elaborate general / uniform/ organisational standards of procedure related to the work with citizens and to		

the administrative servicing of the latter, as well as elaborate model /standard; or ToR/ for the location, layout and equipment of premises /halls/ for reception of and work with citizens. Activity No 6		
Elaborate uniform rules and procedure on work with citizens – victims of crime,		
and general rules for the prevention of home violence and abuse.		
nome violence and abuse.		
(Activities related to Result 3)		
Activity No 7 Evaluate EU MS' experience in local police stations' management techniques	See above TWINNING CONTRACT	
Activity No 8 Train the heads of DPUs in Police /Station/ Management Essentials.		
Activity No 9 Train the members of all work groups implementing the Project by visits to EU		
MS to obtain practical knowledge on		
management of local policing structures.		
(Activities related to Result 4)	Caa ahaaa TWINNING	
Activity No 10 Acquire know-how from EU MS on	See above TWINNING CONTRACT	

decentralised training methods & train the trainers methodology		
Activity No 11 Train-the-trainers from the regional /the territorial/ services at a national level, in training methodology and management of training techniques as well as on community policing curricula.		
Activity No 12 Development of training the trainers methodology curricula and adaptation of training programmes		

DETAILED IMPLEMENTATION CHART

Component	0 5		2006								2007							2008																		
	D	J	F	M	M	J	J	A	\mathbf{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
Contract 1 - Twinning	Т					С	Ι	Ι	Ι	Ι	Ι	Ι	Ι	Ι	Ι	Ι	Ι	I																		

T – tendering

C – contracting; I - implementation.

ANNEX 3

CONTRACTING AND DISBURSEMENT SCHEDULE (by quarter, for full duration of the project)

Components	2005 2006								2007				20	08		2009				
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
	quart.	quart.	quart.	quart.	quart.	quart	quart.													
						•														
Contract 1 – Tw	inning																			
Contracting				1,000	1,000	1,000	1,000	1,000	1,000	1,000										
Disbursement				0,200	0,300	0,400	0,500	0,600	0,700	0,800	0,900	1,000								

All figures are in million Euros

REFERENCE TO PRE-FEASIBILITY STUDIES CONDUCTED IN VIEW OF THE NEEDS ASSESSMENT NEEDED FOR THE IMPLEMENTATION OF THE PROJECT

The Overall Objective and the Project Purpose are pre-defined by the necessity of strengthening the capacity of the Bulgarian Police to perform its duties and range of activities.

The preliminary studies a made as regards the aim and nature of the Project include a thorough analysis of the existing legal and other instruments related to the context of the work of Police in community policing.

In the Regular report for Bulgaria for the year 2004 the EC states that "As far as police cooperation and organized crime are concerned, considerable efforts are still necessary to guarantee that Bulgaria has achieved a predictable and transparent, reliable and entirely coordinated police organization by the time of accession... The training system needs to be further modernized and rationalized in order to comply with the EU practices".

In order to comply with the above-mentioned recommendations, the Ministry of the Interior of Bulgaria has already taken concrete measures regarding the standards and procedures for strict abidance by the supremacy of the law, transparency in the work of the institutions, as well as timely reaction to complaints and requests submitted by the citizens. This is necessary in order to guarantee that the needs of the general public for safety, security and order will be met.

The results achieved so far regarding the modernization of the Bulgarian Police Service in compliance with the requirements for future EU membership can be summarised as:

- Systematic setting up of necessary new structures ready and able to assume
 the obligations and functions deriving from the relevant EU and Schengen
 acquis, and comply with responsibilities stemming from the respective
 Acquis, including the Schengen one. More specifically, setting up of an
 operational Contact Point for the purposes of existing police cooperation,
 established through international agreements signed by Bulgaria.
- Implementation of an enhanced human resources management system In the framework of Project BG 0203.03 "Elaboration of a unified system for estimation of the human resources, qualification and development in the system of the Ministry of the Interior" under the 2002 Phare National Programme for Bulgaria, a "Strategy for police careers and enhancement of the human resources management in the MoI' was elaborated and adopted by the MoI leadership on 12 March 2004. The project is jointly implemented with Spain and envisages the improvement of capacity for

human resources management in compliance with the model for police careers and optimization of the management capacity of the ministry, which also includes the designing of a new AIS (Automated Information System) regarding human resources management, the former providing an opportunity for performance assessment of the civilians working in MoI as well.

- Elaboration of a programme for Human Rights and Community Policing In response to the expectations of the general public for the Police, a permanent working group was set up in July 2002 to elaborate and implement a practical model for Community Policing which includes different MoI units. The Community Policing Program was adopted in October 2002 and began to be implemented in practice straight afterwards in close cooperation with the non-governmental sector at national and regional level.
- Training in the field of human rights Since 1999 more than 20 training activities have been conducted in the National Police service in cooperation with the Council of Europe, the British know-how fund, the U.S. Embassy in Bulgaria, etc. More than 2000 officers took part in those activities. In the framework of the joint project with the Centre for rendering assistance to people who have suffered violence, the training of police officers for trainers in the field of human rights in each of the 28 Regional Directorates of the Interior is still under way. A lot of training materials were developed in order to meet the needs of the Police Service.
- Implementation of the Code of Ethics In October 2003, under an Ordinance of the minister of the MoI, a "Code of Ethics for MoI officials with police functions" was introduced. The Code of Ethics complies with Recommendation 2001/10/ of the Committee of Ministers of the Council of Europe and is coordinated with experts from the Council of Europe (CoE). It comprises texts referring to the police work with citizens, offenders, and witnesses to crimes, detained persons and victims of crimes; the lawful and respective use of force, non-admission of discrimination and corruption. The Code of Ethics can be found on the MoI Internet site.
- Setting up a Permanent Committee on Human Rights and Police Ethics the committee was set up at the end of 2003 to raise public awareness of MoI activities in the fields of human rights and professional ethics and coordinate and assist local committees on human rights and police ethics set up in each regional directorate of the MoI.
- The activities, which will be conducted during the third year of implementation of the Community Policing Strategy, were approved by an Order of the Minister of the Interior. Methodological guidelines concerning public opinion research on crime counteraction and community policing as well as Methodological guidelines concerning the practical implementation of problem-oriented approach to maintaining public order and security in

co-operation with the civil society were developed and approved and are currently implemented.

 A Co-operation agreement on joint work for the implementation of the Community Policing Strategy was signed with the National Association of Municipalities in Bulgaria. As many as 302 contracts on joint activities with public order and security committees in the country were signed. All projects underlying the Strategy are delivered with the support of Hans Seidel Foundation, Open Society Foundation and Future for Everyone Foundation.

District Police Stations, the main territorial units, which are subdivisions of the National Police Service, which are traditionally the axis of police activities on the territorial level, are now turning into a unit whose structure complies to a greater extent with security requirements on the respective territory.

Improvement of management would contribute to the establishment of a police force of a large spectrum at District Police Stations, capable of reacting quickly and as adequately as possible to the requirements of the local civilians towards the police from the respective District Police Station in charge of the region.

Pursuant to the Ministry of the Interior Act, the Minister of the Interior has the authority to establish District Police Stations and to determine the territory that such District Police Stations have to be in charge of, according to proposals of the Directors of territorial services in the framework of the respective territorial service. The districts where the police from the respective District Police station has to be in charge, are determined by the crime situation and the state of play with respect to public order. At present the principle is that one District Police Station serves the territory of one or more municipalities. There are a total of 176 District Police Stations established in the country.

In compliance with the main tasks and activities pursuant to the Ministry of Interior Act, the main duties of District Police Stations, which they fulfil either on their own, or jointly with other state institutions, non-governmental organizations and civilians, District Police stations are in charge of the following:

- **Providing administrative services to the public**, namely receiving signals, requests and proposals; receiving, processing and issuing identity documents; receiving, processing and issuance of documents for acquisition, storage and usage of firearms and activities related to explosives; receiving letters of appeal against administrative acts, issuance and handing in penalty decrees;
- **Operational searching activities**, namely detection of crimes, identification and detection of wanted persons and objects; juvenile delinquency inspection;
- Activities related to preliminary police proceedings and speedy police proceedings;
- Maintenance of public order;
- Traffic safety control;

- Activities related to police protection of victims of crimes;
- Working with victims of crimes;
- Domestic violence:
- Police protection of children, etc.

Pursuant to the Ministry of Interior Act, District Police Stations have full powers to take the necessary managerial decisions. Police tasks are mainly distributed depending on the peculiarities of the respective territory, the time when crimes are perpetrated, as well as the human factor who would be fulfilling the tasks.

Police stations and police units are becoming more and more autonomous, which allows their managers to make planning, organize the work and manage police forces and tools depending on the specific local problems and needs of the public related to public order and security.

There is a clear understanding of the need to develop a yet more consistent project on the structure and the functions of regional police units at national level in compliance with general standards, common guidelines and principles. It is necessary to ensure that as far as public security is concerned citizens receive quality services regardless of their place of living. Establishment of organizational standards will provide for further decentralization, stronger commitment to common goals and better monitoring of the results of policing at the local level.

Further efforts will be invested also in the capacity building of policing on local and regional level. It is necessary to develop a unified standardized model of structural and functional operation of local police stations. Above all, this model requires the establishment of a national framework adapted to local specificities. Reform of police on local level is supposed to guarantee distribution of investments between investigative bodies, services for maintaining public order and community policing, including police support and administrative functions. Avoiding unnecessary splitting of police functions and enhancing local resources should be an overall guiding principle.

The project implementation will contribute to enhancing the confidence of the local communities in the work of the public security services, active involvement of civilians in elaboration and implementation of programs for prevention of instability; building upon partnership and cooperation in the field of efficient counteraction against crime, optimizing local resources and increasing the level of satisfaction and motivation of police staff due to the clearer definition of career development, all of these issues being in compliance with EU requirements in the field of justice and home affairs. The flow of information released to the public concerning measures undertaken in response to their complaints and results achieved, will increase considerably, as in this moment District Police Stations have insufficient capacity to react quickly and effectively to requests and needs, as they have been formulated by the public, and there is also some delay in the processing of documentation.

At this stage the assessment of needs underlying the Project proposed is based upon the findings of the monitoring conducted by the Human Rights Commission working within the Directorate of the National Police Service of MoI, in close cooperation with various NGOs like the Bulgarian Helsinki Watch and the ACET Centre. The preliminary reports show the urgency of introducing the teamwork principle in Police Stations and of close interaction with the public.

The assessment of financial needs backing the Investments part of the Project Budget presented is based upon direct surveys and on standards approved.

After Project approval and launch, a detailed needs assessment will be conducted within the Twinning, accompanied by preparation of individual projects for the adaptation (construction, modernisation and/or repair) of selected Police Stations' premises for work with citizens. These Police Stations will be asked to prepare detailed specifications of forecast capital expenditure related to realisation of the said individual projects.

LIST OF RELEVANT LAWS AND REGULATIONS

Ministry of the Interior Act
Foreign Nationals in the Republic of Bulgaria Act
Refugees Act
Civil Registration Act
Bulgarian Identity Documents Act
Access to Public Information Act
Personal Data Protection Act
Road Traffic Act
Statistics Act
Control of Explosives, Fire Arms and Ammunitions Act
Home Abuse Protection Act
Classified Information Protection Act

Rules on the Implementation of the Ministry of the Interior Act
Rules on the Implementation of the Bulgarian Identity Documents Act
Rules on the Implementation of the Foreign Nationals in the Republic of Bulgaria Act
Rules on the Implementation of the Classified Information Protection Act
Rules on the structure and operation of the Central Register of nonprofit entities with the
Ministry of Justice

Rules on the Implementation of the Personal Data Protection Act Rules on the Implementation of the Road Traffic Act

Instruction No 1 on the organisation and operation of criminal records offices

Instruction No 15 / 1997 on the terms and procedures of import, export, transfer, trade, purchase, sale, storage, collection and carrying of firearms and ammunition and their control

Instruction No I-45 / 24.03.2000 on the registration of motor vehicles and trailers

PLANS AND CONCEPTS

MoI information activities concept

Action Plan on the Activities of the Human Rights Permanent Working Group at the MoI

INSTRUCTIONS

Ordinance for the order for carrying out the checks for implementing of direct control of protection of the classified information

Ordinance for the general requirements for guaranteeing of the industrial security
Ordinance for the system of measures, techniques and means for physical security of
the classified information and for the conditions and the order for their use
Ordinance for the compulsory terms and conditions of protection of the safety of AIS and
networks used for creation, processing, archiving and transfer of classified information
Structural regulation of the state commission for the security of information and its
administration

Instruction I-30/22.5.95 on the setting up, acquisition, register and cancelling of MoI information funds

Instruction of police officers comport towards persons under detention in the structural units of MoI, equipment and order of detention premises

Instruction I-28/11.06.2001 on the MoI search activities

Methodological instructions No. 467/10.08.1992 on police search activities

Instruction I-95/2003 on the work of MoI bodies on reported offences of general nature and other offences

Instruction I-3/06.01.1998 on the operation of the MoI Subjects under surveillance Automated Information System

Instruction I-153/2002 on the operation of the MoI Searched motor vehicles Automated Information System

Instruction I-187/27.11.1998 on the operation of the Border control Automated Information System at border checkpoints

Instruction I-487/28.07.1999 on submitting application forms for ID documents in the Regional police stations and the Regional Directorates of the Interior

Instruction on the operation of the Automated Fingerprint Identification System (AFIS) Instruction on the operation of the National DNA Identification System

Design and Construction Requirements to the Premises for Detention in the structural units of the MoI

ORDINANCES

Methodological instruction for detecting changes in the ID characteristics of stolen motor vehicles

IB-349/03.10.1997 – Measures to limit the possibilities to register stolen motor vehicles and to expand the scope of preliminary check performed jointly with NCB Interpol I-239/07.10.1997 – Organisation of the search activities for motor vehicles searched by NCB Interpol

ANNEX 6

REFERENCE TO RELEVANT GOVERNMENT STRATEGIC PLANS AND STUDIES

- Government Policy Programme
- National Program for the Adoption of the Acquis
- National Schengen Action Plan
- Single National Strategy for Countering Crime

Program of the Government of the Republic of Bulgaria;

NPAA;

National Strategy for Combating Crime

National strategy for Combating Corruption;

Strategy for Modernization of the State Administration;

Action Plan for implementation of the Strategy for State Administration Modernization; e-Government Strategy in the Republic of Bulgaria;

Action Plan for the implementation of the e-Government Strategy in the Republic of Bulgaria;

Action Plan for the adoption of the Schengen acquis.