

## SUMMARY PROJECT FICHE

**Project Number :** BG 9909.01

**Title :** Training for Public Administration

**Sub-programme:** Reinforcement of the institutional and administrative capacity to manage the *acquis*

**Geographic Location:** Bulgaria

### Objectives

The wider objective of this project is 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.

More specifically, the immediate objectives are:

To create a national public administration training institution which could pool national expertise and inputs from external donors. The institution would have the function of a catalyst for the development of high quality in-service training programmes. This training institution will be referred to as the Institute for Public Administration and European Integration (IPAIE).

To prepare the civil service for functioning in the EI policy-making system. Bulgaria still relies on a small group of core experts to manage EU affairs in line ministries. In order for Bulgaria to effectively function in the EI policy process, programmes need to be designed and implemented to prepare civil servants at both central and local level for the impending 'Europeanisation' of their daily work. Whereas capacities for the provision of basic EI training are available in Bulgaria, inputs in more specialised areas will have to be provided by external sources for some time to come. A special programme for training of civil servants therefore needs to be designed for implementation by the future Bulgarian Institute of Public Administration.

### Description

In the pre-accession context of Bulgaria, a realistic and ambitious reform of the public administration needs to be implemented to underpin reforms in the legal, policy and organisational sphere. The Bulgarian government has been engaged since Summer 1997 in drafting an ambitious package of legislation to provide a new legal basis for the operation of the Public Administration. This legal package has been developed alongside a Public Administration Development Strategy, in which the underlying philosophy is set out. "The Strategy for the Establishment of a Modern Administrative System in the Republic of Bulgaria" was based on an in-depth analysis of the prevailing situation in the administration.

Some of the core pieces of legislation which should support the administrative development process have now been adopted, including the Law on State Administration and the Civil Service Law. Other important laws which have been either adopted or are in the advanced drafting process are the Law for Access to the Files of the Former Secret Services, the Law on Public Procurement, the Law on Access to Official Information and the Law on Normative Acts.

As a horizontal policy approach, central public administration reform complements sector reforms which are crucial in the context of accession preparations and that were identified as short-term priorities in the Accession Partnership: upgrading of institutional competencies in customs, financial control, environment, phytosanitary and veterinary, the operation of the judicial system, border management and regional and structural policies. In the medium term, which will become the short-term in the new updated version of the Accession Partnership, the reinforcement of institutional and administrative capacity will have to be further enhanced in order to complete the reform at all levels.

The adoption of a package of laws and the framework setting strategy, however, are only the start of the process of the development of a professional and impartial administration in Bulgaria. If the laws and the strategy are to have the desired effect, a substantial investment needs to be made in the development of administrative structures and in particular in human resource development.

### **Sub-Project 1**

The project will assist in the development of a future **Bulgarian Institute of Public Administration and European Integration**. This assistance will consist of providing input to the design of the structure of the institute, its operational rules, the development of capacities for training needs analysis, the training of co-ordinators of substantive training areas, the design and implementation of training of trainers programmes as well as limited inputs by foreign trainers in specialised training areas.

Expected outputs : A functioning Bulgarian training institution, staffed by competent trainers, with capacities to identify training needs in the administration and to formulate high-quality training programmes to address these needs.

### **Sub-project 2**

Building capacities for the future. The project will support the continuation of the internship programme for university students. This reflects a key objective of the government, which is to make the administration attractive for young people. High quality internships in the administration would benefit the administration both directly and indirectly. The temporary employment of highly qualified young staff would provide the administration with new ideas and perspectives while in the long term the chances of high quality graduates will be improved through their familiarisation with the work of the administration. Obviously the implementation of such a programme should be carried out in parallel with a study on ways to make working in the administration financially more attractive, to be carried out by the expert unit at the Council of Ministers.

The internship programme will offer 1-2 month placements at the Council of Ministers and in the line ministries. It is envisaged that the program will cater for a maximum of 120 people, drawn from different Bulgarian universities. In view of its strategic importance to administrative development in Bulgaria, the project will fund in part the cost of the internship programme.

Expected outputs : Improved awareness of public administration career opportunities among potential candidates for civil service positions and temporary additional human resource capacities for the administration.

### **Sub project 3**

Supporting the development of sustainable training capacities in the area of European Integration, with the aim to prepare the civil service at national and local level for participation in all aspects of the EI policy process. Training will be implemented through the Institute for Public Administration and European Integration under the guidance of the Minister of State Administration, the Ministry of Foreign Affairs and the Ministry of Justice and European Legal Integration.

Expected outputs :

- The creation of a core group of Bulgarian trainers in EU affairs.
- Tailor made training programmes in EU affairs for Bulgarian officials.

- A critical mass of trained officials in EU affairs in Bulgarian ministries and other state institutions, which would secure a sufficient level of Europeanisation in the administration as a whole.
- An approach to evaluation of training developed.

### **Institutional framework**

Involved institutions are the Council of Ministers, in particular the Minister of State Administration and the structures supporting the Minister, the Department for European Integration at the Ministry of Foreign Affairs, and the European Integration Department at the Ministry of Justice and European Legal Integration.

A strong political mandate is indispensable for the success of a comprehensive horizontal reform approach to public administration reform. This could be obtained through the close involvement and support of all ministers.

The European Integration Department at the Ministry of Foreign Affairs and the European Integration Department at the Ministry of Justice and European Legal Integration have specialists on subjects in which training programmes will be created. Through the European Integration co-ordination mechanisms the European Integration Department at the Ministry of Foreign affairs has built up a network of officials in European Integration units in ministries, which could be used in the implementation of the training needs analysis component of the development of the IPAEI.

### **Budget (in MEURO)**

|  | <b>Investment<br/>(IN)</b> | <b>Institution<br/>Building (IB)</b> | <b>Total Phare<br/>(=IN+IB)</b> | <b>Recipient<br/>(state budget)</b> | <b>TOTAL</b>    |
|--|----------------------------|--------------------------------------|---------------------------------|-------------------------------------|-----------------|
| <b>Sub-project 1<br/>Bulgarian Institute<br/>for Public<br/>Administration</b> | <b>0,15 M €</b>            | <b>0,8 M €</b>                       | <b>0,95 M €</b>                 |                                     | <b>0,95 M €</b> |
| <b>Sub-project 2 :<br/>Internship</b>  |                            | <b>0,05M €</b>                       | <b>0.05M€</b>                   |                                     | <b>0.05 M €</b> |
| <b>Sub project 3:<br/>Training on<br/>European Integration</b>                 |                            | <b>0.5M€</b>                         | <b>0.5M€</b>                    |                                     | <b>0.5 M €</b>  |
| <b>Total</b>   | <b>0,15 M€</b>             | <b>1.35 M€</b>                       | <b>1.5 M€</b>                   |                                     | <b>1.5 M€</b>   |

### **Implementation arrangements**

The Implementing Authority will be the Council of Ministers. The Central Financing and Contracting Unit (CFCU) will be responsible for tendering, contracting, payments and financial reporting. The Project will be managed under DIS rules. Open and transparent procedures will be followed for the recruitment of staff.

The core of the project is a long-term expert with substantive public administration background located at the Council of Ministers in the Directorate of Public Administration, reporting to the Minister of State Administration. The expert will be responsible for preparing specific project elaboration, preparing tendering, and monitoring their implementation. Allocated funds will be contracted under one contract.

### **Implementation schedule**

|                          |                |
|--------------------------|----------------|
| Draft Terms of Reference | July 1999      |
| Start of tendering       | September 1999 |
| Contract concluded       | December 1999  |
| Project start            | January 2000   |
| Project completed        | December 2001  |

## **Conditionality and sequencing**

### *Conditionality*

Bulgaria's capacity for implementing the provisions of the Accession Partnership, in particular its capacity to adopt and apply the *acquis communautaire*, depends critically on the reinforcement of its institutional and administrative capacity. Since Summer 1997 a number of important initiatives have been taken in the area of administrative development, in particular in the form of the adoption of crucial legislation and an administrative development strategy. The implementation of the strategy and the laws adopted so far, in particular the Law on State Administration and the Civil Service Law, will require the full support and political engagement of the Bulgarian government as well as major external support if this is to be successful.

It is expected that prior to tendering (and before the of 1999):

- A government decision to create IPAEI will be taken. This decision will determine budgetary contributions of the Bulgaria Government to IPAEI. (SIGMA support is available for drafting statutes and programme outline of IPAEI).
- Secondary legislation to implement the Civil Service Law must put in place conditions for transparent, fair and open recruitment procedures, with candidate assessment for entry and promotion based on merit in order to create a politically neutral civil service

The Government will designate appropriate buildings (in the minimum for the IPAEI), and put in place a recruitment process for appointing staff.

- A clear commitment should be made to the improvement of the effectiveness of policy preparation and implementation, laid out in a government decision. The government should undertake to implement agreed proposals submitted under the project.

### *Sequencing*

The immediate work programme, comprises:

Develop the organisational framework of the Bulgarian Institute of Public Administration and assist in the implementation of a training needs analysis, followed by the development of concrete training programmes, focusing in particular on training of trainers. Develop a strategy for the training of Civil Servants.

Carry out a training needs analysis in the area of EU affairs and design a strategy for preparing the Bulgarian administration for EU membership. Design a training of trainers programme and assist in the implementation of the training programme by providing high level specialised input.

The exact design and phasing of support to the Bulgarian Institute of Public administration and European Integration will be reviewed in the context of Sigma support to its design, in particular taking into account the Government's commitment and approach to setting up this institution. Current work being undertaken in the Ministry of Foreign Affairs to support EU related training will be factored into future design.

## **Annexes to Project Fiche**

1. Logframe Matrix
2. Detailed Cost Breakdown for Sub-projects
3. Detailed Implementation Chart.
4. Contracting and Disbursement Schedule for the Project.
5. Relation of Project with Previous Phare Activities and On-Going Projects Financed from Other Sources.
6. Existing Relevant Legislation



## ANNEX 1: LOGFRAME MATRIX

|   |   |  |   |   |
|---|---|--|---|---|
|   |   |  |   | Date of drafting: 11 May 1999           |
| <b>LOGFRAME PLANNING MATRIX FOR TRAINING FOR PUBLIC ADMINISTRATION</b>  |   |  | Contracting period expires: 31.12.2001  | Disbursement period expires: 31.12.2002 |
|   |   |  | Total Budget: 1.5 MEURO   | Phare contribution: 1.5 MEURO           |
| <b>Wider Objective</b>  | <b>Indicators of Achievement</b>  | <b>How, When and By Whom Indicators Will Be Measured</b>   | <b>Assumptions and Risks</b>  |   |
| <ul style="list-style-type: none"> <li>To assist in the establishment of a professional, efficient and responsible public administration meeting the standards of the EU and implementing and enforcing the <i>acquis communautaire</i>.</li> </ul>   | <ul style="list-style-type: none"> <li>Capacity, capability and efficiency of civil servants, progress achieved in adopting and enforcing the <i>acquis communautaire</i>.</li> </ul>   | <ul style="list-style-type: none"> <li>Progress reports of the Minister for State Administration;</li> <li>Progress reports of DEI;</li> <li>Progress reports on NPAA.</li> </ul>  | <ul style="list-style-type: none"> <li>Bulgaria's continuing implementation of the Accession Partnership;</li> <li>Bulgaria's continuing implementation of the <i>acquis communautaire</i>;</li> <li>Bulgaria's full commitment to public administration reform.</li> </ul>   |   |
| <b>Immediate Objectives</b>   | <b>Indicators of achievement</b>  | <b>How, When and By Whom Indicators Will Be Measured</b>   | <b>Assumptions and Risks</b>  |   |
| <ul style="list-style-type: none"> <li>Develop a national capacity to train civil servants by building up the Bulgarian Institute of Public Administration and European Integration;</li> <li>Develop sustainable training capacities in European Integration field;</li> <li>Put in place an internship programme for university students</li> </ul> | <ul style="list-style-type: none"> <li>Establishment of Bulgarian Institute of Public Administration and European Integration.</li> <li>Implementation of training programmes, including in EI field</li> <li>Interest by university students in public administration</li> </ul> | <ul style="list-style-type: none"> <li>Progress reports of the Minister for State Administration;</li> <li>Progress reports of IPAEI;</li> <li>Progress reports on NPAA.</li> <li>Number of students hired to work in the Bulgarian Civil Service</li> </ul> | <ul style="list-style-type: none"> <li>Full commitment of the Government and of the Ministry for State Administration to the adoption of the <i>acquis communautaire</i> and to public administration reform.</li> <li>Given the important and urgent matters they focus on, the degree to which Council of Ministers can give its attention to the summer jobs for students issue</li> </ul> |   |

| <b>Outputs</b>  | <b>Indicators of Achievement</b>   | <b>How, When and By Whom Indicators Will Be Measured</b>   | <b>Assumptions and Risks</b>  |
|---|--|--|---|
| <ul style="list-style-type: none"> <li>Well functioning Bulgarian Institute of Public Administration and European Integration</li> <li>Trained civil servants in European Integration issues;</li> <li>Students who have learned about and are interested in the work of public administration</li> </ul> | <ul style="list-style-type: none"> <li>Improving skills and knowledge of civil servants;</li> <li>Appropriate performance of the Bulgarian Institute of Public Administration;</li> <li>Increase in the number of university graduates who apply to work in public administration</li> </ul> | <ul style="list-style-type: none"> <li>Course evaluation reports;</li> <li>Public surveys;</li> <li>Reports and surveys of line ministries.</li> <li>Internship reports from the Council of Ministers</li> </ul> | <ul style="list-style-type: none"> <li>Trained staff remain with the Directorate for Public Administration, the Council of Ministers, the IPAEI and with key actors in ministries;</li> <li>Full commitment of government;</li> <li>Political backing in day to day business;</li> <li>Budgetary resources allocated;</li> <li>Support by Public opinion.</li> <li>University students not interested to work in the public administration</li> </ul> |
| <b>Inputs</b>   | <b>Indicators of Achievement</b>   | <b>How, When and By Whom Indicators Will Be Measured</b>   | <b>Assumptions and Risks</b>  |
| <ul style="list-style-type: none"> <li>TA to the IPAEI.</li> <li>TA to the Council of Ministers</li> </ul>  | <ul style="list-style-type: none"> <li>Activities and results in line with agreed time table.</li> </ul>   | <ul style="list-style-type: none"> <li>Contractor's reports;</li> <li>Evaluation reports;</li> <li>Reports of the Ministry of State Administration</li> </ul>  | <ul style="list-style-type: none"> <li>Contractor provides appropriate staff and other inputs;</li> <li>Availability of counterpart staff in the Ministry of State Administration and in line ministries including translation.</li> </ul>  |



## **ANNEX 2 A: CONTRACTING AND DISBURSEMENT SCHEDULE FOR THE PROJECT TRAINING FOR PUBLIC ADMINISTRATION**

### **Cumulative Quarterly Contracting Schedule (MEURO)**

| <b>Project</b> | <b>4Q99</b> | <b>1Q00</b> | <b>2Q00</b> | <b>3Q00</b> | <b>4Q00</b> | <b>1Q01</b> | <b>2Q01</b> | <b>3Q01</b> | <b>4Q01</b> | <b>Total</b> |
|----------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|--------------|
|                |             | 1,5         | 1,5         | 1,5         | 1,5         | 1,5         | 1,5         | 1,5         | 1,5         | <b>1.5</b>   |

### **Cumulative Quarterly Disbursement Schedule (MEURO)**

| <b>Project</b> | <b>4Q99</b> | <b>1Q00</b> | <b>2Q00</b> | <b>3Q00</b> | <b>4Q00</b> | <b>1Q01</b> | <b>2Q01</b> | <b>3Q01</b> | <b>4Q01</b> | <b>Total</b> |
|----------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|--------------|
|                |             | 0,2         | 0.4         | 0.6         | 0.8         | 0.95        | 1.15        | 1.3         | 1.5         | <b>1.5</b>   |

**ANNEX 2 B : DETAILED IMPLEMENTATION CHART (indicative) FOR THE PROJECT TRAINING FOR PUBLIC ADMINISTRATION**

| Sub-Projects  | 4Q99 | 1Q00 | 2Q00 | 3Q00 | 4Q00 | 1Q01 | 2Q01 | 3Q01 | 4Q01 |
|---|------|------|------|------|------|------|------|------|------|
| Institute of public administration and European Integration |      |      |      |      |      |      |      |      |      |
| Internship for students                                     |      |      |      |      |      |      |      |      |      |
| European Integration Training                               |      |      |      |      |      |      |      |      |      |

**Tendering and contracting period**

**Implementation, disbursement and completion**

**ANNEX 3: DETAILED COST BREAKDOWN FOR SUB- PROJECTS FOR THE  
PROJECT TRAINING FOR PUBLIC ADMINISTRATION**

|  | <b>Investment<br/>(IN)</b> | <b>Institution<br/>Building (IB)</b> | <b>Total Phare<br/>(=IN+IB)</b> | <b>Recipient<br/>(state budget)</b> | <b>IFI</b> | <b>TOTAL</b>    |
|--|----------------------------|--------------------------------------|---------------------------------|-------------------------------------|------------|-----------------|
| <b>Sub-project 1</b>   |                            |                                      |                                 |                                     |            |                 |
| <b>Bulgarian Institute<br/>for Public<br/>Administration</b> | <b>0,15 M €</b>            | <b>0,8 M €</b>                       | <b>0,95 M €</b>                 |                                     |            | <b>0,95 M €</b> |
| <b>Sub-project 2 :</b>                                       |                            | <b>0,05M €</b>                       | <b>0.05M€</b>                   |                                     |            | <b>0.05 M €</b> |
| <b>Internship</b>  |                            |                                      |                                 |                                     |            |                 |
| <b>Sub project 3:</b>  |                            | <b>0.5M€</b>                         | <b>0.5M€</b>                    |                                     |            | <b>0.5 M €</b>  |
| <b>Training on<br/>European Integration</b>                  |                            |                                      |                                 |                                     |            |                 |
| <b>Total</b>   | <b>0,15 M€</b>             | <b>1.35 M€</b>                       | <b>1.5 M€</b>                   |                                     |            | <b>1.5 M€</b>   |

#### **ANNEX 4: RELATION OF PROJECT TRAINING FOR PUBLIC ADMINISTRATION WITH PREVIOUS PHARE ACTIVITIES AND ON-GOING PROJECTS FINANCED FROM OTHER SOURCES**

The previous support by Phare to PAR was under project BG-9317 “Public Administration Reform Programme” in Bulgaria. Objectives of this project were *inter alia*:

- to improve performance of central and local government
- to improve policy development capacities
- to improve management of human, financial and material resources
- to strengthen central management institutions
- to advance civil service reform by having appropriate legislation and policy for a neutral, permanent and stable civil service.

This support Programme was finished in January 1999, having spent about two third of its 3 MEURO budget. The Programme provided legal expertise used towards drafting the Civil Service Law and the Law on State Administration. A number of training activities on policy related issues took place, and senior Bulgarian civil servants were able to visit institutions and meet counterparts in several Member States. In general, however, the Programme suffered from changes in government and key personnel, disruptions caused by financial crises faced by Bulgaria, the lack of a unified strategy and a relevant legal framework. Weak managerial capacities of both the Bulgarian PMU and the Consortium involved were additional constraints to moving forward. While a strategy and appropriate laws were developed during 1998, it became too late for continued disbursements from the Programme.

An evaluation of BG 9317 recommended, *inter alia*, that a strategy be developed based on consensus vision of the future, that training courses be designed to include Bulgarian and EC trainers, that consultants selected have experience and skills to work at the political interface, and that emphasis be put on training of trainers.

There has been sporadic bilateral support in the general PAR area, mostly at the local level. Examples include training of mayors and councillors by programmes delivered by the University of South Carolina, University of Delaware, the Frederich Naumann Foundation (Germany). The British Know How Fund, the World Bank, USAID and UNDP have all supported limited programmes mostly at the local level. However, support at the central or local level has been limited, because until 1997 there have been too much turnover of elected and appointed officials.

## **ANNEX 5: EXISTING RELEVANT LEGISLATION**

Following laws have been passed or are in draft form and are related to the proposed project:

- Law on State Administration
- Law on Civil Service (In Parliament, 2<sup>nd</sup> reading)
- Law on Public Procurement (In Parliament, first reading)
- Local Self Government and Local Administration Act
- Law on Access to Official Information (Draft)
- Law for the Access to the Files of the Former Secret Services
- Law on Normative Acts (Draft)

## **ANNEX 6 Reference to relevant Government Strategic plans and studies**

In the pre-accession context of Bulgaria, a realistic and ambitious reform of the public administration needs to be implemented to underpin reforms in the legal, policy and organisational sphere. The Bulgarian government has been engaged since Summer 1997 in drafting an ambitious package of legislation to provide a new legal basis for the operation of the Public Administration. This legal package has been developed alongside a Public Administration Development Strategy, in which the underlying philosophy is set out. "THE STRATEGY FOR THE ESTABLISHMENT OF A MODERN ADMINISTRATIVE SYSTEM IN THE REPUBLIC OF BULGARIA" was based on an in-depth analysis of the prevailing situation in the administration.