

SUMMARY PROJECT FICHE

1. Basic Information

- 1.1 **Desiree Number :** BG 0103.02
1.2 **Title:** **Implementing civil service reform**
1.3 **Sector:** AD
1.4 **Location:** Bulgaria

2. Objectives

2.1 Overall objective

To support the management of the on-going public administration reform process and to strengthen the administrative capacity of the public administration to meet the standards of the EU and implementing and enforcing the acquis communautaire effectively.

2.2 Project Purpose

- To strengthen the capacity in public administration at central and local level to implement the Law for the Administration and the Civil Servant's Act.
- To reinforce the control and accountability administrative mechanisms in order for the public administration to meet the European standards of professionalism, coherence, efficiency and responsiveness.

2.3 Accession partnership and NPAA priority

Accession partnership

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

NPAA

- to finalise the process for introduction of the civil service status, so as to provide for stability in the civil service and conditions for professional development and promotion
- to improve the legislation, the managing structures and the financial and economic instruments for implementing the policy for regional development and harmonisation with the EU
- to improve the activity of the inspectorates in the ministries and the state agencies
- to create service units in all structures with clear rules for service delivery

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 Law for the administrative procedures of 1979 was amended in 1999. It regulates the procedures related to the issuing, appeal against and enforcement of the individual administrative acts. 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. Co-ordination of the regional administrations is a responsibility of the Directorate for Regional Co-ordination in the CoM.

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.

The Law for the Administration regulates the administrative structures and their functions. Their functionality and efficiency has to be evaluated on a permanent basis. The evaluation made by a

methodology and using norms to be developed within the project should enable effective management of the administrative structures and human resource development. Permanent capacity has to be created for public administration management policy development and implementation in view of creating the required administrative capacity to implement the EU legislation. The staff of the three structures - the DSA, the Directorate for Regional Co-ordination and the State Administrative Commission has to be trained in public administration policy development and management. The control and accountability mechanisms have to be reinforced. The delivery of administrative services should be improved that will result in improvement of the business climate. The existing legislation should be reviewed and amended and new pieces of legislation drafted to facilitate the procedures. Manuals have to be developed and used in training of trainers from the central, regional and local administrations for the implementation of the control and accountability mechanisms. There is a need for training of trainers from the staff of the 6 pilot administrations selected in every one of the 6 planning regions on improvement of the quality of service delivery through one-stop shops. These have to be organised and equipped to act as training centres for the respective planning region.

3.2 Linked activities

The project aims at the further development of the administrative capacity of the central and local public administration based on the enforcement of the Law for the Administration and the Civil Servant's Act and the related secondary legislation. The project is based on analysis made by SIGMA, the World Bank and the recommendations of the EC in the area of institution building in the process of preparation of Bulgaria for accession to the EU and is planned to the implementation and adaptation of the systems for evaluation of the performance of the civil servants, service delivery and payment system to be developed with the support of the British Know How Fund and the World Bank.

Public administration reform was supported by Phare under project BG-9317 "Public Administration Reform Programme". Finished in January 1999, the Programme provided legal expertise used for drafting the Civil Service Act and the Law on State Administration and a number of training activities.

BG 9909.01 "Training for Public Administration" is a Phare project which had 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 sub-projects consisted of the creation of 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 (IPAEI). All training activities foreseen in this project will therefore 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.

Under Phare 2001 there is another project proposed by the administration of the Council of Ministers entitled "Strengthening of the administration of the Council of Ministers for national policy design, co-ordination, impact assessment and implementation" which deals with strategic planning and policy design at national level in general, while one of the results of the present project 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.

3.3 Results

SUB-PROJECT 1 Strengthening the capacity in public administration at central and local level to implement the Law for the Administration and the Civil Servant's Act.

- **Methodology and norms created for evaluation of the functionality and efficiency of the administrative structures to enable effective human resource management in the public administration**
- **Permanent capacity of the public administration management structures for public administration policy development and public administration policy implementation created in view of development of the required administrative capacity for the implementation of the EU legislation**
- Civil service recruitment, career development and promotion governed by clear rules and procedures
- Well functioning system for the evaluation of the performance of the civil servants

SUB-PROJECT 2 Reinforcing the control and accountability administrative mechanisms in order for the public administration to meet the European standards of professionalism, coherence, efficiency and responsiveness.

- **Accountability procedures and mechanisms developed**
- **Improved business climate through improved service delivery**
- **Staff of the central, regional and local administrations adequately trained to be trainers in the IPAEI and in the 6 administration acting as training centres in service delivery**
- **Software for the Registers updated and common software for service delivery developed, the 6 pilot administrations organised to act as training centres in service delivery**

3.4 Activities

SUB-PROJECT 1 Strengthening the capacity in public administration at central and local level to implement the Law for the Administration and the Civil Servant's Act.

- **Methodology and norms for evaluation of the functionality and efficiency of the administrative structures created**
 - **Drafting of methodology and norms for evaluation of the functionality and efficiency of the administrative structures in view of proposals for structural changes to be made**
 - **Analysis of the human resources required for the implementation of new pieces of legislation**
- **Permanent capacity of the public administration management structures created for public administration policy development and public administration policy implementation in view of development of the required administrative capacity for the implementation of EU legislation.**
 - **Create the capacity for analysis of the current practices and mechanisms and make proposals for changes including changes in legislation**
 - **Define measures and action plans for the development of the public administration at central, regional and local level**
- **Civil service recruitment, career development and promotion governed by clear rules and procedures**
 - **Analysis of career development and promotion procedures and regulations**
 - **Drafting of rules for competitions for recruitment of civil servants**
 - **Proposals for changes in the legislation**
- **Well functioning System for the evaluation of the performance of the civil servants**
 - **Analysis of the implementation of the system for evaluation of the performance of the civil servants**
 - **Proposals for adaptation and changes**
 - **Create a package to promote for a more attractive remuneration system**

SUB-PROJECT 2 Reinforcing the control and accountability administrative mechanisms in order for the public administration to meet the European standards of professionalism, coherence, efficiency and responsiveness.

- **Accountability procedures and mechanisms developed**
 - **Drafting rules and procedures for the activities of the inspectorates to create reliable interministerial control on the performance of the public administration**
 - **Creation of procedures for the inspectorates to deal with cases of maladministration**
 - **Creation of accountability procedures and mechanisms**
- **Improved business climate through improved service delivery**
 - **Develop an information system to enable reporting on the quantity and quality of services from all administrative structures in a standardised mode**
 - **Develop an action plan for improving the quality and costs of the services and make proposals for changes in the respective legislation or drafting new pieces of legislation aimed at improvement of the business climate and alleviating the procedures**
 - **Develop and organise a pilot-project for a servicing system through one-stop-shop in one administration in all 6 planning regions**

- Staff of the central, regional and local administrations adequately trained to become trainers in the IPAEI
 - **Training of staff of the central, regional and local administrations to become trainers in the IPAEI on control and accountability issues**
 - Training of trainers from the administration of the 6 planning regions in best practices of service delivery through one-stop shop
- Software for the Registers and for service delivery updated, the 6 pilot regional administrations organised to act as training centres in service delivery
 - Updating the software for Register of the administrative structures and their acts and the software for the Register for the civil servants
 - **Development of common software for service delivery to enable for the reporting on the quantity and quality of services**
 - **Provision of compatible computer equipment in all municipalities to enable the local administrations to improve service delivery and to maintain the Register of the administrative structures and their acts**
 - **Provision of training equipment for the pilot one-stop shops for the 6 administrations in the 6 planning regions to act as service delivery training centres in the respective regions**

4. Institutional framework

- Overall responsibility for the public administration in Bulgaria is now held by the Prime Minister who is at the same time Minister of State Administration and is assisted as such by the Secretary General of the Council of Ministers and the Directorate for State Administration in the CoM.
- Directorate for State Administration and Directorate for Regional Co-ordination in the CoM were established to manage public administration on central and local level. **CoM Ordinance Nr. 209/25.11.1999, sets out the functions and responsibilities of Directorates within the CoM administration.**
- State Administrative Commission was established to observe for the correct implementation of the Civil Servant's Act.
- Institute for Public Administration and European Integration (IPAEI) was established to provide training for the public administration.
- **Inspectorates are created in the ministries and state agencies according the Law for the Administration for control on the performance of 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.**
- **The Law for the delivery of administrative services to persons and companies regulates the duties of the administrative structures for service delivery and sets the obligation for the structures to present quarterly reports on the quantity and quality of services.**

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

5. Detailed Budget

	Phare Support				
	Investment support	Institution Building	Total Phare (=I+IB)	National Cofinancing *	IFI * TOTAL
Technical assistance contract:		1.8 Meuro	1.8 Meuro		1.8 Meuro
Contract for supply of equipment:	0.60 Meuro		0.60 Meuro	0.15 Meuro	0.75 Meuro
Total			2.4 Meuro		2.55 Meuro

6. Implementation arrangements

6.1 Implementing Agency

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.

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. Mr. P. Oresharski, Deputy Minister of Ministry of Finance has been appointed PAO for the Institution Building projects.

6.2 Twinning NA

6.3 Non standard aspects NA

6.4 Contracts

There will be two contracts:

- Service contract of a total value of 1,8 M €
- Supply contract of a total value of 750.000 €

Technical assistance contract

- One mid-term advisor experienced in strategic planning, analysis of functionality and efficiency, policy development
- Short term experts in career development, evaluation of performance and performance indicators, remuneration systems, control and accountability mechanisms
- Development of manuals and training materials
- **Training of staff of the central, regional and local administrations to become trainers in the IPA EI on control and accountability issues**
- Training of trainers from the administration of the 6 planning regions in best practices of service delivery
- **Contract for supply of equipment**
 - Development of an updated software of the Register for the administrative structures and their acts to allow for analysis of the functions and acts, eliminate duplication of functions, and control their conformity to law
 - Development of an updated software for the Register of the civil servants to allow for better human resource management in the civil service including mobility in the civil service
 - **Development of a common software for service delivery and reporting on the quality of services**
 - **Provision of equipment**
 - **computer equipment for the municipalities to enable them to use updated software for the Register of the administrative structures and their acts and the software for service delivery**
 - **technical aids for training (OHP, video equipment, etc.) for the 6 regional administrations of the 6 planning regions to act as training centres on service delivery**

The sum of 0,6 Meuro for supply of equipment has been estimated on the basis of:

- **262 computers and printers - 1 computer for each municipality at a cost of 1200 euro/computer and 1 printer for each municipality at a cost of 400 euro/printer**
- **updating of 2 software packages for the Register for the administrative acts and the Register for civil servants - 0,05 Meuro/software package**
- **development of a common software for service delivery and reporting - 0,06 Meuro**
- **technical aids for training for 6 municipalities to act as training centres for service delivery - 0,04 Meuro**

7. Implementation schedule

7.1 Start of tendering/Call for proposals

Draft Terms of Reference
Start of tendering

July 2001
1 Q 2002

7.2 Start of project activity

2 Q 2002

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 such as control and accountability issues, best practices of service delivery, which are not covered by the on-going Phare project for the IPAEI. Training of trainers on issues as management, organization, human resource development will be delivered by the IPAEI along its Phare project and will not be supported by the present project.**

Bulgaria's capacity to adopt and apply the *acquis communautaire* depends 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 creation of administrative structures. The implementation of the laws adopted so far, in particular the Law on State Administration and the Civil Service Act 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 the beneficiary will create a project management team staffed with skilled experts in project management.

Sequencing

The project will start with

- **Drafting of a methodology and norms for evaluation of the functionality and efficiency of the administrative structures to enable for the effective human resource management in the public administration**

and will be followed by

- Analysis of career development and promotion procedures and regulations with proposals for changes in the legislation
- Creation of a package to promote for a more attractive remuneration system after analysis of the implementation of the system for evaluation of the performance of the civil servants
- Development of an action plan for improvement of the quality and costs of services after a reviewing and analysing the current situation of service delivery with proposals for changes in the respective legislation or drafting new pieces of legislation
- Provision of computer equipment in the municipalities and technical aids for training for the 6 administrations of the 6 planning regions and creation of capacity to act as training centres for service delivery

Training of trainers activities will be ongoing for the duration of the project.

Annexes to Project Fiche

1. Logframe Matrix
2. Detailed Implementation Chart
3. Contracting and Disbursement Schedule for the Project
4. List of Relevant Laws and Regulations
5. Reference to relevant Government strategic plans and studies

ANNEX 1: Phare log frame

LOGFRAME PLANNING MATRIX FOR Project: Implementing civil service reform			
		Contracting period expires 31 December 2003	Disbursement period expires 31 December 2004
		Total budget : 2.55 MECU	Phare budget : 2.4 MECU
Overall objective	Objectively verifiable indicators	Sources of Verification	
<ul style="list-style-type: none"> To support the management of the on-going public administration reform process and to strengthen the administrative capacity of the public administration to meet the standards of the EU and implementing and enforcing the acquis communautaire effectively. 	<ul style="list-style-type: none"> Analysis, reports and proposals for changes in the existing legislation Drafts of pieces of secondary legislation Policy proposals and Action plans 	<ul style="list-style-type: none"> Progress reports Report of SIGMA on administrative capacity and civil service in Bulgaria 	
Project purpose	Objectively verifiable indicators	Sources of Verification	Assumptions
<ul style="list-style-type: none"> To strengthen the capacity in public administration at central and local level to implement the Law for the Administration and the Civil Servant's Act. To reinforce the control and accountability administrative mechanisms in order for the Bulgarian administration to meet the European 	<ul style="list-style-type: none"> Capacity, capability and efficiency of public administration, progress in adopting and enforcing the acquis 	<ul style="list-style-type: none"> Progress reports on NPAA SIGMA Report on administrative capacity and civil service Reports of the World Bank and 	<ul style="list-style-type: none"> Bulgaria's continuing implementation of the acquis communautaire;
Results	Objectively verifiable indicators	Sources of Verification	Assumptions

<ul style="list-style-type: none"> • Methodology and norms created for evaluation of the functionality and efficiency of the administrative structures to enable effective human resource management in the public administration • Permanent capacity of the public administration management structures for public administration policy development and public administration policy implementation created in view of development of the required administrative capacity for the implementation of the EU legislation • Civil service recruitment, career development and promotion governed by clear rules and procedures • Well functioning system for the evaluation of the performance of the civil servants • Accountability procedures and mechanisms developed • Improved business climate through improved service delivery • Staff of the central, regional and local administrations adequately trained to become trainers in the IPAEI and in the 6 administrations acting as training centres in service delivery • Software for the Registers updated and common software for service delivery developed, the 6 pilot administrations organised to act as training centres in service delivery 	<ul style="list-style-type: none"> • 3-year General Action plan approved. • Procedures and regulations implemented and amended, if necessary. • Civil servants promoted in rank based on the system for evaluation of their performance • High quality of the services rendered to citizens with improved cost efficiency • Functioning registers allowing for better management of human resources and for better horizontal co-ordination between the structures • 6 regional administrations acting as training centres for service delivery 	<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 on the functioning of the system for evaluation • Reports of the regional and local administrations • Analysis and reports on the quality of the administrative services 	<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 • Budgetary resources allocated • Support by public opinion.
Activities	Means		Assumptions
<ul style="list-style-type: none"> • Drafting of methodology and norms for evaluation of the functionality and efficiency of the administrative structures in view of proposals for structural changes to be made. • Analysis of the human resources required for the implementation of new pieces of legislation. • Create the capacity for analysis of the current practices and mechanisms and make proposals for changes including changes in legislation • Define measures and action plans for the development of the public administration at central, regional and local level • Analysis of career development and promotion procedures and regulations • Drafting of rules for competitions for recruitment of civil servants • Proposals for changes in the legislation • Analysis of the implementation of the system for evaluation of the performance of the civil servants • Proposals for adaptation and changes 	<ul style="list-style-type: none"> • Technical assistance contract • Contract for supply of equipment 		<ul style="list-style-type: none"> • Trained staff remain with the public administration • Rules and procedures for recruitment approved • Effective co-operation between all actors • Budget resources available for the more attractive remuneration package

<ul style="list-style-type: none"> • Create a package to promote for a more attractive remuneration system • Drafting of rules and procedures for the activities of the inspectorates to create reliable interministerial control on the performance of the public administration • Creation of procedures for the inspectorates to deal with cases of maladministration • Creation of accountability procedures and mechanisms • Develop an information system to enable reporting on the quantity and quality of services from all administrative structures in a standardised mode • Develop an action plan for improving the quality and costs of the services and make proposals for changes in the respective legislation or drafting new pieces of legislation aimed at improvement of the business climate and alleviating the procedures • Develop and organise a pilot-project for a servicing system through one-stop-shop in one administration in all 6 planning regions • Training of staff of the central, regional and local administrations to become trainers in the IPAEI on control and accountability issues • Training of trainers from the administration of the 6 planning regions in best practices of service delivery through one-stop shop • Updating the software for Register of the administrative structures and their acts and the software for the Register for the civil servants • Development of common software for service delivery to enable for the reporting on the quantity and quality of services • Provision of compatible computer equipment in all municipalities to enable the local administrations to improve service delivery and to maintain the Register of the administrative structures and their acts • Provision of training equipment for the pilot one-stop shops for the 6 administrations in the 6 planning regions to act as service delivery training centres in the respective regions 			
Preconditions			

- That a clear commitment is made to the improvement of the effectiveness of preparation and implementation of the policy for public administration development.

ANNEX 2: DETAILED IMPLEMENTATION CHART

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

TENDERING

IMPLEMENTATION

FINALISATION

ANNEX 3

CUMULATIVE CONTRACTING AND DISBURSEMENT SCHEIULE

All figures in million Euro

	31/12/20 01	30.03.20 02	30.06.20 02	30.09.20 02	31.12.20 02	30/03/20 03	30/06/20 03	30/09/20 03	31/12/20 03	30.03.20 04	30.06.20 04	30.09.20 04	31.12.20 04
Contract 1 Technical Assistance													
Contracted		1,8											
Disbursed		0,150	0,300	0,450	0,600	0,750	0,900	1,05	1,2	1,35	1,5	1,65	1,8
Contract 2 Investment													
Contracted*			0,75										
Disbursed			0,1	0,2	0,3	0,4	0,5	0,6	0,75				

NB: 1. All contracting should normally be completed within 6-12 months and **must** be completed within 24 months of signature of the FM.
2. All disbursements **must** be completed within 36 months of signature of the FM.

ANNEX 4: List of Relevant Laws and Regulations

- Law for the Administration
- Civil Servant's Act
- Public Procurement Act
- Local Self Government and Local Administration Act
- Law on Access to Official Information
- Law for the Personal Data (Draft)
- Law for the Administrative Services to Physical and Legal Persons
- Law for the administrative procedures
- 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
- Protocol Nr. 24 dated 1st June 2000 for a decision of the CoM for measures to improve service delivery to physical and legal persons
- Decree 152 dated 28th July 2000 for the establishment of the State Administrative Commission
- Code of Ethical Conduct of the Civil Servants
- Law for the electronic signature (Draft)

ANNEX 5: Reference to relevant Government strategic plans and studies

- Government Programme 2001
- Strategy for the establishment of a modern administration system in the Republic of Bulgaria
- 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
- National Plan for Regional Development