Standard Summary Project Fiche

1. Basic Information
   1.1 CRIS Number: BG2003/004-937.10.01

   1.2 Title: Strengthening the Capacity of the Bulgarian Public Administration - Implementing the Strategy for Modernization of the Public Administration in View of the Improved Service Delivery to the Public

   1.3 Sector: Administrative Reform and Capacity

   1.4 Location: Bulgaria

2. Objectives

   2.1 Overall Objective(s):
   To strengthen the capacity of the Bulgarian public administration to implement the Strategy for Modernization of the Public Administration and respond to the demands for openness to the citizens, accountability and better public services.

   2.2 Project purpose:
   To assist the Bulgarian public administration to create mechanisms and systems for service delivery to the public incorporating innovative technologies aimed to develop an ongoing relationship with the citizen-customer with constantly improving quality and increasingly fast response times of the services.

   2.3 Accession Partnership (AP) and NPAA priority (and implementing measures envisaged by the Action Plan for AP priorities related to strengthening administrative and judicial capacity)

   Accession Partnership
   • Continue to make progress with public administration reform. Ensure effective implementation of the provisions of Civil Service Act and related regulations. Take steps to ensure accountability, openness and transparency of public service.

   NPAA
   • Continuation of Bulgarian efforts towards complete establishment of functioning and efficient public administration with a new, citizen-friendly culture, and for further improvement and strengthening the administrative capacity compatible with European administrations.

   Action Plan for AP priorities related to strengthening administrative and judicial capacity
   • Take steps to ensure accountability, openness and transparency of public service.

3. Description

   3.1 Background and justification:

   The need for improvement of the administrative services is determined by the following factors:

   • The political will which is clearly demonstrated in the Government Programme setting the basic priorities of the Government in the public administration area as creation of an effective and efficient public administration, capable to implement the Bulgarian legislation and the EU legislation, the introduction of the principle “The citizen is allowed everything that is not forbidden by law, while the public servant is allowed only what is explicitly stipulated by the law”, the creation of a system of measures and procedures to prevent corruption in the administration and openness and accessibility to the work of the administration.
• The public attitudes and expectations - the dissatisfaction of the citizens and the businesses on the occasion of service delivery and the necessity to simplify the business environment impose the need to reconsider the policy in the field of service delivery and make it a leading principle in the administration, because administration is not functioning per se, it is functioning for the citizens while eliminating to the maximum the conditions for corruption.
• The experience gained and the need for development of the measures and actions related to the organization of the public services - the first measures for improvement of public services have been undertaken and the basic idea for opening the administration to the citizens and the businesses has been well understood.
• The general requirement for modernization of the administration in the context of the approved Strategy for Modernization of the Public Administration - from Accession to Integration. Based on the good European practices for organization of the public administration the Strategy makes the focus to the consumer of public services a key momentum in the performance of the administration.
• The economic benefit is also a basic consideration for reaching the goal for more effective and efficient services to the citizens and the businesses.
• Policy development related to improved services is stipulated in the Strategy for Modernization of the Public Administration - from Accession to Integration. All laws related to the creation of the new administrative system give the framework and the directions for the organization of the administrative services. The Law for the Administration stipulates that the general administration is delivering services to the citizens and the businesses. It also regulates the activities of the executive agencies as special structures for service delivery and realization of own revenues.
• The Civil Servant's Act is regulating the specific way in which the civil servants shall perform their duties, including those civil servants working in the field of service delivery. The Code for Conduct of the Civil Servants, approved by the Minister of State Administration in December 2000, has enriched and elaborated on these further.

The basic rules for the organization of service delivery are introduced by the Law for Administrative Services to Citizens and Businesses which is in force from 6th November 1999. The Law sets the principles of rule of law, quick response, accessibility and high quality in the delivery of services. Specific measures for improving the organization of the administrative services have been undertaken as a result of a Decision taken by the Government at its session dated 1st June 2000.

The Law for the Proposals, Signals, Appeals and Requests is related to the constitutional right of the citizens to be informed, the functioning of the administration and the actions to be undertaken in cases of maladministration. This law needs to be amended.

The organizational principle for service delivery by the "one-stop shop" model in one way or another, at a different degree of complexity, is introduced in a number of administrative structures at central and regional level. In a number of municipalities there are Information centres acting on the "one-stop shop" principle. A draft of a Concept for the improvement of the administrative services in the context of the "one-stop shop" principle and a basic model for services delivered through "one-stop shop" has been prepared. It is planned to be presented for approval by the Government at its session on 5th December 2002. The Concept is giving the vision for achieving high quality services, it outlines the strategic principles for improving the administrative services and refers to other steps undertaken by the Government aimed at the improvement of the administrative services (coordination of the actions for facilitation of the regulatory regimes; e-government, interministerial coordination for document flow, etc.).

3.2 Linked 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.

- **BG 0103.01 “Strategic Policy Design and Co-ordination”** is a Phare 2001 project of the Council of
  Ministers. It deals with strategic planning and policy design at national level in general.

- **BG 0103.02 "Strengthening of the public administration - implementing public administration
  reform"** is another Phare 2001 project of the Council of Ministers. One of the aims of the project is to
  reinforce the control and accountability mechanisms in order for the public administration to meet the
  European standards of professionalism, coherence, efficiency and responsiveness as well as to
  reinforce the legal certainty and legality of administrative actions and decisions.

- The Government of UK through DFID is supporting the CoM with a 3-year project for improvement
  of service delivery by the application of the "one-stop shop" principle which aims to create a model
  of one-stop shop and to pilot it in three administrative structures. The future implementation of the
  model in the administrative structures at all levels will be the responsibility of the Directorate for
  State Administration in the Council of Ministers.

### 3.3 Results:

- All legislation related to public service delivery analyzed and proposals for legislative changes made
  in view of delegation of responsibilities at lower level of management, integrated service delivery,
  outsourcing of functions, creation of public-private agencies and privatization of services.

- Analysis made of the functions and services for outsourcing and agencification and in view of future
  privatization of some public services.

- Created mechanism incorporating the legal, operational and financial aspects for partnership among
  the administrations for integrated service delivery.

- Methodology developed for the drafting of a customer charter for service delivery in every
  administration and public awareness campaign for the legal rights of the customers in the field of
  service delivery.

- Created and piloted system for quality management in public services.

- Public administration employees at central and local level trained for implementation of the
  mechanisms, methodology and quality management system created with the assistance of the project.

### 3.4 Activities:

- All legislation related to public service delivery analyzed and proposals for legislative changes made
  in view of delegation of responsibilities at lower level of management, integrated service delivery,
  outsourcing of functions, creation of public-private agencies and privatization of services.

- To make analysis of:
  - the Law for the Administration
  - the Civil Servant’s Act
  - the Law for the Administrative Services to Citizens and Businesses
  - the Law for the Proposals, Signals, Appeals and Requests.
  - the related secondary legislation

- To propose changes to be made in the laws in view of delegation of responsibilities at lower level
  of management, integrated service delivery, outsourcing of functions, creation of public-private agencies
  and privatization of services.

- To prepare drafts of the amended laws.

- To prepare drafts of amended regulations and draft new regulations if necessary.

- Analysis made of the functions and services for outsourcing and agencification and in view of
  future privatization of some public services.
To make analysis of the services rendered to citizens and businesses by the administrative structures at all levels (central, regional, municipal) in view of quantity and quality of the services.

To make cost-benefit analysis of the services.

To make analysis of the functions related to service delivery and prepare a list of functions that can be outsourced and agencified.

To create a mechanism incorporating the legal, operational and financial aspects for partnership among the public and private sector for outsourcing and agencification of functions related to service delivery.

To pilot the implementation of the mechanism created in 10 administrative structures (2 administrative structures at central and regional level each and 6 at municipal level).

- Created mechanism incorporating the legal, operational and financial aspects for partnership among the administrations for integrated service delivery.

To make analysis of the services subject to integrated service delivery.

To define the channels and networks for integrated service delivery.

To make analysis of the document flow and propose a model for document flow to allow for integrated service delivery.

To develop a software and create standardized forms and documents to enable integrated service delivery.

To create a mechanism incorporating the legal, operational and financial aspects for partnership among the administrations for integrated service delivery.

To pilot the implementation of the mechanism created in 10 administrative structures (2 administrative structures at central and regional level each and 6 at municipal level).

- Methodology developed for the drafting of a customer charter for service delivery in every administration and public awareness campaign for the legal rights of the customers in the field of service delivery.

To present the experience of EU member states in drafting customer charters for service delivery.

To draft a methodology for customer charter for service delivery in every administration.

To create a model of public awareness campaign, including leaflets, audio and video materials, etc.

To identify the channels and forms most suitable for the public awareness campaign.

To create a mechanism for the involvement of all interested parties, including the NGOs and a mechanism for feedback from NGOs, citizens and businesses.

- Created and piloted system for quality management in public services.

To introduce the practices of the EU member-states in quality management systems in service delivery.

To make analysis of the practices of four administrative structures (two at central level - one ministry and one executive agency, and one at regional and municipal level each) for service delivery.

To create a system for quality management (either following ISO 9000, TQM, or other quality management system models) for the four administrative structures.

To pilot the implementation of the system for quality management in the four administrative structures.

To create a model system for quality management, based on the implementation results in the four administrative structures, to be further implemented in other administrative structures at all levels.
• To create capacity within the Directorate for State Administration in the CoM to monitor and manage the process of implementation of the quality management system.

  ➤ Public administration employees at central and local level trained for implementation of the mechanisms, methodology and quality management system created with the assistance of the project.
• To identify the competences of the employees to be responsible for service delivery.
• To make checks against the identified competences of employees responsible for service delivery in 10 administrative structures (2 administrative structures at central and regional level each and 6 at municipal level).
• To prepare, on the bases of the results from the checks, plans for training of the employees.
• To prepare programs for training to achieve the competences identified.
• To train the employees in the 10 administrative structures.
• To train trainers to become lecturers in the IPAEI and lecture according to the programs prepared.
• To train employees of the pilot administrative structures and the DSA for the mechanisms created for outsourcing and agencification, integrated service delivery and quality management system.
• To train trainers and make training courses for employees of the public administration at central, regional and local level in:
  - customer charter drafting
  - quality management issues
  - culture in service delivery, etc.

3.5 Lessons learned:
That the objectives be specific, measurable, achievable, relevant and time-framed.

4. Institutional Framework

Overall responsibility for the public administration in Bulgaria is held by the Minister of State Administration who is assisted as such by the Directorate for State Administration in the CoM. The Directorate for State Administration in the CoM was established to manage public administration at central, regional and municipal level. CoM Ordinance Nr. 209/25.11.1999, sets out the functions and responsibilities of Directorates within the CoM administration. The Institute for Public Administration and European Integration (IPAEI) was established to provide training for the public administration.
Involved institution is the Council of Ministers, in particular the Minister of State Administration and the Directorate for State Administration. Also involved in the project are the ministries, regional administrations and municipal ones.

5. Detailed Budget

*Strictly follow the following format.*

<table>
<thead>
<tr>
<th>Phare</th>
<th>Support</th>
<th>Total Phare (I+IB)</th>
<th>National Co-financing*</th>
<th>IFI*</th>
<th>TOTAL</th>
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<td>2 Meuro</td>
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<tr>
<td>Total</td>
<td>2 Meuro</td>
<td>2 Meuro</td>
<td>2 Meuro</td>
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</table>
6. Implementation Arrangements

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

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

6.2 Twinning NA
6.3 Non-standard aspects NA
6.4 Contracts : There will be one Technical assistance contract for 2 Meuro.

7 Implementation Schedule

7.1 Start of tendering/call for proposals 2 Q 2004
Draft Terms of Reference October 2003
7.2 Start of project activity 3 Q 2004
7.3 Project completion 2 Q 2006

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
All training activities foreseen in this project will be organized in close co-ordination with the IPAIEI, in order to assure the sustainability of this project and to further develop permanent training capacity in Bulgaria. The project will support the activities for training of public administration employees and trainers for issues the development of which depends on it and for pilot-related actions of the project. It is expected that prior to tendering the beneficiary will create a project management team staffed with skilled experts in project management.

ANNEXES TO PROJECT FICHE
1. Logical framework matrix in standard format (compulsory)
2. Detailed implementation chart (compulsory)
3. Contracting and disbursement schedule by quarter for full duration of programme (including disbursement period) (compulsory)
4. List of relevant Laws and Regulations (optional)
5. Reference to relevant Government Strategic plans and studies (may include Institution Development Plan, Business plans, Sector studies etc) (optional)
## Phare Log Frame

### LOGFRAME PLANNING MATRIX FOR

**Project:** Strengthening the Capacity of the Bulgarian Public Administration - Implementing the Strategy for Modernisation of the Public Administration in View of the Improved Service Delivery to the Public

<table>
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<tr>
<th>Programme name and number</th>
<th>Contracting period expires</th>
<th>Disbursement period expires</th>
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<tr>
<td></td>
<td>30 November 2005</td>
<td>30 November 2006</td>
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| Total budget : 2 Meuro   | Phare budget : 2 Meuro   |

<table>
<thead>
<tr>
<th><strong>Overall objective</strong></th>
<th><strong>Objectively verifiable indicators</strong></th>
<th><strong>Sources of Verification</strong></th>
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<tbody>
<tr>
<td></td>
<td>• To strengthen the capacity of the Bulgarian public administration to implement the Strategy for Modernization of the Public Administration and respond to the demands for openness to the citizens, accountability and better public services</td>
<td>• Analysis, reports and proposals for changes in the existing legislation</td>
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<table>
<thead>
<tr>
<th><strong>Project purpose</strong></th>
<th><strong>Objectively verifiable indicators</strong></th>
<th><strong>Sources of Verification</strong></th>
<th><strong>Assumptions</strong></th>
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<td></td>
<td>• To assist the Bulgarian public administration to create mechanisms and systems for service delivery to the public incorporating innovative technologies aimed to develop an ongoing relationship with the citizen-customer with constantly improving quality and increasingly fast response times of the services.</td>
<td>• Mechanisms and systems to carry out the policy of government related to administrative services to citizens and businesses effectively and efficiently.</td>
<td>• Bulgaria's continuing implementation of the public administration reform</td>
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<tr>
<th><strong>Results</strong></th>
<th><strong>Objectively verifiable indicators</strong></th>
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<th><strong>Assumptions</strong></th>
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<td></td>
<td>• All legislation related to public service delivery analyzed and proposals for legislative changes made in view of delegation of responsibilities at lower level of management, integrated service delivery, outsourcing of functions, creation of public-private agencies and privatization of services. • Analysis made of the functions and services for outsourcing and agencification and in view of future privatization of some public services.</td>
<td>• Laws and regulations amended and approved. New drafts of laws and regulations prepared if required. • Lists of functions to be outsourced and agencified prepared. • Mechanisms created.</td>
<td>• Evaluation reports • Public surveys • Reports and surveys of line ministries • Reports of the regional and local administrations</td>
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</table>
• Created mechanism incorporating the legal, operational and financial aspects for partnership among the administrations for integrated service delivery.
• Methodology developed for the drafting of a customer charter for service delivery in every administration and public awareness campaign for the legal rights of the customers in the field of service delivery.
• Created and piloted system for quality management in public services.
• Public administration employees at central and local level trained for implementation of the mechanisms, methodology and quality management system created with the assistance of the project.

<table>
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<th>Activities</th>
<th>Means</th>
<th>Assumptions</th>
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<tbody>
<tr>
<td>• To make analysis of:</td>
<td>• Technical assistance contract.</td>
<td>• Trained staff remain with the public administration</td>
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<tr>
<td>− the Law for the Administration</td>
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<td>• Changes in legislation approved.</td>
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<td>− the Civil Servant's Act</td>
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<td>• Effective cooperation between all actors.</td>
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<td>− the Law for the Administrative Services to Citizens and Businesses</td>
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<td>− the related secondary legislation</td>
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<td>• To create a mechanism incorporating the legal, operational and financial aspects for partnership among the public and private sector for outsourcing and agencification of functions related to service delivery.</td>
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<td>• To make analysis of the services subject to integrated service delivery.</td>
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<td>• To define the channels and networks for integrated service delivery.</td>
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<td>• To make analysis of the document flow and propose a model for document flow to allow for integrated</td>
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service delivery.

- To develop a software and create standardized forms and documents to enable integrated service delivery.
- To create a mechanism incorporating the legal, operational and financial aspects for partnership among the administrations for integrated service delivery.
- To pilot the implementation of the mechanism created in 10 administrative structures (2 administrative structures at central and regional level each and 6 at municipal level).
- To present the experience of EU member states in drafting customer charters for service delivery.
- To draft a methodology for customer charter for service delivery in every administration.
- To create a model of public awareness campaign, including leaflets, audio and video materials, etc.
- To identify the channels and forms most suitable for the public awareness campaign.
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- To pilot the implementation of the system for quality management in the four administrative structures.
- To create a model system for quality management, based on the implementation results in the four administrative structures, to be further implemented in other administrative structures at all levels.
- To create capacity within the Directorate for State Administration in the CoM to monitor and manage the process of implementation of the quality management system.
- To identify the competences of the employees to be responsible for service delivery.
- To make checks against the identified competences of employees responsible for service delivery in 10 administrative structures (2 administrative structures at central and regional level each and 6 at municipal level).
- To prepare, on the bases of the results from the checks, plans for training of the employees.
- To prepare programs for training to achieve the competences identified.
- To train the employees in the 10 administrative structures.
- To train trainers to become lecturers in the IPAIEI and lecture according to the programs prepared.
- To train employees of the pilot administrative structures for the mechanisms created for outsourcing and agencification, integrated service delivery and quality management system.
- To train trainers and make training courses for employees of the public administration at central, regional and local level in:
  - customer charter drafting
  - quality management issue
  - culture in service delivery, etc.

Preconditions

That a clear commitment exists on the part of all actors for the successful implementation of the project.
ANNEX 2: DETAILED IMPLEMENTATION CHART

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**TENDERING**

**IMPLEMENTATION**

**FINALISATION**

ANNEX 3: CUMULATIVE CONTRACTING AND DISBURSEMENT SCHEIULE

All figures in million Euro

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<td>1.4</td>
<td>1.6</td>
<td>1.8</td>
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ANNEX 4: List of Relevant Laws and Regulations

- Law for the Administration
- Civil Servant’s Act
- the Law for the Administrative Services to Citizens and Businesses
- the Law for the Proposals, Signals, Appeals and Requests.
- Local Self Government and Local Administration Act
- Decree 209 for the statutes of the administration of the Council of Ministers
- Statutes of the line ministries and state agencies
- Statutes of the regional administrations
- Decree Nr. 82 dated 15.05.2000 for the establishment of the Institute for Public Administration and European Integration and approval of its Statutes
- Decision of the Government dated 1st June 2000 for improvement of the service delivery.

ANNEX 5: Reference to relevant Government strategic plans and studies

- Government Programme
- Strategy for modernisation of the administration in the Republic of Bulgaria - from accession to integration
- National Training Strategy
- National Strategy for accession of Republic of Bulgaria to the EU
- Programme for the realisation of the National Strategy for accession of Republic of Bulgaria to the EU
- Concept for the improvement of the administrative services (draft)
- NPAA