1. Basic Information

1.1 CRIS Number: BG 2005/017-353.09.01
1.2 Title: Strengthening the Capacity of the Anti-Corruption Commission to Counteract Corruption in Public Administration and Judiciary
1.3 Sector: Public Administration Reform / Anti-corruption actions /
1.4 Location: Bulgaria
1.5 Duration: Multi-annual. Three phases: 1\(^{st}\) - 2004, 2\(^{nd}\) - 2005, 3\(^{rd}\) – 2006

2. Objectives

2.1 Overall Objective(s):
Fight against corruption within the public administration and judiciary

2.2 Project purpose:
To strengthen the capacity of the CCACC and the internal control body of the Supreme Judicial Council-The Commission for enhance combating corruption, in law enforcement bodies by: -adopting and implementing a code of ethics for magistrates, -developing a corrupt practices prevention programme as well as a code of ethics for officials in Ministry of Interior, and - providing specialized training and equipment, including an information system, to the officials who are directly involved in countering corruption.

2.3 Accession Partnership (AP) and NPAA priority
Accession Partnership
- Implementing the National strategy to combat corruption in public administration and Judiciary through the Action plans for the implementation of the National Anti-Corruption Strategy

2.4 Contribution to National Development Plan (and/or Structural Funds Development Plan/SDP)
Not Applicable

2.5 Cross Border Impact
Not Applicable

Description

3.1 Background and justification:

Regular Report 2004: “…Crime and corruption remained primary concerns of the Government. The inter-ministerial anticorruption commission, established in 2002, coordinated the efforts of each government agency's internal inspectorate in fighting public corruption and engaged in public awareness campaigns. During the year, the commission received 196 complaints of corruption, of which 11 were referred to the prosecution service for further
action. In addition, the commission referred 40 complaints against magistrates to the Supreme Judicial Council’s anticorruption commission….”

The fight against corruption is not limited to bringing the national legislation in compliance with the international instruments in the filed. It requires an institutional mechanism for its implementation. This process is related to the establishment of specialized governmental structures for fighting corruption in the country and subsequently to building their administrative capacity to implement the laws, regulations and policies adopted.

The Government established for the first time a specialized central structure to combat corruption by Decision No. 77/11 February 2002. The Anticorruption Activity Coordination Commission (ACC) is in charge for the organization and coordination of the fight against corruption and is chaired by the Minister of Justice. The Commission coordinates the implementation of the governmental program, analyses and summarizes the information about the implemented anticorruption measures, coordinates the activity and exercises control over the work related to the implementation of the National Anti-corruption Strategy and to the Program for the Implementation of the Anti-corruption Strategy. A Secretariat was established to work with the Commission, supervised by a Secretary and operating under the control of the Chairperson. The Commission receives individual complaints from citizens and organizations and could participate in the subsequent investigation of the complaint by the internal controls (inspectorates, internal financial control etc.). The ACC established procedures for solving the issues raised by the individual complaints. All the complaints that are not manifestly unjustified are heard by the Commission. Subsequently the Commission decides on whether additional investigation on the case is needed, if action is to be taken and if yes, by whom. The ACC receives feedback from the investigating agency – receiver of the forwarded complaint – on the actions taken. Usually anonymous complaints are not brought to Commission’ attention, though whenever the data in the anonymous tip is specific enough action might be taken. The ACC also may be proactive in its enquiries, and may initiate them on its own if needed. One of the important sources of information that might provoke such action is the media– investigative journalism. The ACC considers its main priority the 2 of the three main pillars of the fight against corruption – education and prevention.

The ACC actively cooperates with the Anti-corruption commission with the Supreme Judicial Council and with the Prosecution Service. The Commission for Fight Against Corruption at the Supreme Judicial Council (SJC) was established with a SJC decision on 26th November 2003 with powers to examine complaints for corruption activities within the Judiciary and also to develop and suggest for implementation preventive measures. This Commission developed a Strategy for Fight Against Corruption in the Judiciary which was adopted by the SJC on the 11th of February 2004. Memoranda of understanding were signed with the anticorruption bodies within the SJC and with the Prosecution Service, establishing clear rules for cooperation and procedures to be followed when investigating corruption complaints. Memoranda provide for exchange of information and feed back on the forwarded complaints. More specifically, the PPO agreed that all the cases, heard by the commission and forwarded to the prosecution will be under the oversight of the Chief Prosecutor and his Deputies. In specific cases the investigation is to be carried out by the Specialized anti-corruption department within the Supreme Cassation Prosecution.

The ACC works actively to prevent and counteract corruption in the administration and the judiciary by strictly following the Program for the Implementation of the Anti-corruption Strategy. It concentrates on two issues that were underestimated until the year 2002 – namely prevention and public education.
In the process of the execution of the Program, the following main problems were identified: the relatively weak administrative capacity of the specialized structures for fighting corruption, the not completed establishment of the system for corruption counteraction, and the insufficient internal control over the implementation of the Action Plan.

The effective work of the ACC requires adoption of further steps, which will increase its capacity to curb corruption. In particular it is necessary to build its capacity to continue to implement the EU standards and best practices in preventing and countering corruption; to introduce and support the existing corruption prevention initiatives directed at reduction of the corruption pressure on the administration; to improve the cooperation among the institutions involved in the fight against corruption, media and NGOs and to support the continuous anti-corruption training for the officials of different levels of the state administration and magistrates.

- The governmental activity is subjected to three fundamental principles – openness (transparency), accountability to society by a permanent control over the activities of the administration, and provision of effective services to citizens. In this respect the ACC mission is to introduce a policy of openness towards society, the non-governmental organizations, the media and the citizens. By means of reporting its activities on annual basis the ACC enhances a mechanism for transparency and control by the civil society. The civil society response to the activities of the ACC is provided by the creation of national hotline for corruption signals, by a public awareness campaign, by enhancing the culture of social intolerance towards corruption.

- In order to step up the anti-corruption efforts the ACC initiated the establishment of Regional Anti-corruption Councils under the District Governors, with the participation of the local law enforcement agencies, business associations, media and NGOs. These councils are seen as important tool to create a horizontal network of structures, engaged in the fight against corruption. They are a common place for the participants to meet, discuss anti-corruption measures on local level, develop regional strategies and monitor the implementation of the anti-corruption measures; and generally to energize the local community in pursuing the common goal – reduction of the corruption level locally. Such regional councils exist in all the administrative regions. The ACC works to unify their format, procedures, and functions and to ensure the participation of the local – clean-businesspersons, media and NGOs in the process. Some of those also work to implement the Government’s anti-crime program.

- The most recent relevant development is the adoption of amendments to the National Anti-corruption Strategy and the Action plan that include measures for combating the high-level corruption. This new amendment of the Strategy is of great importance as it introduces – for the first time in Bulgaria measures directly aimed at preventing and reducing corruption among the political level appointees of the public administration.

INTERACTION BETWEEN THE INSTITUTIONS
An important step at improving the interaction between the institutions for the execution of activities for restricting the corruption will be made according to the signed in 2004 agreements for collaboration and interaction between the CCACC and the Supreme Procurator’s Office from February 2004 and with the Association – club “Journalists against the corruption” in September 2004. The signed agreements depict the methods and the ways of interaction between the different authority representatives and generate obligations for active interaction and information exchange about the anti-corruption measures and initiatives undertaken by the parties.
PREVENTION:
It is of utter importance for the corruption prevention to generate such work conditions, rules and procedures that the manifestation of the corruption is impossible or its manifestation is made difficult to the maximum. The subject of a considerable number of the appeals received by the Commission for Coordination of the Fight against the Corruption during the last two years were: - violations of procedures of the Public Procurements Act and the Regulation for Assignment of Public Procurements below the limits defined by Article 7, Paragraph 1 of the Public Procurements Act; - corruption in Judiciary; - corruption related to the activities of MRDPW, etc.

EDUCATION:
Of the officials of the government administration
A “Conception and Program for remote anti-corruption education of the administration officials” will be sustainable developed in accordance with the execution of the Program for execution of the National Strategy for Counteraction to the Corruption, which provides development of special programs for education in anti-corruption practices at the Public Administration and European Integration Institute. The purpose of the Program is to present and clarify the phenomena of corruption and conflict of interests, the factors facilitating their occurrence, the most common forms and areas of manifestation, the identification methods and the possible models for counteraction. It emphasizes on the need to identify the conflicts of interests and the methods to resolve them, as well as the ways of action of the officials in such circumstance. The target range of this basic education program is as many as possible officials of the central and the local administrations, regardless of their rank and job. The education contents of the program are modular, as follows: Introduction; I. Corruption; II. Conflict of Interests; III. Rights and Obligations; IV. Good management principles; V. Institutional Organization; Final Test.

In the high schools
The first quarter of 2004 set the beginning of the active collaboration between the Ministry of Education and Science, the Commission for Coordination of the Fight against the Corruption and all its partners working on the problems of the corruption counteraction in the country. Since the beginning of 2004 multiple work meetings, public discussions and surveys were held about the need, the form and the opportunities to introduce the anti-corruption theme to the education. The possibilities provided by this act at the current moment were examined, as well as the public need of such education.
For this purpose, the Ministry of Education and Science chose the form of free chosen education, which provides more freedom for the teachers and is flexible enough to present the material in an interesting and modern way. The work group, which included experts from the Ministry of Education and Science, the Commission for Coordination of the Fight against the Corruption and the non-government sector, drafted a program for anti-corruption education, which was approved by the Minister of education.

3.2 Sectoral rationale

3.2.1 Identification of projects
The first phase of the project will be implemented through the approved BG2004/016-711.10.04 under the Financing Memorandum on the National Phare Programme 2004 (II Part) which was signed on 27 January 2005

3.2.2 Sequencing
3.3 Results:

The major result of the project is related to strengthening the capacity of the CCACC and the Judicial Anti-corruption Commission to curb corruption in the public administration and judiciary. By the end of the project the CCACC and the Judicial Anticorruption Commission will work by implementing the best EU practices and will have well-trained public administration, able to identify and counteract corruption in its everyday work. In addition, the project will contribute to the improvement of the coordination among national institutions, which will lead to increase of the efficiency and transparency of their work. By the end of the project the following results are expected:

**Phase 1 – 2004:**

3.3.1.1 Purpose:
To strengthen the capacity of the CCACC and the internal control body of the Supreme Judicial Council-The Commission for enhance combating corruption, in law enforcement bodies by: -adopting and implementing a code of ethics for magistrates, -developing a corrupt practices prevention programme as well as a code of ethics for officials in Ministry of Interior, and - providing specialized training and equipment, including an information system, to the officials who are directly involved in countering corruption.

3.3.1.2 Results: Phase 1
- The best EU practices and mechanisms counteracting corruption in public administration and judiciary implemented following the comprehensive research of the latter carried out in Project BG 0203.05
- The capacity of the relevant bodies improved in order to implement the anti-corruption audits;
- Anticorruption audits in the target Ministries carried out;
- The capacity of the relevant bodies improved to implement the anti-corruption audits at high level – at ministries, agencies and state commissions; Mechanism created for monitoring of institutions and strengthen the monitoring capacity of the relevant bodies within the judiciary in order to prevent and counteract corruption;
- The anti-corruption education and training for the high schools and universities students analyzed and recommendations for enhancement given;
- The capacity of the existing regional and local Anti-corruption Councils strengthened through provision of seminar – based trainings to prevent, enquiry and build the necessary skills to effectively coordinate the local anti-corruption activities, monitor the corruption level, evaluate the results and cooperate with the CCACC;

3.3.2 Phase 2 - 2005

3.3.2.1 Purpose:
To strengthen the capacity of the CCACC and the internal control body of the Supreme Judicial Council-The Commission for enhance combating corruption, in law enforcement bodies by: -developing a corrupt practices prevention programme as well as a code of ethics for officials in Ministry of Interior and target ministries, and - providing specialized training and equipment, including an information system, to the officials who are directly involved in countering corruption.

3.3.2.2 Results
• The cooperation among the institutions involved in the fight against corruption, media and NGOs improved through public education and stakeholders involvement in the decision making process including the regional and local level;
• The IPAEEI supported in the process of improvement of the anti-corruption education through on-line and off-line training methodology and to carry out the process;
• The capacity of the existing regional and local anti-corruption coordination Councils enhanced and supported to implement the strategies and action plans;
• Training materials for the High-schools and anti corruption education created;
• Carried out sectoral media campaigns related to the Ministry of Health and Ministry of Education (called target Ministries)
• Implementation of the amended National Anti Corruption Strategy to counteract corruption in order to address directly the issues of corruption in education and the health sector
• Held trainings sessions and prepared curriculum and training materials, guides and manuals, related to the Amended National Anti-Corruption Strategy – in the area of combating corruption at high levels – Implementation of the Programme for the Implementation of the NACS 2005

3.3.3 Phase 3 - 2006

3.3.3.1 Purpose:
To strengthen the capacity of the CCACC and the internal control body of the Supreme Judicial Council-The Commission for enhance combating corruption, in law enforcement bodies by: -developing a corrupt practices prevention programme as well as a code of ethics for officials in the target ministries, - providing specialized training and equipment, including an information system, to the officials who are directly involved in countering corruption and anticorruption audit education and training;

3.3.3.2 Results
• Production of curriculum’s and training materials for the IPAEEI in the process of improvement the anti-corruption education through on-line and off-line training methodology;
• Carried out sectoral media campaigns directed to the Ministry of Health and Ministry of Education (called target Ministries);
• Prepared training materials, guides and conducted trainings related to the implementation of the amended National Anti-Corruption Strategy to counteract corruption in order to address directly the issues of high level corruption.
• New strategies created and anti-corruption audits performed at regional level – Regions and Municipalities;
• Created mechanisms for interaction and cooperation with the EU similar structures (in the field of fight against corruption) and ensuring the capacity of CCACC for working in the conditions of the EU membership;
3.4 Activities:

**Phase I - 2004**

- Implementation of the best EU practices and mechanisms counteracting corruption in public administration and judiciary following the comprehensive research of the latter carried out in Project BG 0203.05
- Capacity building of the relevant bodies to implement the anti-corruption audits;
- Carrying out anticorruption audits in the target Ministries;
- Capacity building of the relevant bodies to implement the anti-corruption audits at high level – at ministries, agencies and state commissions; Creation of a mechanism for monitoring of institutions and strengthen the monitoring capacity of the relevant bodies within the judiciary in order to prevent and counteract corruption;
- Analyzing the anti-corruption education and give recommendations for enhancement of education and trainings for the high schools and universities;
- Strengthen the existing regional and local Anti-corruption Councils through provision of seminar – based training to prevent, enquiry and build the necessary skills to effectively coordinate the local anti-corruption activities, monitor the corruption level, evaluate the results and cooperate with the CCACC;

**Phase II - 2005**

- Improving the cooperation among the institutions involved in the fight against corruption, media and NGOs through public education and stakeholders involvement in the decision making process including the regional and local level;
- Support to the IPAEL in order to improve the anti-corruption education through on-line and off-line training methodology and to carry out the process;
- Strengthening the capacity of the existing regional and local anti-corruption coordination Councils, supporting them to implement the strategies and action plans;
- Development of training materials and carry out anticorruption education for the High-schools;
- Creation, implementation and performing sectoral media campaigns in the fields of Ministry of Health and Ministry of Education (called target Ministries)
- Support for the implementation of the amended National Anti Corruption Strategy to counteract corruption in order to address directly the issues of corruption in education and the health sector
- Conducting trainings sessions related to the Amended National Anti-Corruption Strategy – in the part of combating corruption at high levels – Implementation of the Programme for the Implementation of the NACS 2005

**Phase III**

- Supporting the IPAEL in order to improve the anti-corruption education through on-line and off-line training methodology;
- Creation, implementation and performing sectoral media campaigns in the fields of Ministry of Health and Ministry of Education (called target Ministries);
- Support for the implementation of the amended National Anti-Corruption Strategy to counteract corruption in order to address directly the issues of high level corruption. Conducting trainings sessions related to the Amended National Anti-Corruption Strategy – The Programme for combating corruption at high levels – Implementation of the Programme for the Implementation of the NACS 2006;
• Creation of strategies and performance of anti-corruption audits at regional level – Regions and Municipalities;
• Creation of adequate mechanisms to provide for interaction and better cooperation with the EU similar structures (in the field of fight against corruption) and to ensure capacity for working in the conditions of the EU membership;

3.5 Linked activities:

The fight against corruption is among the priorities of the Bulgarian government, fact which is proven by the number of ongoing and already accomplished project namely:
• BG9812-03, BG98/IB/FI/05 – Fight against corruption within Bulgarian Customs Administration
• BG0003-03 – Support in the implementation of the reform in the public procurement system
• BG0006-01, BG/2000/IB/FI/04 – Strengthening Public Internal Financial Control
• BG0103-02 – Strategic policy-making and coordinating
• BG0103-02 – Implementing civil service reform
• BG0103-03- Recruitment and training strategy for the judiciary
• BG0203.05 – Technical assistance to implement key measures of the Program for the implementation of the National Anti-Corruption Strategy
• Improvement of administrative justice in view of the fight against corruption
• Development of an integrated system for countering corruption in the Ministry of Interior

Others donors active in the field are:

• USAID - Anti – Corruption Project for Bulgaria, implemented by DPK – Open Government Initiative
• UNDP – Evaluation Mission on Anti-Corruption Initiatives in Bulgaria
• DFID- UK – Improvement the Administrative Services through “one stop – shop “, Anti-corruption Audit in Two Ministry Structures
• CSD and Coalition 2000, funded by various donors, mainly USAID

3.6 Lessons learned

As the Anti-corruption commission and the Commission for Fight Against Corruption within the Supreme Judicial Council are relatively new bodies they do not have a long history of successful and unsuccessful initiatives to draw experience from. However, the National strategy for countering corruption adopted by the Council of Ministers and the success in the implementation of the Action Plan for implementing the Strategy, as well as the new Strategy for Fight Against Corruption in the Judiciary represent a good national experience that can be regarded as a source for good practices. The steps implemented by the line ministries in the fight against corruption also bring knowledge to the process. The CCACC staffs are also acquainted with the different approaches to countering corruption implemented worldwide, including the accession countries. Process is underway to strengthen the capacity of the Commission through amendments in its operational rules and procedures as well as – in consultation with all the stakeholders – to raise the Commission profile including through legislative measures. The Commission program is implemented timely and according to the Action plan.
More resources are needed – primarily invested in staff training and recruitment – to strengthen the ability of the CCACC to implement measures not only as a coordination body, but also as projects implementing agency.

4 Institutional Framework

The project will be implemented by the CCACC, which is established as inter-ministerial body in the framework of the Council of Ministers and its Secretariat, currently located in the Ministry of Justice.

Description:
The Bulgarian Government established for the first time a specialized central structure to combat corruption by Decision No. 77/11 February 2002. In accordance with the decision, the Minister of Justice is Chairman of the newly established body and his Deputies are the Minister of State Administration, and the Deputy Minister of Justice. Members of the Commission are also the Deputy Minister of Interior, a representative of the National Audit Office, the Director of the Agency for State Internal Financial Control, the Director of the Agency “Financial Investigation Office”, the Deputy Director of the Agency “Customs” and the Head of the Inspectorate of the General Taxation Directorate.

A Secretariat was established to work with the Commission, supervised by a Secretary and operating under the control of the Chairperson.

On June 19, 2002 a decision of the Council of Ministers was adopted for defining the main functions and powers of the Commission. The Commission analyzes and summarizes incoming information for anticorruption measures and actions undertaken and evaluates their effectiveness. On the base of the evaluations, the Commission is authorized to make proposals for adopting measures and supplementing the Program for implementation of the National Anticorruption Strategy.

The Commission does not investigate concrete corruption cases but reviews and submits them to the authorities, which in accordance with Bulgarian Constitution can undertake concrete measures and prosecute them. However, at the same time the Commission may completely undertake the inquiry of a disciplinary violation under the Civil Servants Act or the Labour Code.

The Commission reports its activities in bi-weekly reports. They are summarized in an annual report containing analyses and recommendations for improving the anticorruption work of government agencies.

Beneficiaries of the Project will be the Commission for Coordination the Activities to Combating Corruption (CCACC) at the Council of Ministers and the Commission for Fight Against Corruption at the Supreme Judicial Council.
## Detailed Budget

### Year 2004

<table>
<thead>
<tr>
<th>Phase 1</th>
<th>Phare Support</th>
<th>Total Phare (=I+IB)</th>
<th>National Co-financing*</th>
<th>IFI*</th>
<th>TOTAL (MEUR)</th>
</tr>
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<tbody>
<tr>
<td></td>
<td>Investment Support</td>
<td>Institution Building</td>
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<td>One service Contract</td>
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### Phase II (2005)

<table>
<thead>
<tr>
<th>€M</th>
<th>Phare/Pre-Accession Instrument support</th>
<th>National Public Funds (*)</th>
<th>Other Sources (***)</th>
<th>Total Co-financing of Project</th>
<th>Total Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year 2005 - Investment support jointly co funded</td>
<td>0.225</td>
<td>0.075</td>
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<td>0.075</td>
<td>0.300</td>
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<td>Investment support – sub-total Phase II</td>
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<td>0.075</td>
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<tr>
<td>% of total public funds</td>
<td>max 75 %</td>
<td>min 25 %</td>
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In case of parallel co-funding (per exception to the normal rule, see the following special condition: No parallel co-financing)

### Year 2005

<table>
<thead>
<tr>
<th></th>
<th>Institution Building support</th>
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<tr>
<td>Phase II</td>
<td>2.000</td>
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<tr>
<td>IB support Phase II</td>
<td>2.000</td>
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<tr>
<td>Total project 2005</td>
<td>2.225</td>
</tr>
</tbody>
</table>

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

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

### Year 2006

<table>
<thead>
<tr>
<th>Phase III</th>
<th>Investment support</th>
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<tr>
<td>indicative Year 2006</td>
<td>0.075</td>
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<tr>
<td>indicative Year 2006 IB support</td>
<td>2.000</td>
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<tr>
<td>Total (indicative) project 2006</td>
<td>2.075</td>
</tr>
</tbody>
</table>
6 Implementation Arrangements

6.1 Implementing Agency

The implementing agency is the Central Financing and Contracts Unit (CFCU) in the Ministry of Finance:
e-mail : cfcu@minfin.bg
PAO : Mr. Tencho Popov – Secretary General, Ministry of Finance;
SG of the MOF
Tel.: 02 / 98592777
Fax. 02 / 98592 773
and will be responsible for tendering, contracting, payments and financial reporting and will work in close co-operation with the beneficiary

6.2 Twinning – N/A

6.3 Non standard aspects – N/A

6.4 Six contracts: three Technical assistance and three supply contracts as follows:

- **Phase I** – Service Contract 1 – Financial Memorandum 2004;
  - Contract for supply of equipment – as announced annually for Y1 for the needs of the regional and central administration;

- **Phase II** – Service Contract 2 – Financial Memorandum 2005;
  - Contract for supply of equipment – as announced annually for Y2 for the needs of the regional and central administration;

- **Phase III** – Service Contract 3 – Financial Memorandum 2006;
  - Contract for supply of equipment – as announced annually for Y3 for the needs of the regional and central administration;

7 Implementation Schedule

Phase I – FM2004
Start of tendering/call for proposals – 02Q2005
Start of project activity – 04Q2005
Project completion – 03Q2007

Phase II – FM2005
Start of tendering/call for proposals – 01Q2006
Start of project activity – 03Q2006
Project completion – 02Q2008

Phase III – FM2006
Start of tendering/call for proposals – 02Q2007
Start of project activity – 03Q2007
Project completion – 01Q2009
8 **Equal Opportunity**

The dimension of equal opportunity and gender equality will be integrated into all levels of the project. This will established 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**

N/A

10 **Rates of return**

N.A

11 **Investment criteria**

11.1 Catalytic effect: - N.A.

11.2 Co-financing:

The degree of national co-financing will be at least 25% of the total value of investment contracts.

12 **Conditionality and sequencing**

The project shall be implemented in three phases:

**Phase 1 of Phare 2004 program year, which will be implemented in the period 2005-2007, will ensure:**

- Learned the best EU practices, created and implemented the best mechanisms counteracting corruption in public administration and judiciary following the comprehensive research of the latter carried out in Project BG 0203.05 – will affect to the next two phases;
- Building the capacity of the relevant bodies to implement the anti-corruption audits;
- Execution of anticorruption audits in the target Ministries;
- Implementation of anti-corruption audits at high level – at ministries, agencies and state commissions - will affect to the next two phases using the auditors to help in the training processes;
- Perfect organized and high trained existing and new created regional and local Anti-corruption Councils;
- Trained in integrated administrative services, electronic administrative services, IT, Information Security Management Systems, Quality management system;
- Implementation of modern methodological and practical education and trainings for the high schools and universities;
Developed QMS in CCACC and the RACC (Regional Anti-Corruption Councils);
Established information infrastructure for electronic administrative services within the CCACC and RACC.

**Phase 2 of Phare 2005 programming year, which shall be implemented in the period 2006-2008, will ensure:**

- Performed acts of cooperation between the institutions involved in the fight against corruption, media and NGOs through public education;
- Quality support to the IPAEI in improvement the anti-corruption education through on-line and off-line training methodology;
- Enhanced capacity of the existing and new created regional and local anti-corruption coordination Councils, supporting them to implement the strategies and action plans;
- Development of new training materials and carry out anticorruption education at the High-schools;
- Creation, implementation and performing sectoral media campaigns in the fields of Ministry of Health and Ministry of Education (called target Ministries);
- Established information infrastructure for electronic administrative services within the CCACC and RACC;
- Electronic information exchange within line of CCACC, RACC, medias and NGOs for better coordination in cooperation to combat corruption;
- Support for the implementation of the amended National Anti Corruption Strategy to counteract corruption in order to address directly the issues of corruption in education and the health sector;
- Conducting trainings sessions related to the Amended National Anti-Corruption Strategy – in the part of combating corruption at high levels – Implementation of the Programme for the Implementation of the NACS 2005.

**Phase 3 of Phare 2006 program year, which will be implemented in the period 2007-2009 will ensure:**

- Quality support to the IPAEI in improvement the anti-corruption education through on-line and off-line training methodology;
- Creation of adequate mechanisms to provide for interaction and better cooperation with the EU similar structures (in the field of fight against corruption) and to ensure capacity for working in the conditions of the EU membership;
- Creation, implementation and performing sectoral media campaigns in the fields of Ministry of Health and Ministry of Education (called target Ministries);
- Creation of strategies and performance of anti-corruption audits at regional level – Regions and Municipalities;
### LOGFRAME MATRIX FOR

Project: Strengthening the Capacity of the Anti-Corruption Commission to Counteract Corruption in Public Administration and Judiciary

<table>
<thead>
<tr>
<th>Programme name and number</th>
<th>Contracting period expires:</th>
<th>Disbursement period expires:</th>
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<tbody>
<tr>
<td>2005 Bulgarian National Programme</td>
<td>November 2007</td>
<td>November 2008</td>
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<tr>
<td>budget: € 2.3 million</td>
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<td>Phare budget: € 2.225 million</td>
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</table>

### Overall objective

**Objectively Verifiable Indicators**
- Positive development on measuring corruption according to TI corruption Perception Index;
- Positive development on measuring corruption according to the Coalition 2000 Corruption measurement indices.

**Sources of Verification**
- The respective independently published indices

**Assumptions**
- To strengthen the capacity of the CCACC and the internal control body of the Supreme Judicial Council - The Commission for enhance combating corruption, in law enforcement bodies by: - adopting and implementing a code of ethics for magistrates, - developing a corrupt practices prevention programme as well as a code of ethics for officials in Ministry of Interior, and - providing specialized training and equipment, including an information system, to the officials who are directly involved in countering corruption.

**Project purpose**

**Objectively Verifiable Indicators**
- Improved cooperation of the law enforcement bodies through improving the legal framework (including secondary legislation) and introducing new cooperation practices

**Sources of Verification**
- State Gazette;
- Regular reporting
- Document review;
- Training evaluation reports
- Business sector surveys indicating the local businesses find

**Assumptions**
- Successful continuation of the reform in the Judiciary
- Existence of working non-government organizations and a
Reduced public tolerance towards corruption as a result of the corruption prevention measures undertaken; Improved cooperation among the institutions involved in the fight against corruption, media and NGOs. Raised knowledge and skills built throughout the civil servants, including the administration of the Judiciary, and the magistrates. Strengthened capacity of the existing regional and local anti-corruption coordination Councils.

<table>
<thead>
<tr>
<th>Results</th>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
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<tbody>
<tr>
<td><strong>Phase I</strong></td>
<td># of cases reviewed by the CCACC</td>
<td>• Document review</td>
<td>• Ability of the Judiciary system to prove cases of corruption acts;</td>
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<tr>
<td>• The best EU practices and mechanisms counteracting corruption in public administration and judiciary implemented following the comprehensive research of the latter carried out in Project BG 0203.05</td>
<td>Improved CCACC ability to coordinate the fight against corruption in Bulgaria;</td>
<td>• Public opinion polls;</td>
<td>Interest of the society to participate of the dialogue</td>
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<tr>
<td>• The capacity of the relevant bodies will be improved in order to implement the anti-corruption audits;</td>
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<td>• Monitoring by Delegation;</td>
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<tr>
<td>• Anticorruption audits in the Ministries carried out;</td>
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<td>• Media news.</td>
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<tr>
<td>• The capacity of the relevant bodies will be improved to</td>
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<td>• Training evaluation reports review</td>
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<td>good relationship among government structures, NGOs and Media</td>
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<tr>
<td>• Existing efficient prevention-oriented initiatives</td>
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<td>• Existing training programs for civil servants in the field of anti-corruption</td>
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</table>
implement the anti-corruption audits at high level – at ministries, agencies and state commissions; Create a mechanism for monitoring of institutions and strengthen the monitoring capacity of the relevant bodies within the judiciary in order to prevent and counteract corruption;

• The anti-corruption education and training for the high schools and universities students will be analyzed and recommendations for enhancement will be given;
• The capacity of the existing regional and local Anti-corruption Councils will be strengthened through provision of seminar – based trainings to prevent, enquiry and build the necessary skills to effectively coordinate the local anti-corruption activities, monitor the corruption level, evaluate the results and cooperate with the CCACC;

• Phase II
• The cooperation among the institutions involved in the fight against corruption, media and NGOs will be improved through public education and stakeholders involvement in the decision making process including the regional and local level;
• The IPAEI will be supported in the process of improvement of the anti-corruption education through on-line and off-line training methodology and to carry out the process;
• The capacity of the existing regional and local anti-corruption coordination Councils will be enhanced, and they will be supported to implement the strategies and action plans;
• Training materials for the High-schools and anti-corruption education created;
• Carried out sectoral media campaigns related to the Ministry of Health and Ministry of Education (called target Ministries)
• Implementation of the amended National Anti Corruption Strategy to counteract corruption in order to address directly the issues of corruption in education and the health sector
• Held trainings sessions and prepared curriculum and training

Business sector surveys indicate businesses are more satisfied with the Government AC efforts

Raised public trust in the Judiciary as a result of the SJC AC body operation

? of disciplinary measures taken against officials including magistrates for corrupt behaviour

? of civil servants included in the training programs improved quality of the existing AC training programs

Existing corruption monitoring mechanisms to be implemented through the existing structures of the inspectorates.

Public tolerance for concerning AC government policy, delivery of local services, and measures to reduce corruption;
Activities | Means | Assumptions
--- | --- | ---
**Phase I**
- Implement the best EU practices and mechanisms counteracting corruption in public administration and judiciary following the comprehensive research of the latter carried out in Project BG 0203.05
- Capacity building of the relevant bodies to implement the anti-corruption audits;
- Carry out anticorruption audits in the target Ministries;
- Capacity building of the relevant bodies to implement the anti-corruption audits at high level – at ministries, agencies and state commissions; Create a mechanism for monitoring of institutions and strengthen the monitoring capacity of the relevant bodies within the judiciary in order to prevent and counteract corruption;
- Analyzing the anti-corruption education and give recommendations for enhancement of education and trainings for the high schools and universities;
- Strengthen the existing regional and local Anti-corruption Councils through provision of seminar – based training to prevent, enquiry and build the necessary skills to effectively coordinate the local anti-corruption activities, monitor the corruption level, evaluate the results and cooperate with the CCACC;

**Phase II**
- Improving the cooperation among the institutions involved in the fight against corruption, media and NGOs through public education and stakeholders involvement in the decision making process including the regional and local level;
- Supporting the IPA EI in order to improve the anti-corruption education through on-line and off-line training methodology and to carry out the process;
- Strengthening the capacity of the existing regional and local anti-corruption coordination Councils, supporting them to implement the strategies and action plans;

- Technical assistance service contract
- Service contract for supply of equipment

- Recruitment and retainment of adequate staff;
- Effective co-operation with other institutions and the society;
- The Institute for Public Administration and European Integration to has the capacity for such training.
- Creation of training materials and carry out anticorruption education for the High-schools;
- Creation, implementation and performing sectoral media campaigns in the fields of Ministry of Health and Ministry of Education (called target Ministries)
- Support for the implementation of the amended National Anti Corruption Strategy to counteract corruption in order to address directly the issues of corruption in education and the health sector
- Conducting trainings sessions related to the Amended National Anti-Corruption Strategy – in the part of combating corruption at high levels – Implementation of the Programme for the Implementation of the NACS 2005

<table>
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<tr>
<td>Timely implementation of the National anti-corruption strategy</td>
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<tr>
<td>and the Action Plan for Implementation of NACS</td>
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### ANNEX 2
DETAILED IMPLEMENTATION CHART

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<th>PHASE 1</th>
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A - Approval;  
T - Tendering;  
C - Contracting;  
I – implementation.
ANNEX 3

PROGRAMME FOR CONTRACTING AND DISBURSEMENT

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SUPPLY CONTRACT

NEEDS ASSESSMENT

The fight against corruption has been one of the main priorities of Bulgaria in the last two years. The abovementioned amendments of the legislation and the creation of three new specialized structures responsible for the implementation of the anti-corruption policy prove the importance attached to this issue by the government. Taking into account the division of powers, one specialized anti-corruption unit in each the executive, the legislative and the judiciary have been set-up.

The CCACC is an administrative structure which provides services to citizens and businesses. For the time being the CCACC has capacity to deliver services to the Public Administration, citizens, NGOs and businesses on territorial and local levels. The Central CCACC and the Regional AC Councils follow service-specific methods for receiving, registering and processing of the requests, coordinating the signals, cooperate with the Media and deliver the services.

Existing organization and technology for supplying services doesn’t allow delivering of administrative services by electronic way. Achieving this possibility is one of the main priorities of IT activities of the CCACC.

From all services provided by the CCACC three were defined as priorities. Caring out these three tasks will assist further implementation of the Strategy, according to which the EU will assess the preparedness of Bulgaria to harmonize its administrative practices with the EU ones. These three e-services are:

- Complaints, Appeals and Declarations to the CCACC for corruption acts;
- Coordination between the CCACC and the Regional Anticorruption Councils (20 Regions at present) and creation of on-line database;
- Coordination and collaboration between the CCACC, the Regional Anticorruption Councils, Medias and NGOs.

Realization of these e-services completes the results and achievement of the main goals for modernization of public administration and is coherent and consistent with the project BG-0203.05 “Technical assistance to implement key measures of the Programme for the Implementation of the National Anti-Corruption Strategy”.

For the time being, practical steps for providing e-services are not implemented in the CCACC. Until its creation, on the Web site of the CCACC there is information on legal framework of the CCACC. Current information is published and updated on the legal framework as well as specific information for the ongoing activities and cooperation.

One of the most important step is the realization of the e-services is provision of the possibility for interchange the electronically signed documents. As of January 2005 CoM ensures possibility of receiving electronically signed documents.

The activities of the CCACC require the joint efforts and the participation of other ministries (the Ministry of Finance, the Ministry of Regional development and Public Works, Custom Office, National Revenue Agency, and the National Statistics Institute etc.). There are Framework Agreements on cooperation and information exchange between
the CCACC and other commissions fighting corruption (Parliamentary Standing Committee on Anti-corruption, The AC Commission Supreme Judicial Council). There is a need of a modern web-oriented automated system for electronic services of the CCACC with the purpose of automatizing directly links between clients and Back-Office systems (The Secretariat) of the CCACC. This system will be accessible from every point in the Internet environment through the Web Portal designed and implemented especially for this system. The main functions of this software application are:

- To present information about the types of administrative services into CCACC and appropriate information concerning the concrete administrative service.
- To present and process application forms for fulfilling.
- To provide technological links between clients and system for electronic registration of documents and to give a registration number and return the results.
- To collect and save information for the implementation of the administrative services.

In the future it will be possible to elaborate and extend this software application on additional functional potential.

For successful implementation of the project there is necessity for consultations, training, caring out an investigation of the regulatory framework, elaboration and improvement of the legislation, improvement of the coordination mechanisms with the other line ministries in the delivery of shared services.

The project envisages funds for learning and acquiring the best practices in EU so that they can be applied in implementing of the electronic services by the administration of Bulgarian Government.

Computer equipment, which is currently at disposal of the CCACC, is inadequate, and in its major part – out of exploitation limits and it does not meet the requirements of the technical needs for exploitation of information applications, provision of electronic administrative services for the Public Administration, Medias, NGOs, citizens and business.

On the other site, main directions for achieving the strategic goals of e-services are:

- Creating a modern web-oriented information system, establishing information environment for integrated administrative services;
- Applying Internet technologies for notification, communication and services for the Public Administration, Medias, NGOs, citizens and business;
- Developing of technological infrastructure.

The complexity of the today’s environments mandates strong requirements of hardware and software products, development and implementation of quality management systems, training and consultation, office equipment. On the base of the preliminary draft project we could describe the needs in the next groups:

- Hardware and Office equipment for Front-offices, Offices of RACC - MEURO 0.230 000
- Data Base Servers, Disk Storage System - within CoM, CCACC and
line ministries;
- WEB Servers, Terminal Servers - for documents management, within CoM, CCACC and line ministries;
- UPS - for uninterruptible work of the Servers, within CoM, CCACC and line ministries;
- Fire Wall Server - for Internal Network Information Security within CoM, CCACC and line ministries;
- Switches, Routers etc- for connection to Data Exchange Network, within CoM, CCACC and line ministries;
- Personal computers - for workstation at Front-offices, RACC offices for administration of system for e-services, design activities within CCACC;
- Laser Printers, Line Printers - for printing of applications fulfilled by citizens on Front-offices, printing of administrator’s reports, for quality management documentation preparing, within CCACC and RACC;
- Notebooks, Docking stations - for presentations and training, Consultation - for system engineers and administrators;

- Specialized system software -MEURO 0,050
  - Application Servers, Data Base Servers, WEB Servers, Terminal Servers, Fire Wall Server.

- Development and implementation of quality management systems- MEURO 0, 010
  - Development of Quality Management Systems for pilot units within CCACC and RACC;
  - Implementation of Quality Management Systems in pilot units within CCACC and RACC.

- Receive knowledge, training, consultation, independent assessment -
  MEURO 0, 010
  - good European practice and standards;
  - ?-services;
  - IT activities, ISMS;
  - QMS.

Achieving the goals of the Phase 2 of the Project needs the joint efforts and participation of other ministries to design and implement information technology infrastructure and develop integrated administrative services in order to ensure measurability, openness and transparency as well as their improved quality.

The project has to be in accordance with the National Anticorruption Strategy (NACS) and the Action Plan for Implementation of NACS.
LIST OF RELEVANT LEGISLATION

1. Law on Access to Public Information.
2. National Anti Corruption Strategy (NACS)
3. Programme for Implementation of NACS (PINACS)
4. Law on Administrative Services to Natural and Legal entities.
5. Judiciary Power Act
6. E-Government Strategy
7. Electronic Documents and Electronic Signatures Act
8. Access to Public Information Act
9. Personal Data Protection Act
10. Civil Servants Act
11. Property Disclosure by Persons Occupying Senior Position in the State Act
12. Strategy for counteracting the crime