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1. Basic Information
1.1. CRIS Number: 2006/018-343.09.04
1.2. Title: Strengthening the capacity of the Bulgarian government structures for monitoring and analysing major policy issues and designing coherent strategic solutions
1.3. Sector: Public Administration Reform
   Sub-sector: Horizontal PAR
1.4. Location: Sofia, Bulgaria
1.5. Duration: 18 months

2. Objectives

2.1. Overall Objective(s):

- To strengthen the policy management and decision-making capacity of the Government of Bulgaria, leading to more predictable and better coordinated policies.

2.2. Project purpose:

- To improve the capacity of the Council of Ministers administration for: (a) providing comprehensive strategic advice, and logistic support to the decision-making process in the Government; (b) monitoring the implementation of the priorities in the Government Programme; (c) guidance and coordination of policy development at central and regional level.
- To establish effective feedback from the regional administrations regarding the impact of the national policies on the development of the regions.

2.3. Accession Partnership (AP) and NPAA priority

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.

2.4. Contribution to National Development Plan

NA

2.5. Cross Border Impact

NA

3. Description
3.1. Background and justification:

A Strategy for modernization of the state administration - from accession to integration, 2003-2006, and a plan for its implementation, adopted with CoM Decision Nr. 671 dated 24th September 2003, exists. With its Decision Nr. 924 dated 26th November 2004 the CoM has approved a Plan for the implementation of the Strategy for the period 2004 – 2006. With its Protocol decision dated 25th May 2006, the Government has approved a Report for the implementation of the Plan of the Strategy for the period October 2004 – December 2005. A draft for updating the Strategy for modernization of the state administration is prepared by the Ministry of State Administration and Administrative Reform which is in process of interministerial coordination before being presented to the CoM for discussions and approval.

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 structure of the Bulgarian administration. A Law for amendments and supplement of the Law for the Administration has been enacted by the National Assembly which in force from 12th July 2006. The amended law stipulates that every executive of administrative structure should lay down annual goals for the administration and the general secretaries should monitor and co-ordinate the implementation of the goals. The annual reports for the activities of the structures should report for the implementation of the goals to the Government and to the public via wide publicity. Other important goals of the draft law are to create unification in the structure and management of the agencies and to strengthen the internal administrative control, through the detailed description of the functions of the inspectorates and the introduction of inspector control in all structures.

The Civil Servant's Act regulates the status of the civil servants. The amendments of the law from November 2003 aimed at improvement of the legal framework of the civil service - enlargement of its scope; introduction of the compulsory competition principle for entry into the civil service; career growth based on merit; performance-related pay; provision of legal mechanisms regarding the compliance with the rules and principles of the Civil Servant’s Code of Conduct, regulation of mechanisms to avert conflict of interests, etc. The amendments of the Civil Servant’s Act from March 2006 have introduced the centralized competition for junior experts’ positions, which has to be organized twice a year by the Institute for Public Administration and European Integration (IPAEI).

With its Decision, the Council for modernization of the state administration has approved a White Paper setting out achievements and challenges for the public administration of Bulgaria in the European Union. Developed as a consultation document, the White Paper makes a review of the progress and sets out the main challenges faced by the administration.

An updated Strategy for training of the employees in the public administration has been approved by the CoM with its Protocol decision Nr. 11 dated 16th March 2006.

With its Decision Nr. 146 dated 07.03.2003 the CoM established the Council for modernisation of the state administration which has the responsibility for the implementation of the Strategy for modernization of the state administration – from accession to integration and its Action Plan. The Council is chaired by the Minister of State Administration and Administrative Reform. Deputy Chairman is the Minister of Finance and its members are: the
Minister of Justice, the Minister of Regional Development and Public Works, the Minister of European Affairs, the Minister of Labour and Social Policy and the Secretary General of the CoM. The Council has 3 working groups: on efficiency and effectiveness of the administrative structures, on administrative reform at regional and municipal level, and on administrative service delivery and e-government.

With the Rules of Procedure of the Council of Ministers and its administration, adopted with CoM Decree Nr. 216/12 October 2005 a Directorate for Strategic Planning and Governance has been established. This Directorate has undertaken the responsibilities of the former State Administration Directorate, Regional Coordination Directorate and Information Technologies and Communication Directorate of the CoM. According to the Rules of Procedure the Strategic Planning and Governance Directorate inter alia has to: propose standards for drafting strategies and sectoral policies consistent with the European practices; coordinate the development of the governance programme of the CoM and report for the activities to the political cabinet of the Prime-Minister; coordinate and control the correspondence of the strategies drafted by the ministries with the priorities of the CoM governance programme; assist the administrations for carrying out impact assessment in drafting the strategies; support the powers of the CoM in realizing the general governance of the public administration and for the establishment of the necessary administrative structures for the implementation of the Government priorities; develop and manage programmes for the modernization of the state governance financed by EU and other donor funds.

A new Ministry of State Administration and Administrative Reform (MSAAR) was established with a Decision of the National Assembly on 16 August 2005. The Rules of procedure of the Ministry were adopted with a Decree of the CoM dated 12th October 2005. The main priorities of the Ministry of State Administration and Administrative Reform are: modernization and organizational development of the public administration; training and human resources development; development of e-government; simplifying and improving the quality of the administrative services; increasing transparency and integrity in the state administration.

The practices of goals setting and impact assessment in the Bulgarian public administration is still new. It is from the year 2004 that in the Annual reports for the public administration goals setting and strategic planning issues started to be reported. Taking into account the importance of establishment of continuous practices for strategic goals setting in the administration, the last amendments of the Law for the Administration introduced the obligation for every executive of administrative structure to lay down annual goals for the respective administration and for the general secretaries to monitor and co-ordinate the implementation of the goals. There is also the obligation that the implementation of the goals be reported through the annual reports for the activities of the structures to the Government and to the public via wide publicity. The project is expected to assist the CoM administration to strengthen its capacity to more efficiently assist the government in the process of policy formulation and development.

3.2. Sectoral rationale

The project will be implemented under the Financing Memorandum on the National PHARE Programme 2006 (II Part).

3.3. Results:

- The Council of Ministers’ administration supported to make analysis and oversee
the progress in implementation of the sectoral strategies against GP priorities.

- The regional administrations capable of dealing with cross-cutting issues as well as influencing the centre on policy design and implementation.
- Emphasis put on strategic outcomes and on active coordination between central and regional structures engaging local and regional players across the board.
- The Council of Ministers administration staff trained and capable of providing strategic advice on cross-cutting and comprehensive policy issues.
- Trained staff of the administrations at all levels (central, regional, local).

3.4. Activities:

- The Council of Ministers’ administration supported to make analysis and oversee the progress in implementation of the sector strategies against GP priorities.
  - To review the Bulgarian practices of monitoring policies and strategic decisions.
  - To present the practices in EU member states for monitoring the Government priorities, policies and strategies.
  - To organise a Conference for presentation of the good practices and case studies with the participation of all parties concerned.
  - To elaborate mechanisms and instruments to support the Council of Ministers administration in the development of an integrated system for monitoring the implementation of the GP, NDP and RDPs.

- The regional administrations capable of dealing with cross-cutting issues as well as influencing the centre on policy design and implementation.
  - To support a selected group of regional and local administrations in gaining knowledge and ability to maintain a strategic perspective in day to day operations.
  - To elaborate a feedback mechanism from local through regional to central level about the impact of national policies on the regional development based on certain indicators.
  - To build understanding of the benefits of the public-private partnerships in regional development and participating in government policy on regional level through series of workshops.
  - To identify international best practice examples in regional development throughout decentralisation which can be applied in the Bulgarian process of decentralisation.

- Emphasis put on strategic outcomes and on active coordination between central and regional structures engaging local and regional players across the board.
  - To make a review on the coordination mechanisms between the central and local structures.
  - To propose measures for improvement of the coordination mechanisms.
  - To build effective communication system to share best practices in regional coordination and development.

- The Council of Ministers administration staff trained and capable of providing strategic advice on cross-cutting and comprehensive policy issues.
  - To create administrative capacity in the Council of Ministers of giving early advice on the development and supporting the implementation of the GP priorities.
  - To provide training (internships and study visits) for Council of Ministers staff.
Trained staff of the administrations at all levels (central, regional, local).

- To develop standard training course for policy formulation and development in the IPAEI based on the project results.
- To develop a standard training course for impact assessment in the IPAEI.
- To provide training for representatives of the administration at all levels (central, regional and local) on policy making issues.
- To provide training for representatives of the administration at all levels (central, regional and local) on impact assessment of policies and strategies.

3.5. Linked activities:

**BG 9909.01** “Training for Public Administration” is a Phare project which has 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.

**BG0103.01** “Strategic Policy Design and Co-ordination” is a Phare project of the Council of Ministers. It deals with strategic planning at national level in general. The proposed project should take into consideration the reviews made and the outputs of this project.

**BG0103-02** “Strengthening of the Public Administration – Implementing Public Administration Reform”. The aim of this project has been to strengthen the capacity in the public administration at central and local level to implement the legislation on public administration and 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.

3.6. Lessons learned:

The administration of the Council of Ministers has gained experience with project management. The Directorate for Strategic Planning and Governance, based on the former DSA, within the CoM has acquired extensive experience in managing Phare projects and other donor funded projects. From the year 2000 onwards the Directorate has successfully managed 3 Phare projects - BG9909-01, BG0103-02 and BG0203.07, 2 UK DFID projects, 4 World Bank projects. The Directorate is responsible for the implementation of the Phare 2004 and 2005 projects on e-government and anticorruption.

4. Institutional framework

The beneficiary of the project is the Council of Ministers, in particular the Cabinet of the Secretary General and the Directorate for Strategic Planning and Governance that according to the Rules of Procedure of the CoM and its administration among its responsibilities has the responsibility to propose standards for drafting strategies and sectoral policies consistent with the European practices; coordinate the development of the governance programme of the CoM; coordinate and control the correspondence of the strategies drafted by the ministries with the priorities of the CoM governance program, etc.

Involved institutions in the project will also be the ministries and the regional administrations.
5. Detailed Budget (MEURO)

<table>
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<th>Year 1/Phase 1</th>
<th>Phare Support</th>
<th>Investment Support</th>
<th>Institution Building</th>
<th>Total Phare (=I+IB)</th>
<th>National Co-financing*</th>
<th>IFI*</th>
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* The national co-financing will not exceed 10% and will be provided by the State budget through the National Fund.

6. Implementation arrangements

6.1 Implementing Agency

The implementing agency is the Central Financing and Contracting Unit (CFCU) in the Ministry of Finance:

Mrs. Gergana Beremska, State Treasurer, Ministry of Finance
102, Rakovsky Street,
1040 Sofia
telephone: (+359 2) 9859 2495; e-mail: g.beremska@minfin.bg
and will be responsible for carrying out tendering, contracting, payments and financial reporting in accordance with the Practical Guide to Phare, ISPA and SAPARD Contract procedures, and will work in close co-operation with the beneficiary.

6.2 Twinning

The project will be implemented through twinning.

The beneficiary of the project is the Council of Ministers, 1, Dondukov Blvd., Sofia 1000, Bulgaria. The contact person will be Pavel Ivanov, chief specialist in the Directorate for Strategic Planning and Governance, CoM, 1, Dondukov Blvd., Sofia 1000, tel: (+359) 2 940 20 53, e-mail: P.Ivanov@government.bg.

The beneficiary will appoint an SPO of the project and will create a PIU to implement the project.

The twinning partners will be responsible for delivering all the project outputs.

The Member States implementing this project will provide the following expertise on behalf of:

Pre-Accession Advisor (PAA)
The PAA should have university degree, at least 15 years of professional experience in public administration policy and management and organizational development and design. The PAA should know well the environment in Bulgaria and should have knowledge of the Bulgarian public administration and the legislative framework for the public administration. The PAA should be fluent in English, have good interpersonal and communication skills, capability to work in team and to acknowledge the professional level of the co-partner.
The PAA will cooperate with the short-term experts as well as the Bulgarian officials from the beneficiary institution in order to implement the project. The PAA will submit regular reports for the development of the project. The PAA will coordinate all project activities and will supervise the implementation of the project.

**EU experts**
EU experts with relevant experience in public administration management, organizational development and design, policy design, strategic goals setting, impact analysis will be required.

In the event that no suitable twinning proposal is forthcoming, the project will be implemented through technical assistance.

### 6.3 Non standard aspects

NA

### 6.4 Contracts

There will be one twinning contract of a total value of 1.5 M€.

### 7. Implementation schedule

**7.1 Start of tendering/Call for proposals**
- Call for proposal: 4 Q 2006
- Start of tendering: 1 Q 2007

**7.2 Start of project activity**: 2 Q 2007

**7.3 Project completion**: 3 Q 2008

### 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 institution.

### 9. Environment

NA

### 10. Rates of return

NA

### 11. Investment criteria - NA

#### 11.1 Catalytic effect

#### 11.2 Co-financing

#### 11.3 Additionality

#### 11.4 Project readiness and size

#### 11.5 Sustainability

#### 11.6 Compliance with state aids provisions

### 12. Conditionality and sequencing
**Conditionality**
All training activities foreseen in this project will be organised in close co-ordination with other involved parties, 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.

**Sequencing**
Review of the Bulgarian practices of monitoring policies and strategic decisions.
Mechanisms and instruments to support the Council of Ministers administration in the development of an integrated system for monitoring the implementation of the GP, NDP and RDPs.
Support for a selected group of regional and local administrations in gaining knowledge and ability to maintain a strategic perspective in day to day operations.
Feedback mechanism from local through regional to central level about the impact of national policies on the regional development based on certain indicators.
Effective communication system to share best practices in regional coordination and development.
Standard training course for impact assessment in the IPAEI.
Training for representatives of the administration at all levels (central, regional and local) on policy making issues.
Training for representatives of the administration at all levels (central, regional and local) on impact assessment of policies and strategies.

**Annexes to project Fiche**
Logical framework matrix in standard format (compulsory)
Detailed implementation chart (compulsory for year/phase 1)
Contracting and disbursement schedule by quarter for full duration of programme (including disbursement period) (compulsory for year/phase 1)
List of relevant Laws and Regulations (optional)
Reference to relevant Government Strategic plans and studies (may include Institution Development Plan, Business plans, Sector studies etc) (optional)
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<th>LOGFRAME PLANNING MATRIX FOR Project Fiche</th>
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<td>Contracting period expires: 30 November 2008</td>
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<td>End of execution of contracts period expires: 30 November 2009</td>
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<td>Total budget: MEURO 1.5</td>
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<td>Phare budget: MEURO 1.5</td>
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<th>Overall objective</th>
<th>Objectively verifiable indicators*</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
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<tbody>
<tr>
<td>To strengthen the policy management and decision-making capacity of the Government of Bulgaria, leading to more predictable and better coordinated policies.</td>
<td>• Coherence between Government Programme, National Development Plan and Regional Development Plans • Effective and timely implementation of the Government Programme Priorities • Number of policy beneficiaries that are satisfied or highly satisfied with the adopted policies • Number of trained staff in the Council of Ministers administration, and on regional and local level • Number/frequency of the inter-institutional consultations</td>
<td>• Government Programme progress reports. • Official Government reports • International Institutions reports, European Commission reports • Government Meetings reports • National and local mass media • Partial and final reports on training assessments • Minister of State administration and Administrative Reform annual report • National statistics</td>
<td>• Political and economic stability • Continuing and improving government commitment to the GP Priorities • Availability of qualified technical assistance</td>
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<tr>
<th>Project purpose</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
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- To improve the capacity of the Council of Ministers administration for: (a) providing comprehensive strategic advice, and logistic support to the decision-making process in the Government; (b) monitoring the implementation of the priorities in the GP; (c) guidance and coordination of policy development at central and regional level.
- To establish effective feedback from the regional administrations regarding the impact of the national policies on the development of the regions.
- Decisions related to national development taken on the basis of the real regional needs
- Evidence-based approach in implementation of the GP, NDP and RDPs
- Progress rate of the implementation of the public policies and on delivering the GP Priorities
- Number/frequency of the inter-ministerial consultations
- Built results-based culture
- Number of trained staff within the regional and local administrations
- Government documents
- Activity reports
- Project progress reports
- Surveys
- Consistent and coherent policies
- Maintaining the interest with a view to improve the working methods in respect to the policy implementation
- The necessary legislative provisions, administrative arrangements and adequate financial resources provided to improve the policy implementation
- Sufficient human and financial resources allocated
- Increased involvement, support and commitment of all ministries, regional and local administrations and NGOs in the activities related to the policy formulation and implementation.

<table>
<thead>
<tr>
<th>Results</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
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<tbody>
<tr>
<td>• The Council of Ministers’ administration supported to make analysis and oversee the progress in implementation of the sector strategies against GP Priorities.</td>
<td>• Coherence between different strands.</td>
<td>• Government documents</td>
<td>• Commitment of the Government.</td>
</tr>
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<td>• The regional administrations capable of dealing with cross-cutting issues as well as influencing the centre on policy design and implementation.</td>
<td>• Effective regional partnerships.</td>
<td>• Project progress reports</td>
<td>• Trained staff remain with the administration.</td>
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<td>• % non applied measures against the implementation of the GP, NDP, RDPs.</td>
<td>• Changes within the current regulation</td>
<td>• Skilled and confident people with diverse experience and access to best practice resources.</td>
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<td>• Number of policy proposals made by the regional authorities.</td>
<td>• Results of the different opinion polls</td>
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<td>• % reduction in the number of non favourable positions formulated by the stakeholders (professional</td>
<td>• Regular reports on the impact analysis related to the pilot policy</td>
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- Emphasis put on strategic outcomes and on active coordination between central and regional structures engaging local and regional players across the board.
- The Council of Ministers administration staff trained and capable of providing strategic advice on cross-cutting and comprehensive policy issues.
- Trained staff of the administrations at all levels (central, regional, local).

<table>
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<tr>
<th>Activities</th>
<th>Means</th>
<th>Assumptions</th>
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<tr>
<td>To review the Bulgarian practices of monitoring policies and strategic decisions. To present the practices in EU member states for monitoring the Government priorities, policies and strategies. To organise a Conference for presentation of the good practices and case studies with the participation of all parties concerned. To elaborate mechanisms and instruments to support the Council of Ministers administration in the development of an integrated system for monitoring the implementation of the GP, NDP and RDPs.</td>
<td><strong>Twinning contract</strong></td>
<td>• Openness of related institutions. • Adequate staff and experts in place. • Effective cooperation between all actors.</td>
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- Number of internships and study tours at the European bodies with similar attributions.
- Trained staff (at least 100 experts trained).
To support a selected group of regional and local administrations in gaining knowledge and ability to maintain a strategic perspective in day to day operations.
To elaborate a feedback mechanism from local through regional to central level about the impact of national policies on the regional development based on certain indicators.
To build understanding of the benefits of the public-private partnerships in regional development and participating in government policy on regional level through series of workshops.
To identify international best practice examples in regional development throughout decentralisation which can be applied in the Bulgarian process of decentralisation.
To make a review on the coordination mechanisms between the central and local structures.
To propose measures for improvement of the coordination mechanisms.
To build effective communication system to share best practices in regional coordination and development.
To create administrative capacity in the Council of Ministers of giving early advice on the development and
supporting the implementation of the GP priorities.
To provide training (internships and study visits) for Council of Ministers staff.
To develop standard training course for policy formulation and development in the IPAELI based on the project results.
To develop a standard training course for impact assessment in the IPAELI.
To provide training for representatives of the administration at all levels (central, regional and local) on policy making issues.
**ANNEX 2: DETAILED IMPLEMENTATION CHART**

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<td>Twinning contract</td>
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*T – Tendering
*I – Implementing
*I – Finalisation

**ANNEX 3: CUMULATIVE CONTRACTING AND DISBURSEMENT SCHEDULE**

All figures in million Euro

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ANNEX 4: REFERENCE LIST OF FEASIBILITY/PREFEASIBILITY STUDIES

NA

ANNEX 5: LIST OF RELEVANT LAWS AND REGULATIONS

Law for the Administration
Civil Servant’s Act
Local Self Government and Local Administration Act
Law on Access to Public Information
Law for the Protection of Personal Data
Law for the Administrative Services to Physical and Legal Persons
Law on classified information and data protection
Rules of Procedure of the CoM and its administration
Rules of Procedure of the line ministries and state agencies
Rules of Procedure of the regional administrations
Rules of Procedure of the municipal administrations
Ordinance for conducting competitions for civil servants adopted by the CoM in January 2004.
Ordinance for the terms and the order for attestation of the state administration employees.
Unified Classifier of the Positions in the Public Administration.

ANNEX 6: REFERENCE LIST OF RELEVANT GOVERNMENT STRATEGIC PLANS AND STUDIES

Strategy for Modernization of the State Administration - from Accession to Integration
Action Plan for the Implementation of the 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
NPAA
Strategy for Training of the employees in the public administration
ANNEX 7: LIST OF ABBREVIATIONS

PAR – Public administration reform
AP – Accession Partnership
NPAA – National Programme for the Adoption of the Acquis
NA – non-appropriate
CoM – Council of Ministers
MSAAR – Ministry of State Administration and Administrative Reform
IPAEI – Institute for Public Administration and European integration
EU – European Union
GP – Government Programme
NDP – National Development Plan
RDPs – Regional Development Plans
PAA – Pre-accession advisor
Q - Quarter