Improvement of administrative capacity in selected central government organizations

1. Basic Information
   1.1 CRIS Number: 2004/016-829.01.03
   1.2 Title: Improvement of administrative capacity in selected central government organizations.
   1.3 Sector: Public administration
   1.4 Location: Poland

2. Objectives
   2.1 Overall Objective:
   Improvement of administrative capacity in public administration – thus serving the need to fulfill commitments and requirements arising from the acquis

   2.2 Project purpose:
   Improvement of administrative capacities in the selected group of 20 (twenty) central government organizations (ministries) in terms of efficiency/cost effectiveness, quality of services to the internal and external customers and service delivery times

   2.3 Justification
   The EC Poland Monitoring Report of November 2003 (Report), states that “the overall state of readiness of the public administration” has high “importance for the implementation and enforcement of the acquis” (introduction page 3). Assessment of the overall readiness of public administration is made in an introductory section to the Report (part C, chapter 1, page 13 and 14).

   Poland passed a civil service law in July 1999, which sought to bring the civil service in line with EC standards, particularly in connection with recruitment procedures, employment and remuneration conditions, responsibilities, decision-making abilities and accountability of the government employees. Since the passing of the law improvements have been dramatic. However, full “implementation of the law” has proved difficult, and it has not fully addressed the problems it was intended to solve, namely politicisation and lack of professionalism in the public administration.”

   The Report further argues that “the segmented structure of the administration means that the approach to strategic planning and policy making capacities differ significantly from one institution to another, so that any evaluation can only be made case by case”. “The hierarchical character of the Polish administration hampers the development of … inter-service coordination. There is … no established practice for the accountability of a public administration employee for his/her individual decisions. This results in a widespread reluctance at lower levels to assume responsibility and a tendency to refer all types of decisions to superiors.”

   One of the Report’s conclusions is that “… only in few cases has the administrative capacity reached an optimal level”.

3. Description
   3.1 Background and justification:
   Strengthening of administrative capacity in public administration organizations is one of the crucial tasks, whose implementation is required for fulfilling the commitments and requirements arising from the EU accession agreement and the acquis. Institutional
development programs, training and capacity building are crucial to the success of public administration serving the growth of the national economy. A modern public administration provides predictable governance, reliable institutional frameworks and regulatory stability. In addition, public administration assists smooth management of the society and economy by producing responsible policies and delivering critical public goods and services in a client oriented, timely and cost-effective manner.

In the European Union countries have individualised approaches to public administration reform. Despite this, however, there are essential commonalities in: performance management, process management, policy making and delivery mechanisms, streamlining of administrative procedures and functions, self assessment and benchmarking.

Public Administration has become a highly evolved science in most developed countries. In this regard, administrations have flirted with and/or adopted international tools and techniques such ISO 9001:2000 International Standard and Excellence Model of the European Foundation for Quality Management (EFQM). Through conferences on quality management in the public sector in Europe, (Lisbon 2000, Copenhagen 2002, Rotterdam Sept. 2004), the CAF (Common Assessment Framework) has been officially adopted by Directors General of Public Administration of EU Member States and is promoted as the preferred self-assessment and capacity improvement tool for public administration.

The Ministry of Interior and Administration and the Office of the Civil Service of the Government of Poland believe that the most effective solution to filling the capacity gaps in the central administration (to overcome the problems identified in the Monitoring Report), is to introduce CAF as a standardised self-assessment tool.

This self-assessment tool could then be used by senior managers to identify the improvements that need to be made to bring their organizations’ management systems and performance in line with EU standards and best practices and to monitor progress. The application of CAF will ensure that results can be compared across departments/ministries and that benchmarks, both national and European, can be set by which senior managers can monitor compliance and progress. Verification of results will be made through repeated self-assessment that will also identify further areas for improvement.

This repetitive, step-by-step improvement process will enable pilot units of central administration assisted by the project, and ultimately all central administration, to achieve the European class levels of performance.

This approach is in line with European best practice of the application of CAF that is being actively promoted by the European Institute of Public Administration (EIPA) and the pan-European working group comprising representatives of ministries of public administration of EU member and accession countries (of which the Ministry of Interior and Administration of Poland is an active member).

Quality management methods and tools have been promoted and implemented in the Polish public administration by a joint “Umbrella Project” of the Office of the Committee for European Integration(Chair), Office of the Civil Service, Ministry of
Improvement of administrative capacity in selected central government organizations

The Umbrella Project piloted the first in Poland implementations of process management based on the requirements of the ISO 9001 international standard in local self government (Dzierzoniow town office, 1999), regional administration (Swietokrzyskie voivodship office, 2001), police (Elblag town command, 2001) and central government (2 departments of Ministry of Justice, 2003). In total more than 60 public administration organizations have upgraded their management systems with the Project’s assistance. The Umbrella Project also piloted self assessment with the use of CAF in public administration (Chancellery of the Prime Minister, 2001). Since then over 30 local and central government organizations have completed CAF self assessment and shared their good practices on the Project’s good practice data base (www.umbrella.org.pl). Under the Umbrella Project 50 national consultants have been trained to assist public administration in the implementation of quality management systems and tools. Annual conferences on quality management in public administration have been organized by the Project in cooperation with the European Foundation for Quality Management since 2001. In 2003 e-learning on quality management (ISO 9000, advanced quality management, CAF) for public administration staff was launched and several hundred managers have been trained.

The lessons learned from the technical assistance provided by the Umbrella Project confirm the effectiveness of the use of CAF and process management for strengthening of the administrative capacity of Polish public administration. However there are still very few organizations, particularly in the central government, that are working on improvement of their capacity using this approach.

Ministry of Interior and Administration and the Office of the Civil Service are convinced that a large scale technical assistance project, covering around 30% of central government organizations, will stimulate and speed up a process of change that will result in overcoming capacity gaps identified by the EC Monitoring Report.

The lessons learned and the project management capacity build jointly by MIAA, OCS and UNDP will be fully utilized by the project.

3.2 Linked activities:
There was a number of Phare activities linked with the present project in the past, but they have been usually fragmented and directed primarily to concrete segments (usually government departments) of Polish public administration – mostly providing training, study tours, etc. Twinning agreements with government departments have brought some institutional knowledge to the recipients, but they have usually concentrated on human resource management and linkage to EU counterparts. The Office of Civil Service is designing and implementing a yearly training plan directed to civil service staff.

3.3 Results:
1. Approximately 100 pilot departments in 20 pilot central government organizations (ministries) complete Common Assessment Framework (CAF) self-assessment; CAF results introduced into management framework for pilot departments
2. Pilot departments in 20 pilot ministries are capacitated to undertake CAF on a regular basis
3. Institutional improvement plans implemented covering most critical previously identified administrative capacity areas (e.g. leadership, strategy formulation, human resource management, process management, performance indicators),
4. Database of best practices in public administration established, accessible and operational,
5. Project approach/results disseminated throughout central administration
6. Capacity to replicate the project transferred from the UNDP to the department of public administration in the Ministry of Interior and Administration (MIAA)

3.4 Activities

Preparatory activities before start of the Project
The Ministry of Interior and Administration, Office of the Civil Service and UNDP wish to ensure maximum maturity of the project before the EU funding is made available in 2005. Therefore, MIAA, OSC and UNDP will work closely together within the framework of the Umbrella Project to prepare for the project implementation.

To this effect the 4th international conference on quality management in the public administration will be organised by the UP in May 2004 for 150 public administration managers. A dedicated session for estimated 40 participants from the central government will be held to preset and discuss the project. Central government participants will be encouraged to take e-learning course on CAF as a preparatory step for the project.

By October 2004, with the assistance of the UP, the Ministry of Justice will have completed the second phase of its quality management project covering 60% of the Ministry’s 1300 staff. The Ministry of Justice project is based on CAF self assessment and introduction of procedures and performance indicators and has been designed to serve as a pilot to the EU funded project. Using the success story of the Ministry of Justice as a key theme, a seminar promoting the project will be held for the Directors General and top management of central administration organizations in November 2004. The participants will be encouraged to join the project when it becomes operational.

Project will be also promoted through the established channels of UP communication with the public administration: the web site (over 10,000 visitors/month) and the monthly e-bulletin (500 subscribers).

Based on the currently used e-learning courses on CAF and quality management in the public sector a new course will be developed for the project that will combine these two subjects plus guidelines on the project management at the level of pilot units.

Draft tender specification for services of a consulting company to the project will be prepared in the 3rd quarter of 2004 and reviewed by MIAA, OSC, and the Office of the Committee for European Integration within the framework of the Umbrella Project Executive Board.

Project activities
Project activities will be conducted within the framework of two technical assistance contracts:
− Agreement between Implementing Agency, Ministry of Interior and Administration and UNDP in the format of a contribution agreement
− Contract with the commercial consulting company for advisory services to the pilot ministries

The UNDP will assist the Implementing Agency and the Ministry of Interior and Administration in project management. Based on the contribution agreement the project will be executed in accordance with the UNDP procedures, except for the TA contract funded by the EU.

The existing capacity of the Umbrella Project, operated jointly by the Office of the Committee for European Integration, Office of the Civil Service and UNDP with the support of the Ministry of Interior and Administration, will be fully used in the project.

**Activity 1: Establishing of a project office (PO) and a national steering committee (NSC)**

UNDP will establish a project office that will be manned by the project manager, secretary and assistant. The project manager will have internationally recognized quality management qualifications and experience and extensive experience in management of projects of technical assistance to the Polish public administration. Backup to the project office in terms of administrative and financial management, will be provided by the UNDP Country Office in Poland and/or Regional Bureau for Eastern and Central Europe (RBEC).

The project manager will be responsible for project implementation in close contact with the MIAA in accordance with the contribution agreement and the project strategy set by the NSC. Two staff of the department of public administration of the MIAA will be seconded to the project office on a part time basis to assist in the project management and receive on the job training in the project implementation.

The project manager will draw up a detailed work plan and a project quality assurance plan that will require endorsement by the national steering committee and approval from MIAA before activities can be initiated.

The National Steering Committee will be composed of the current members of the Umbrella Project Executive Board representing the Office of the Committee for European Integration and the Office of the Civil Service. The high level representative of the Minister of Interior and Administration will chair the NSC whereas the UNDP Resident Representative in Poland will designate his/her representative to participate in the NSC as an observer. A professor of public administration from the Warsaw University will be invited to join the NSC. After recruitment of 20 pilot ministries to the project the NSC will be expanded by the addition of 2-3 representatives of the pilot ministries to maintain focus of the project by using feedback form its clients.

The National Steering Committee will set the strategy of the project to ensure that the project fits into the overall framework of public administration reform/modernization and is coordinated with other development interventions, and will supervise project implementation by the project manager.
The chairperson of the NSC will appoint an evaluation team made up of an odd number of participants who will evaluate the tender for advisory services. Contracting of the winning bidder will be dependent on the evaluation team’s proposal being approved by MIAA and the NSC.

Activity 2: Selection of 20 central government organizations and obtaining their commitments to be involved in the project

Project preparatory activities described above will ensure that the expected benefits from participation in the project are well known to all central government organizations before the project is started.

Upon approval of the project for implementation the Minister of Interior and Administration will invite all heads of central government organizations to apply for participation in the project through the MIAA official channels of communication. In parallel the Chief of the Civil Service will advice Directors General on the participation in the project. It is expected that more than 50% of the 60 central government organizations will apply (Umbrella Project has already received indications of interest in the project from Ministry of Finance, Ministry of Agriculture and a few central agencies).

The selection of organizations to participate in the project will be made by the MIAA on advice of the National Steering Committee. The criteria for selection will be: participation in previous capacity improvement project and initiatives, declared commitment of top management to the implementation of self assessment and improvement programme and to the sharing of best practices, confirmation of funds availability for financing of improvement projects. The MIAA will ensure that the selected 20 pilot ministries are a good representation of the central government.

Once the pilot organizations are selected the PO on behalf of UNDP will conclude individual agreements with them on the participation in the project. The agreement will specify the obligations of both parties and will identify departments (pilot units) that will receive technical assistance under the project.

The project manager will discuss individually and will advice each director general on the scope of project in his/her ministry including selection of pilot units. It is expected that there will be from 4 to 6 pilot units in each pilot central government organization making the total of approximately 100 pilot units participating in the project.

In the technical annex to the agreement information and guidelines will be provided on the project implementation schedule, project management set up that needs to be in place in the pilot organization and in pilot units, and selection of personnel for working groups at the level of pilot units.

Activities 1 and 2 will be completed in the first half of 2006

Activity 3. E-learning training in CAF and basic quality management concepts and tools for managers of pilot units

The project office (PO) will deliver the e-learning course to the estimated 500 managers/staff of pilot units. The UNDP owned e-learning platform and a tailor made
training course (developed in the preparatory phase to the project) will be used. The e-learning course will have 4 components:

− General information on the project including objectives, schedule, project management structure, communication channels, etc
− key concepts of modern management in the public administration (customer orientation, leadership, policy and strategy, process management, etc)
− CAF Common Assessment Framework
− Implementation of improvement projects

The training will be split into 6 modules, each to be completed in 1 week. Each module will have several interactive exercises to be completed by the trainee. To pass the course each trainee will have to pass a final test and make an assessment of its department using an interactive CAF questionnaire to demonstrate that he/she understands the concept of self assessment in the context of his/her own organization.

Training of the 500 managers will be completed by the PO in the 2nd quarter of 2005

Activity 4. Initial workshops for pilot units – including self – assessment against the CAF Model

This activity will be executed under supervision of the PO by the consulting company selected in the international tender. The company will provide 2 consultants to each pilot unit to prepare it for self assessment and facilitate CAF self assessment workshops.

Each pilot unit will form a work group and appoint its leader. Managers and key members of the work group will have completed e-learning course under previous project’s activity. The consultants will help the work group to set tasks for its members with regard to the collection of data for self assessment. Once the data are collected the group will conduct a 2 days workshop that will produce CAF self assessment results.

Self assessment is a very open and democratic process. Through the use of robust CAF methodology people feel empowered to make their own judgement on the unit’s leadership, policy and strategy, human and other resources management, work processes and results the unit achieves in terms of performance, customer satisfaction, and their own (people) satisfaction. Strengths and areas for improvement will be identified that will serve for formulation of improvement plans and projects by the work group under the next project activity.

Self assessment against CAF model will also allow to score a pilot unit management system and results on a standard CAF scale. The overall score will represent the measure of administrative capacity of a pilot unit.

Results of self assessment of pilot units will be collected by the PO and reported (after blinding the names of units) to the NSC. They will serve as a baseline for evaluation of the impact of the project on the administrative capacity of pilot ministries.

This activity will be completed in the 3rd quarter of 2005
Activity 5. Definition, prioritization and implementation of institutional improvement (development) plans/projects in pilot units including process mapping, and performance measures.

This activity is a key to the project’s success. It will be carried on for approximately 9 months and is expected to produce measurable improvement of administrative capacity of pilot units.

Following CAF self assessment, consultants assigned to the pilot unit will facilitate a 2 days planning session of the work group. At that session creativity and initiative of the work group members will be used to define improvement projects addressing the weaknesses identified through the self assessment. At the start of the session the group will agree its priorities in terms of capacity building that will serve for selection of improvement projects for implementation. It is often the case that the first CAF self assessment produces over a hundred areas for improvement. Therefore it is of vital importance to establish priorities that will allow the work group to select a manageable number of improvement projects (depending on the size of the pilot unit from 5 to 20) for implementation.

Based on the experience of over 30 public administration organizations in Poland that have made CAF self assessment and undertaken improvement programmes it is expected that most pilot units will give high priority to the following types of improvement projects:

<table>
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<tr>
<th>Type of improvement project</th>
<th>Impact on administrative capacity</th>
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<tbody>
<tr>
<td>Adoption of mission and vision, clarification of policy and strategy</td>
<td>Clarity of purpose, more effective leadership, better motivated employees, better in-service coordination between organizational units, sharper customer focus</td>
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<tr>
<td>Introduction of work processes/procedures, and mechanism for their internal control (management reviews, internal audits).</td>
<td>Improved overall efficiency and speed due to passing responsibility/authority to lower levels of staff, elimination of duplicate work, use of standardized methods/tools for repetitive work, and continuous improvement of work methods</td>
</tr>
<tr>
<td>Introduction of process performance targets and benchmarking with other organizations</td>
<td>Better performance results</td>
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<tr>
<td>Introduction of customer satisfaction surveys</td>
<td>Improved services to the internal and external customers addressing their specific needs</td>
</tr>
<tr>
<td>Tailor made training programmes followed up by evaluation of training effectiveness</td>
<td>Increased professionalism of staff, better services to the internal and external customers</td>
</tr>
<tr>
<td>Introduction of employee satisfaction surveys</td>
<td>Improved leadership, higher motivation and effectiveness of employees at work; releasing initiative and creativity of the employees to undertake new tasks/challenges</td>
</tr>
<tr>
<td>Adopting best practices from other organizations</td>
<td>Improved efficiency and effectiveness, better performance results</td>
</tr>
</tbody>
</table>

The improvement plan covering projects proposed for implementation by the work group will be subject to the approval of the manager of the pilot unit (who may or may not be a member of the work group). Integrated improvement plan of pilot units of a ministry will be approved for implementation by director general of a pilot ministry. An obligatory condition for approval of the improvement project will be the implementation period of a maximum of 8 months.

Improvement plans of pilot ministries will be collected by the PO, analysed with the assistance of consultants, and presented to the NSC for advice/endorsement.

The improvement projects will be implemented by the pilot units with the assistance of consultants. The consultants will provide work groups with methodologies, tools and advice needed for effective project implementation. For that purpose training workshops and technical consultations will be conducted by the consultants.

The consulting company will set up its own system of project management, including project quality plan, that will ensure use of a set of standardized tools and techniques for improvement projects implementation by pilot units of 20 central government organizations.

Implementation of improvement projects will be monitored by the PO and presented for information/advice to the NSC. In case of delays in improvement projects implementation corrective measures shall be undertaken by directors general of pilot ministries, PO and NSC.

This activity will be completed in the 2nd quarter of 2006.

6. Repeated self-assessment against the CAF Model in all pilot units of 20 ministries

Eight to ten months after the first CAF self-assessment the pilot units will repeat it to arrive at a new picture of their strengths and weaknesses and a new score. It is expected that the second self-assessment will be conducted by the work groups without assistance of consultants (except for special cases).

By the time of the second self-assessment the pilot units should be also able to plan and implement improvement projects on their own or with very little support of management consultants (recruited outside the framework of the project).

Comparison of results of first and second self-assessment will serve as a measure of improvement of administrative capacity of a pilot unit. It is expected that success of pilot units will result in spreading CAF self-assessment across 20 pilot ministries thereby initiating the continuous improvement process in these organizations (carried out outside the framework of the project).

This activity will be completed by the end of the 2nd quarter of 2006.

Activity 7. Establishment of a database of best management practices in central administration
Outputs of the second CAF self assessment of pilot units will be used to identify best practices in the central administration. This task will be carried out by consultants working closely with the management of pilot units and directors general of pilot ministries.

High scores awarded in the self assessment will be the first indication of a potential best practice. Typically best practices will be in the areas of processes and performance measurement, deployment of policy and strategy, employee empowerment, communication with customers, etc. Further verification by consultants and a task force comprising work group leaders of all pilot units will allow to establish if the practice applied in a pilot unit has a potential for wider application in the central government organizations. If verification yields positive result the practice will be described along with the relevant performance indicators in a standard format. The description of best practice will contain information on the “PRATICE OWNER” that could be approached for further information and advice.

This activity will be completed in the 3rd quarter of 2006.

Activity 8. Customer (internal and external) satisfaction surveys for 20 pilot ministries.

In parallel with activities 6 and 7 the consulting company contracted to the project will conduct independent survey of satisfaction of customers of pilot units and pilot ministries. Internal customers within pilot ministries and external customers of pilot ministries will be surveyed. The survey will aim at establishing customers perception of the level of services provided by pilot organizations. The typical parameters surveyed will be speed of response, quality of service, communication with the customer, ease of access, complaints handling, etc.

Results of the customer satisfaction survey will be used for calibration of the CAF self assessment results and verification of best practices. By making comparison with results of other surveys of satisfaction of public administration customers conducted outside the framework of the project, they will also serve for the general assessment of the impact of the project on administrative capacity of pilot ministries.

This activity will be completed in the 3rd quarter of 2006

Activity 9. Conference to sum up and disseminate project’s results

Project office (PO) with the assistance of the consulting company and the MIAA will organize a 2 day conference to sum up and disseminate project’s results. The conference will be addressed to the central administration and will be attended by estimated 100 to 150 participants.

The programme will comprise presentations by directors general of pilot ministries and workshops at which pilot units will share their best practices. The consulting company and a pilot unit will demonstrate how CAF self assessment is made and how to use its outputs for improvement of administrative capacity in central government organization. The PO will present e-learning courses on CAF and lessons learned from the project.
It is expected that MIAA and OCS will present the government’s strategy for further strengthening of the administrative capacity of central government and planned follow up to the project.

Participants’ satisfaction survey will be used to measure their perception of the project and level of commitment to the follow up to the project. The conference will be held in the 3rd quarter of 2006.

Activity 10. On the job training of MIAA department of public administration staff in project management.

The project manager will be responsible for managing of activities and on the job training of the two staff of the department assigned to the PO on a part time basis.

The department of public administration will be designated as one of the pilot units of the MIAA that, by definition, will be one of the pilot ministries. The 2 staff assigned to the PO will participate in the whole project cycle as members of a pilot unit and therefore will complete e-learning courses and training provided by consultants. They will also have a good understanding of the project from the view point of the pilot unit.

Performance of the 2 staff will be reported by the project manager to the manager of the public administration department and to the NSC on a regular basis.

It is expected that by the end of the project the 2 staff will be fully trained to manage a similar type project implemented by MIAA in central government.

4. Institutional Framework
The lead ministry will be the Ministry of Interior and Administration (MIAA) acting in close collaboration with the Office of the Civil Serviced (OCS). The high level representative of the minister will chair a national steering committee (NSC) of the project.

In the course of implementing the project UNDP will transfer its technical know-how and other related capacities to MIAA such that the project can be replicated without the support of UNDP thus ensuring sustainability.

5. Detailed Budget (all amounts in thousands of euro)

<table>
<thead>
<tr>
<th>Financing Transition Facility</th>
<th>Technical assistance</th>
<th>Transition Facility</th>
<th>National Co-financing*</th>
<th>TOTAL</th>
</tr>
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<tbody>
<tr>
<td>Investment Support</td>
<td>0</td>
<td>700</td>
<td>700</td>
<td>15</td>
</tr>
<tr>
<td>Institution Building</td>
<td>700</td>
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Co-financing will be available.

6. Implementation Arrangements
6.1. Implementing Agency:
PAO: Tadeusz Kozek, Under-secretary of State at the Office of the Committee for European Integration, Aleje Ujazdowskie 9, 00-918 Warsaw; phone:+ 48 22 455 52 41.
CFCU: Foundation Co-operation Fund, CFCU Director, ul. Górnośląska 4a, 00-444 Warsaw; phone: + 48 22 622 88 20, fax: + 48 22 622 75 65
The CFCU is responsible for handling tendering, contracting and payments of contracts on behalf of the MIAA.

6.2. N/A

6.3. Non-standard aspects: N/A

6.4. Contracts
1 technical assistance contract with a consulting company for advisory services to the units participating in the project. Contract value – 715,000 euro – gross value – joint co-financing.

7. Implementation Schedule
7.1. Start of the tender procedure – 1 Q 2005
7.2. Start of execution of contract with consulting company - 3 Q 2005
7.3. Project end (last payment) – 4 Q 2006

8. Sustainability
The project has a pilot character and sustainability of its results will depend upon continuation of the activities started within its framework. It concerns both individual units participating in the project, and about 40 units of central administration, which have not been engaged in the project works. It is presumed that as a result of the project implementation a „critical mass” will be created of 20 Directors General, tens of department and 500 managers engaged and committed to institutional improvement of national central offices according to the examples of good practices applied by developed countries of the European Union. The political will of the MIAPA and OSC management and determination of Directors General for further development of activities initiated by the project will be of critical importance for the project sustainability and consolidation of its results.

Full capacity to manage a follow up to the project will be transferred from UNDP to the MIAA which will further strengthen project’s sustainability.

9. Conditionality and sequencing
The heads of the Ministry of Interior and Administration and the Office of the Civil Service must demonstrate their commitment and support for the project (also in their daily contacts with the political and administrative leaders of the pilot ministries) during the whole period of project life. The National Steering Committee must ensure visibility of the project during the implementation period and promotion of its results.

Key events during project implementation:

• Establishing of the national steering committee and the project office – 1Q 2005
• Awarding contract to the consulting company – 2Q 2005
• End of project conference – 3Q 2006
• Closing of the project – 4Q 2006
**ANNEX 1: LOGICAL FRAMEWORK MATRIX**

<table>
<thead>
<tr>
<th>LOGFRAME PLANNING MATRIX FOR</th>
<th>Programme name and number</th>
</tr>
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<tbody>
<tr>
<td>Project</td>
<td>Contracting period expires</td>
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<tr>
<td><em>Improvement of administrative capacity in selected central government organizations</em></td>
<td>Total budget 815,000 euro</td>
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<table>
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<tr>
<th>Overall objective</th>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
</tr>
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<tbody>
<tr>
<td><em>Improvement of administrative capacity in public administration – thus serving the need to fulfil commitments and requirements arising from the acquis</em></td>
<td>Comparison of results of satisfaction surveys of internal and external customers of pilot units that have participated in the project with results of satisfaction surveys of customers of other central government units</td>
<td>Customer satisfaction surveys reports</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Project purpose (Immediate Objectives)</th>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
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<tr>
<td><em>Improvement of administrative capacities in the selected group of 20 (twenty) central government organizations/ministries) in terms of efficiency/cost effectiveness, quality of services to the internal and external customers and service delivery times</em></td>
<td>Score obtained in the self-assessment according to the CAF Model conducted in the final stage of the project improved by 25% as compared with the initial score at the start of the project. Improvement of performance indicators (output per employee, number of customers’ complaints, service delivery time, etc) of key service processes of the pilot units Institutional improvement plans/projects implemented in all pilot units</td>
<td>Completed and processed CAF questionnaires for all pilot units of 20 central government organizations. Analysis of performance indicators for 100 pilot units endorsed by the PO and the NSC Lists of completed improvement projects certified by Directors General of pilot ministries</td>
<td>Heads and Directors General of selected pilot organizations/ministries joining the projects voluntarily and committed to capacity building purposes. Managers of pilot units committed to the improvement of operation of their units Knowledge and skills obtained by working groups in the pilot units is cascaded down to the bottom level.</td>
</tr>
<tr>
<td><strong>Results</strong></td>
<td><strong>Objectively Verifiable Indicators</strong></td>
<td><strong>Sources of Verification</strong></td>
<td><strong>Assumptions</strong></td>
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<tr>
<td>1. Approximately 100 pilot departments in 20 pilot ministries complete Common Assessment Framework (CAF) self-assessment</td>
<td>1a. Scoring for CAF criteria and initial list of improvement activities 1b. 20 improvement plans drafted and accepted in all pilot ministries</td>
<td>1a. Completed and processed self-assessment reports</td>
<td>1a. Full support and commitment from top management (Directors Generals) of pilot ministries 1b. Representative groups of managers / employees of pilot units actively participating in the self – assessment workshops</td>
</tr>
<tr>
<td>2. Pilot departments in 20 pilot ministries are capacitated to undertake CAF on a regular basis; CAF results introduced into management framework for pilot departments.</td>
<td>2a. Five hundred (500) managers from pilot units attending the e-learning course and passing final exam 2b. Repeated self assessment conducted by pilot units without external assistance</td>
<td>2a. Attendance lists, results of final tests 2b. Results of the second self assessment</td>
<td>2a. Capable participants are selected by the management of pilot units 2b. Commitment and readiness of the participants to devote their time to the training and participation in self assessment.</td>
</tr>
<tr>
<td>3. Institutional improvement plans implemented covering most critical previously identified administrative capacity areas (e.g. leadership, strategy formulation, human resource management, process management),</td>
<td>3a. All strategic and customer – facing processes mapped and managed, respective procedures drafted. 3b. Mechanisms of management reviews, internal audits and corrective / preventive actions in place 3c. Improvement plans implemented in 20 pilot ministries 3d. Scoring for CAF criteria improved against initial self – assessment by more than 25% 3e. Customer satisfaction results higher by 10% as compared with the baseline for central administration.</td>
<td>3a. Lists / maps of processes and procedures 3b. Documentation of reviews, audits, etc. 3c. Lists of improvement plans and improvement projects records. 3d. Implementation reports to the NSC. 3e. CAF records 3f. Customer satisfaction results.</td>
<td>3a. There is political will and support of top management of 20 pilot ministries to implement the plans. 3b. Resources are available for implementation (where needed) 3c. Baseline for central administration customer satisfaction results available.</td>
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<td>4. Database of best practices in public administration established, accessible and operational,</td>
<td>4a. Over 100 best practices in the data base 4b. Over 500 visits to the data base per month.</td>
<td>4a. Database of best practices on the web site 4b. Monitoring reports on the visitors/pages visited</td>
<td>4. Best practices can be generated from improvement projects of pilot units</td>
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<td>5. Project approach/results disseminated throughout central administration</td>
<td>5a. Conference attended by more than 150 managers and senior managers of central administration 5b. 75% of participants satisfied with conference content.</td>
<td>5a. Conference programme 5b. List of participants 5c. Conference participants satisfaction survey report</td>
<td>5a. Conference will be actively promoted by the MIAA and the Office of the Civil Service 5b. The pilot units will demonstrate project’s success.</td>
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<tr>
<td>6. Capacity to replicate the project transferred from UNDP to department of public administration of MIAA</td>
<td>6. Project management capacity of the 2 staff of MIAA positively assessed by the NSC</td>
<td>6. Records of the NSC meetings</td>
<td>6. Willingness/capacity of the department’s staff to absorb on the job training during project implementation</td>
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<tr>
<td>Activities</td>
<td>Objectively Verifiable Indicators</td>
<td>Sources of Verification</td>
<td>Assumptions</td>
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<tr>
<td>1. Establishing of a project office (PO) and a National Steering Committee (NSC)</td>
<td>1. PO and NSC comprising all project stakeholders established.</td>
<td>1. Minutes of the NSC meeting, list of NSC members.</td>
<td>1. Agreement between the Implementing Agency, MIAA and UNDP concluded.</td>
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<tr>
<td>2. Selection of 20 central government organizations and obtaining their commitments to be involved in the project</td>
<td>2. Agreements between UNDP and 20 central government organisations finalized.</td>
<td>2. Copies of agreements.</td>
<td>2. Project promotion conducted by MIAA, Office of the Civil Service and UNDP.</td>
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<tr>
<td>3. E-learning training in CAF and basic quality management concepts and tools for managers of pilot units</td>
<td>3. 95% of participants complete training on time and pass tests and final exam.</td>
<td>3. Records in the UNDP e-learning platform.</td>
<td>3. Capable staff selected for training</td>
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<td>4. Initial workshops for pilot units – including self-assessment against the CAF Model</td>
<td>4. Workshops completed in all pilot units of 20 ministries and CAF outputs produced</td>
<td>4. Reports from the workshops to the NSC.</td>
<td>4. Support of top management of ministries and commitment of pilot units managers</td>
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<tr>
<td>5. Definition, prioritization and implementation of institutional improvement (development) plans/projects in pilot units including process mapping, and performance measures.</td>
<td>5a. Work groups formed in all pilot units 5b. Process management introduced in pilot units 5c. Mechanism of review for effectiveness operational</td>
<td>5a. Reports of pilot units to the NSC 5b. Documents and records of pilot units.</td>
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<td>6. Repeated self-assessment against the CAF Model in all pilot units of 20 ministries</td>
<td>6. CAF Self assessment conducted by trained staff that participated in activities (3) and (4) to ensure results reliability.</td>
<td>6a. List of participants. 6b. Reports to the NSC.</td>
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<td>8. Customer (internal and external) satisfaction surveys for 20 pilot ministries.</td>
<td>8. A representative sample of a minimum 100 internal and 100 external customers surveyed.</td>
<td>8. Customer satisfaction survey results reported to the NSC</td>
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<td>9. Conference to sum up and disseminate project’s results</td>
<td>9. Conference conducted by the end of the project.</td>
<td>9. Programme, list of participants, results of satisfaction survey</td>
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<tr>
<td>10. On the job training of MIAA department of public administration staff in project management</td>
<td>10. MIAA staff capacity to replicate the project positively assessed by the NSC</td>
<td>10. Minutes of the NSC meetings</td>
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</tbody>
</table>

**Preconditions**

- Support from both MIAA and OCS.
- Positioning the project within the whole public administration reform/modernization framework.
- Acceptance of the UNDP role in the project by Implementing Agency and the European Commission.
**Annex 2-3: (Implementation, contracting and disbursement schedules)**

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<th>Date of Drafting</th>
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<td>Planning Period</td>
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**Total Budget**: 815,000 Euro  
**TF Budget**: 700,000 Euro

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**Implementation schedule**

<table>
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<tr>
<th>Contracting schedule</th>
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<tr>
<td>Disbursement schedule</td>
<td>50  175  350  550  630  700  700</td>
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**Legend:**

- D = (design of sub-projects)
- C = (tendering and contracting)
- I = (contract implementation and payment)

* give amounts in MEUR on accrual basis