SUMMARY PROJECT FICHE

Project nr.: SR9913.05

Project title: Reinforcement of institutional and administrative capacity

Sub-programme: Support to the National Programme for Decentralisation and Reform of the Public Administration of the Slovak Republic

Geographical location: Bratislava (project offices) and all cities and regions (project activities)

Objectives:
The objective of the project is to support the National Programme for Decentralisation and Modernisation of the Public Administration (DMPA) which the Slovak Government is to launch in the first half of the year 2000. The national programme DMPA will further enhance the implementation of the Accession Partnership (“reinforcement of institutional and administrative capacity: civil service law, development of public administration reform strategy, strengthening of administration dealing with accession, …”) and reinforce the national programme for the adoption of the “acquis communautaire”. This is in accordance with the EC regular report on Slovakia’s achievements towards accession which states that “for all levels of the civil service there is an urgent need to upgrade professional capacities, reinforce ethical standards and promote a corporate sense of public service”.

Description:

Background: The National Programme for Decentralisation and Modernisation of the Public Administration is defined in application of the Government Programme Declaration (November 1998) and the Strategy for Decentralisation and Modernisation of the Public Administration outlined and proposed by the appointed Government Commissioner (end May 99) and after approval by the Government Board for Public Administration (end June 99) and submitted by the Government to the National Council SR (July 99).

Current status: The project is closely linked to the results obtained during the preparatory phase wherein the strategy for decentralisation and modernisation together with the institutional and legal reforms will be specified, drafted and submitted to the relevant institutions.

Brief description

The project will provide ad-hoc support through twinning arrangements including some Technical Assistance to facilitate the effective implementation of prepared reform measures (20 specific objectives). In particular there will be:
1. Assistance through a Pre-Accession Adviser (drafting of new legislation).
2. Assistance through a Pre-accession Adviser to the development and implementation of a training and education strategy for public management and institution building (twinning).
3. Internships with twinning partner, seminars and conferences to support sustainability of the reform process.
4. Technical Assistance (short term experts) for specific issues linked to the reform.
Compliance with the AP
The Accession Partnership identifies three priorities that will be addressed by the project:
1. Upgrading of professional capacities
2. Reinforcement of ethical standards
3. Promotion of a corporate sense of public service

Expected results and outputs by sub-project
The main outputs of the project, which is to be implemented through 4 main components, are:

1. Assistance for the implementation of reform measures (Twinning and international T.A.)

1.1. Decentralisation and modernisation of public administration

a) Identification, selection and training of “core expert groups” – one per major PA decentralisation/modernisation issue.

b) Establishment of a project management committee in order to facilitate planning and implementation of the project. Beside the National project director and the EU co-ordinator, the committee will include representatives/advisors of
- the Government Board for PA (1)
- the Parliamentary Committee PA (1)
- the Government Office (1)
- the Vice Prime Ministers (4)
- the PA section of Ministry of Interior (1)
- the Ministry of Finance (1)
- Bratislava and Kosice (2)
- regional self-government bodies (3 out of 8-present to 13 or 15-as announced)

The project management committee will have the following functions: to approve the core functional areas of intervention; to approve the selection of the expert groups; to evaluate and approve the workplans and outputs of the expert groups; to monitor the overall strategy and performance of the project and the compatibility of the achieved outputs with the wider objectives of the national programme for decentralisation and reform of the Public Administration.

The project management committee will evaluate the outputs (action plan, strategies, recommendations for implementation) of the expert groups based on defined evaluation criteria including the views of the ministries, the Government strategy for decentralisation and reform of PA (to be developed), the views of the Government Board for PA and the Parliamentary Committee for PA, and the view of the EC relevant services.

c) Organisation of monthly follow-up meetings with all expert groups in order to assess progress and give advice on corrective action to be undertaken.

d) Organisation of a national conference (October 2000) on the decentralisation of Public Administration
1.2. Follow-up of effective implementation of reform measures (refer to the specific objectives of Phare bridging support in annex)

General output 1: An optimal structure of the public administration with the aim to cover the basic needs of the citizens is created

a) implementation plan (phasing, time schedule and accompanying measures) for reviewed and rationalised organisational structure and staffing of central and local state administration approved and realised at the end of the project

b) national agency for public service is operational and uses PERSIS (integrated personnel management system developed by Phare SR9409); a revised Law on the division of competencies between the central state and regional and local self governmental administrative bodies is applied by all concerned administrations including new and more rational procedures

c) local state administration, as restructured following the reform measures of 1996 (Laws 221 and 222) in 8 regional and 79 district administrations, is democratised, i.e. new regional administration is formed as a result of the establishment of regional self-government and district offices fall, where the budgetary and institutional capacities are favourable and sufficient, under the responsibility of the elected city councils or larger groupings of municipalities as a result of established and formalised inter-communal co-operation

d) the Management Information System as developed for the currently existing local state administration (developed by Phare SR9409) is further developed and integrated in the administrations of regional and local self-government

e) newly developed financial and budgetary mechanisms are operational from budgetary year 2001 after a pilot/test phase (with parallel accounting and activity based costing systems) during budgetary year 2000

f) amalgamated or associated municipality groupings covering a minimum of 5,000 up to 10,000 inhabitants (to be determined per geographical area) are established at the end of 2001 and offer common administrative services

g) and h) regional elections are organised on the basis of the approved “Act on self-government of the higher territorial units”

i) Bratislava and Košice benefit from status of larger city ("agglomeration"): the strategy of decentralisation includes a process of reinforcing the role and competence of the cities in general and the two largest cities in particular

j) the administration services better and is functioning in a more transparent manner following the introduction of measures to protect citizens and institutions from dysfunctional influences

k) management of state property and in those cases where privatising is indicated, also its ownership, is gradually transferred from the central state administration to local and regional self-governed bodies

General output 2: The conditions for the creation of a (more) professional “corps” of civil servants are fulfilled

a) A newly drafted Civil Service Law and its secondary legislation are implemented; a screening process has been finalised to determine who (per “corps”, professional category and individually) fulfils the set criteria to become a civil servant occupying a permanent post in the public administration
b) A performance related remuneration system is operational. As a result of the reforms the financial conditions of employment as civil servant have been significantly improved (however in close relation with budgetary provisions on national level)

c) Formal education and in-service-training in public management is improved and better co-ordinated

**General output 3: Quality of service delivery has been improved**

a) Quality standards and performance indicators exist for all administration being in direct contact with citizens on local and regional level

b) A code of ethics (or code of conduct) has been approved and its procedures applied

2. **Drafting of new legislation (Twinning)**

Law drafting committees and legal advisors shall receive assistance by an EU member state official (PAA). The Pre-accession Advisor shall work at the level of the Vice Prime Minister in charge of legislation and relevant Ministerial cabinets in order to assure the new legal provisions are compatible with EU public administration standards. The twinning expert (official of EU member state administration or appointed expert by EU member state government) works for project duration with ministerial cabinets and relevant working groups, reports to the project co-ordinator and gives strategic advice and practical on-the-job assistance exclusively for the purpose of the decentralisation and reform programme. The twinning expert organises training sessions on relevant issues for members of expert groups and other specialists of the ministry where his is assigned to. During the tendering process of the twinning component of the project a decision shall be taken whether one LT or more ST/MT twinning experts should be identified. The following legal drafts shall receive technical input from the PAA (provisional list):

1. Law on organisation of the ministries and other central bodies of state administration
2. Law on self Government of higher territorial units
3. Law on transfer of tasks form state administration to self-government
4. Law on property of higher territorial self government
5. Law on property of municipalities (amendments of existing)
6. Law on territorial and administrative division of the state
7. Reform of tax system
8. Law on financial equalisation
9. Law on elections and election period of higher territorial self government
10. Law on elections of municipal self government (amended)
11. Law on elections to the national council (senate)
12. Law on regional policy
13. Amendment of the Constitution
14. Revision of other acts and secondary legislation (approx. 200)

3. **Training and education strategy development for public management and its implementation through institution building, curriculum development and training of trainers (Twinning)**

An ad hoc inter-ministerial working group shall receive assistance by an EU member state official (PAA) and will contribute to the realisation of the following objectives:

a) a training and education strategy for public management is approved: business plans for public training institutions, financing of training, legal status of training institutions providing increased general management and financial autonomy

b) a co-ordinating body for training in public management in state administration and self-government is operational
c) universities and specialised non governmental and public training institutions deliver a post-graduate “in-service” programme in public management for all senior and newly recruited A-level civil servants of state administration and local and regional self-government

d) identified training institutions establish concrete twinning relations with EU partner-organisations

e) identified training institutions deliver newly developed curricula for specialised short term training

f) identified training institutions provide continued distance learning and legal information update to relevant public services

g) identified training institutions dispose of a core group of trained trainers

h) identified training institutions publicise practical manuals on specific administrative procedures and information brochures for citizens

4. Internships with twinning partner, seminars and conferences to support sustainability of the reform process

The institutions from which the PA-Advisors originate organise internships in relevant institutions in order to increase the knowledge and understanding of the civil servants effectively contributing to the "core expert groups" of specific EU legislation, on the one hand, and, how training and education in public management is organised and managed in different EU member states.

Project beneficiaries

The primary beneficiary of the project is the Office of the Government SR. However, the inception phase will allow identifying precisely individual beneficiaries and beneficiary institutions. In most cases, particular strata of state employees will be concerned (gradual implementation of civil service legislation) or pilot institutions in pilot regions where decentralisation measures will be put into practice when feasibility has been positively assessed or the necessary conditions for transfer of competencies exist.

Factors and conditions from which depends sustainability

The main factor from which depends sustainability of the project’s contribution is certainly the existence of political stability and a strong resolve to engage in putting into practice the announced institutional and legal reforms. The project as such will not be in a position to influence the pace of the political process but the Office of the Government, which remains the principal recipient of the project, has to approve a conditioned implementation plan for particular aspects of the project.

Institutional framework:

Government Commissioner for Decentralisation and Modernisation of the Public Administration
Public Administration Section of the Ministry of Interior (first phase)
National agency for the civil service (to be created from a restructured Public Administration section of the Ministry of Interior SR and functioning by March 2000)
### Budget: (in MEUR)

<table>
<thead>
<tr>
<th>Budget Item</th>
<th>DIS</th>
<th>IB</th>
<th>Total Phare (I+IB)</th>
<th>Recipient (*)</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Support to decentralisation and modernisation of public administration</td>
<td>1.0</td>
<td>1.0</td>
<td>1.0</td>
<td></td>
<td>1.0</td>
</tr>
<tr>
<td>T.A.</td>
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<td>0.2</td>
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<tr>
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<td>1.2</td>
<td>1.2</td>
<td></td>
<td>1.2</td>
</tr>
</tbody>
</table>

(*) Co-financing by recipient will consist of salaries of the Office of Government’s and later National Agency’s staff involved in the project, office premises, facilities, equipment, etc.

### Implementation arrangements:
Implementing Agency: CFCU
Recipient institution: Government Office SR – Vice Prime Minister for Economy and in the second phase the “National Agency for the Civil Service”, responsible for project implementation

### Implementation schedule:
Project duration: 24 months

<table>
<thead>
<tr>
<th>Start of tender</th>
<th>Start of project activity</th>
<th>Completion</th>
</tr>
</thead>
<tbody>
<tr>
<td>First quarter 2000</td>
<td>Second quarter 2000</td>
<td>Second quarter 2002</td>
</tr>
</tbody>
</table>
### Logframe planning matrix for the « National Programme for the Decentralisation and Modernisation of the Public Administration of the Slovak Republic 1999-2003”

<table>
<thead>
<tr>
<th>Project number SR9913.05</th>
<th>Programme nr.: SR9913.05</th>
<th>Date of drafting 21/04/99</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contracting period expires: 12/2001</td>
<td>Disbursement period expires: 12/2002</td>
<td></td>
</tr>
<tr>
<td>Total budget: 1.2 M€</td>
<td>Phare contrib. 1.2 M€</td>
<td></td>
</tr>
</tbody>
</table>

#### Wider objective

<table>
<thead>
<tr>
<th>Indicators of achievement</th>
<th>How, when and by whom indicators will be measured</th>
<th>Assumptions and risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Upgrade professional capacities, reinforce ethical standards and promote a corporate sense of public service</td>
<td></td>
<td></td>
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</tbody>
</table>

#### Immediate objectives

<table>
<thead>
<tr>
<th>Indicators of achievement</th>
<th>How, when and by whom indicators will be measured</th>
<th>Assumptions and risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Support the national programme of decentralisation and modernisation of Public Administration provided.</td>
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</tbody>
</table>

#### Outputs

<table>
<thead>
<tr>
<th>Indicators of achievement</th>
<th>How, when and by whom indicators will be measured</th>
<th>Assumptions and risks</th>
</tr>
</thead>
</table>
| - Functional reviews drafted  
- Public services reorganisation proposed  
- PERSIS upgraded  
- Democratisation of local state administration initiated  
- State information system improved  
- Principles of financing of decentralised administration adopted and legislation proposed  
- Principles (incentives and conditions) for inter-communal co-operation adopted, pilots | - The annual assessment of the progress of Slovakia towards EU accession has confirmed sustainable and continued progress and approximation of the public administration towards EU standards by the implementation as standard practice of the measures and management tools described in the project outputs  
Legal draft submitted related to: 1. Law on organisation of the ministries and other central bodies  
1. Government records (6m)  
2. Internal assessment (3m/1y)  
3. AP-assessment by EC (1y)  
4. OMAS (1y) | National agency for civil service management created and operational before start of project  
Civil Service Law adopted before start of project  
Decentralisation strategy, principles agreed by July 99 and programme concretised and specified by March 2000  
Preparatory phase (with Phare bridging support) successfully realised |
| realised and legislation drafted | of state administration |
| - Principles agreed and act of regional self-government drafted | 2. Law on self Government of higher territorial units |
| - Act on status of Bratislava and Kosice drafted | 3. Law on transfer of tasks form state administration to self-government |
| - Principles for creation of ombudsman, administrative courts, election of regional self-government, constitutional amendments drafted | 4. Law on property of higher territorial self government |
| - Principles for transfer of management of state property drafted | 5. Law on property of municipalities (amendments of existing) |
| - Performance related remuneration system drafted | 6. Law on territorial and administrative division of the state |
| - Training and education strategy in the field of PA adopted | 7. Reform of tax system |
| - TQM programme initiated | 8. Law on financial equalisation |
| - Code of ethics proposed | 9. Law on elections and election period of higher territorial self government |
| | 10. Law on elections of municipal self government (amended) |
| | 11. Law on elections to the national council (senate) |
| | 12. Law on regional policy |
| | 13. Amendment of the Constitution |
| | 14. Revision of other acts and secondary legislation (approx. 200) |

Government approval of different reform measures proposed
<table>
<thead>
<tr>
<th>Inputs</th>
<th>Activities</th>
<th>Responsibilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Technical assistance provided by expatriate and local experts</td>
<td>• Man-days delivered&lt;br&gt;• Training days delivered and number of participants trained&lt;br&gt;• Co-ordination meetings organised&lt;br&gt;• Working group meetings organised&lt;br&gt;• Institutions reorganised and rationalised&lt;br&gt;• Legal drafts submitted to authorities</td>
<td>The contracting authority through its monitoring and assessment report&lt;br&gt;Consultant reports&lt;br&gt;Training reports&lt;br&gt;Progress reports</td>
</tr>
<tr>
<td>2. Training of decision makers and managers of decentralisation and modernisation programme in all central and regional institutions</td>
<td></td>
<td>Management and staff committed&lt;br&gt;Appropriate staff, experts and counterparts available when required&lt;br&gt;Co-operation with all relevant government bodies and donor organisations ensured</td>
</tr>
<tr>
<td>3. Dissemination and further development of management software (MIS/PERSIS)</td>
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<td></td>
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<tr>
<td>4. Internships in EU administrations</td>
<td></td>
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<tr>
<td>5. Support provided by EU officials through twinning subproject: drafting of legislation and training</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. Purchase of IT equipment for project management and implementation</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
## IMPLEMENTATION TIME CHART - SR9913.05

<table>
<thead>
<tr>
<th>Component</th>
<th>2000</th>
<th>2001</th>
<th>2002</th>
</tr>
</thead>
<tbody>
<tr>
<td>Institution Building</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Twinning</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Technical assistance</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### CUMULATIVE CONTRACTING AND DISBURSEMENT SCHEDULE IN QUARTERS (IN MEUR) – SR9913.05

<table>
<thead>
<tr>
<th>Date</th>
<th>31/03/00</th>
<th>30/06/00</th>
<th>30/09/00</th>
<th>31/12/00</th>
<th>31/03/01</th>
<th>30/06/01</th>
<th>30/09/01</th>
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<th>30/09/02</th>
<th>31/12/02</th>
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<tbody>
<tr>
<td>Contracted</td>
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<td></td>
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<td></td>
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</tr>
<tr>
<td>Disbursed</td>
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<td>0.25</td>
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<td>0.55</td>
<td>0.7</td>
<td>0.85</td>
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<td>1.2</td>
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ANNEX 2
## INDICATIVE COST BREAKDOWN
### TWINNING

<table>
<thead>
<tr>
<th>TWINNING ARRANGEMENTS</th>
<th>MS experts + MS management costs</th>
<th>Special actions (*)</th>
<th>TOTAL (**)</th>
</tr>
</thead>
<tbody>
<tr>
<td>PAA</td>
<td>800.000</td>
<td>200.000</td>
<td>1.0</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td></td>
<td><strong>1.0</strong></td>
</tr>
</tbody>
</table>

(*) Special actions: including internships, seminars, conferences, some translation and interpretation  
(**) Only the total amount for each twinning project is binding. The other figures are preliminary estimations. The final budget for the twinning projects will be included in the twinning covenants to be approved by the Twinning Steering Committee in Brussels.

## TECHNICAL ASSISTANCE COST BREAKDOWN

<table>
<thead>
<tr>
<th>Inputs (days)</th>
<th>Daily Rate</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>A.1 Fees</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>International short-term experts</td>
<td>220</td>
<td>600</td>
</tr>
<tr>
<td>National long-term experts</td>
<td>44</td>
<td>150</td>
</tr>
<tr>
<td><strong>A.2 Allowances</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Daily Allowances</td>
<td>300</td>
<td>144</td>
</tr>
<tr>
<td><strong>A.3 Direct Costs</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Local Travel</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>A.4 Reimbursables</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>International Travel</td>
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</tr>
<tr>
<td><strong>TOTAL (A1 – A4)</strong></td>
<td></td>
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</tr>
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</table>
Relation of project with previous Phare activities and other ongoing project from other sources

The project is related to the following ongoing or achieved projects. It is interesting to note that other projects are indeed closely linked with the previous Phare support to PAR and are able to assure the continuity in some of its areas.


2. Phare project “Technical Assistance to Public Administration Reform” (09/97 - 03/99) - 1,2M€: the objective of this previous Phare project has been to provide the recipient with “tested out” new management tools, training programs and surveys and research to support decision making in the reform process.

3. Phare project "Public Awareness campaign on the accession process" (1999) - 200,000 Euro: this project is particularly oriented on the development of good understanding by the public in general of the issues of the process of accession of Slovakia to the European Union. A good understanding by all citizens of the process of democratisation, decentralisation and building a professional civil service is necessary so that these fundamental changes are seen as concrete steps on the road to accession to the EU. Therefore the Government has suggested organising with part of the available funds (approx. 50,000 Euro), information events and seminars in the 136 cities of Slovakia on "Decentralisation and Public Administration Reform".

4. The British Know How Fund funds a project which is providing local expertise to support the formulation of a strategy for "Decentralisation and reform of Public Administration" (1999). This KHF project will address in the first place the changing budgetary procedures as a result of the gradual shift of competencies, now executed by state administration services, to self governed bodies, both on regional and municipal levels.

5. KHF project Banska Bystrica (ongoing)

6. Canadian bilateral co-operation (CIDA) project ": 1mio. CAN$ - 2 to 3 years involvement of the Canadian Institute for Urban Planning in a pilot project in the district of Spisska Nova Ves (East Slovakia) trying and testing out decentralisation in practice while facilitating the change process through a stronger involvement of the civil society and the business community. Awaiting clarification of the institutional framework of the decentralisation and reform of the Public Administration process a preliminary agreement was reached to make sure that this important budget contributes efficiently to the reform programme. Before September 1999 a review of the context in which this project shall work shall be done. In the meanwhile and in order to ensure that the experts of the Canadian Institute for Urban Planning have direct access to all information needed to define the precise terms of this important pilot project, the main Canadian expert will be invited to be part of the “decentralisation and reform strategy think tank”. In this preparatory phase of the decentralisation process, it was also agreed CIU would support a “public awareness and information campaign” on the issue of decentralisation and public administration reform in the 136 cities.

7. SIGMA/OECD: specialised support to drafting of Civil Service Law until September 1999, organisation of conferences and seminars on specific issues related to the legislation of the civil service; no budget fixed but local and EU expert input will be provided on the request of the Government: estimated budget of 50,000 Euro. The German “Bundes Akademie für Öffentliche Verwaltung” (BAKOV) – Bonn will remain a principal partner for the implementation of this technical assistance.

8. An agreement in principal was reached with the French Embassy to seek for bilateral co-operation funds in order to support the reform of the education and training system in the field of Public Administration, to define a strategy for its implementation from January 2000 on, and, to assure twinning between the French IRA (Institut Régional d’Administration) and the Slovak IPA (Institute of Public Administration).

9. Other bilateral and multilateral donor organisations, among others, the German and Swiss bilateral co-operation, the British Council, the United Nations Development Programme (UNDP), the World Bank, etc. will be consulted in the project preparation period to assure further co-ordination and integration of their efforts in the area of decentralisation and public administration reform within the reform strategy as defined by the Government.
Overview of the outputs delivered by the project SR9409:

- Phare project “Technical Assistance to Public Administration Reform” SR 9409/01/02. This 18 months project (from 15/09/97 to 15/03/99) constitutes the basic fundament for the present bridging project until a new, more sustained effort from Phare can be expected in the year 2000 (EC-COP99).

  3 major objectives of the project:
  - Improving civil service management
  - Increasing efficiency of local state administration in decentralisation process
  - Reinforcing personal efficiency of civil service by training.

The objective of supporting public administration reform under Phare was to initiate a more systematic approach to increasing the efficiency of the institutions of the State, the management and remuneration of its personnel and in-service education and training in the context of the emerging government policy and regulatory framework.

The projects' focus was on the following areas:

Assisting in the further development of the civil service management system, followed by the implementation process of the draft law on civil service. Assisting in development of the regional level state administration management and organisation, with further implementation of the laws on the territorial reorganisation of the state and the law on the reorganisation of the local state administration.

Develop and implement a standardised system for quality management in the delivery of public services and establishing a more customer oriented role of civil servants in order to improve the relationship between the State and the citizen and upgrade the acceptance of the civil service by the public. Develop middle management training in local state administration. Assisting in the development of inter-communal co-operation for strengthening existing and encouraging new strategic partnerships at local level.

Assisting in the development of in-service training and education with a focus on top level administrators of the regional state administration and formulation of national training strategies in regard of the implementation of the governmental decree on the special qualification requirements for the personnel of the regional and district offices. Additionally, technical assistance will be provided for the Institute of Public Administration and the Government Office.

Assisting in the formulation of national strategies of public administration reform and the organisation and co-ordination of technical assistance originating from the Phare programme.

The expected results for this phase of public administration reform were defined during the inception phase and approved by the recipient in December 1997. The Public administration section of the Ministry of Interior of the Slovak Republic defined 18 priorities for which a detailed work plan has been set.

Project tasks and obtained results by the previous project and wherefore sustainable implementation measures are required (refer to OMAS assessment report 18 February 1999):

1. Developing IT tool (software) for personnel planning (PIS): new software developed including user manual
2. Developing system of function assignment and job description: manual and seminar for personnel managers (1d, 30p)
3. Developing a manual for HRM in local state administration, training of personnel managers: manual published in 400 copies
4. Preparing of a new draft of civil service law: 2 months inter-ministerial working group, general principles and structure for CSL, workshop with participation of high level experts and MPs, new draft proposed to national conference on PAR

5. Developing a manual for improvement of control mechanisms while implementing governmental policies: one month study visit in Germany for two controllers (one state administration, one self government), manual to be published (03/99)

6. Developing an induction course for young public managers with high potential (IPA): 4 seminars of 1 week organised at the IPA - administrative science, public management, the EU accession process, personal management skills training, introduction in systems of Public Administration in Britain, Germany, France and Poland (20d, 16p)

7. Introduce a system of cost-centres in order to quantify the financial needs for transfer of competencies to local self-governments: study visit UK (1w, 2p), pilot realised in Banska Bystrica regional State administration office, system implemented and running through budgetary year 1999, seminar (1d, 20p)

8. Introduction of quality standards in service delivery to the citizens in local state administration: pilots (9d, 60p) in Malacky, Detva and Banska Bystrica (development of concrete standards and action plan for implementation, management skills training, workshops, seminar in Kosice and Bratislava for all regional administration (1d, 80p), publication of guidelines and handbook on 400 copies

9. Developing of Middle Management Training (MMT) programme for IPA: resource pack for trainers developed, pilot training sessions organised (tested out) with Slovak trainers (5d, 80p).

10. Developing a new concept for strengthening Inter communal co-operation (ICC) as a precondition for the decentralisation process: four case studies (waste management, tourism, water supply, social care), comprehensive report on ICC, publication of booklet on ICC in EU and Slovakia (700 copies)

11. Developing a concept for an improved co-ordination of regional actors in the process of regional development (central state, local state administration, self-governments, business community, NGO's, civil society, etc. ...): comprehensive report, workshop (1d), seminar (1d, 100p)
12. Technical Assistance for particular issues of interest to the IPA:
   - Provision of technical equipment for internet and electronic mail system: internet and e mail operational at the IPA
   - Overall organisational audit and formulation of a strategic action plan for the modernisation of IPA: expert report and follow up missions, study visit Benesov/CR and BAKOV/Bonn
   - Introduction of a 4 hour EU training module in each seminar delivered by IPA and Training of Trainers: 8 training session delivered to approx. 300p, trainer resource pack published
   - Developing of European network and introduction of IPA into the network of European training organisations (participation of MoI and IPA staff at international conferences and seminars: Prague NISPAcee annual conference (4p), Vienna 97 (12p) and Prague 98 ENTO annual conference (8p), Nice conference on Cross border co-operation (3p), Vienna conference on training in EU affairs (2p)

13. In-depth survey for the development of an ethical codex and code of conduct for government officials and civil servants in EU member states and Slovakia in particular and the institution of the Ombudsman: comprehensive report

14. Organisation of EU cycle of conferences for top level government officials and civil servants: 5 conferences organised (2d each of which 1d seminar, 1d technical consultation of individual experts or Ministry representatives with EU expert, total approx. 150 participants)

15. Development of a monitoring system of the acquis communautaire in the area of Justice and Home Affairs (not realised due to overlap with EC screening process and high level consultation on accession process scheduled March 99)

16. Development of management information system (MIS) for annual reporting on the functioning of local state administration: new soft ware system developed, manuals and workshop, training of users (20p)

17. Creation of an Information and Documentation Centre (IDC-VS) on public administration: concept for PA information centre, 500 books library

18. Development of a mid-term strategy for the modernisation of public administration and for the process of a sustainable implementation of the project results: comprehensive reports of several EU experts, organisation of high level National conference on the Modernisation of the Public Administration in Slovakia (3d, 150p), recommendations to the Government.
Specific Objectives of Phare financed “Bridging project with technical assistance to the Government Office of the Slovak Republic for the Programme of the Decentralisation and the Reform of the Public Administration:

“Efficient and democratic self-government requires a strong and democratic State”

In a general way the project will deliver, through specialised expertise surveys and analytical reports, organise expert meetings and workshops, and formulate specific recommendations for the achievement of the stated objectives of the reform and decentralisation programme as defined by the Government of the Slovak Republic.

Two horizontal tasks are identified as running through the whole project duration and strengthen the overall realisation of the specific objectives of the project:

1. Support the further specification and action planning of the strategy for decentralisation and public administration reform to be adopted by the Government SR (June 1999) and by the National Council of SR (1 July 1999) together with a time table for the decentralisation process and relevant short-term measures. This task shall take into account the general strategy formulated by the Government Commissioner for Reform and Decentralisation of the Public Administration during the period February till end of April 1999.

2. Definition of an organisational and methodological framework for technical co-ordination and full exchange of information between all donors involved in the programmes of decentralisation and public administration reform and organisation of regular expert meetings representing all involved donor organisations.

The specific objectives as classified under each of the 4 principal aims are:

**Aim 1: Creation of an optimal structure of the public administration with the aim to cover the basic needs of the citizens**

Specific objective 1:

Review, through an organisational audit (functional review), the missions, competencies and organisational structures and staffing of the public administration, including central and local state administration. As a result of these audits the instalment shall be realised of a centrally managed personnel-planning system, integrating the management of organisational structures and staff (“cadres organiques” or organisational framework). This planning system should facilitate the realisation of a transparent and objective public administration rationalisation programme starting January 2000 - i.e. the gradual reduction of personnel in line with increasing of wages subject to the financial conditions set in the State Budget).

Specific objective 2:

Formulate proposals for the reform of the central bodies of the state administration in application of the strategy for decentralisation, their de-concentration and modernisation, including the proposal for the organisation and activities of a national agency for public service (31. December 1999), including the utilisation of the central personnel information and planning system (PERSIS). This project activity should also lead to a draft for a revised Law on the division of competencies between the central and local state administration bodies.
Specific objective 3:
Formulate the principles for establishing of a special (social) fund, which will enable to create the conditions (financial, training, advice) for employees leaving the state administration to avoid unemployment and save financial means provided as a compensation for their departure from the public service.

Specific objective 4:
Support the planning of the realisation of the first phase of decentralisation: the “democratisation and rationalisation of the public administration (state administration and self-government) and of the local state administration”. Contribute to ensuring appropriate mechanisms for the construction of a transparent and more accessible administration for the citizens, in order to eliminate the risks created during the period of formation and stabilisation of a decentralised system of public administration and creation of the conditions for gradual transfer of the competencies from state to the self-government bodies. (31 December 1999)

Specific objective 5:
Reinforce the process of installation of the state information system in order to contribute to more effective execution of the state administration functions.

Specific objective 6:
Propose of a new system of financing of the decentralised and de-concentrated public administration bodies, including a new system of financial compensation of the different tax power of the cities, municipalities and regions (September 1999)

Specific objective 7:
Propose and seek approval for the measures taken for an effective and rational realisation of public tasks in the frame of the inter-communal co-operation (e.g. common administrative services) (2000)

Specific objective 8:
Draft a proposal of the principles for the “Act on self-government of the higher territorial units” (December 1999)

Specific objective 9:
Propose a draft of the “Act on self-government of the higher territorial units” (2000)

Specific objective 10:
Assistance by the drafting of the Act on the organisation and competencies of the capital city Bratislava and the city Košice.
Specific objective 11:

Propose measures in the following areas:

- citizens protections (ombudsman),
- protection of the institutions (administrative courts),
- election systems for the self-government and for the National Council SR (Act on elections for the higher territorial units),
- changes of the Constitution SR in relation to strategy of the decentralisation and public administration reform (June 1999)

Specific objective 12:

Formulate the mechanism for the “désétatisation” of management of property in relation to the transfer of the competencies from the state to the local self-government and higher territorial self-governed bodies.

**Aim 2: Creation of a professional “corps” of civil servants**

Specific objective 13:


Specific objective 14:

Propose a performance related remuneration system in the public administration and realise of pilot projects in one or more offices. Propose the principles of the salary reform act for the public administration.

Specific objective 15:

Contribute to the adoption of a training and education strategy in the area of public administration and formulate proposals for the creation of a co-ordinating body for training in public management in state administration and self-government (31 March 2000)

**Aim 3: Improvement of the quality of service delivery**

Specific objective 16:

Assist the nation wide implementation of a system for qualitative service delivery by launching of a Total Quality Maintenance programme in the offices of the public administration (1 September 1999) and contribute to the development of quality standards, performance indicators and a plan of implementation (31 December 1999).

Specific objective 17:

Contribute to the drafting of a code of ethics or of conduct for the servants in the public administration (state administration and self-government) 31 December 1999.

**Aim 4: Increase public awareness and information on all levels of the Slovak civil society on reform and decentralisation of the public administration**

Specific objective 18:
Preparation and launching of a public awareness and information campaign about the benefits of the decentralisation and modernisation of the public administration with support from the Government SR and the National Council.
Annex 5

Relevant Government strategic plans and studies

The National Programme for Decentralisation and Modernisation of the Public Administration is defined in application of the Government Programme Declaration (Nov. 98) and the Strategy for Decentralisation and Modernisation of the Public Administration outlined and proposed by the appointed Government Commissioner (May 99) and after approval by the Government Board for Public Administration (June 99) and submitted by the Government to the National Council SR (July 99). The National Council will, after seeking advice and approval by the Parliamentary Committee for Public Administration, include the agreed amendments, take a vote and require the Government to proceed within the set time frames. A preparatory phase which is scheduled from July 99 to March 2000 is supported by all important donors present in Slovakia with substantial technical assistance and finances and in particular by Phare with a bridging project “Technical assistance to the Government Office of the Slovak Republic for the Program of the Decentralisation and the Modernisation of the Public Administration: Efficient and democratic self-government requires a strong and democratic State”.

During this preparatory phase the following basic conditions needed for a successful decentralisation process through further strengthening of institutional capacities and legal framework shall be realised:

1. Creation of an optimal structure of the public administration with the aim to cover the basic needs of the citizens (main objectives: central and local state administration’s regulatory, strategic and sovereignty missions identified, first phase of decentralisation process “democratisation of local state administration” launched).
2. Creation of a professional “corps” of civil servants (main objectives: Civil Service Law voted, screening process for implementation started, modus operandi and implementation mechanisms for “National Agency for Civil Service Management” agreed).
3. Improvement of the quality of service delivery (main objectives: quality standards set and ombudsman-function established and complaint and administrative court procedures, draft of code of ethics submitted to Government Board).
4. Increased public awareness on decentralisation and modernisation of the public administration (main objective: information campaign realised in 136 cities).

The project is closely linked to the results obtained during the preparatory phase wherein the strategy for decentralisation and modernisation together with the institutional and legal reforms will be specified, drafted and submitted to the relevant co-ordinating advisory and democratic institutions. The results obtained during the period May ’99 – April 2000 during which Phare finances a bridging project, will largely influence the pace of the reforms, their specific content, and, mostly where legal reforms are at stake, they are to be considered as preconditions and enabling factors for the start-up of this project during which the Government will implement the reforms. An assessment of progress will be made at the end of March 2000 by the independent assessment and monitoring consultant of the EC. The recommendations of this assessment will be taken into account for determining whether the project will be initiated as planned. It is however recommended that the first actions be undertaken for the launching of the tender from January 2000 on when the final TOR for the project shall be accepted by the Government.
Executive summary of the draft strategy paper on decentralisation and modernisation of public administration.

The strategy paper will be submitted to the experts of the different political beginning of June 1999. A special Government meeting is scheduled for the middle of June 1999 with the following agenda: strategy of decentralisation and rationalisation of the public administration.

*Ivan Mikloš*

*Vice Prime Minister in charge of economy*

The Government of the Slovak Republic supports the process of decentralisation and Public Administration reform and considers it as one of the priorities in this term.

On February 3 the Government appointed a commissioner of the Government for the project of decentralisation and Public Administration reform by a decree in order to speed up the preparation of realisation. The commissioner should safeguard working out a proposal of further progress and submit it to a sitting of the Government.

According to the mentioned decree the Vice Prime Minister for economy will submit a proposal for the strategy of further progress of the reform to a sitting of the Government until May 31, 1999. After its approval the Prime Minister will submit this document to the National Council of the Slovak Republic for deliberation and approval in June 1999.

The document of strategy is a starting point for the elaboration of the strategy into a concept and respective realisation outputs, while the Government allows for the support of Phare programme. The content of the strategy comprises the time schedule of the progress of reform and proposal to spread responsibility for development of Slovakia between the State Administration and the Self-Governments as well as principles of modernisation of Public Administration.

The output of the second phase will be drafts of several statutes (e.g. Public Service Law, Law on Self-Governments of Higher Territorial Units).

In the strategy there is also a proposal to create an institution that will be responsible for further preparation and realisation of the reform (preliminary title Office for Public Administration). The institution should be created around April 1, 2000. The institution will be placed over ministries and take responsibility for the realisation of "National programme of decentralisation and modernisation of the Public Administration in the Slovak Republic."

Annexes

1) Excerpt of the Programme Declarations of the Government
2) Proposal of time schedule of further progress of decentralisation and modernisation of the Public Administration (excerpt of prepared strategy)

In Bratislava (date)

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1 Translated from the cover letter sent by Mr. I. Miklos to the Office of the Government
Executive summary

1) Programme declarations of the Government

The Government of the Slovak Republic in its Decree no. 788 from the 18th November 1998 has committed itself to modernise the functioning of the democratic state, to bring into society the effort to reach justice, freedom, responsibility, solidarity, rule of law, honesty, respect to division of power, to support the initiative and activity of the citizens, to fight against corruption, cult of power... In the same time the Government has committed itself to achieve the membership of the Slovak Republic in the OECD and try to place the Slovak republic into the first group of states applying for the accession to the EU.

The Government of the Slovak Republic is fully aware and it is expressed in its Programme Declaration that the objectives could be achieved only with an active participation and co-operation of all citizens in the Slovak Republic.

The government of the Slovak Republic is decided to realise more substantial measures that will lead to the strengthening of the **democratic state governed by the rule of law**, among others:

1. to deepen and to extend the direct democracy
2. to prepare the new legal laws on the presidential elections, on the elections to the National Council of the Slovak Republic and on the elections to the self-governments bodies
3. to realise the further decentralisation of the competencies from the local state administration bodies to the local self-government and prepared regional self-government
4. to re-evaluate current legal definition of the state ownership and economy with its property

In the area of **public finance** the government has committed among others:

1. to extend the transparency of financial flows in all units of public finance
2. to decrease the extent and reallocation of financial resources through the state budget
3. to apply the decentralisation and the democratisation of state finance and to strengthen the role of the territorial self-government by providing services for the citizens with ensuring of relevant resources for their financing
4. re-evaluation of reasoning of the existence of state, non state and public funds
5. to support the municipal self-government with a gradual decentralisation of public finance

In the area of **public administration** the government has committed:

1. In relation to the political and economical situation to fulfil the optimal organisation of public administration in the way that it will ensure the basic needs of the citizens. That is why it is necessary to continue in the decentralisation of competencies of the state to the lower units of public administration by respecting the principle of subsidiarity
2. to realise the further decentralisation of the competencies from the local state administration bodies to the territorial self-government and prepared regional self-government
3. to review the need for changes in the Law on territorial and administrative division of the Slovak Republic
4. to accept the ratification of the European charter of the local self-government
In the area of **regional policy** the government has committed:

1. to enforce such a financing of the regional development that will enable the differential access of the regions to the fulfilment of their own decisions, what the government finds out as one of the signs of the independence of regions of the centre
2. legislative and institutional amendments to the possibilities of the regions to influence the building of the technical and social infrastructure by the decentralisation of the competencies and financial flows
3. to prepare the complete change of the territorial planning and Construction Order in order to enable the citizens, municipalities and regions to administer their territory in more effective way

The aim is the democratic functioning state in which the principle of subsidiarity will be applied. It means that the fulfilment of the public tasks is entrusted to that institution which is the closest to the fulfilled task according to the division of the competencies (responsibility and power).

**2. The proposal of the time schedule for further progress of the activities in the area of the decentralisation and modernisation of public administration**

(Excerpt from the project: Strategy of Decentralisation and Modernisation of Public Administration in the Slovak Republic, May 1999)

It is obvious that present economic situation in country and the perspectives of its development do not create the optimal conditions for essential changes, especially for fiscal decentralisation. At the same time a particular scope of complicated decision making process in the framework of broad government coalition can influence the speed of the continuation of process of decentralisation and modernisation of Public Administration. It is also true that citizens and also employees of Public Administration are not prepared to participate in the process of decentralisation and Public Administration reform.

On the other hand, it is necessary to bring to attention risks connected with postponement of realisation of reform processes to the second half of the term, as well as the long term non-sustainability of the present state in the Public Administration, which in a great extent influences also the development of Slovak economy (directly or indirectly).

That is why the whole time-schedule is set-up in a way that a public awareness campaign will take place already during the elaboration of the strategy into a concept in order to ensure better acceptance of individual steps of reform and decentralisation by citizens and Public Administration employees.

The preparation of integrated programmes of regional development, which allow not only better conditions for investment but also departure of superfluous Public Administration employees into the private sector are indivisible part of decentralisation and Public Administration reform. Because of this reason it is necessary to co-ordinate these two processes during the whole period of the realisation.
After approval of the strategy of decentralisation and public administration reform it will be necessary quickly to elaborate the concept of complex reform, concepts of related measures, develop and approve various laws and realise relatively large number of organisational changes.

Approval of essential laws requires amendment of dozens of existing law and by-laws (lower legal norms). Parallel to this process it will be necessary to follow and co-ordinate drafting of other laws in such a way that they will not be inconsistent with the aims of the Public Administration reform.

The success of the reform and simplification of co-ordination of other laws with crucial laws necessary for realisation of decentralisation and Public Administration reform can be higher if the National Council of the Slovak Republic passes these laws as soon as possible, although their validity can be postponed. This will also create a space for preparation and adaptation of citizens for new relationships.

The progress of work and realisation of strategy is divided into two time phases:
1. phase: conceptual work, activities and initiatives related to creation of conditions for realisation of decentralisation and reform
2. phase: realisation of reform
## I. phase - conceptual and other works, preparation of laws

<table>
<thead>
<tr>
<th>Activity</th>
<th>Time</th>
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<tr>
<td>1) Approval of the strategy of decentralisation and Public Administration reform</td>
<td>June 1999</td>
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<tr>
<td>2) Elaboration and approval of the concept of decentralisation and Public Administration reform</td>
<td>December 1999</td>
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<tr>
<td>3) Elaboration of related concepts</td>
<td>September 1999 - April 2000</td>
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<tr>
<td>- concept of management in Public Administration</td>
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<td>- concept of introduction of IT in Public Administration</td>
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<td>- concept of education in Public Administration</td>
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<td>- programme of quality service delivery</td>
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<td>- concept of reform of ministries and other authorities of State Administration</td>
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<td>- reform of financing of Public Administration</td>
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<td>- concept of effectiveness of public control</td>
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<td>4) Elaboration of laws according to the legislative plan of governmental tasks amended as proposed</td>
<td>IV. quarter 1999 - IV. quarter 2000</td>
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<td>- Law on elections to Self-Governments of higher territorial units</td>
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<td>- Law on elections to Self-Governments of municipalities</td>
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<td>- Law on elections to the National Council of the SR</td>
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<td>- Law on Self-Governments of higher territorial units</td>
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<td>- Law on municipal establishment (amendment)</td>
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<td>- Law on territorial and administrative division of the SR</td>
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<td>- Law on property of Self-Governments of higher territorial units</td>
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<td>- Law on property of municipalities</td>
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<td>- Law on regional administrative offices</td>
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<td>- Law on the capital Bratislava</td>
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<td>- Law on towns with the seat of region and Self-Governments of higher territorial unit</td>
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<td>- tax laws</td>
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<td>- Law on financial balance (on budget rules)</td>
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<td>- Law on State Treasury</td>
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<td>- Law on regional policy</td>
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<td>- Law on organisation of ministries and other central authorities of the State Administration</td>
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<td>- Public Service Law</td>
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<td>- amendment of the Constitution of the SR</td>
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<tr>
<td>5) Establishment of institution (agency) responsible for the realisation of the first phase</td>
<td>June 1999</td>
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<tr>
<td>6) Establishment of representatives of ministries and other central authorities of the State Administration responsible for the realisation in the framework of its respective institution</td>
<td>July 1999</td>
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<tr>
<td>7) Information campaign focused on the citizens of the SR explaining reasons, intentions and benefits of the process for the citizen</td>
<td>September 1999 - December 2000</td>
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Preparation of employees of the Public Administration for new conditions

Preparation of projects to get support from means of Phare, financial memorandum 2000

March 2000
### II. phase - realisation of essential steps

<table>
<thead>
<tr>
<th>Step</th>
<th>Time Period</th>
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<tbody>
<tr>
<td>1. Creation of higher territorial units of Self-Governments (HTUSG)</td>
<td>II. quarter 2000</td>
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<td>2. Creation of conditions (material, organisational for functioning of HTUSG)</td>
<td>III. - IV. quarter 2000</td>
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<td>3. Elections to assemblies of municipalities (HTUSG)</td>
<td>IV. quarter 2000</td>
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<tr>
<td>4. Creation of offices of HTUSG and transfer of property from the state</td>
<td>1. 1. 2001</td>
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<td>5. Transfer of property to Local Self-Governments</td>
<td>1. 1. 2001</td>
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<td>7. Changes because of amendment of &quot;Competence&quot; Law</td>
<td>I. quarter 2001</td>
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<td>8. Changes within the regional offices</td>
<td>I. quarter 2001</td>
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<td>9. Abolishment of the district offices</td>
<td>I. quarter 2001</td>
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<tr>
<td>10. Transfer of competencies to Self-Governments</td>
<td>2001 -</td>
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