Standard Summary Project Fiche

1. Basic Information
   1.1 CRIS Number: 2003-004-995-01-02
   1.2 Project Title: Support to the Reform of the Public Administration System in the Slovak Republic
   1.3 Sector: Democracy and the Rule of Law
   1.4 Location: Bratislava, Slovak Republic

2. Objectives

2.1 Overall objective(s):
   To strengthen administrative capacities of the Slovak Republic required for accession and effective membership in the EU

2.2 Project purpose:
   Support the completion of the process of decentralisation of the public administration with the further development of the administrative structures and mechanisms required for its efficient functioning and the strengthening of the capacity of the decentralised administrations (self-governing regions and municipalities) to properly perform their role in a context of EU membership

2.3 Accession Partnership and NPAA priority:

   Accession Partnership
   *Political criteria - Democracy and the rule of law: "ensure the implementation of the Civil Service Law; continue implementation of the Public administration reform strategy".*

   NPAA
   The NPAA 2001 deals with the issues of public administration reform in its sections on Political Criteria, Constitution and the Judiciary and in Chapter 21- Regional Policy and Cohesion. It stresses the need to strengthen the capacity of the Slovak public administration system vis a vis the efficient implementation of EU acquis after the accession and need for consolidation of a territorial (administrative) organisation allowing for an effective implementation of EU’s economic and social cohesion policy supported through EU structural funds.

2.4 Contribution to the National Development Plan: N/A

2.5 Cross Border Impact: N/A
3. Description

3.1 Background and justification

In April 2000, the Slovak Government adopted the “Concept” of a “National Programme for the Decentralisation and Modernisation of the Public Administration in the SR” (DMPA Programme)\(^1\), one of its two main components being the setting up of a new tier of territorial (sub-national) self-governments (called Upper-tier Territorial Units - UTUs) and the decentralisation of executive tasks and responsibilities from the State Administration (central and local) to the new self-governing regions and to the already existing local-self-governments (municipalities).

Up to the date, a number of important steps have been taken, particularly as regards to the adoption of legislation required for implementing the planned process of decentralisation:

- Basic Laws required for the implementation of new constitutional provisions and the effective decentralisation of the system of PA were adopted between July and October 2001: Law 302/2001 on the establishment of UTUs (self-governing regions); Law 303/2001 on elections to bodies of self-government of UTUs; Law 416/2001 on the decentralisation of competencies to UTUs and Municipalities; Law on amendment to the Law on budgetary rules; Law on amendment to the Law on local self-government; Law on property of UTUs and Law on amendment to the law on municipal property;
- Regional elections were held in December 2001 and the bodies of self-government of the new UTUs were officially constituted in early 2002;
- The process of “transfer” of administrative responsibilities and resources from the State Administration to the new regional self-governments and to the municipalities, for which co-ordination the Ministry of Interior has been made responsible, started in January 2002 and will have to be continued at least till 2004.

However, further progress to be made in years 2003 and 2004 will still be crucial for the final success of the programme and the effective achievement of all its expected objectives. A lot of technical work is planned to be carried out in that period for the completion of the process of transfer of responsibilities to UTUs and Municipalities, the reform of the local State administration, the adoption of the final financing system for the territorial self-governments, the reform of administrative procedures and management practices, etc. And internal capacities for managing the new system in a context of EU membership will still have to be broadly developed and strengthened.

This project has been devised as a contribution to the achievement of the goals set in the “Concept” of the DMPA programme, by ensuring continuation of technical support and assistance to the Ministry of Interior (Public Administration Section), Ministry of Finance and Government Plenipotentiary for decentralisation of public administration

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\(^1\) SR Government Resolution N. 230/2000, of April 11
with regards to their role in the next phase of implementation of public administration reform in the SR.

3.2 Linked activities

The Phare programme has provided major inputs to the design and implementation of PAR programmes in the Slovak Republic, the main projects being:

- Phare SR94-09-01-02 project on “Technical Assistance to public administration Reform” (implemented in the period Sept 97 - March 99) which delivered TA for the design and implementation of a number of reform measures undertaken in years 96-98, as well as for the design of a new PAR strategy after general elections celebrated in 1998 (adopted by the SR Government in Summer 1999).

- Phare “Bridging project with technical assistance to the Government Office of the SR for the Programme of the Decentralisation and the Reform of the Public Administration” (implemented between June 99 and June 2000).

- Phare SR99-13-05 project on Public Administration reform (Twinning and TA). Twinning SR99-IB-OT-01 in support to the implementation of the DMPA Programme started in June 2001 and completed in November 2002. TA contracted out (short-term priority training programme) was completed in June 2002.

The project has contributed to the fulfilment of the following tasks: decentralisation (transfer) of administrative tasks and responsibilities from the state Administration (Regional and District Offices) to the new self-governing regions and to the municipalities; re-allocation of financial resources of the state budget in accordance with the transfer of responsibilities (transitional period), implementation of Civil (Public) Service Law, preparation of the secondary legislation and other instruments required for the implementation of the Law.

The TA has provided small scale training and awareness raising towards state officials, civil servants and representatives of the new UTUs in order to help to put into practice the provisions of the DMPA Programme and of the new Law on State Civil Service. The topics covered included beside the other the information on the process of decentralisation, introduction to EU institutions, regional politics, the role of the elected representative and lobbying. Also skills development seminars/workshops for human resource managers were organised.

Apart from previous and ongoing Phare projects, a number of bilateral TA and support projects and activities have been contributing to the design and implementation of the PAR Programme in the SR.

- The most relevant one has been the assistance provided by the British DFID through several projects (local self-government, SPAR, etc). This assistance will all come to an end in March 2003.
- UNDP (regional programme on Good Governance) and CIDA-Canada have also been providers of TA in this field.
3.3 Results

The specific results to be pursued and achieved through the implementation of this project will be the following:

1. New structures and mechanisms for an efficient functioning, co-ordination and co-operation of state administration and territorial self-government are developed and put in place.

2. Functionality of new information and communication system of local public administration verified by pilot projects.

3. New system for the financing of territorial self-governments and administrations is developed and implemented.

4. Professional qualifications and capacity of elected representatives and civil servants of the new regional administrations and municipalities are enhanced as required by their assignments.

3.4 Activities and means

The following activities will be undertaken:

Component 1

- development of system and mechanisms required for effective co-ordination and co-operation of bodies of local state administration and territorial self-government;
- development of information and communication system in order to ensure information flows between different levels of decentralised public administration and communication with citizens:
  - definition of the legal framework (right and duties of administrators and users, definition of responsibilities for data collection and update, security requirements),
  - development of technological and communication infrastructure,
  - implementation of pilot projects in selected types of territorial self-government (self-governing region, city, municipality);
- Final refinement and negotiation of the new system for the financing of territorial self-governments and administrations in the SR to be put in place upon completion of the process of decentralisation of tasks and responsibilities;
- Review of the legislation and structures in place as regards to financial management and control in regional and local self-governments, as well as elaboration of amendments to existing legislation so as to ensure that sub-national self-governments abide to the same rules and standards than the State Administration;
Means

**Twinning and technical assistance** will be used for the implementation of this activity. The twinning inputs required will be:

- A full-time Pre-accession Adviser (18 months) to be seconded to the Ministry of Interior (Section of Public Administration)

The PAA should be a senior civil servant with at least ten years of working experience in a State or Regional Administration and a good knowledge and familiarity with all the problems and issues related to the design and implementation of processes of administrative decentralisation and inter-institutional relations between State Administration and territorial self-governments. He/she should be fluent in English (written and spoken) and have good organisation, communication and presentation skills. Comparative knowledge and familiarity with processes of administrative decentralisation carried out in EU Member States and previous experience of work in candidate countries would also be an asset.

- Short-term experts for the decentralisation and reform of the local public administration (for a total 3 m/m - 60 m/days)
- Short-term experts specialised in the ICT and its application in the public administration (for a total 3m/m - 60 m/days)
- Short-term experts on fiscal decentralisation and financing of territorial self-governments (3m/m - 60 m/days).
- A Short-term expert on financial management and control (1 m/m - 20 m/days)

**Technical assistance** will be used for design and delivery of pilot projects on information and communication system of selected territorial self-governments.

ToRs for this assistance will be worked out in the context of the twinning operation and with the assistance and support of the twinning experts.

**Budget:** (Twinning 0.45 MEUR, TA 0.35 MEUR)

**Component 2**

- elaboration of "training needs assessments" taking into account the outputs of training program delivered within Phare technical assistance SR 99.13.05 (see 3.2);
- elaboration of the ToRs for a comprehensive training programme aimed at the strengthening of administrative capacity of territorial self-government after the transfer of competencies in the area of acquis communautarie implementation and use of assistance from structural funds;
- elaboration of training materials;
- delivery of the training programme (as a follow-up of short-term priority training to similar target groups implemented under Phare SR99-13-05 project).
Means

**Twinning** will be used for the provision of all EU expert inputs required under this activity, including EU trainers for the delivery of the training programme. This will require:

- **Short-term expert on education and training in public administration** (2 m/m - 40 m/days), responsible for the training needs analysis, the development of the contents, schedule and organisational requirements for the delivery of the training programme and for assisting the Ministry of Interior in the elaboration of the ToRs for the additional TA to be contracted out. This ST expert will also take the responsibility for the overall management and co-ordination of other “twinning” inputs required for the actual delivery of the programme (elaboration of contents for training materials, participation of twinning experts in the delivery of the training courses, etc.)

- **EU-trainers (for a total of 4 m/m - 80 m/days) for the delivery of the training programme.**

These trainers should ideally be civil/public servants from a MS state, regional or local administrations, specialised in training or with previous experience of work as trainers for their own national administrations. Previous experience or participation in similar training programmes carried out in CCs will be an additional asset.

**Budget (twinning):** 0.1 MEUR

**Technical Assistance (TA)** will be used for the practical organisation of the delivery of the training programme (management of programme logistics), for the final elaboration and edition of the training materials, and for arranging the contribution of other local, CC or EU trainers not belonging to the twinning team.

**Budget for TA:** 0.2 MEUR

### 3.5 Lessons learned

The proposed project is to be regarded as follow-up to Phare SR99-13-05. The elaboration of this project proposal has been recommended also in the Interim Evaluation Report produced by EMS consortium on the implementation of Phare programme SR 99-13-05 (Report IER/SK/PAD/02.119):

"...Any follow-up assistance must be considered as indispensable since the PAR process in Slovakia definitely will require a continuation in order to allow that previous years’ activities and created outcomes will become sustainable. Practically, the implementation of the PAR process has only recently started (even though Phare support has been provided more or less continuously since 1994) and slowing down this process could be extremely harmful for the entire PAR process in Slovakia...."
"...In order to assure sustainability of the Phare assistance provided in the area of Public Administration Reform so far, Ministry of Interior is highly recommended to propose new projects under Phare 2002 and/or to make use of the 2001 Twinning Light Facility, preferably to assist (i) the new Office of State Civil Service in implementing the new Civil Service Law and, (ii) in the area of decentralisation (including its fiscal part), complemented by an education programme for administrators on both central and de-centralised level....".

4.- Institutional framework

The recipient of the project will be the Ministry of Interior of the Slovak Republic (Public Administration Section). The Ministry holds together with the Vice-Prime Minister and Minister of Finance and Government Plenipotentiary for decentralisation of public administration the co-ordination responsibility as regards to further process of decentralisation of public administration in accordance with the SR Government Resolution N. 1371/2002, of 18th December 2002.

The beneficiaries of the EU support and assistance to be delivered under this project will be:

- the Ministry of Interior of the SR (Public Administration Section);
- the Ministry of Finance of the SR;
- the Government Plenipotentiary for decentralisation of public administration;
- The 8 regional self-governments (SUTUs) established in 2002 and municipalities, that will take over executive tasks and responsibilities formerly allocated to bodies of the state administration.

5.- Detailed budget

<table>
<thead>
<tr>
<th>Component 1</th>
<th>Phare support</th>
<th>National Co-financing*</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Twinning T.A.</td>
<td>Investment support</td>
<td>Institution building</td>
<td>Total Phare (I+IB)</td>
</tr>
<tr>
<td></td>
<td>0.45</td>
<td>0.35</td>
<td>0.8</td>
</tr>
<tr>
<td>Component 2</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Twinning T.A.</td>
<td></td>
<td></td>
<td>0.1</td>
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<td></td>
<td>0.3</td>
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<tr>
<td>Total</td>
<td></td>
<td></td>
<td>1.1</td>
</tr>
</tbody>
</table>

* Costs to be borne by the Ministry of Interior, in accordance with the rules governing Twinning (office space and equipment for the PAA and his/her Assistant, communication costs, general office costs).

* Travel costs and per diem for the participants in the training courses, provision of training facilities, etc.

6.- Implementation arrangements

6.1.- Implementing Agencies

CFCU - Central Financing and Contracting Unit
Mrs. Silvia Czuczorova, Director of CFCU/PAO
Ministry of Finance
Radlinskeho 32
813 18 Bratislava
Tel.: 00421 2 5726 2707
Fax: 00421 2 5726 2727

Technical implementation of project:

Ministry of Interior of the SR - Section of Public Administration
Drienova 22
SK- 826 86 Bratislava
Contact person: Ing. Jozef Liška
Director General
Tel.: 00421-2- 4333 1134
Fax: 00421-2- 4333 4395

6.2.- Twinning

Beneficiary institution:

Ministry of Interior of the SR - Section of Public Administration
Drienova 22
SK- 826 86 Bratislava
Contact person: Ing. Jozef Liška
Director General
Tel.: 00421-2- 4333 1134
Fax: 00421-2- 4333 4395

6.3.- Non-standard aspects

Practical guide to PHARE, ISPA and SAPARD contract procedures will be followed

6.4.- Contracts

Twinning Covenant (0.55 MEUR)
Service contracts for design and training organisation and delivery and for design and delivery of pilot projects on information and communication system of selected territorial self-governments (0.35 +0.2 MEUR)

7.- Implementation schedule

7.1.- Call for proposals: 2nd quarter 2003 (twinning)
2nd quarter 2004 (TA)

7.2.- Start of project activity: 1st quarter 2004

7.3.- Project completion 3rd quarter 2005
8.- Equal opportunity

Equal opportunity principles and practices in ensuring equitable gender participation in the project will be guaranteed, particularly as regards to selection of trainers and trainees for the training programme, where a balanced distribution of positions/places will be sought.

9.- Conditionality and sequencing

The Slovak Government continues with public administration reform programme in line with the “Concept” of a “National Programme for the Decentralisation and Modernisation of the Public Administration in the SR” adopted in April 2000.

ANNEXES

1.- Logical framework matrix (in standard format)

2.- Detailed implementation chart

3.- Contracting and disbursement schedule
<table>
<thead>
<tr>
<th>Overall objective:</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
</tr>
</thead>
</table>
| • To strengthen administrative capacities of the Slovak Republic required for accession and effective membership in the EU | • Slovak public administration is ready for efficient implementation of EU acquis and EU's economic and social cohesion policy supported through EU structural funds. | • EC Regular Reports  
• SIGMA assessment reports |

<table>
<thead>
<tr>
<th>Project purpose:</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| • Completion of the process of decentralisation of the public administration with the further development of the administrative structures and mechanisms required for its efficient functioning and the strengthening of the capacity of the decentralised administrations (self-governing regions and municipalities) to properly perform their role in a context of EU membership | • Reform of PA system completed | • Statistical information to be produced by Ministries of Interior and Finance  
• Official Journal | • The reforms introduced in the Slovak system of PA lead to a more clear division of work between PA bodies dealing with policy-making and legislation and bodies dealing with implementation of policies and the delivery of public services  
• EU pre-accession strategy and support, together with national Government policies and reform programmes, manage to provoke a “cultural change” at key levels of the Slovak PA |
## LOGICAL FRAMEWORK PLANNING MATRIX FOR:

<table>
<thead>
<tr>
<th>Programme name and number: 2003-004-995-01-02</th>
</tr>
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<tbody>
<tr>
<td>Support to the reform of the public administration system in the Slovak Republic</td>
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</tbody>
</table>

### Programme Information
- **Contracting period expires:** 30.11.2005
- **Disbursement period expires:** 30.11.2006
- **Total budget (MEUR):** 1.1
- **PHARE budget (MEUR):** 1.1

### Results:
- New structures and mechanisms for an efficient functioning, co-ordination and co-operation of state administration and territorial self-government are developed and put in place.
- Functionality of new information and communication system of local public administration verified by pilot projects.
- New system for the financing of territorial self-governments and administrations is developed and implemented.
- Professional qualifications and capacity of elected representatives and civil servants of the new regional administrations and municipalities are enhanced as required by their assignments.

### Objectively verifiable indicators

<table>
<thead>
<tr>
<th>Source of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Protocols of delimitation for the actual transfer of responsibilities</td>
<td></td>
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<tr>
<td>Official Journal</td>
<td></td>
</tr>
<tr>
<td>Information and communication system for decentralised administration developed, pilot projects delivered</td>
<td></td>
</tr>
<tr>
<td>Official Journal</td>
<td></td>
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<tr>
<td>National accounts</td>
<td></td>
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<tr>
<td>New Law on the financing of territorial self-governments in force</td>
<td></td>
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<tr>
<td>Evaluation report</td>
<td></td>
</tr>
<tr>
<td>Share of territorial self-governments and administrations in total public expenditure in the SR increased</td>
<td></td>
</tr>
<tr>
<td>Number and contents of training courses delivered under TA</td>
<td></td>
</tr>
<tr>
<td>Number of participants in training courses</td>
<td></td>
</tr>
<tr>
<td>Legislation adopted in 2001 (or to be adopted in the period 2003-2004) proves to be adequate for the actual decentralisation and modernisation of the Slovak system of PA</td>
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</tr>
<tr>
<td>Overall economic situation in the country allows for the provision of additional financial resources required for ensuring financial sufficiency of the decentralised administrations (UTUs and municipalities)</td>
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</tr>
<tr>
<td>Managers of central State Administration bodies (including Ministers) and elected representatives of territorial self-governments (including regional Presidents and Mayors) are willing to co-operate as partners in the building-up of an efficient system of PA</td>
<td></td>
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</table>
**LOGICAL FRAMEWORK PLANNING MATRIX FOR:**

<table>
<thead>
<tr>
<th>Programme name and number: 2003-004-995-01-02</th>
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<td>PHARE budget (MEUR): 1.1</td>
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</table>

Support to the reform of the public administration system in the Slovak Republic

<table>
<thead>
<tr>
<th>Activities:</th>
<th>Means</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| **Component 1** | Twinning and TA service contract (0.45+ 0.35 MEUR) | - Ministries of Interior and Finance in co-operation with regional and local administrations, establish the necessary conditions for the twinning support to be absorbed and properly used  
- New Law on the financing of territorial self-governments in force  
- New Law on Local State Administration in force  
- Ministries, other State administration bodies and regional representatives and public managers co-operate in the implementation of the project’s activities  
- State civil servants and regional and local managers (elected representatives and public servants) are willing to take part in training activities. |
| • development of system and mechanisms required for effective co-ordination and cooperation of bodies of local state administration and territorial self-government;  
• development of information and communication system in order to ensure information flows between different levels of decentralised public administration as well as communication with citizens:  
  - definition of the legal framework (right and duties of administrators and users, definition of responsibilities for data collection and update, security requirements),  
  - development of technological and communication infrastructure,  
  - implementation of pilot projects in selected types of territorial self-government (self-governing region, city, municipality);  
  - Final refinement and negotiation of the new system for the financing of territorial self-governments and administrations in the SR to be put in place upon completion of the process of decentralisation of tasks & responsibilities;  
  - Review of the legislation and structures in place as regards to financial management and control in regional and local self-governments, as well as elaboration of amendments to existing legislation so as to ensure that sub-national self-governments abide to the same rules and standards than the State administration; |
**LOGICAL FRAMEWORK PLANNING MATRIX FOR:**

| Support to the reform of the public administration system in the Slovak Republic |
|---|---|---|
| Total budget (MEUR): 1.1 | PHARE budget (MEUR): 1.1 |

**Component 2**

- elaboration of "training needs assessments" taking into account the outputs of training program delivered within Phare SR9913.05 (see 3.2);
- elaboration of the ToRs for a comprehensive training programme aimed at the strengthening of administrative capacity of territorial self-government after the transfer of competencies in the area of acquies communautarie implementation and use of assistance from structural funds;
- elaboration of training material;
- delivery of the training programme (as a follow-up of short-term priority training to similar target groups implemented under Phare SR991305 project).

**Twinning and TA service contract**

| Twinning and TA service contract (0.1 + 0.2 MEUR) |
|---|---|

**Preconditions**

The Government continues with public administration reform programme in line with the “National Programme for the Decentralisation and Modernisation of the Public Administration”
## Time Implementation Chart

Project title: Support to the reform of the public administration system in the Slovak Republic

<table>
<thead>
<tr>
<th></th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
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<tr>
<td>INSTITUTION BUILDING</td>
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<tr>
<td>Component 2</td>
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ANNEX 3

Cumulative Contracting and Disbursement Schedule

Project title: Support to the reform of the public administration system in the Slovak republic

<table>
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<th>2004</th>
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<tr>
<td>Disbursed</td>
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<td>0.4</td>
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