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Assessment of the European
Union Phare Programmes

Multi-Country

Thematic Report on Public
Administration Reform

By OMAS Consortium

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Controlled copy.....of.....

Signed:.....

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GLOSSARY OF ACRONYMS

AP	Accession Partnership
CAR	(OMAS) Country Assessment Review
CC	Candidate Country (for membership of the EU)
CSD	Commission Services at the Delegation
CSHQ	Commission Services at Headquarters
DG	Directorate General (of the CSHQ)
ES	Identifier for Estonia in OMAS Reports
FM	Financing Memorandum(a)
FYROM	Former Yugoslav Republic of Macedonia
HRD	Human Resources Development
IFI	International Financial Institutions
ISPA	Pre-accession instrument for structural policies
LE	Identifier for Latvia in OMAS Reports
LI	Identifier for Lithuania in OMAS Reports
MEUR	Millions of Euro
NDP	National Development Plan
NPAA	National Programme for the Adoption of the <i>Acquis</i>
OECD	Organisation for Economic Cooperation and Development
OMAS	The Organisation for Monitoring and Assessment Services
PA	Public Administration
PAD	Identifier for OMAS Reports on Public Administration Reform
PAR	Public Administration Reform

PL	Identifier for Poland in OMAS Reports
SAPARD	Special Accession Programme for Agriculture and Rural Development
SIGMA	Support for Improvement in Governance and Management in Central and Eastern European Countries
TA	Technical Assistance
ToR	Terms of Reference
ZZ	Identifier for OMAS Multi-country Reports

Thematic Report on the European Union Phare Programme

PUBLIC ADMINISTRATION REFORM

EXECUTIVE SUMMARY

Introduction

This report is one of a series of six Ad Hoc and Thematic Reports which the OMAS Consortium is preparing. Its objectives are, firstly, “to assist the Candidate Countries in meeting the short and medium term challenges for accession, through analysis of OMAS experience of Monitoring and Assessment” and, secondly, “to assist the Commission in defining a clear strategy and precise objectives targeted to improve the efficiency of the public administration across all candidate countries at national and regional levels.”

OMAS has conducted 20 Assessments of the PAR sector covering Phare Programmes for the years 1991 to 1999, during which Phare expenditure on support to PAR amounted to some 141 MEUR, some 91 MEUR of which (65%) was subject to OMAS assessment.

Analysis of experienced gained, problems identified and results delivered

There is no *acquis* on public administration and there is no evidence that any coordinated attempt has been made by the Commission Services to orientate the Phare national Public Administration Reform Programmes in any defined direction.

The public administration systems which the Candidate Countries inherited when the Soviet period ended were broadly similar to each other and ill-suited to manage the transition to, and needs of democratic market economies, or the accession process. They have been remarkably resistant to change and are frequently seen as retarding reform and economic and social development. Public administrations remain highly politicised and are generally seen as offering poor quality work, insecurity of tenure and poor remuneration.

Public Administration Reform has been assessed by OMAS twice in all the Candidate Countries, except for Bulgaria, Slovakia and Slovenia in each of which there have been three assessments. In addition, the SIGMA multi-country Programme has been assessed twice. The ratings given by OMAS for the achievement of Public Administration Reform Programme objectives are the worst for any sector. Only five assessments were rated “Satisfactory.”

Wider objectives of the Programmes assessed have, without exception, been very vague and immediate objectives have not been significantly better. The multi-country SIGMA Programmes assessed had no immediate objectives, presumably reflecting their demand-led nature. OMAS analysis of activities and results showed that Technical Assistance contractors generally completed their tasks such as drafting strategies, reviewing the operations of Government organs and proposing Ministerial reorganisations, drafting Civil Service legislation, conducting training and giving operational guidance. However, much of this activity was driven by the Commission Services rather than the Candidate Countries. The conclusions reached in OMAS Reports indicate how limited and fragile the achievements have been and the year 2000 assessments make clear the fundamental and continuing problems which stand in the way of effective Public Administration Reform. The prospects for

sustainability of such achievements as there have been as a result of Phare have been seen by OMAS as very poor or non-existent.

Most assessments have stressed the continuing absence of government commitment and nearly half the Reports have regarded the situation on Phare supported Public Administration Reform as so unsatisfactory as to justify calling for its continuance to be made conditional on major improvements in the national commitment and/or arrangements. Recommendations in the OMAS Reports predominantly address this issue.

Definition of challenges to come in the short and medium term

The challenge to the Candidate Countries is to achieve a national and regional public administration in harmony with the Copenhagen criteria and enabling the competent management of the *acquis*. No Candidate Country's public administration is in that position. The EU consistently draws attention to this weakness in accession related documents, and urges improvement. However, the Candidate Countries do not fully appreciate what is implied or, if they do, do not necessarily know how to go about making the improvements.

Each of the Candidate Countries needs to develop comprehensive strategies, policies and costed action plans for all aspects of PAR. This is not something they can be expected to do by themselves, because best EU practice generally lies outside their direct experience. Indeed some of the concepts on which public administration is founded in the Commission Services and the EU member states are far from generally accepted in the Candidate Countries. The development of comprehensive public administration strategies is therefore an activity which Phare should promote at the highest level and assist practically.

Recommendations

Action is needed to achieve: (i) a change in culture and ethic; (ii) establishment of sound public administration systems, and (iii) installation of a cadre of professional and objective civil servants. Phare should concentrate on the latter two requirements, in co-ordination with other donors, and in particular with the International Financial Institutions.

The EU should urgently, and at the highest level, reconsider its policy towards Public Administration Reform in the Candidate Countries and launch the revised approach in each of them. The implications of the Copenhagen criteria for public administration should be developed into a guidance manual of principles and essential components of sound public administration practice, with particular relevance to the operation of the *acquis*, appropriate for any member state. This manual should be produced under a contract let by the Commission Services in DG Enlargement, drawing on the expertise of member states' experts in public administration. A guidance manual on civil service management and Human Resource Development strategy should be produced in the same way. Each Candidate Country should be offered two major Phare Programmes to help them develop (i) a comprehensive national Public Administration Reform strategy, and (ii) a national civil service management and Human Resource Development strategy, drawing on the guidance manuals. High level twinning projects should be considered. Each Candidate Country should be encouraged, and offered Phare support, to establish or improve a central civil service training institution.

Thematic Report on the European Union Phare Programme

PUBLIC ADMINISTRATION REFORM

PREFACE

This report is one of a series of six Ad Hoc and Thematic Reports¹ which the OMAS Consortium is preparing, at the request of the Commission Services' Interim Evaluation² Team in DG Enlargement D-3.

The purpose of these Reports is to obtain added value for those responsible for the policy, design and implementation of Phare Programmes and Projects in the Commission Services and in the ten candidate countries (CC) for membership of the European Union.

Each Ad Hoc or Thematic Report can draw upon the 418 national Monitoring and Assessment Reports which OMAS has prepared since 1996, as summarised in ten Country Assessment Reviews (CARs) in April 2001³. Other sources are the 44 multi-country Reports and 33 Ad hoc Reports which OMAS has prepared. The authors also draw on the collective experience of the OMAS management team.

This approach enables a wider view to be taken of the particular theme or sector – in this case the sector of Public Administration Reform (hereafter PAR), and it enables more far-reaching conclusions and recommendations to be considered, than is the case with a single assessment report of a limited cluster of Programmes or projects.

The intention of the Ad Hoc and Thematic Reports is to stimulate debate on constructive approaches for the future.

Consequently, the audience for this Report is likely to include the Country Teams in DG Enlargement, the Phare Heads of Section and Task Managers in the Commission's Delegations in CC, and the responsible national officers in those countries. In the case of the present report, which deals with such an important and politically sensitive topic as Public Administration Reform, where change is dependent on political action at the highest levels, it is hoped that the audience will be correspondingly enlarged.

The Report starts by establishing the factual base; describing the nature, content and results of the various Phare Programmes supporting PAR which have been assessed by OMAS. The underlying and persistent problems are identified and their causes considered. The Report then addresses the challenges facing the CCs if their public administrations are to meet the requirements and withstand the pressures which accession to the EU will bring. Finally, it makes recommendations for addressing the major deficiencies in the present arrangements.

¹ Programming and Project Design, Public Administration Reform, Twinning, Civil Society, Justice and Home Affairs and SME Development.

² Until May 2001: "Monitoring & Assessment".

³ BG/CAR/00009, CZ/CAR/00010, ES/CAR/00011, HU/CAR/00013, LE/CAR/00014, LI/CAR/00015, PL/CAR/00016, RO/CAR/00017, SR/CAR/00018, SL/CAR/00019. All OMAS Reports are available from DG Enlargement D-3.

Thematic Report on the European Union Phare Programme

PUBLIC ADMINISTRATION REFORM

I. THE REPORT

1. INTRODUCTION

1.1 Objectives of the Report

1.1.1 There are several objectives identified in the Terms of Reference (ToR) for this Report. The general objective of all the Thematic and Ad Hoc Reports is *to assist the Candidate Countries in meeting the short and medium term challenges for accession, through analysis of OMAS experience of Monitoring and Assessment*. However, while this general objective is clearly focused on the interests and needs of the CCs, there is also the following specific reference in the ToR, relevant only to the present PAR Report, which requires it to serve an additional purpose, of support to the Commission Services:

Concerning Horizontal Public Administration Reform, whilst assessments covering this specific sector have been made for all national Programmes as well as for multi-country Programmes (SIGMA), there has been no assessment on a cross-country basis which focuses on the challenges to the national administrations in developing their capacity in a sustainable way. This Thematic Report should present recommendations to assist the Commission in defining a clear strategy and precise objectives targeted to improve the efficiency of the public administration across all candidate countries on national and regional levels.

1.1.2 This additional objective implicitly recognises the need for serious and urgent attention to be paid to the problems facing public administration in the CCs, and to the Commission's role in effecting improvements. On the basis of analysis of OMAS Reports on PAR, and of personal experience, the author shares the Commission Services' view of the gravity, and indeed centrality, of this issue to the success of the accession process. This Report endeavours to make a constructive contribution. However, this crucial topic cannot be comprehensively addressed solely from the perspective of the OMAS Consortium's experience, nor within the confines of a necessarily⁴ brief Report. The recommendations made in the Report therefore include, as well as concrete proposals, suggestions as to how the development of Commission policy on PAR should be taken forward.

1.2 Scale of OMAS experience of PAR

1.2.1 OMAS has conducted 20 Assessments of the PAR sector, of which 17 were assessments of national Phare Programmes, two were assessments of the Support for Improvement in Governance and Management in Central and Eastern European Countries (SIGMA) multi-country Programme, and one⁵ was a horizontal assessment of the twinning instrument on the basis of examination of eight twinning projects in Estonia.

⁴ The contract provides for 15 working days.

⁵ ES/PAD/00024

1.2.2 These assessments covered Phare Programmes for the years 1991 to 1999, during which Phare expenditure on support to PAR amounted to some 141 MEUR. Over the period, Phare disbursed relatively modest sums, of the order of 3 to 5 MEUR in the majority of CCs; the exceptions being Poland (46 MEUR), Latvia (12.2 MEUR), Romania (11.4 MEUR) and Hungary (11.2 MEUR). Annual Phare expenditure varied between 9.22 MEUR and 18.4 MEUR until 1999 when it jumped to 33 MEUR, the bulk of which went to Poland. Some 91 MEUR of the 141 MEUR (65%) was subject to OMAS assessment (Annex 1). The documentary evidence available for this Report may therefore be assumed to be reasonably representative.

1.2.3 The assessments of this sector were not evenly distributed in time: eight (40%) of the 20 assessments were conducted in 1997, and four each in the years 1998, 1999 and 2000.

1.2.4 This Report adopts a pragmatic approach based on the author's⁶ experience in the central policy administration of an EU member state and at its Permanent Representation to the European Communities in Brussels and of advising Ministers and top officials in various CCs on accession strategy and public administration matters.

2. ANALYSIS OF EXPERIENCE GAINED, PROBLEMS IDENTIFIED AND RESULTS DELIVERED

2.1. The scope of PAR

2.1.1. The allocation of Phare Programmes to one or other of the 38 sector titles, each of which has a three letter code⁷, has not been an exact science. There has not been any comprehensive guidance within the Commission Services as to what may be supported within a sector title, or where the boundaries between different titles should lie. For the majority of sectors, such as Transport, Justice and Home Affairs, Environment and so on, the scope of the title, and the kinds of Programmes and projects to be found under it, have increasingly come to be determined exclusively by the decision to use Phare to facilitate installation of the *acquis*. The scope of the sector title has become in practice co-terminus with the *acquis*.

2.1.2 However, although there are, in many sectors, highly detailed *acquis* requirements as to what the public administration should deliver, and to what standards, there is of course no *acquis* on public administration *per se*.

2.1.3 It might be assumed, therefore, that before embarking on Phare expenditure in support of PAR, it would be particularly important to have a policy in the Commission Services as to the priority to be given to this sector and the objectives to be achieved. A logical starting point for deciding what Phare should support, at least in more recent years, would be activities to facilitate achievement of the Copenhagen criteria⁸. Thus, Phare would support, as a first

⁶ Richard S Thomas, OMAS Regional Team Leader for the Northern Region (Poland, Lithuania, Latvia and Estonia)

⁷ Note that Public Administration Reform is "PAD".

⁸ "Membership requires that the candidate country:

- has achieved stability of institutions guaranteeing democracy, the rule of law, human rights, and respect for and protection of minorities,
- the existence of a functioning market economy as well as the capacity to cope with competitive pressures and market forces within the Union, and
- [has] the ability to take on the obligations of membership, including adherence to the aims of political, economic and

priority, the modernisation and democratisation of the machinery of government. That is to say, in broadly descending order of priority: the national and regional systems of governance; collaborative policy making, implementation and enforcement, and the rules and procedures affecting the operation of the public sector, notably the civil service.

2.1.4 While the multi-country SIGMA Programme⁹ is generally focused on the Copenhagen criteria, there is no evidence that any coordinated attempt has been made by the Commission Services to orientate the Phare national Programmes in that, or any other, direction, or indeed to think through what transition and then accession implies in terms of PAR and thence to define and prioritise what the national Programmes are attempting to achieve in the PAR sector. Nor has there been any attempt at needs analysis or, more crucially, at prior assessment of what is realistically achievable in the context of the present culture and attitudes, and human and financial resources of the CCs.

2.1.5 A direct consequence of this intellectual vacuum has been the extremely broad and unrealistic objectives which have been set for such Programmes (2.2.2 below) and this failure to focus support, or to take account of what is needed to secure sustainable change, has contributed largely to the failure to achieve anything much, or sustain it (2.2.4 below).

2.1.6 The relatively small sum of around 100 MEUR devoted to the national PAR Programmes, broadly 1½ % of the 7,000 MEUR total Phare expenditure in the period concerned, testifies to the relative inattention paid by Phare policy makers to this sector.

2.1.7 However, it should be added that CC public administrations will be gaining some additional PAR benefit (but only in relation to specific *acquis* elements) from the transfer of public servant know-how under the twinning arrangements which now constitute the lion's share of the 30% of Phare funding dedicated to Institution Building. The extent to which this process permeates upwards to influence national and strategic level thinking about PAR is likely to be rather limited.

2.2 Analysis of OMAS Reports on PAR

2.2.1 Overview

2.2.1.1 PAR has been assessed twice in all the CCs, except for Bulgaria, Slovakia and Slovenia in each of which there have been three assessments. Estonia has also had three assessments under this title, but the third, in 2000, was a horizontal assessment of twinning activities with the focus on the performance of that instrument, rather than on the Programmes' achievements in installing the sectoral *acquis*.

monetary union."

⁹ The Sigma Programmes are a joint Phare/OECD initiative which started in 1991, mainly financed by Phare (~90%) and managed by the Organisation for Economic Cooperation and Development (OECD) through the Sigma Secretariat based in Paris. Eligible countries include Albania, FYROM and Bosnia Herzegovina, as well as the ten CCs. Since 1997, the general focus of the Sigma Programmes is to assist partner countries to build sound, efficient and effective public institutions which will enable them to satisfy the Copenhagen criteria for accession to the EU.

2.2.1.2 In addition, the SIGMA multi-country Programme has been assessed twice, in 1997 and 2000.

2.2.1.3 The ratings given by OMAS¹⁰ for the achievement of PAR Programme objectives are the worst for any sector (Annex 2) [check]. Of the national Programmes, only five assessments (28%) were rated “Satisfactory”; the rest (72%) were either “Unsatisfactory” (39%) or “Highly Unsatisfactory” (33%). By comparison, the mean rating values for achievement of Programme Objectives for all 10 CCs and for all sectors were 3% Highly Satisfactory; 53% ‘Satisfactory’; 39% ‘Unsatisfactory’ and 5 % ‘Highly Unsatisfactory’.

2.2.1.4 The “Satisfactory” assessments were recorded in Poland (on both occasions), Estonia and Latvia (on the last of three occasions in each case) and for the sole assessment in Slovenia. The Czech Republic, Hungary, Romania and Slovakia received exclusively “Unsatisfactory” ratings. Bulgaria and Lithuania received exclusively “Highly Unsatisfactory” ratings. Estonia and Latvia both had two “Highly Unsatisfactory” ratings, followed by one “Satisfactory” rating.

2.2.1.5 Both multi-country assessments were rated “Satisfactory”.

2.2.2 Objectives

2.2.2.1 Wider objectives of the Programmes assessed (Annex 3) have, without exception, been very vague. Only the second multi-country assessment¹¹ made explicit reference to the Copenhagen criteria. A typical formulation is: *to assist the Government to develop a professionally ethical, economically efficient and democratically accountable public service and to create a platform for the implementation of the integration process generally.*¹² Some, but by no means all, the later Programmes make general reference to the Commission’s Regular Report, or to NPAA priorities or to the *acquis*. In general, however, there is no improvement in the formulation of wider objectives between 1997 and 2000.

2.2.2.2 The immediate objectives (Annex 4) are not significantly better than the wider ones. They are too broad, vague and ambitious. While this is more understandable in the early years; *develop the training capacity of Ministries; modernise the organisational, administrative and managerial capacity of Ministries; develop the public service ethic* is an example from Romania¹³, the year 2000 assessments show little improvement. Two examples demonstrate this: (i) from Latvia: *to improve the legal basis and its enforcement, (ii) to achieve a better training of officials and (iii) to engage the general public in dialogue on corruption and its prevention by providing information and creating transparent procedures in the public administration*¹⁴ and (ii) from Romania: *to assist the Department for Local PA* [public

¹⁰ “Highly Satisfactory” means that a Programme is expected to achieve or exceed all its major original/revised objectives and to yield substantial benefits; “Satisfactory” means that a Programme is expected to achieve most of its major objectives and to yield satisfactory benefits without major shortcomings; “Unsatisfactory” means that a Programme is expected not to achieve most of its major original/revised objectives nor yield substantial results, and “Highly unsatisfactory” means that a Programme is expected not to achieve any of its major original/revised objectives nor to achieve worthwhile results.

¹¹ ZZ/99114 (This and subsequent footnotes refer to the OMAS Report number concerned.)

¹² Lithuania, PAD/98053. Sections relating to OMAS assessment reports put in italics in chapter 2 of this report are taken from the annexes, where the author has sometimes abbreviated the exact language in the original reports.

¹³ PAD/9701

¹⁴ PAD/00105

administration], *strengthen Regional Training Centres, strengthen Associations of local government bodies, development and provision of Information Technology, training and communications systems, human resource development, support the introduction of a permanent, competent and politically neutral civil service, the design and implementation of a consistent PAR policy and strategy, and support the Department for European Integration in managing implementation of the accession objectives*¹⁵.

2.2.2.3 The objectives and their associated indicators of achievement¹⁶ constitute an inadequate basis for the definition of activities, for monitoring, or for assessment. The indicators of Achievement, including for the 2000 assessments, are either invalid, ie incapable of measurement, or lacking benchmarks, quantified improvements and/or timescales. They exhibit, in an acute form, the key weakness observed by OMAS in Phare Programme and Project design, which is failure to utilise the extensive, and indeed mandatory guidance of the Commission Services on the proper completion of the Logical Framework Methodology.¹⁷ Undoubtedly, the exercise of setting realistic objectives and measurable improvements is particularly difficult in the PAR sector. However, this is a reason for exercising extreme care in drafting modest and achievable Programmes, and using the Logframe methodology rigorously, rather than dealing with it as a perfunctory exercise to produce a document of no operational significance.

2.2.2.4 The multi-country SIGMA Programmes assessed had no immediate objectives, presumably reflecting their essentially demand-led nature.

2.2.3 Activities and Results

2.2.3.1 The analysis of activities and results in OMAS assessments (Annex 5) showed that Technical Assistance (TA) contractors generally completed their tasks of drafting strategies, reviewing the operations of Government organs and suggesting ways to reorganise Ministries, drafting Civil Service legislation, training needs analyses and operational guidance, and conducting training Programmes. SIGMA delivered some 113 projects, again using TA. Some equipment, mainly IT, was provided. A great deal of activity took place.

2.2.3.2 However, much of this activity, and not only in the earlier years, was driven by the Commission Services rather than the CCs. There was a great reluctance on the part of CC governments to embrace public sector reform, which will be discussed later. A typical assessment is: (i) *difficulties in implementation due to the unwillingness of the recipient to make changes at the pace envisaged. As a consequence, funds were initially under-utilised, in spite of extensions. Management therefore concentrated on key features of public sector management, leaving structural reforms to a later date. Disbursement incomplete.*¹⁸ Implementation of TA-produced materials and concepts was also resisted: *The "Public Administration Development" component produced virtually no results. Few of the organisational recommendations of "Technical Assistance to the Public Procurement Office" have been followed up. The Ministry of Justice claims that the draft Act on Public Procurement does not accord with Estonian legal practises and the Public Procurement Office is not proposing to use widely the Handbook on Public Procurement, nor to implement the*

¹⁵ PAD/00101

¹⁶ Indicators of Achievement and comments on their validity are found in Annex 2 of each OMAS Report.

¹⁷ See OMAS Ad Hoc report, ZZ/GTA/01001

¹⁸ Poland, PAD/9701

*training programme prepared with Phare assistance*¹⁹. (Of course, it must be acknowledged that not all the TA-produced material would have been first class or well-judged to the state of development of the CC.)

2.2.3.3 It is only with the year 2000 assessments, of 1998 and 1999 Phare Programmes, that more active participation of the CCs begins to emerge, with signs of “ownership” appearing: *Proposed PAR Strategy’ produced, and largely utilised.*²⁰ No doubt this reflects CCs’ growing realisation of the essential need to get a grip on PAR, as the supposed dates of accession get nearer, and as they struggle to meet the management requirements for the pre-accession instruments, ISPA²¹ and SAPARD²², and become more acquainted with member states’ machinery, not least through twinning,

2.2.4 Conclusions

2.2.4.1 The conclusions reached in OMAS Reports (Annex 6) indicate how limited and fragile the achievements have been in Phare-funded PAR. The 1997 assessments were almost universally negative: *The most relevant project, “Improvement of PA”, was over-ambitious, given the limited time, budget and management resources available and the absence of clearly defined beneficiary. The majority of projects, which were not related to PAR, were funded to commit and disburse funds quickly and because there was no consensus on their use for PAR*²³.

*Phare assistance to the PAR process has failed to meet, or closely approximate, the stated wider or immediate objectives. There has been no sustainable or measurable impact. There is no local implementation platform to absorb the technical assistance available*²⁴. *Delays to implementation has retarded development of the Latvian Public Administration, undermined the objectives and assistance provided under LE-9302, and dissipated the impact of the previous assistance. The implementation platform has been destroyed and there is little evidence that the Beneficiary can absorb the 5.06 MECU uncommitted. The Phare Programmes to assist PAR have been ineffectual*²⁵. *Due to lack of political commitment the measurable impact on PAR was very limited and this is unlikely to improve significantly by the end of the Programme. Risks foreseen by the FM - Political changes and insufficient local expertise - have materialised and have adversely affected the Programme*²⁶.

2.2.4.2 1998 and 1999 assessments generally showed no improvement, though a more positive note was struck in Poland: *All four projects achieved their objective of enhancing technical support to public administration, and reached a sustainable level of operation, with continuing government financial support*²⁷. The 1999 assessment of SIGMA noted: *Since the Sigma Secretariat mainly organises demand-driven and short term activities, it is difficult to assess their impact and how much they contribute to improve Governance and Management of PA in the CC*²⁸.

¹⁹ Estonia, PAD/99027

²⁰ Czech Republic, PAD/00015

²¹ Pre-accession instrument for structural policies

²² Special Accession Programme for Agriculture and Rural Development

²³ Czech Republic, PAD/9701

²⁴ Estonia, PAD/9701

²⁵ Latvia, PAD/9701

²⁶ Romania, PAD/9701

²⁷ Poland, PAD/98001

²⁸ ZZ/99114

2.2.4.3 The 2000 assessment in the Czech Republic makes clear the fundamental and continuing problems which stand in the way of effective PAR: *Projects largely on schedule. However, outputs too late, and, sometimes after Government has taken action. Government commitment exists for implementation of PAR, but wider political endorsement unclear. Institutional capacity to implement strategy not in place. Ministry of Interior not able to direct other ministries. No central body responsible for developing civil service. Some sustainability; methodologies produced are valuable, but doubtful if institutional capacity exists to use them*²⁹. The Romanian assessment for 2000 was more negative: *Activities have contributed 'to support the development of Romanian local public administration', but progress will be much less than expected. For 'establish an effective and efficient public administration', activities have yet to start. For the 6 Immediate Objectives under RO-9707, varying degrees of progress has been made. There have been serious delays, and no IT equipment has been procured, the HRD [Human Resources Development] manual has not been published, and the HRD Information Centre cancelled. The failure of the IT component has decreased impact dramatically. For the remaining Immediate Objectives, activities have yet to start. Immediate Objectives are likely to be achieved, but will require high-level support from the Government and solid commitment and co-operation between counterpart organisations and contractors.*

2.2.4.4 The prospects for sustainability of such achievements as there have been as a result of Phare expenditure in the PAR sector has been seen by OMAS assessors as very poor or non-existent. Assessments, including the most recent ones, have stressed the continuing absence of government commitment. There are two exceptions. The second assessment of SIGMA, in 1999, noted that: *When Sigma advice is accepted by Governments and Central Administrations, the support contributes to long term goals, eg new performance appraisal system for Estonian civil servants*³⁰. The assessment of the twinning instrument in Estonia³¹ also regarded the sustainability of the institutional strengthening achieved as good, for example because of the existence of machinery to ensure continuing links between Estonia and the member states concerned.

2.2.5 Recommendations

2.2.5.1 The recommendations made in individual OMAS Reports (Annex 7) have, understandably, not generally attempted to get to grips with the basic policy issues raised by Phare's attempt to contribute to PAR in the CCs. The management recommendations made, which are concerned with improving the running of "live" projects, are mostly too specific to be of interest here. Design recommendations, which raise issues for the improvement of future Programmes, are more pertinent.

2.2.5.2 The following points from OMAS Reports are worth highlighting. In particular, it is interesting to note that nearly half the Reports (nine out of 20), from all years, have regarded the situation on Phare support to PAR as so unsatisfactory as to justify calling for its continuance to be made subject to major improvements in the national commitment and/or arrangements.

²⁹ Czech Republic, PAD/00015

³⁰ ZZ/99114

³¹ Estonia, PAD/00024

- There should be preconditions for future PAR funding. Suggestions for conditionalities include: (i) nomination of a single overall body responsible for PAR; (ii) a local implementation and management platform; (iii) clarification of different Ministries' roles in PAR; (iv) a master-plan for PAR, and (v) improved government performance (in relation to PAR)³²
- The Commission Services should ensure that CC's implementation of PAR is dealt with at the level of policy makers³³
- Ministers and top civil servants should endorse twinning³⁴
- PAR donor coordination should be established³⁵
- The World Bank model should be considered for support to PAR³⁶
- Training should be focused on 'training local trainers'³⁷
- National training institutions should be established / used for PAR³⁸
- Indicators of achievement / logframe methodology should be fully applied to PAR³⁹
- Beneficiary "ownership" should be assured⁴⁰
- Line DGs should be involved in PAR⁴¹

2.2.5.3 Additionally, several of the CARs, which summarised OMAS experience over four years and made wider-ranging recommendations, did address the more fundamental problems facing PAR in the CCs and made recommendations such as the following:

The nature and scale of the problems facing the public sector in Latvia are such as to require whole-hearted commitment to change from the top if significant results are to be achieved. The Commission Services are recommended to invite the Prime Minister of Latvia to join them in convening a seminar for Latvian government Ministers and top officials, together with Commission officials and such member states' experts in public administration as may be appropriate, to consider the conclusions reached in relation to current weaknesses, as a basis for endorsement of recommendations of the kind set out below, and to mutual agreement on a plan, including for the use of Phare resources, to bring about the necessary changes.

There is a clear need to increase the capacity, professionalism and objectivity of the civil service across the board. Piecemeal changes are being made but a comprehensive and systematic approach to the issue is essential. The Latvian authorities should be invited to initiate a thorough review of the way in which civil servants are selected, recruited, trained and remunerated; of the terms and conditions of their employment; and of the standards to which they should operate in relation to the State, Ministers and the public. The review should have in mind the specific short to medium term needs in relation to the challenges to be faced in managing instruments such as SAPARD,

³² ZZ/9701; Czech Republic, PAD/9701; Estonia, PAD/9701; ZZ/9701; Romania, PAD/9701; Lithuania, PAD/98053; Slovenia, PAD/98080; Slovakia, PAD/98091; Hungary, PAD/99034; Czech Republic, PAD/00015

³³ Czech Republic, PAD/9701

³⁴ Estonia, PAD/00024

³⁵ Estonia, PAD/9701; Slovenia, PAD/98080

³⁶ Estonia, PAD/99027; Latvia, PAD/99045

³⁷ Hungary, PAD/9701; Bulgaria, PAD/9701

³⁸ Hungary, PAD/9701; Czech Republic, PAD/00015

³⁹ Latvia, PAD/9701; ZZ/9701; Lithuania, PAD/98053; Romania, PAD/00101

⁴⁰ ZZ/9701

⁴¹ ZZ/9701

ISPA, the preparation of the National Development Plan, etc. and in dealing with future Structural Funds, together with the other administrative issues arising from accession. A large scale Twinning covenant, involving very high level officials, ex-Ministers or ex-officials from EU member states, with Ministerial and official Counterparts at the highest level in Latvia could be the right vehicle for this review.

The organisational structures of the Ministries, and their individual internal departmental arrangements and staffing levels are also, in many cases, inadequate for facing up to the challenges indicated above. There should be a comprehensive and systematic review, starting with the most urgent instances, to examine the existing organisations, review their functions and make proposals. The review should also consider the needs for inter-Ministerial consultation and collaboration and make proposals accordingly. Again, Twinning covenant(s) would seem to be the best vehicle, in view of the need to prepare the public sector for accession and post-accession requirements.⁴²

2.3 Discussion of the state of public administration in the CCs.

2.3.1 The public administration systems which the CCs inherited when the Soviet period ended were broadly similar to each other and ill-suited to manage the transition to, and needs of democratic market economies, or the accession process. They have been remarkably resistant to change and are frequently seen, for example by the growing private sectors and the general public, as retarding rather than facilitating the implementation of reform and economic and social development and, to varying degrees, as prone to cronyism in the distribution of jobs, funds or services and open to corruption. Even after ten years, the top management structure of Ministries is frequently heavily influenced by the culture, ethics and working practices of the *ancien regime*. Public administrations remain highly politicised, with no tradition of impartial officials giving objective advice in the national interest. The public service generally offers work that is seen as of poor quality, insecurity of tenure and poor remuneration, although there are pockets of exception, notably among the pools of highly educated young people playing key roles in the government machinery interfacing the EU.

2.3.2 Typical weaknesses of CC public administrations, which are problematic for national governance as well as for progressive adoption and management of the *acquis*, and which are to a varying extent endemic in all CC administrations, are:

National level systems

- Lack of an identified person or institution with the responsibility and power to drive PAR, which relies instead, and much less securely, on the collective or individual will of members of the government for the time being
- National organisation of Ministerial responsibilities and individual Ministry structures still not fully adapted to the requirements of the *acquis*
- Inadequate institutional machinery for national coordination of Ministerial policies
- Unfamiliarity with the concept of collaborative inter-Ministerial policy development

⁴² LE/CAR/00014

- Reluctance to treat those outside central administration (regional structures, NGOs, trade etc associations) as partners in collaborative development of policies, or to take account of their inputs
- Lack of sufficient national finance for sustainable PAR

Ministry level systems

- No procedures enabling direct cooperation between officials in different ministries, or even different Departments in the same Ministry
- Little understanding by Ministers of the detailed work of their Ministries or of the *acquis* and its operational implications: this knowledge is frequently limited to Heads of Department and below.
- Political influence over the appointment of officials down to Department Head and sometimes lower, with change in appointments when governments change
- Tacit acceptance of corruption, partiality or influence
- Lack of collaborative working between different levels in the official hierarchy: a predominantly command structure persists.

Public service systems

- No ethic of impartial public service
- Cronyism in appointments to official positions: no objective standards or tests of suitability and qualification
- No manuals for the execution of policy or for standards of public service delivery
- No written rules of procedure
- No recording or circulation of the outcome of meetings at which decisions are taken
- No comprehensive system of document archiving and no clear distinction between personal and Ministry documents
- No open access for officials to information within other Ministries
- No, or weak Human Resources Development policy (job description, competitive appointment, appraisal, career development, pay scales and pay progression etc)
- No national system of civil service training
- Lack of public information on ministerial responsibilities and activities and on which officials are responsible for individual policy areas
- Lack of public information on entitlements to funds and services.

3. DEFINITION OF CHALLENGES TO COME IN THE SHORT AND MEDIUM TERM

3.1 PAR and the Accession Process

3.1.1 The EU consistently draws attention to weaknesses in CC public administration in accession related documents. The Accession Partnerships (AP) all include the following exhortatory statements:

Para 3 Principles:

At its meeting in Madrid, the European Council stressed the need for the candidate States to adjust their administrative structures to ensure the harmonious operation of Community policies after accession and at Luxembourg, it stressed that incorporation of the acquis into legislation is necessary, but not in itself sufficient; it is necessary to ensure that it is actually applied.

Para 4 Priorities and intermediate objectives:

The Accession Partnership indicates the priority areas for [Country]'s membership preparations. [Country] will nevertheless have to address all issues identified in the Regular Report. It is also important that [Country] fulfils the commitments of legislative approximation and implementation of the acquis in accordance with the commitments made under the Europe Agreement, the screening exercise and the negotiation process. It should be recalled that incorporation of the acquis into legislation is not in itself sufficient; it will also be necessary to ensure that it is actually applied to the same standards as those which apply within the Union. In all of the areas listed below there is a need for credible and effective implementation and enforcement of the acquis.

3.1.2 And all the APs, in their sections headed *Reinforcement of administrative and judicial capacity, including management and control of EU funds* contain observations such as:

improve the capacity of public administration to implement and manage the acquis, in particular through ensuring adequate staffing levels;

develop a professional and stable civil service including strengthening of policy analysis and impact assessment capacity of Ministries, as well as human resource management at all levels of government;

complete territorial reform and develop concept of regional and municipal management.

3.1.3 The Commission's Regular reports to Council also continue to draw attention, in increasingly direct terms, to weaknesses in public administration. While all these observations and instructions certainly represent "challenges" agreed between the EU and the CCs, they do not offer any guidance to the CCs who, to a greater or lesser extent, do not have the background knowledge or expertise fully to appreciate what is implied or, if they do, do not necessarily know how to go about making the improvements. On this, the accession related documents are silent.

3.2 PAR and the CCs

3.2.1 As the accession related documents make clear, the challenge to the CCs is to achieve, by the time of accession at the latest, a national and regional public administration in harmony with the Copenhagen criteria and enabling the competent management of the *acquis*. Except in areas where temporary derogations have been negotiated in the Accession Treaty, the CC must expect to be subject, on accession, to the same rules of eligibility for finance, inspection, audit, closure of accounts and so on as other member states. Persistent failure to respect those rules would inevitably result in substantial disallowance, which could have a very adverse effect on fragile national budgets.

3.2.2 Although some CCs are more advanced than others, it is evident from the Commission's Regular Reports to Council that no CC's public administration is yet in a strong enough position to face the requirements of membership with equanimity. Moreover, what action is being taken on PAR by CCs tends to be piecemeal, in *ad hoc* response to EU pressure.

3.2.3 Each of the CCs needs to develop comprehensive strategies, policies and costed action plans for all aspects of PAR. In doing this, they can take account of what has already been done. For example, Civil Service laws have been enacted in various countries, and some HRD initiatives have been taken on appraisal, civil service performance pay etc. Some national administrations and Ministries have improved their operating systems as a result of Phare funded initiatives (including under titles other than PAR). And some of the more advanced CCs have begun to develop national PAR initiatives. National Programmes for the Adoption of the *Acquis* (NPAA) itemise numbers of additional officials needed and the budgetary cost of them. However, as far as the author is aware, no CC has brought all the PAR issues together in comprehensive documents; committed itself to a comprehensive strategy, or developed a comprehensive action plan. This is not something they can be expected to do by themselves, because best EU practice generally lies outside their direct experience. Indeed some of the concepts on which public administration is founded in the Commission Services and the EU member states are far from generally accepted in the CC. The development of comprehensive PAR strategies is therefore an activity which Phare should promote at the highest level and assist practically.

3.3 PAR and Phare

3.3.1 Phare appears to have had no impact on comprehensive national planning for PAR at the policy or strategic level in CCs, and very little sustainable impact as a result of the disproportionately small amount of 141 MEUR spent.

3.3.2 This constitutes an extraordinary error of judgement, and seems incomprehensible, given that it should always have been evident that the CCs' public administrations were far too weak to be able to fulfil their crucial role in internalising the transition and accession processes. Over the past decade, EUR 9 billion has been disbursed to institutions with very weak ability to make proper and sustained use of it, while no significant attempt has been made to improve that situation by supporting, in a planned and coherent way, the institutions and systems concerned.

3.3.3 It seems indisputable that Phare should urgently adopt a much higher profile in helping the CCs meet what is probably their largest single challenge on the way to accession.

3.3.4 Commissioner Verheugen's Phare 2000 Review⁴³ recognised both the problem and the urgency. It contains the following paragraphs in the Section on *Institution Building and Public Administration Reform*:

4.1.2 General Public Administration Reform

Public administration reform is a key determinant as to whether new member states can function within the Union. However, much remains to be done before accession to develop a suitable public service culture, to reduce the opportunities for widespread corruption and increase the results from current anti-corruption programmes, to develop inter-ministerial co-ordination and to ensure that the many talented people who work in public administrations have the resources, remuneration and motivation to do the jobs that accession will demand and the public increasingly accepts.

The instruments used in the Phare programme risk being undermined by systemic failings in national administrations. There will be no improvement without strong political commitment by candidate countries. The EU needs to develop with the member states and other donors a stronger collective voice so that the candidate countries' commitment to better public administration can be fostered and built on. ... the Commission will consider during the process of programming Phare 2001, in the light of national policies and support available from other external agencies, what scope there is in each candidate country for more systematic attention and resources from Phare for public administration strengthening in selected areas beyond the immediate requirements of the acquis.

3.3.5 Passing reference to the need for CCs to be proactive in PAR is contained in both the 2001 and 2002 Phare Programming Guides, made available principally as guidance for Phare Country Co-ordinators. However, no explicit guidance has been given as to scale, or as to how increased priority should be targeted.

4. RECOMMENDATIONS FOR MEETING THE CHALLENGES

4.1 Discussion of possibilities for EU intervention in CC PAR

4.1.1 The weaknesses which exist in CC's public administrations (2.3.2) call for them to take three types of action:

- Change in culture and ethic
- Establishment of sound public administration systems
- Installation of a cadre of professional and objective civil servants

4.1.2 Although there is a fundamental need for the CCs to change the cultural and ethical environment in which public administration functions, and of which it partakes, there are good reasons for not "majoring" on this issue:

⁴³ C(2000)3103/2 OF 27 October 2000

- It is highly sensitive and a direct approach by the EU would be counter-productive
- It is not one where change can be imposed by third parties
- Much is already being done by the EU and other donors (anti-corruption, civil society etc)

4.1.3 It is also the case that progressive improvement in public administration systems and progressive development of a cadre of professional and objective civil servants will, in itself, positively affect the public sector culture and ethic. It seems, therefore, both wiser and more constructive to concentrate on these latter two types of action. Having said that, there is undoubtedly a need for such initiatives to receive strong, active and persistent endorsement from CC governments. Rather than making this a cultural or ethical issue, however, the EU should present it as a matter of “enlightened self-interest”, in that it will bring gains both in terms of better management of the economy and society and in terms of optimizing the financial and other benefits to be obtained from accession.

4.1.4 Phare is undoubtedly a proper instrument to support the establishment of sound public administration systems. This should be a matter, not of attempting to transfer the systems of any one member state “wholesale” to a CC. It should rather be a matter of explaining the principles and components generally accepted as best practice (3.2.3), and working with the CC to devise a strategy for their progressive installation.

4.1.5 Phare can also play a key rôle in the installation of a cadre of professional and objective civil servants, both in relation to the standards to be aimed at and the training and HRD systems needed.

4.1.6 There is a need to address these issues in all the CC. However, the process will take many years to complete – longer in some countries than others, of course. For the “front runners” who may be expected to accede within a few years, it does not make sense to develop a strategy which is wholly dependent on Phare, because access to Phare funds will cease on accession. There are also existing bilateral and multilateral support schemes in the PAR field. Strategic coordination with such donors is needed. In order to ensure a reasonably coherent approach across the CCs, the priority for donor coordination should be the International Financial Institutions (IFI).

4.2 Recommendations

Redefine EU Policy on CC PAR

4.2.1 The EU should urgently, and at the highest level, reconsider its policy towards PAR in the CCs, in terms of:

- The justification for intervening and the formal basis for doing so. In the absence of an *acquis* for public administration, the rationale for EU intervention should be the Copenhagen criteria. A policy decision to this effect should be taken.
- The initiatives it should take to raise the importance of PAR with CCs in the context of accession
- The priority activities to be supported in connection with the establishment of sound public administration systems and the installation of a cadre of professional and objective civil servants
- The approach to be adopted to donor coordination.

Launch the policy with the CCs

4.2.2 The Commission Services should launch the revised approach to PAR in each CC. This initiative should be convened at Commissioner / Prime Ministerial level. The purpose should be to engage the CC in dialogue on:

- the importance of an effective public administration for the accession process and the implications of inadequate public administration post-accession
- the Commission Services approach (4.2.2)
- available Phare support to the development of (i) a comprehensive national PAR strategy, and (ii) a national civil service management and HRD strategy, including for training.

Implementation

4.2.3 The implications of the Copenhagen criteria for public administration should be developed into a guidance manual of principles and essential components of sound public administration management practice, with particular relevance to the operation of the *acquis*, appropriate for all member states, and in a form which should not be in conflict with CC constitutions, for the guidance of CCs when devising strategies (3.1.1) and for the Commission Services when planning Phare PAR Programmes. This manual should be produced under a contract let by the Commission Services in DG Enlargement, drawing on the expertise of member states' experts in public administration.

4.2.4 Similarly, a guidance manual on civil service management and HRD strategy should be produced under a contract let by the Commission Services in DG Enlargement.

4.2.5 The Commission Services should discuss the redefined approach to PAR with the IFIs at the level of DG Enlargement, and of other donors at the level of the Commission's Delegations in each CC to avoid overlap and ensure synergy.

4.2.6 Each CC should be offered two major Phare Programmes to help them develop (i) a comprehensive national PAR strategy, and (ii) a national civil service management and HRD strategy. These should respect the approach embodied in the guidance manuals to be prepared (4.2.3, 4.2.4). High level twinning projects, including the involvement of recently retired Ministers and very senior civil servants, is an approach which should be considered.

4.2.7 As part of the effort to develop a sustainable cadre of professional and objective civil servants with a sufficient critical mass to have a positive impact on the public service culture and ethic, each CC should be encouraged, and offered Phare support, to establish or improve a central civil service training institution. In the early stages, priority should be given to "training the trainers" who can cascade the knowledge acquired within their own organizations.

Thematic Report on the European Union Phare Programme

PUBLIC ADMINISTRATION REFORM

II. ANNEXES

ANNEX 1

Total value of Phare PAR Programmes, and of Programmes assessed

	MEUR										
	1991	1992	1993	1994	1995	1996	1997	1998	1999	Total for period	Assessed
Bulgaria			3.00						2.20	5.20	3.00
Czech Rep				1.86			1.00	1.00		3.86	3.86
Estonia			2.02		1.00	0.50				3.52	3.22
Hungary		5.20			3.00	3.00				11.20	11.00
Latvia			3.20	1.70	1.50	2.50	1.30	2.00		12.20	9.50
Lithuania		1.50	1.00		1.00		0.80			4.30	1.80
Poland	4.00	9.15		2.00					30.90	46.05	15.17
Romania				3.90			5.00	2.5		11.40	11.40
Slovakia*	4.00	1.25								5.25	5.25
Slovenia						3.00				3.00	3.00
Multi-country (SIGMA)	3.00			8.00		4.80	7.00	12.00		34.80	23.80
TOTAL by year	8.00	17.10	9.22	10.40	6.50	10.30	15.10	13.00	33.10	140.78	91.00
Percentage of total expenditure assessed by OMAS											65%

* Until 1993, Czechoslovakia

Source: OMAS M&A Reports and CARs, derived from Desiree.

ANNEX 2

Annual OMAS assessments and ratings given for PAR Programmes

	1997	1998	1999	2000
Bulgaria	HU			
Czech Rep	U			U
Estonia	HU		HU	S
Hungary	U		U	
Latvia	HU		HU	S
Lithuania		HU		
Poland	S	S		
Romania	U			U
Slovakia		U		
Slovenia		S		
Multi-country	S		S	
No. per year	8	4	4	4

Satisfactory:

Estonia	2000
Latvia	2000
Poland	1997, 1998
Slovenia	1998
Multicountry	1997, 1999

Unsatisfactory:

Czech Rep	1997, 2000
Hungary	1997, 1999
Romania	1997, 2000
Slovakia	1998

Highly Unsatisfactory:

Bulgaria	1997
Estonia	1997, 1999
Latvia	1997, 1999
Lithuania	1998

Note: Methodology for Rating Achievement of Objectives

1. The performance of the programme is to be rated Highly Satisfactory, Satisfactory, Unsatisfactory or Highly Unsatisfactory.
2. Ratings should be assigned by comparing actual performance to the original objectives and parameters during programme preparation (Strategic Plan). The standards against which performance is measured should not be different from those planned initially.
3. Ratings scales for achievement of objectives :

Highly Satisfactory	HS	Programme is expected to achieve or exceed all its major original/revised objectives and to yield substantial benefits;
Satisfactory	S	Programme is expected to achieve most of its major objectives and to yield satisfactory benefits without major shortcomings;
Unsatisfactory	U	Programme is expected not to achieve most of its major original/revised objectives nor yield substantial results;
Highly Unsatisfactory	HU	Programme is expected not to achieve any of its major original/revised objectives nor to achieve worthwhile results.

Annex 3. Summary of objectives: Wider objectives

Bulgaria PAD/9701	Czech Rep PAD/9701	Estonia PAD/9701	Hungary PAD/9701	Latvia PAD/9701	Lithuania	Poland PAD/9701 OMEGA & FIESTA	Romania PAD/9701	Slovakia	Slovenia	Multi- Country ZZ/9701 SIGMA
Assist in the development of public institutional, administrative and management structures and systems	Improve management of policy-making and institutional building Assist the provision of a comprehensive strategy for the reform Facilitate the implementation of the draft Civil Service Law.	Develop competitive public procurement procedures, and contribute to the establishment of a professionally ethical, economically efficient and democratically accountable public service.	to assist the reform of the public administration system which will serve the needs of a democratic society based on a market economy, and which will contribute to the continuing process of economic transition. within the overall context of the accession of Hungary to the European Union and budgetary reform including the re-definition of the role of public administration, to develop an effective public administration capable of meeting the requirements of a democratic society based on a market economy.	Assist the Latvian Government to develop a professionally ethical, economically efficient and democratically accountable service which reflects the needs of a market economy and to create a platform for the implementation of the Europe Agreement, and the integration process generally.		OMEGA support the process of reform of the central state administration in Poland and improve the Government capacity to develop and implement policy and manage resources effectively. FIESTA to develop public procurement and investment systems and structures to improve operational efficiency in order to bring Poland into line with European standards	to support the reform of the Public Administration to fulfil its functions in a new, democratic society			'to assist the CEEC in their efforts to improve administrative efficiency and to promote adherence of public sector staff to democratic values, ethics and respect for the rule of Law, to help in building indigenous capacity at central government level and to support the EU and other donors to assist the CEEC in public administration reform.

					Lithuania PAD/98053	Poland PAD/9801 Ad hoc		Slovakia PAD/98091	Slovenia PAD/98080	
					to assist the Government to develop a professionally ethical, economically efficient and democratically accountable public service and to create a platform for the implementation of the integration process generally.	to assist the Government to develop and implement reform measures and institutional support that are complementary to the main proposals of co-operation and which will therefore contribute to their effective implementation. In particular, it is intended to contribute to the development of a standardised methodology and approach to the implementation of computerised data exchange within the Polish administration.		to provide technical assistance, with the reform of the public administration aiming at establishing an appropriate policy and legislative framework; continued support for in-service training and education programmes; and support for institutional, legislative and regulatory development prerequisite for the integration of the Slovak Republic into the EU.	to facilitate the integration of Slovenia into the European Union	
		Estonia	Hungary	Latvia						Multi-country

		PAD/99027	PAD/99034	PAD/99045						ZZ/99114
		Assist in development of a professionally ethical, economically efficient and democratically accountable public service system, and the implementation of a procurement system compatible with EU legislation and standards.	Facilitate socio-economic restructuring prior to accession to the EU. Reform PA to meet the needs of a democratic market based economy. In addition HU-9603 is to bridge the development gap with Western Europe.	Assist the Latvian Government to develop a modern, ethical, democratically and financially accountable civil service, which is capable of delivering quality services in an efficient and cost-effective manner, compatible with EU norms.						to assist CEEC in establishing good governance, in improving their administrative efficiency and in building public institutions adhering to democratic values and satisfying the Copenhagen criteria.
	PAD/00015	Estonia PAD/00024 Twinning		Latvia PAD/00105			Romania PAD/00101			
	restructuring, decentralisation and modernisation of public administration, in order to enhance the ability to enforce the <i>acquis</i> , and to support the preparation for accession to the European Union.	Institutional and administrative capacity building (agriculture, fisheries and SPP Twinning ; “effective judicial system” (the JHA Twinning), and “transposition of framework legislation, the establishment of approximation programmes” (two Environment Twinning).		support the inclusive nature of the enlargement process by funding actions in particular areas of weakness identified in the Commission’s Opinion. The Logframe Planning Matrix further identifies Justice, Customs, Police, and the accounting and auditing of private and state companies as priority areas			to support the development of local public administration, and to establish an efficient public administration meeting EU standards, and enforcing the <i>acquis communautaire</i> .			

Annex 4 Summary of objectives. Immediate objectives

Bulgaria PAD/9701	Czech Rep PAD/9701	Estonia PAD/9701	Hungary PAD/9701	Latvia PAD/9701	Lithuania	Poland PAD/9701 OMEGA & FIESTA	Romania PAD/9701	Slovakia	Slovenia	Multi- Country ZZ/9701
<p>to improve the overall performance of central and local government, particularly policy formulation, decision making, and management of human, financial and material resources;</p> <p>to form a politically neutral, unified, stable, permanent, professional, and national civil service and the appropriate policy and legislation for its development and training;</p> <p>to strengthen key central institutions, specifically the Prime Minister's Office, and the Council of Ministers.</p>	<p>development of a coherent strategy for, and the support to Public Administration Reform, the development of training programmes at central and district levels in accordance with the draft Civil Service Law as well as further support to the implementation of this Law.</p>	<p>development of a reform strategy, then restructuring of local government, the development of human resource capacity and the creation of an information network.</p>	<p>to help develop reform management capacity for crucial sectors training; effective and co-ordinated information system for central and local government; to reform the role of the State at central, regional and local level through analysis of impact of budgetary reform on PA, and TA to make the various institutions of the State suitable to their new roles; to improve administrative efficiency and effectiveness; to establishing a national pool of experts, a Phare Documentation and Information Centre, Statistical Archive and Library System, working out of a sector specific strategic plan for joining the EU.</p>	<p>Reform and modernise the state administration, to improve the performance of the Civil Service, to develop management information systems, and to establish a modern audit system</p>		<p><u>OMEGA</u></p> <p>appropriate institutions to oversee and implement PAR; improve management skills and motivation of managers and civil servants; implement a restructuring Programme of at least one Ministry; introduce reforms in the central state administration; decentralisation policy and implementation; strengthen the management capacity of the Office of Public</p> <p><u>FIESTA</u></p> <p>legislative development; public procurement procedures and standards; training and marketing; start-up operation of the Procurement Development Unit.</p>	<p>Develop the training capacity of Ministries; Modernise the organisational, administrative and managerial capacity of Ministries; Develop the public service ethic.</p>			None

					Lithuania PAD/98053	Poland PAD/9801 Ad hoc		Slovakia PAD/98091	Slovenia PAD/98080	
					to reform and modernise the central and local governmental administration, to develop management information systems, and to establish a sustainable training strategy.	None		a decentralised and better co-ordinated public administration and its legislative and regulatory framework; in-service training programme for civil servants; further education for self-government; efficiency of a commercial registry; setting up of a legal information system; strengthening the public administration and administrative procedures; and assisting in modernisation of the judiciary administration.	the finalisation and implementation of the Slovene White Paper on Public Administration, the improvement of intra- and inter-ministerial management and organisational structures, and the provision of relevant training.	
		Estonia PAD/99027	Hungary PAD/99034	Latvia PAD/99045						Multi-country ZZ/99114
		Implement a strategy for Central Government reform; reform decentralised Government; develop public service training programmes; create a PA information network; establish and implement a	Government at all levels is to adjust to its new role, in the light of budgetary reform and deregulation. Specific measures are to raise efficiency and effectiveness (HU-9503), and the Government Modernisation Programme is to be supported	to reform and modernise the state administration and thereby improve the performance of the Latvian Civil Services; to establish management systems and personnel policy guidelines; to provide						None

		public procurement system strengthen the Public Procurement Office so that state and local budgets are used economically and efficiently.	(HU-9603.)	institutional and equipment support; to develop a sound, effective and economic audit system, through improvement to legislation governing the State Audit Office, and the implementation of modern audit methodologies.						
	Czech Rep PAD/00015	Estonia PAD/00024 Twinning		Latvia PAD/00105			Romania PAD/00101			
	To establish a PAR strategy ,to support the implementation of a new ‘Civil Service Law’ and to set up a system of education and training for civil servants. Assisting the Government in elaborating a strategic approach to the reform of public administration, and supporting the effectiveness of public administration services. Developing the capacity of three pilot ministries to meet obligations connected with accession.	common themes in the immediate objectives in the Financing Memoranda are legislative support, policy advice and training.		to improve the legal basis and its enforcement, (ii) to achieve a better training of officials and (iii) to engage the general public in dialogue on corruption and its prevention by providing information and creating transparent procedures in the public administration			to assist the Department for Local PA, strengthen Regional Training Centres, strengthen Associations of local government bodies, development and provision of Information Technology, training and communications systems, human resource development, support the introduction of a permanent, competent and politically neutral civil service, the design and implementation of a consistent PAR policy and strategy, and support the Department for			

							European Integration in managing implementation of the accession objectives.			
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Annex 5. Activities & Results

Bulgaria PAD/9701	Czech Rep PAD/9701	Estonia PAD/9701	Hungary PAD/9701	Latvia PAD/9701	Lithuania	Poland PAD/9701 OMEGA & FIESTA	Romania	Slovakia	Slovenia	Multi- Country ZZ 9701
<p>little activity.</p> <p>Reviews of the current functioning of the PMO and the CoM and of civil service policy and management systems were started but local consultants were ordered to do the tasks again.</p> <p>Drafts of a Civil Service Act and a Law on the Organisation of the State Administration were prepared, but the work was stopped, because line ministries viewed the laws as inconsistent with the proposed government strategy.</p> <p>A policy on Management of Information Resources was developed. An Integrated Information System was designed, and two of the three proposed steps</p>	<p>No "owner" of the Programme.</p> <p>4 WPs were prepared by PMU, approved by CS and then cancelled and replaced by others. Half a month before the expiry of the Programme contracting sub-projects ongoing.</p>	<p>Follow-up work has begun in the areas of strategy development, the decentralisation of government activities and the establishment of an information network, although no results are anticipated before spring 1998. There have been no activities in support of the development of a public procurement system.</p>	<p>Training and civil service development; Institutional strengthening of central and local Government; Strategies for IT development in the PA; Establishment of a PMU at the Ministry of Interior. Until 1994, no strategic policy. Activities largely ad-hoc. Impact dispersed. Strategic focus is expected from the newly appointed GCMPA. residual HU-9207 funds management is irregular and should be investigated.</p>	<p>Activities are in the early stages of implementation and there are no results.</p>		<p>Difficulties in implementation due to the unwillingness of the recipient to make changes at the pace envisaged. As a consequence, funds were initially under-utilised, in spite of extensions. Management therefore concentrated on key features of public sector management, leaving structural reforms to a later date. Disbursement incomplete.</p>	<p>20 Ministries had needs analysis. principles for restructuring Ministries clarified, training defined. A TA and Resource Unit established. Seminars delivered on Human Resource. IT analysis recommended a link between the Government, the Parliament and 12 Ministries, 4 Ministries piloting the restructuring. Legislation and practices on NGOs. Public Information and Inter-Gov'tal Communication Working Group established to improve communication and disseminate information. The State Office for Inventions and Trademarks, The Romanian Institute for Standards, and the Office for Consumer Protection</p>			<p>SIGMA has delivered demand-driven TA, training, information material etc for 113 projects in 13 Phare countries. Projects support: Administrative Reform and National Strategies, Management of Policy-Making, Expenditure Management, management of the Public Service, and Administrative Oversight and Management, as well dissemination of information on PAR.</p>

have been implemented.							received assistance to enhance effectiveness.			
					Lithuania PAD/98053	Poland PAD/98001 Ad Hoc		Slovakia PAD98091	Slovenia PAD/98080	
					Central Government reform; support for the decentralisation of the administration; the development of an information network; and the preparation of a human resource strategy. TA to draft a Law on the Civil Service, to strengthen the capacity of the Association of Local Authorities, and to prepare Social and Economic Development Plans for two pilot Municipalities. Some training organised and equipment procured. Very limited results. No sustainable training platform or strategy devised.	The Car and Drivers' Licence Registration System implemented pilot schemes in three voivodships, involving two ministries, the police and other authorities. Most progress was made in Lublin, where computer networks and data transmission were tested successfully. The Legal Database system in the Parliament developed gradually and will continue with National funds. The electronic mail project developed three systems. Work continues with National Budget funding. The Wide Area Network project helped to extend and upgrade an existing system to full operational use.		<u>Technical Assistance to PAR</u> , has assisted in the preparation of numerous guidelines. Training capacity has been supported and an in-depth reform of the Institute of PAS prepared. The overall Strategy for PAR is being prepared. The Foundation for Training in Self-government has been institutionally supported. The originally foreseen legal framework has not been established. <u>Judiciary Administration Reform</u> has provided support for Commercial Registers, Legal Information System and Judiciary. There should be positive results, notably in terms of computerised administration.	Foreign and local TA to preparation of (a) the new <u>Civil Service Act supported</u> ; action plan adopted and draft Act presented to Ministry of Interior. Also for General <u>Administrative Procedure Act</u> . Report on role of <u>Administrative Academy</u> accepted and follow-up measures foreseen: (b) <u>Report on the Slovene Public Administration System</u> . Development of <u>information technology system for the Ljubljana Court of Torts</u> , proceeding according to plan. Report made on the <u>Tasks and Responsibilities of Decentralised Administrative Bodies</u> The Directorate for PA will receive	

								<p><u>TA to Programme Management</u> has assisted in the preparation of all programming and tender documents for the SR-9409 and SR-9516 Programmes. However, support to co-ordination of the various projects of public and judiciary administration reform was not provided.</p>	<p>training support. 3 conferences on PAR have taken place. Office equipment purchased. A public administration magazine and a nation-wide campaign were co-financed. The Programme has also provided training in EU matters and languages to the Department for PA staff.</p>	
		Estonia PAD/99027	Hungary PAD/99034	Latvia PAD/99045						Multi-country ZZ/99114
		<p>Public Administration Development” component produced virtually no results.</p> <p>Few of the organisational recommendations of “Technical Assistance to the Public Procurement Office” have been followed up. The Ministry of Justice claims that the draft Act on Public Procurement does not accord with Estonian legal practises and the Public Procurement Office is not</p>	<p>HU-9503 only succeeded in implementing two projects, for Informatics Development and Language Training. Both have yet to produce results. 12 other projects were not implemented.</p> <p>HU-9603 had two project management training components, a group of modernisation projects and a major Project Promotion Facility. Agriculture was the early focus for projects but</p>	<p>Two bridging contracts (little impact), several small Framework Contracts (ToRs, evaluation etc), and one large TA contract for the PAR Bureau to develop a framework for the introduction of the Institution Building Programme, and to the Latvian School of Public Administration (few results).</p> <p>A large Public Administration Reform project with 5 modules :“Accountable management and effective delivery and control</p>						<p>A sample of projects has been selected as basis for the assessment, following selection criteria agreed with the Commission Services and the SIGMA Secretariat. This sample is representative for the Programme activities in the main components: institution building, policy-making, budgeting and expenditure management, management of public service, financial control and audit.</p>

		proposing to use widely the Handbook on Public Procurement, nor to implement the training programme prepared with Phare assistance.	the range has since extended to a broad range of sectors. Training has not yet begun and there are no results. Two modernisation projects have been completed although with no real results; one is ongoing; and one has yet to be contracted.	systems”; “Strengthening policy preparation and co-ordination”; “Systems to ensure capable staff are attracted and retained in public services”; “Local Government Reform and Development” ; “Generating an understanding and support for Public Administration Reform” produced very few results						
	Czech Rep PAD/00015	Estonia PAD/00024 Twinning		Latvia PAD/00105			Romania PAD/00101			
	PAR modernisation training programme delivered. Drafting ‘Civil Service Law’ supported. ‘Proposed PAR Strategy’ produced, and largely utilised. Human Resources Development System for Public Administration progressing with exception of proposal for establishment of Central Public Administration	Development of Agricultural Information Systems and Phytosanitary Control Services, Preparation of Fisheries sector for EU Accession, Strengthening the Competition Board and Judicial System, SPP for the Structural Funds; Environment – Water, Environment – Air.		The ToR for the 18 month anti-corruption project are very wide, covering legislation; training and Public Information. Although much activity has been undertaken, there were no final results as all three components were ongoing.			Organisational analysis of the Department for Local PA yielded new organisational structure and improved performance. A Conference on Local Democracy and Development was organised. Assistance to Associations of Local Government Bodies has not started. A policy paper and a draft HRD manual developed and study tour and training courses			

	<p>Institute and Civil State Service Office.</p> <p>PAR in Specific Areas provided input for non-legislative documents in the Government plan.</p> <p>Information and Communication Services and Systems, produced incomplete IR</p>						<p>organised. Organisational and training needs analyses made. Database for the Training Centres cancelled. IT Master Plan prepared, but serious delays in procurement of equipment. Activities for Local PA completed. Of 334 grant applications 42 projects selected.</p>			
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Annex 6. Conclusions

Bulgaria PAD/9701	Czech Rep PAD/9701	Estonia PAD/9701	Hungary PAD/9701	Latvia PAD/9701	Lithuania	Poland PAD/9701 OMEGA & FIESTA	Romania PAD/9701	Slovakia	Slovenia	Multi- Country ZZ/9701
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<p>No independent civil service formed. Changes in Government / staff / financial crises, meant strategy and Civil Service Law not completed.</p> <p>Objective to form good civil service too ambitious.</p> <p>Weaknesses: weak ministerial consultation, law proposals without economic / legal impact assessment / match to government priorities, political appointment and low remuneration of civil servants, low efficiency, low standards of public service, and corruption, training other parties to the process ignored, training not dealt with role of independent civil servants, proposed Civil Service legislation far too detailed, insufficient public information about</p>	<p>Not achieved any of its objectives Implementation hardly started.</p> <p>Original design of the Project was appropriate, the operational planning lost sight of the objectives and few of the selected activities are potentially relevant</p> <p>The most relevant project, Improvement of PA, was over-ambitious, given the limited time, budget and management resources available and the absence of clearly defined beneficiary.</p> <p>The majority of projects, which were not related to PAR, were funded to commit and disburse funds quickly and because there was no consensus on their use for PAR.</p>	<p>Phare assistance to the PAR process has failed to meet, or closely approximate, the stated wider or immediate objectives. There has been no sustainable or measurable impact. There is no local implementation platform to absorb the technical assistance available.</p>	<p>HU-9207 Programme design addressed needs. Objectives left relatively vague which allowed adjustment to sectoral development. Implementation hampered by the absence of strategy and management deficiencies. Sustainability is not assured.</p> <p>HU-9507 Reinforced commitment to PAR improved. Transfer of management responsibility resulted in long delays. Half-way into the validity period, no funds committed and the Programme is therefore unsatisfactory.</p>	<p>Delays to implementation has retarded development of the Latvian Public Administration, undermined the objectives and assistance provided under LE-9302, and dissipated the impact of the previous assistance. The implementation platform has been destroyed and there is little evidence that the Beneficiary can absorb the 5.06 MECU uncommitted. The Phare Programmes to assist PAR have been ineffectual.</p>		<p>Three major changes in the Law were assisted by Phare and two important new institutions were assisted. The management has been difficult and often opportunistic; activities need to reflect political priorities. The implementation of the new Procurement Law has been successful. The contrast between the success of the public procurement programme, which enjoyed legislative support, and many of the aspirations built into the OMEGA I and II programmes, which did not, illustrate this.</p>	<p>Due to lack of political commitment the measurable impact on PAR was very limited and this is unlikely to improve significantly by the end of the Programme.</p> <p>Risks foreseen by the FM - Political changes and insufficient local expertise - have materialised and have adversely affected the Programme.</p>			<p>SIGMA supported many national and multi-country projects and been catalyst to making CC PAs more efficient, politically independent and democratically accountable. Design for the SIGMA III Programme inconsistent, lacking clear objectives. The SIGMA management structure is flexible to provide rapid responses to identified needs. The majority of the projects implemented were preparatory or catalytic for National PAR. Progress in PAR, including policy formulation, has been slow in most countries. The impact of the SIGMA activities remains dispersed in the absence of a clear strategic framework, and sustainability is not assured.</p>
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PAR.					Lithuania PAD/98053	Poland PAD/98001 Ad Hoc		Slovakia PAD/98091	Slovenia PAD/98080	
					Little progress towards wider objectives. Responsibility lies principally with the weak management of the Commission Services, the poor Programme design and the low level of commitment on the part of the Beneficiary. There are no achievements to date to be sustained.	All four \projects achieved their objective of enhancing technical support to public administration, and reached a sustainable level of operation, with continuing government financial support		Programme objectives have not been all met, particularly those concerning PAR. The Civil Service Law has not been introduced and the civil service, while undoubtedly improved, is far from the professional, modern organisation envisaged.	Limited objectives likely to be achieved but much work remains to be done on PAR, particularly on institutional issues The training and Civil Service development objectives should be achieved and represent a first step to PAR.	
		Estonia PAD/99027	Hungary PAD/99034	Latvia PAD/99045						Multi-country ZZ/99114
		Minimal progress	The Programme HU-9503 is expected to make only a minor contribution towards meeting its objectives. Programme HU-9603 began late but is still expected to achieve most of its objectives	Little progress to meet objectives. Highly improbable that the Programmes will have any appreciable impact upon PAR.						The Sigma Programmes provided impetus to improvement of governance and management and to PAR in the beneficiary countries. Since the Sigma Secretariat mainly organises demand-driven and short term activities, it is difficult to assess their impact and how much they

										contribute to improve Governance and Management of PA in the CC. Most of the activities are directly aimed at wider Programme objectives. All activities in sample have achieved aims.
	Czech Rep PAD/00015	Estonia PAD/00024 Twinning		Latvia PAD/00105			Romania PAD/00101			
	<p>Projects largely on schedule. However, outputs too late, and, sometimes after Government has taken action.</p> <p>Government commitment exists for implementation of PAR, but wider political endorsement unclear.</p> <p>Institutional capacity to implement strategy not in place. Ministry of Interior not able to direct other ministries. No central body responsible for</p>	<p>Twinning 1998 operations have shown good progress. Most importantly, Twinning 1998 has given valuable experience of Member States' administrations. Most Twinnings are trying to build networks with the Member States which will endure after the end of the Twinning, thus supporting sustainability.</p>		<p>The Project has engaged in much activity and made some contribution to the achievement of Programme objectives by the cut-off date of the Assessment. Although the Project was started in a rather unsatisfactory way, the progress made suggests that it will eventually contribute to the achievement of most Programme objectives. The prospects for sustainability do not appear good: they largely depend on the</p>			<p>Activities have contributed 'to development of Romanian local public administration', but progress will be much less than expected. For 'establish an effective and efficient public administration ...', activities have yet to start. For the 6 Immediate Objectives under RO-9707, varying degrees of progress has been made. There have been serious delays, and no IT equipment has been procured,</p>			

	<p>developing civil service.</p> <p>Some sustainability; methodologies valuable, doubtful if institutional capacity to use them. Some objectives at risk following inadequate preparatory and contracting process.</p>			<p>Government's ability to ensure financing for public administration, and systemic change to it, both of which are uncertain. However, the Project has been exercising a positive influence on Government policies in the anti-corruption field. Therefore, the rating of achievement of Programme objectives in the particular context of the fight against corruption.</p>			<p>the HRD manual has not been published, and the HRD Information Centre cancelled. The failure of the IT component has decreased impact dramatically. For the remaining Immediate Objectives, activities have yet to start. Immediate Objectives are likely to be achieved, but will require high-level support from the Government and commitment and co-operation between counterpart organisations and contractors.</p>			
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Annex 7 Summary of Recommendations

Bulgaria PAD/9701	Czech Rep PAD/9701	Estonia PAD/9701	Hungary PAD/9701	Latvia PAD/9701	Lithuania	Poland PAR/9701 OMEGA & FIESTA	Romania PAD/9701	Slovakia	Slovenia	Multi- Country ZZ/9701
<p>Management. Programme should have Advisory Board, If Programme stalls for 3 months, it should be re-negotiated or stopped. Commission should stress to government key PAR issues. Training should involve both Bulgarian and EC lecturers. Foreign consultants should employ and develop local consultants. The Lead Advisor should be changed, or Consultants should nominate a Project Director.</p> <p>Design ToR should require competence at the political</p>	<p>Management</p> <p>The CS should ensure that CC implementation is dealt with at the level of policy makers.</p> <p>Overall management structure for PAR should be reviewed. Implementation responsibility for projects which are not clearly related PAR should go to relevant sectors. Main project continuation should be conditional on nomination of one body for all PAR.</p> <p>Design</p>	<p>Management</p> <p>The Commission Services should: ensure co-ordination; define Beneficiary; ensure co-ordination; establish audit trail for support to Public Procurement under ES-9201; re-examine the contracting of ES-9502; re-examine Inception Reports; examine use of Framework Contractor; examine incomplete and inaccurate Desiree; establish PAR donor co-ordination; ensure use of local expertise; identify quantifiable IoAs for ES-9502 and ES-9603.</p> <p>Design</p>	<p>Management</p> <p>Audit financial management of the sub-component 'Programme Management Support' of HU-9207; agree Strategic Plan for HU-9503 urgently; A Programme Steering Committee should be established; Programme management to be strengthened with emphasis on HRD; training/education committee should be created; The 1995 Programme should concentrate on strengthening existing training/consulting capacity and rely more on local training institutions; There should be</p>	<p>Management</p> <p>The Commission Services should: draw the lessons related to management and contract rules, including the misuse of Framework Contracts; investigate contract number 96-0853; postpone any PAR tender until a review of activities and results is carried out, together with a full needs analysis; agree with the Beneficiary quantifiable IoAs</p> <p>Design</p> <p>The Commission Services should not support PAR. No further funds should be allocated until it has been clearly established that the Beneficiary is</p>		<p>Management</p> <p>Urgent action must be taken to settle the outstanding payments to contractors. The outcome of the audit on OMEGA I should be discussed with the PMU.</p> <p>Design</p> <p>Further interventions should be focused on specific needs, rather than satisfying general or speculative needs. After training the acquisition of skills should be tested. Programmes should be capable of being stopped if the primary objective is unattainable</p>	<p>Management</p> <p>The pilot projects in Ministries should be analysed and 2 or 3 projects with the most potential for success should be supported. Public Ethic should concentrate on improving 'customer care' and service to the public, limited to the pilot projects in the selected Ministries. The needs of the State Office for Inventions and Trademarks concerning information storage and archiving should be re-assessed. The funds available should then be redirected accordingly.</p> <p>Design</p> <p>Restructuring should be a</p>			<p>Management</p> <p>project objectives should relate to accession criteria; exit strategies should be defined; 'external' IoA should be defined; SIGMA projects should clearly define the 'scope of actions' required from both parties; SIGMA should ensure beneficiary 'ownership'; SIGMA Management and the Phare Multi-country Unit should agree on reporting parameters; Periodic reports should be produced; SIGMA assistance to <i>General Administration Management</i> needs to be closely co-ordinated with</p>

<p>interface. The emphasis on training for civil servants should be "training for trainers" to develop the concepts of public service, transparency, civil responsibility, professionalism, and sustainability. Future Phare training programmes should be widened to include others involved in the political process. Government should focus on recruiting specialists to work in the areas needed for the EU accession process. There should be a career-based system for high ranking offices, and a contract-based system for other state employees, to ensure flexibility in the management of human resources. "Mentoring" could be introduced,</p>	<p>The nomination of a single overall responsible body should also be a condition for any further allocation of funds for assistance to Public Administration Reform. This future assistance should in any case be in support of and co-ordinated with assistance to European Integration</p>	<p>No further assistance to PAR until local implementation and management platform is in place; IoAs for ES-9502 and ES-9603 met.</p>	<p>training of trainers. Design Co-financing from Local Governments for pilot projects should be considered; exit strategy for Phare assistance needed.</p>	<p>successfully absorbing the 5 MECU currently allocated.</p>			<p>National priority. Any further assistance for PAR should be conditional on the 'Civil Service' law and on overall responsibility for PAR being assigned to one National body. The survival of the TA and Resource Unit must be secured. The Office for Consumer Protection should have further assistance. Future support to PAR should first, assess need and second, assist only one or two Ministries as pilots. Selected senior Ministry staff should exchange with experts in EU Ministries.</p>			<p><i>European Integration;</i> SIGMA and Phare should involve line DGs; local experts should be more involve</p> <p>Design</p> <p>Design of a future SIGMA Programme should be improved through: (i) clearer hierarchy of 'real' objectives (future positive situations) based on national needs assessments, (ii) consistency between planning documents (Financing Proposal and LogFrame), (iii) indicators of achievement where possible, and (iii) conditionality to ensure sectoral progress; a National PAR master-plan in each recipient country should be a pre-requisite to further Phare assistance. The development of such plans could</p>
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whereby a civil servant is guided by a civil servant in another western European country, with two-way visits and on-the-job training. More attention should be given to development of government at local level.										be supported by SIGMA; SIGMA publications should be translated; Phare should reconcile its rules with OECD requirements to extend the validity periods of SIGMA funding.
					Lithuania PAD/98053	Poland PAD/98001 Ad Hoc		Slovakia PAD/98091	Slovenia PAD/98080	
					There are few <u>management</u> recommendations since there is no support presently being provided to the Public Administration Reforms. There is an urgent need to clarify which agency (ies) are responsible for management, contracting and monitoring issues related to the support to be given under LI-9701. There are also a number of recommendations which require the Recipients to produce detailed timings for the follow-up of	Management CSD should be advised how documentary records will be preserved. institutional memory, achievements and records. Design CSD and the Government should retain access to some of the expertise built up in the Programme Management Unit; the Government should use short-term contracting to bring in		<u>Management</u> The Ministries of Interior and Justice should identify decision-makers to follow-up action on all project outputs, and regular feedback. CSD should increase its role in supervising Programme implementation. The Aid Co-ordination Unit, with CSD, should ensure that the Ministry of Finance, and possibly the Foundation for Training in Self-government, is represented on	<u>Management</u> Components on training should be reviewed. The Programme Implementation Unit and the Department of PA should re-launch the sub-committee on Public PAR as the focal point for PAR and HRD. The Office for European Affairs, the Programme Implementation Unit and the CSD should ensure dialogue between this Programme and ongoing assistance to the Approximation of Legislation and	

				<p>Phare support provided under LI-9502.</p> <p><u>Design</u></p> <p>The Commission Services should ensure that future Programmes in this Sector are based upon a coherent system of objectives, planned activities, measurable indicators of achievement and appropriate Risks and Special Conditions.</p>	<p>independent expertise to supplement its internal resources.</p> <p>In developing a full Car and Drivers' Licence Registration System, co-financing by IFI loan finance with a grant-funded component should be considered.</p>		<p>the Steering Committee. The Ministry of Interior should ensure that all recommendations for new systems, processes or approaches should come with built-in mechanisms for their implementation or installation. CSD should ensure that Contractors consult the recipient organisation about proposed experts.</p> <p><u>Design</u></p> <p>Consider further assistance to PAR only on basis of a longer-term strategy and assignment of overall responsibility for PAR to a powerful organ. the Institute of PA should become a 'Centre of Excellence'. The Ministry of Justice should ensure that further support will enable the completion of</p>	<p>European Integration. The Slovenian authorities should be reminded that greater support and commitment is required to increase the acceptance of the Civil Service Act. Assistance should be provided to the Administrative Academy. The Programme Implementation Unit should convene a seminar on the decentralisation of State administration and implications for Slovenia.</p> <p><u>Design</u></p> <p>The design of 1999 assistance should follow on and be linked to performance of Slovene government, possibly involving other donors. Future assistance must have proper objectives and IoAs with roles and responsibilities and</p>	
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								started activities and provide follow-up	conditionalities clear. CSHQ should examine the possibility of internships for Slovene staff within Member States. The Slovene National authorities should commit themselves to fund the completion of the information system at the Court of Torts.	
		Estonia PAD/99027	Hungary PAD/99034	Latvia PAR/99045						Multi-country ZZ/99114
		Management Since activities completed, few management recommendations . However, CSD should discuss follow-up with the Beneficiaries on PAR concept, the establishment of the PAD Unit, the creation of an Advisory Unit to support local Government Associations, the contracting out of public services, and the introduction of control mechanisms over the Public	Management The Informatics Development Project and the Language Training Project should be followed up to ensure that progress continues. Performance by the Framework Contractors should be investigated at the time such allegations are raised. Reallocation of funds from the Young Project Manager	<u>Management</u> 34 recommendations which address the need to refocus the remainder of Phase I of the PAR project and redirect Phase II of the assistance: cancellation of several planned modules; providing TA to the new						Management The Sigma Secretariat should improve reporting and design. Monthly Reports to the CS should be replaced by Quarterly Reports but be more comprehensive. The validity of the EC/OECD convention should match the disbursement period for ZZ-9808, and be extended until the 31/12/01 EU officials should attend Sigma events to increase

		<p>the Public Procurement Office.</p> <p><u>Design</u></p> <p>Future PAD support should be conditional upon the demonstration of greater commitment by the Government to reform process, a comprehensive reform strategy and action plan, and the identification of an institution with the capacity and political influence to drive the reform process.</p> <p>CSD should be more proactive in the management and monitoring of future assistance and ensure a coherent system of planned objectives and activities, measurable indicators of achievement, risks to implementation and appropriate Special Conditions.</p>	<p>Manager Programme should be considered.</p> <p>Project Promotion Facility launching of major projects, as intended, should be checked. The National Project Register Project should be followed up to ensure that it is put to use.</p> <p>Integrated Production System, the INFOPARK Project and the Sub-Suppliers Programme should be followed up to see that the output from contractors is exploited.</p> <p><u>Design</u></p> <p>Adequate programme management structures and stable and sufficient staff should be mandatory for Phare assistance to continue. Also DIS must be followed</p>	<p>Minister for central and regional reform strategy; allocating additional resources.</p> <p>The support to the Local Government and Territorial Reform Secretariat should be transferred; reviewing the Anti-corruption project; establishing proper steering arrangements for the IB Programme; strengthening the staffing of the PAR Bureau; and involving other entities in management.</p> <p><u>Design</u></p>						<p>events to increase the beneficiary awareness of Phare contribution. Country assessment reviews should be made annually.</p> <p><u>Design</u></p> <p>Objectives should be clearer and more specific. IoA should provide measurable factors. Sigma should support further efforts of the beneficiary countries in PAR. In addition, Sigma should continue to operate in a complementary way and support the 'Twinning' until it becomes fully operational in all CC and in all the sectors of PA.</p>
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		<i>The Commission Services are strongly advised to examine the World Bank model for financing support to PAR.</i>	While the Project Promotion Facility should be continued through the Project Office for Modernisation and Euroatlantic Integration Non-Profit Company, the Young Expert Programme should not be repeated.	Examine the World Bank model for support to PAR						
	Czech Rep PAD/00015	Estonia PAD/00024 Twinning		Latvia PAD/00105			Romania PAD/00101			
	Management The Ministry of Interior should review outputs, ensure co-ordination with initiatives by other ministries, and replicate successes in other ministries. Importance of continuous in-service training should be endorsed. Set up a central training institution for PA. Co-ordinator of foreign assistance should go to the Deputy	<u>Line-Ministries</u> should ensure: (i) project designs are realistic and the laws and structures are in place; (ii) informal contacts with Member State bidders before finalising the Project Fiche; (iii) sufficient staff resources, and counterparts. PAAs should be use an assistant; (iv) Minister and top civil servants should endorse Twinning; (v) no duplication of Twinning operations and other TA; (vi) follow-up; (vii)		<u>Management</u> For training, the Contractor should focus on joint case studies by the police (including from outside Riga), the judiciary and other involved authorities. The legislation and public awareness components should be linked more closely. <u>Design</u> ToR should be drafted more			<u>Management</u> PIU should require contractor to provide monthly reports and the CSD should organise monthly meetings to ensure that foreseen activities are delivered. Contractors' performance should be assessed before signing off the relevant Contractors' reports. CSD, in co-operation with the Department for European			

	<p>Minister's Office. The Ministry of Interior staff should use CSD or national training for preparation and implementation of Phare projects including twinning.</p> <p>Design</p> <p>Design projects where the outputs are mainly systems/processes, developed within public bodies with project assistance, rather than model solutions developed for application only when the host organisation has the capacity to do so.</p> <p>Establish State Civil Service Office and training body using twinning under Phare 2000.</p> <p>Future Phare assistance for IB should be conditional upon creation for civil service</p>	<p>PAA forum to be established. <u>Member States</u> should adjust PAA home workload. <u>Commission Services</u> should promote Twinning in the Member States and make provisions for PAAs working in different countries on the same area of the <i>acquis</i> to communicate with each other.</p>		<p>professionally, with close coordination between components. Phare procedures should be properly explained to all the Counterparts. CSD should reject poor ToR, and speed up their approval. Future assistance to anti-corruption should focus on the Investigation Body for corruption cases, conditional upon reform of the judiciary.</p>			<p>Affairs, should organise a workshop to analyse problem experienced and the Dept should ensure that PIU is urgently strengthened with at least another 2 staff. Monitoring needed. Steering Committee should ensure that selected participants for 'Scholarship to the College of Europe' sign agreements that they return to Romania upon completion of studies, and work for given period of time.</p> <p><u>Design</u></p> <p>Download and utilise the training manuals from the Internet on Project Cycle Management and Logical Framework. Any new DIS procedures should be widely disseminated. Any future PAR programmes should be timed if possible to avoid national</p>			
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	development. Those with an interest should collaboratively prepare and monitor projects.						elections. ToR should require objectives and measurable IoA. Where assumptions are listed, they should be complemented by risks. Training courses' budgets should include evaluation of the impact.			
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