

PD-ABE-411
10/11/92

LOCAL GOVERNMENT AND PUBLIC ADMINISTRATION PROGRAM
FOR CENTRAL AND EASTERN EUROPE (BULGARIA)

TRIP REPORT: November 15 - December 19, 1992

Glenda Bunce, Project Director
University of South Carolina

The fourth major visit for this project was conducted from November 15 - December 19, 1992. This visit provided assistance from two advisors: Jim Budds worked as a Resident Advisor in Varna and Stara Zagora and Pete Jenkins worked as a Resident Adviser in Haskovo. We were in-country and the various cities during the following periods:

Jim Budds	Nov.15-Dec.5 Dec.6 - 10	Stara Zagora Varna
Pete Jenkins	Dec. 3 - 18	Haskovo
Glenda Bunce	Dec.1 - 15	various cities

This report describes activities of Resident Advisors as well as visits to other cities and other activities that I undertook while I was in Bulgaria. A week of the two and a half weeks that I was in Bulgaria was spent on the USIA association of municipalities project. A copy of the report from those meetings is included with this report.

The next visit is expected to take place in February.

STARA ZAGROA

Jim Budds arrived in Bulgaria three weeks before me and spent three weeks in Stara Zagora. A copy of his report is included.

I met with the Mayor and saw the Chairwoman of the Municipal Council toward the end of his time there; they emphasized that they still find having him there a very valuable service. They are eager to continue to participate in this program.

The meeting with the Mayor was attended by Kathryn Stratos, two representatives of BAFE/ Sofia, and Ventsislav Vassilev of IESC. Mr.Vassilev was there to describe the IESC program and services it might provide to Stara Zagora. This was the second time the Mayor had met Mr.Vassilev; the first meeting did not go well (the IESC representatives arrived three hours late and although IESC's American representative for Eastern Europe was along, Mr. Vassilev answered questions directed to him without translating them for the American). As a result, Mayor Andronov is not inclined to use their assistance.

VARNA

Jim Budds spent the last three weeks of his four week stay in Varna. Again, he had office space across the hall Ms. Raicheva, the Secretary of the Municipality, and was able to pick up from his earlier visits and to start new projects as well. His report also describes activities in Varna.

I was in Varna on December 14, the week after Jim left and discussed Jim's stay with Stanka Raicheva. Varna officials are very pleased to participate in this program but were a little miffed that Jim's time in Varna was short. Probably one week is not long enough but in this case they would agree that was better than not having him at all. In the future we will make sure that he is available for at least two weeks.

Ms. Raicheva was already making plans for assignments during Jim's next visit; she wants him to work on suggestions for

- handling civil defense in natural disasters or industrial accidents;
- developing an automatic system of municipal information system especially for housing; currently there are two separate sets of information--one with the city architect's staff and another in the housing office;
- issuing municipal bonds;
- working on relations between Chamber of Commerce and the city.

I mentioned to her that officials in other cities have asked for copies of the reports Jim has written on particular problems in Varna. She has distributed the reports to Shumen, Balchik, Dobrich, Plovdiv, and Stara Zagora. Since she has already had them translated, I asked her to also send the reports to the mayors of Haskovo and Pleven.

At lunch with the Chairman of the Municipal Council and Ms. Raicheva, Mayor Kirchev again indicated that this program has been very beneficial to the city.

HASKOVO

This was the first assistance to Haskovo and Pete Jenkins' first trip to Bulgaria. He spent his entire two and a half weeks there. We had thought that he might also pay a courtesy visit to Kurdjali where I also know the Mayor, but his time was absorbed in Haskovo and he did not get to Kurdjali. A copy of Mr. Jenkins' report is attached.

I first met the Mayor of Haskovo, Stoyan Iliev, at a meeting of municipal officials arranged by the Mayor of Stara Zagora last May. Those at the meeting indicated interest in being involved with this project. In addition the Peace Corps Director at that time had told me that relations between the Municipal Council and the Mayor were difficult

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and since this is a common problem among medium-sized municipalities, Haskovo seemed like a good place to see if we could assist with solutions to this problem. In addition the Peace Corps Volunteer in the Small Business Development Project, Steve Butts, was very helpful in providing background information on the situation in the City. So, in September I included a stop in Haskovo and discussed the possibility of having a Resident Advisor assigned to the city. The response was very enthusiastic.

During Pete's stay in Haskovo, I met with city officials several times. Pete arrived in Bulgaria on December 2; he and I drove to Haskovo the next morning and he had his first meeting with the Mayor at 11am that day. In addition to Mayor Iliev, the meeting was attended by the Secretary of the Municipality (Stoyan Kovachev), the Chairman of the Municipal Council, (Petko Popov), Steve Butts and Pete's interpreter.

Steve Butts was key to filling Pete in on politics and the players in Haskovo. Over lunch he stated that the deputy mayor and the secretary of the municipality are "ecstatic" to have Pete; the Mayor is not as easy to read, but he seems pleased as well.

The next morning Deputy Mayor Belivanov, the Chairman of the Municipal Council, and the Secretary of the Municipality Council met with Kathryn Stratos, Anton Andonov, (Director of IESC), Michael Yanakiev (BAFE/ Sofia), Steve Butts, Pete Jenkins and me. The purpose of the meeting was to introduce the IESC services to the city and encourage them to apply for their assistance. Steve mentioned that he is requesting volunteers from CDC and IESC to work with the city on particular issues.

Even the first day after Pete's arrival, the city seemed very pleased to have Pete; the Deputy Mayor remarked that two months ago when he and I met, I had promised to bring someone and here he is.

After Pete had been in Haskovo about a week and a half, I was there again to meet with the Governor of Haskovo Region, whom I first met in October in the US while he was on an International Visitors program. Pete attended and as a result of the meeting with the Governor, he organized a workshop with Pete and officials from some of the smaller municipalities in his region.

PLOVDIV

As follow-up to the management course taught in September, I made a report to the Mayor (in Bulgarian and English) describing the course and including certificates for the eleven officials who attended a majority of the sessions. Officials of Plovdiv were in Birmingham, England, the day that I passed through Plovdiv, so I left the package at the Municipal Building to be delivered to the mayor when he returns. During the next visit, I will distribute a questionnaire to those who were regular participants in the management course asking for specific information about whether the course has been of use in their work.

PROJECT DIRECTOR'S OTHER ACTIVITIES

This section of the report describes activities I undertook in addition to responsibility of organizing and coordinating the work of the trainers and Resident Advisors.

Visits to other cities. As part of this trip, we reviewed materials that have been translated for the workshops in Sofia, Plovdiv, and Varna and made a collection of the articles or other material which I thought had been most useful. Copies in both Bulgarian and English distributed in the cities I visited; a set was also given to the Peace Corps Director for distribution to the Small Business Project Volunteers and to officers in the fledgling municipal associations. Having this packet available to hand out was very successful and generally there were requests for anything else we have produced.

Jambol.

Before leaving the US, Steve Butts had told me during a phone conversation that the Volunteer in Jambol, Richard Wagner, was very eager to have me visit Jambol. The first morning that I was in the BAFE office in Sofia, Rich tracked me down and stressed how much he wanted me to visit Jambol.

In September, Jim Budds, at BAFE's insistence, spent one Saturday morning in Jambol meeting with a deputy mayor and was not impressed. But Rich was so insistent and in addition has a Masters degree in Public Administration that I made a special effort to arrange a stop in Jambol on the second trip to Haskovo.

Rich arranged for me to meet with Mr. Satirov, Deputy Mayor, on December 9. Before the meeting I talked with Rich and his interpreter; Rich insisted that the poor impression from September was because Jim had met with the "wrong" Deputy Mayor, the one responsible for science, culture, and education and less capable. During the meeting with Mr. Satirov, I described what we are doing in other cities and possibility of placing someone in Jambol. Once the Deputy Mayor understood that there is no cost to the city, he was very interested.

Because of Rich's background, I believe that working in Jambol can be very productive and Pete Jenkins' next visit will include a stay in Jambol.

Pleven

On December 7, Kathryn Stratos, Michael Yanakiev of BAFE/ Sofia, and I drove to Pleven to meet with Mayor Alexandrov. This was my first visit to Pleven. My interest in the city is a result of several factors:

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- I know the mayor from his participation in the USIA International Visitors program last March in which eight mayors from the largest cities (except Burgas) spent a month in the US;
- there is a Peace Corps Bulgarian-American Business Center here and I have met one of the Volunteers assigned to that Center;
- I have done several projects with the Open Society in Sofia and they have started one of their Open Society Clubs in this city. BAFE also has an active chapter in Pleven.

I had written to this mayor after the September visit and received a reply urging me to visit Pleven, so we were received with great hospitality. I described the work this project is doing in other cities, and the mayor indicated his interest in participating immediately. His ideas for such a person may not be very practicable: he would like to have someone with an economics background and he also mentioned performance evaluation of the private sector or maybe evaluation of municipal firms. Specifically he mentioned decrease in milk production; I suggested that other organizations might be more appropriate such as VOCA, CDC, Land O'Lakes.

Because of the Mayor's commitment, I would like to place someone in Pleven if only for two weeks. However, this municipality is third priority after Haskovo and Jambol.

BAFE's assistance.

On this visit, in addition to making logistical arrangements, Guergana Iankova, the coordinator for this project from the Bulgarian Association for Fair Elections, or Michael Yanakiev traveled with me and attended most of the meetings with city officials. Both are very interested in the project.

Meeting with central government officials.

- The Department of Territorial Administrative Structure and Local Authority Ministry of Regional Development, Housing Policy and Construction. The head of this Department, Belin Mollov, was a participant in the August study tour. He has been working with the World Bank on a Local Government Reform program for Bulgaria.

Van Pulley (of the World Bank/ DC) was ending a three week stay in Bulgaria a few days after my arrival. I had hoped to meet with him and Belin Mollov in Sofia but his time was limited and I talked with him by phone instead. I met with Belin once and we discussed the World Bank project. It will include 4 areas:

- * legislation (finance, division of country, local admin.)--1st six months;
- * functions of different levels -- with possibly a pilot project;

- * financial framework for local government;
- * training trainers to conduct training in how the revised laws affect municipalities.

Since returning to the US, I met with Van Pulley in Washington on January 13 and we agreed that even though this project works directly with municipalities and his works at the national level it is essential to keep each other informed and cooperate on these projects.

- Committee on Territorial Administration and Local Self-Government of the National Assembly. The BAFE office tried to reach Swavi Hadji, Vice Chairman of this committee, who had been so pleased to see me in September. Because of the parliamentary crisis we never contacted him.

Coordinating project activities with other groups in Bulgaria.

- Peace Corps Volunteers. I met with the new Peace Corps Director on this visit. I delivered a set of the translated materials that could be distributed to Volunteers. She mentioned that the Business Volunteers meet monthly and suggested that during my next visit, I plan to attend their monthly meeting and up-date them on the local government project.

In all the cities where we are working or planning to work, we are in touch with the business project Volunteers and their assistance has been very useful.

- International Executive Service Corps. At Kathryn Stratos suggestion, a representative of IESC participated in meetings with us in Stara Zagora and Haskovo. Although they had been invited to come to Pleven too, no one came. Most of the cities where I am working have a strong preference to continue working with this program. Steve Butts had already talked to IESC about the possibility of having someone come to Haskovo and is working out the details of a specific project on which such a person could work

- Institute for Sustainable Communities. I met Elena Petkova, coordinator for this project after the AID donors' meeting in December; we met the following week to compare notes. Both the University of Minnesota project in environmental management and the ISC project in Trojan are in contact with municipal government. Ms. Petkova is eager to work together and we agreed to stay in touch and coordinate efforts wherever possible.

- Urban Institute. Bob Maffin and I met with Michael Hoffman of the Urban Institute on December 8. While he is working primarily with the Ministry at the national level, one of his advisers, Phillips Hungerford of Greenville, SC, met the eight mayors who were in the US in March and when he was in Bulgaria in October met with the Mayor of Stara Zagora to discuss the Mayor's plans for promoting housing construction in Stara Zagora. Phil has talked about the possibility of using Stara Zagora as a pilot project for some of the housing finance schemes that this project is developing. The purpose of this

meeting was to become acquainted with each other's projects and I wanted to encourage the idea of using Stara Zagora.

PLANS AND RECOMMENDATIONS

The resident advisor approach continues to receive enthusiastic endorsement from the municipalities where we have assigned someone. Moreover, other cities are hearing about this approach (through the network of mayors and other officials whom we have developed through this project and the USIA project) and asking if they can participate. Having the set of materials and reports from work in cities where I am able to place an advisor is making the project work available to other municipalities. Before the next visit, I plan to work with Pete Jenkins in preparing and revising material and guidelines for Bulgarian cities.

Also during the next visit, I plan to submit a list of nominees from local government officials and employees to AID for participant training participant training.

We will also try to cooperate with the Association of Bulgarian Towns and Cities to have one of the Resident Advisors do a session on a local government topic for its members.

H A S K O V O B U L G A R I A

ASSIGNMENT REPORT

JANUARY 1992

H. L. Pete Jenkins, Resident Advisor

SITUATIONAL SUMMARY

In December of 1992 a Resident Advisor was sent to Haskovo Municipality for 2 1/2 weeks under a US AID grant administered by the University of South Carolina. There was not enough prior notice for the Mayor to decide what he wanted the Advisor to work on and efforts to get him to prioritize problems or projects were resisted.

Haskovo is a municipality of approximately 100,000 population that also has responsibility for 35 villages. The form of government is that of a strong Mayor and powerful 65-member Municipal Council. The Mayor plus a Deputy Mayor, Municipal Secretary and the Council Chairman work well together as a management team but good teamwork doesn't exist between the Executive Team, Department Heads or the Council Members.

Money on which to operate and reconstruct is in short supply locally (and at the central government level) and central political instability and paralysis creates legal inconsistency and lack of support for municipalities.

After one year in office accomplishment of privatization is a high priority and, although Haskovo is ahead of some municipalities, the council members and the Mayor are impatient with the pace. While the executive team members are intellectually capable and self-motivated to "do the right thing," there does not appear to be a written strategic plan produced through consensus seeking efforts with council members. Also there do not appear to be clearly prioritized goals and objectives with action plans developed with department heads in which priorities and responsibilities are clear, progress is monitored, meaningful reports and results are required, performance is evaluated and adjustments made as appropriate. The situation is understandable because a "clean house" circumstance resulted from the election about a year ago and organizational structure, staff size, and assignments were made without benefit of hands-on experience with the new approach to local self government. Now there has been a hectic year of experience and it is time to evaluate and move ahead.

In order to deal effectively with current major problems, daily activities and planning for (at least) the next 2 or 3 years all at the same time there must be an immediate effort to develop priorities, make the best use of the resources and people available, prepare a management plan, and address relationships with the council members. There may not be time for the textbook processes but these efforts must be undertaken in some fashion or the organizational stress will grow worse, productivity will decrease, and division between parties will become more disruptive.

Advice on many matters was provided when each subject (problem) came up in discussions. Time or circumstances were not sufficient to review everything in the two key group meetings with the executive team or in this report. Specific major points discussed with the team are outlined in the **Commitments Made** and **Recommendations** sections.

H A S K O V O, B U L G A R I A
ASSIGNMENT REPORT

Time Frame and Activity Area:

The consultant arrived in Bulgaria on 2 Dec. 1992 and departed on 19 Dec. 1992. All project related activity took place in the Municipality of Haskovo which lies about 150 road miles southeast of Sofia, the capital city, about 45 miles from the Turkish border, and about 110 air miles from the Black Sea. The city is industrialized; however, most plants are closed or at best have skeleton crews. Unemployment is very high and the economy is said to be bad.

The Assignment:

To serve as Resident Advisor to the municipality and undertake such things as may be directed by the Mayor. In the absence of specific assignments, the consultant is to use his own judgment as to best use of available time.

Procedure:

1. Introductory meeting involving the Mayor, the Chairman of the Municipality Council, the Municipal Secretary, Ms. Bunce, the local Peace Corps volunteer, and the interpreter.
2. One on one orientation by Peace Corps volunteer and subsequent short sessions.
3. Individual discussions with the Deputy Mayor, the Council Chairman and the Municipal Secretary
4. Attended Department Heads meeting chaired by the Mayor who called for certain department heads to provide consultant with written list of "problems" by the next afternoon-- meeting was cut short by emergency requiring immediate attention of Mayor.
5. Brief introductory discussions with some department heads when they delivered "problem" lists.
6. Review of translated lists, organization charts and other documents obtained from Chairman and Secretary and Deputy Mayor.
7. Progress meeting with executive team:
 - . Mayor Stoyan Iliev
 - . Deputy Mayor Dobri Belivanov
 - . Council Chairman Petko Popov
 - . Municipal Secretary Stoyan Kovachev
8. Follow-up meetings with selected department heads
9. (a) Field visits escorted by Chief Engineer to:
 - incomplete hospital, incomplete central heating/power plant, closed and current "temporary" solid waste disposal sites

- (b) Field visit to furniture factory escorted by Municipal Secretary
 - (c) Visit to Municipal Dental Hospital with interpreter
 - (d) Walking tours of selected parts of the city
 - (e) Visits to Municipal Department Store and German-Bulgarian CO-OP Dept. Store as well as open air markets, small shops, concert hall, movie theater, library, restaurants, bus station, the town hall, other major governmental buildings including the Headquarters of the Regional Governor.
 - (f) Night time visit to private home, a flat in highrise housing, and a small apartment in dormitory type building.
10. One time "reading" of highlights from 3 different local newspapers with interpreter
 11. Follow-up individual meetings with executive team members except for the Mayor.
 12. Question and Answer Session with mayors and chairmen of 5 municipalities at invitation of the Regional Governor
 13. Separate interviews by a radio and newspaper reporter
 14. Exit briefing with full executive team.

Specific Directives from the Mayor:

- . Talk with Deputy Mayor, Chairman and Municipal Secretary first.
- . Provide copies of all materials available, whether in English or Bulgarian, having to do with the project in Bulgaria.
- . Leave with them any other materials that the consultant thinks would be of value.
- . Proceed as consultant considers appropriate to gain understanding of problems (this was somewhat late in the assignment).
- . O.K. to talk to media representatives
- . (to selected department heads:) Prepare list of problems for the consultant to review.
- . Share thoughts on management plan with Chairman Popov.

Project Related Contacts:

HASKOVO MUNICIPALITY

- * . Mayor Stoyan Iliev
 - * . Deputy Mayor Dobri Belivanov
 - * . Council Chairman Petko Popov
 - . Municipal Secretary Stoyan Kovachev
- Department Officials--
- . Finance & Accounting -Karel Stoemonof
 - . Coordination & Control of Business, Industry and Agriculture -Borislav Vulkov
 - . Health Services -Delcho Yanef
 - . Culture and Education -Tsanko Barbelov
 - . Architecture & Cartography -Yancho Apostolov
 - . Assist. to Mayor (working on privatization) -Metko Palikarov

Contacts (continued)

* REGIONAL GOVERNOR Dr. Michail Michailov

Participants in Regional Q & A Session:

1. **SIMENOVGRAD**
Deputy Mayor Atanas Koleve and
Chairman Municipal Council Mr. Mirchev
2. **LUBINETZ**
Mayor Vasil Kozaliev and
Council Chairman Georgi Despinov
3. **HARMANLI**
Mayor Geno Genov and Deputy Mayor D. Arakshiev
4. **RADNEVO**
Mayor Georgi Marinov and
Chairman Stoian Kadiev
5. **PAVEL BANIA**
Mayor Todor Todorov
6. Others present: The Governor, interpreter Iliana,
and a newspaper reporter.

* Director of Furniture Plant (BUKELON-M):ing. Daniel Sabey

Peace Corps Reps:

Mr. Steve Butts (Small Business) in Haskovo
Mr. David Kingley (English Teacher) in Haskovo
Mr. Richard Wagner in Yambol (by telephone only)
Telephone (Hm.) 046-37765 (Off.) 046-26071

Interpreters:

- ** (1) Iliana Lozeva (Hm. Phn.) 93710-1591
brel "Rakovski" 24
ent B. Apt. 58
6300 Haskovo, Bulgaria
- (2) Milena Tzankova (Hm. Phn.) 038-32214
(now in U.K.)

Other contacts:

- * . BAFE Director - Michael Yanakiev, Sofia
- * . International Executive Service Corps
Country Director - Anton Andonov, Sofia
- * . US AID - Acting Project Officer -
Kathryn Stratos, Sofia
- * . US League of Cities - Bob Maffin
- * . Newspaper Reporter for "Shipka" - Zina Dobрева

* indicates calling card copy attached
** Ms. Lozeva does an excellent job

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Regional Question & Answer Session - 16 December 1992

In response to a request from Dr. Michail Machailov, Governor of the Haskovo Region of Bulgaria, the consultant participated in a Question and Answer session attended by the below listed officials from five different municipalities. The meeting was called on very short notice and participants did not have an opportunity to prepare in advance. Municipality [participants were:

1. SIMENOVGRAD
Deputy Mayor Atanas Koleve
Chairman Municipal Council Mr. Mirchev
2. LUBINETZ
Mayor Vasil Kozaliev
Chairman Council Georgi Despinov
3. HARMANLI
Mayor Geno Genov
Deputy Mayor D. Arakshiev
4. RADNEVO
Mayor Georgi Marinov
Chairman Stoian Kadiev
5. PAVEL BANIA
Mayor Todor Todorov

Others who were present were the Governor, the interpreter (Iliana) and a newspaper reporter who arrived after the session started.

Much of the time was spent with the advisor explaining the value of organizational analysis, role definition (when newly elected officials take office), and determination of goals and objectives. The Governor explained that all of the municipalities had organization charts. The consultant emphasized that the chart is important to have but the real value lies in the quality of the work involved in producing a meaningful chart.

Most of the remaining time was dedicated to the subject of sanitary landfills vs. open dumps. Even though the Governor and the advisor emphasized that questions were desired the discussion on these two subjects was mostly from the consultant, and after a while the Governor commented that these municipalities have landfills and understand the difference. It is possible that due to the presence of the reporter, open discussion in which the officials attending may have been willing to admit that they have problems and needed help to solve them was squelched. Also they may have considered it impolite to interrupt the advisor's comments.

The Governor and his region could be the focal point of a group project in which local government problems of a regional nature could be explored. He could also be the contact for group training efforts and/or data collection, distribution or translation.

Media Exposure:

The Resident Advisor was approached by radio and printed media representatives requesting interviews. In each case a delay was accomplished so the Mayor could be quietly informed and his advice obtained. In both cases he thought we should proceed. A copy of the newspaper is provided with this report. The article was on the front page and the Mayor and Chairman were overjoyed with the results. This was the first time the Communist newspaper had written anything of a positive nature about the administration. The advisor was quick to point out that his comments reflected his professional opinion which would be in his report and would be the same to anyone.

Note: The "Shipka" reporter also attended the Regional Q & A Session.

An interview with the resident advisor was published in the local newspaper "Shipka" on 9 December, 1992. The translation is not exact but closer than expected and follows:

PETE JENKINS IS INVITED BY THE MAYOR IN HASKOVO

At his meeting with Mr. Jenkins yesterday the representative of the "Shipka" newspaper realized that Mr. Jenkins is very glad to be in Haskovo, that he is not from the Peace Corps, but a consultant sent by the University of South Carolina in the USA which has won the grant of the American Agency for International Development, that he works in cooperation with the representative of the Peace Corps in Haskovo and that he is invited by the mayor of the municipality in Haskovo. According to his words, he is not an official of the University of South Carolina, but much more an independent advisor chosen for his many years experience in the field of local self-government. He will stay in Haskovo till 18 of December.

Question: In which spheres are you going to provide assistance to the municipality?

P.J: This is a preliminary visit, I'm going to work with the mayor and his team to define in which directions and areas they most want help and assistance. And, of course, we'll try to give answers to particular questions referring to the management structure. And, of course, we will try to solve them during my short stay.

Question: You've already had meetings with the mayor, the deputy mayor, the Secretary of the municipal administration and the Chairman of the Municipal Council. What are your first impressions about the level of the local self-government?

P.J.: I am very much impressed with their knowledge on local self-government, having in mind that they are in office only for a year. They have already introduced practices and procedures which are characteristic for self-government also

(Newspaper article translation continued)

in America. In some respects these practices are even better than similar ones in some states at home. Each municipality in each country has its own peculiarities. I've been in other countries and I know this very well. The most important thing is that the local self-government should recognize the peculiarities of the municipality. My advice and also the materials I am going to send from the USA will be adapted to the specific features of the Haskovo municipality. I'm convinced from my two-day stay and the meetings I had that there is an intellectual potential and willingness to work. In fact, the executive team here can manage well and without our assistance. In this remark I also include the chairman of the Town Council, Mr. Popov.

Question: In Bulgaria we talk very much about the big centralization that limits the local self-government. Have you any impressions in this respect which you can compare to other countries?

P.J.: I am not a specialist in Bulgarian legislation that defines the relationship between the local and central government. But I know the practice in the USA and Sri Lanka. In order for problems to be tackled effectively, the central government should be stable for a quite long period of time. During that time the people who work on the local level and the mass media should inform the central government about the problems on the local level, and through different communications acquaint the Central Government and Parliament what is needed to be done in different places and encourage them to work in this respect.

(The conversation was lead by: Zina Dobreva)

Newspaper is attached to this report.

Haskovo Government Structure and Operations:

The municipality has an estimated population of about 100,000 which, by law, fixes the elected council at 65 members. Incumbent officials were elected for a 4-year term and have been in office for about 1 year. The council elects their Chairman from the membership and designates the Chairman, Secretary, and membership of 7 formally established standing committees (commissions). Some committee members are not members of the Council. Agenda items are referred to the appropriate committee, prior to submission to the full Council, where discussion is often heated and follows party lines. The Chairman attends all committee meetings and attempts to produce some consensus both inside and outside the meetings. He very often finds that while individual members may agree privately, they don't vote that way officially either as committee members or at council meetings.

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(Haskovo operations continued)

The Standing Committees are as follows:

1. Budget and Finance
2. Economic Affairs
3. Education, Culture and Sports
4. Municipal Property
5. Judicial (legal matters)
6. Health Care
7. Architecture and Construction

Prior to the monthly Council meetings the Chairman has individual and/or small group agenda item discussions with as many as 40-45 of the 65 members and, once again, finds that some who agree with an item before the meeting do not vote that way. A quorum is 33 and it takes 33 votes to pass a given agenda item. Meetings last as long as 7 or 8 hours even with a relatively short agenda and all members often are not present for the entire meeting.

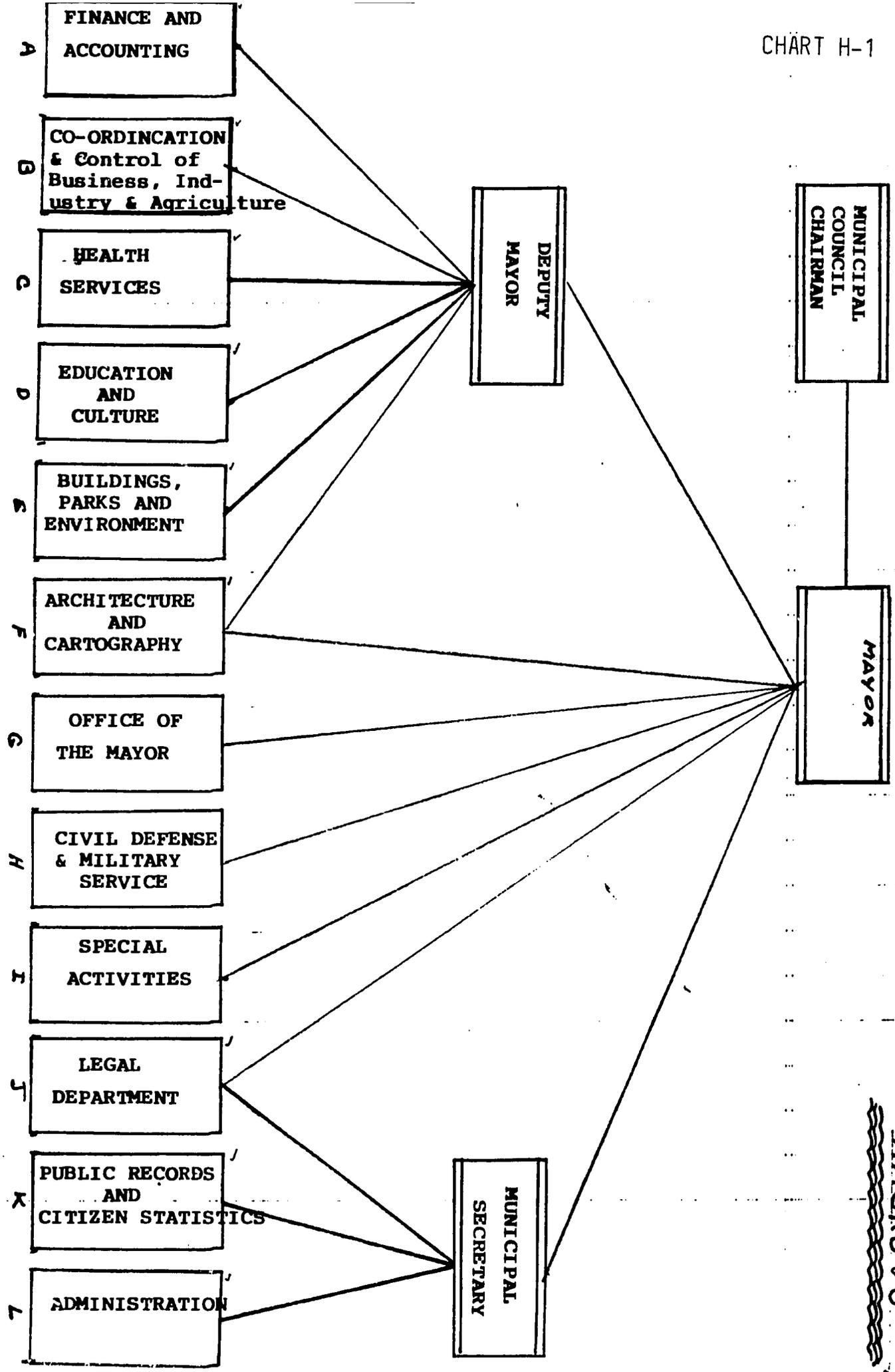
In our terms the form of government is the "strong mayor" form. The elected mayor has appointed the Municipal Secretary who heads up the traditional administrative activities and, along with the Deputy Mayor and the Council Chairman, serves as an active member of the mayor's executive team (see administrative organization Chart H-1). The mayor has proposed one Deputy Mayor to the council on which there was agreement with the position and the person. The Deputy Mayor is not from the same party as the Mayor and the Chairman, but it appears that they and the Municipal Secretary work very well together as an Executive Management Team. All of them are full time, paid, and occupy well located office space in close proximity to each other in the centrally located Municipal Headquarters Building. See administrative organization Chart H-1 for relative official role identification. The Executive Team is comprised of:

Mayor Stoyan Iliev
 Deputy Mayor Dobri Belivanov
 Chairman of Municipal Council Petko Popov
 Municipality Secretary Stoyan Kovachev

Teamwork or the Lack Thereof:

On the first morning of discussions we reached quick agreement that a major step towards the effective delivery of good government was teamwork and they were justifiably proud of how well the four of them work together as a management team. However, this is not true of department heads or of Municipal Council members many of whom do not work well with each other or with the administration. There are 12 "departments" identified on the organization chart.

(more)



HASKOVO
CHART H-1

Problems Identified:

After pointing out that the Advisor would only be available for 2 1/2 weeks and there was far more to do than could possibly be addressed, the Mayor agreed that we could start by identifying problems. Many were discussed as they came up but the Mayor is not aware of the details. Some items surfaced in more than one exchange. In conversations there was more interest in talking about things they were doing well. However, by patiently asking well-timed questions the following list was developed:

1. **Hospital Structures, equipment, operations and funds.** There is an incomplete hospital building with four 8-story wings started years ago but little work has been done in recent years due to lack of funds. This is a regional hospital. There are other hospitals, clinics and health facilities but they are inadequate, in need of renovation and require new and additional equipment. They want funds, equipment, construction and advice on providing effective and efficient health services.
2. **Animal Control Program.** When told of an Animal Control Program under development for another Council, there was an indication that such a program may be of value in Haskovo. I am told there is no rabies.
3. **Delivery of Public Services.** There is clearly a universal and urgent desire to deliver needed public services in an efficient and effective manner.
4. **Unemployment.** There is general recognition that the current very high degree of unemployment is absolutely a major problem and that identification of creative methods of dealing with it is a very high priority.
5. **Privatization.** Haskovo officials are proud of their quick response in this area and wish to move ahead as fast as possible with an effective program.
6. **"Inherited bureaucracy" and management problems** related to operations, facilities and programs. There has been an improvement effort underway and they are beginning to see a difference.
7. The programs dealing with all parts of **waste collection and disposal** need improvement. Negotiations underway with private sector organizations to incinerate solid waste and convert the energy to centralized heat.
8. **Street cleaning and maintenance** is not satisfactory.
9. **Housing needs** are crucial. There is reported to be an 8000 family waiting list.
10. Putting factories and **unneeded facilities and property** to good use (eg. furniture plant)
11. Getting Council **members to actively attend committee and council meetings.**

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(Problems continued)

12. Improving relationships with the Council.
13. Obtaining legal, financial and administrative support from Central Government.
14. Obtaining maximum possible support from European and USA organizations.
15. Training for success in small business operations for citizens.
16. Training for governmental managers, supervisors and employees
17. Need to get foreign interests to invest in Hoskova and buy products.
18. Required population count at same time Jenkins is here.
19. Organization Chart needs adjustments.
20. Central Heating Plant needs attention urgently; need about 1 billion lev--started but not complete.
21. Recognize that in many cases it would be best to get investment funds instead of grants.
22. We have already identified zones for food processing operations but can't get anyone interested.
23. The need to learn how to "sell ourselves to the rest of the world."
24. Assist or discuss Restaurants & Hotel now directly under Municipal Council (eg. meetings with the Palikanov team and others as requested).

(Also see the attached lists provided by department heads.)

The consultant's thoughts were expressed as these matters came up and as time allowed. Executive team members were dealing with end-of-year matters of some urgency which involved frequent interruptions and schedule changes including numerous trips to Sofia. In addition there were Standing Committee meetings and preparation for a full Council meeting to be conducted on the day of the Advisor's departure.

Specific Follow-Up Commitments:

1. Translated copy of:
 - a. Sample Management Plan
 - b. Tables of Contents/Index for books left with them
 - 1) *County Government in N. C.*
 - 2) *Municipal Government in N. C.*
 - 3) *The Effective Local Government Manager*

(Follow-Up Commitments continued)

- c. All information available on other project activity in Bulgaria with particular reference to Solid Waste Management and Animal Control programs.
2. Consultant will recommend a follow-up visit of someone if the Mayor wishes and if project funds are available for this purpose.
 3. Will provide translated material related to elected body operations and relationships as requested by the Chairman of the Council.

Desirable additional materials:

1. Translated rewrite of Guildelines for preparing management plan.
2. Translated brief on strategic planning
3. Translated brief on end-of-first-year evaluation
4. Translated brief related to solid waste management
5. Translated brief on privatization
6. Translated brief on tourism.
7. Project related check-lists and additional briefs as determined by the Project Grant Administrator.

Materials Left with Haskovo Officials:

The consultant wanted to leave something tangible in Haskovo and since it was uncertain as to whether someone would follow up this visit, the decision was to leave the below indicated written materials at the end of the exit briefing. The executive team was told that often such material ended up on a shelf collecting dust. They were told that Ms. Bunce would get copies and that the Tables of Contents and Index would be translated into Bulgarian and sent to Haskovo so that no one would have to read or translate the entire book. Rather, chapters, pages or charts from the Contents or Index could be identified as useful and translation could then take place at either end of the pipe as needed. They liked the idea and said they would use the following:

- A. Paperback books from N. C. Institute of Government - copies of Contents/Index attached
 - (1) *County Government in North Carolina*
 - (2) *Municipal Government in North Carolina*
- B. Paperback book from ICMA - Contents/Index attached
 - (1) *The Effective Local Government Manager*

Translated copies of pages 76, 82, and 84 were used in discussions related to goals, objectives, management plans, and action plans. A promise was made to send them a translated sample Management Plan (see Newark Delaware Plan - blue cover).

The Mayor specifically asked that we provide copies of any documents available related to the Bulgaria Project, either in Bulgarian or English. All pertinent information that Glenda Bunce had given the advisor was left, and the Effective Manager book and everything related to personnel administration and evaluation was given to the Municipal Secretary. Even though the Mayor was told that the animal control and landfill material was

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mailed to him from Varna, he still wanted what he saw was available at the time. He may have been concerned that no one would return at all.

In addition to the above, an International City/County Management Association lapel pin was presented by the Resident Advisor (consultant) to the Mayor as a reminder that we do care about Haskovo.

It was somewhat risky to make some of the above commitments, but since we had made reference to project budget limitations, they were assured that the consultant would provide any of the above mentioned committed materials that could not be provided with project funds. That was a sincere statement.

Recommendations:

1. Prepare translated documents as listed under Specific Commitments and make available to the Mayor with either a written report or appropriate cover letter.

2. The consultant and the grant administrator should consult as soon as possible to determine form and content of report to Haskovo Municipality. A formal written report of the normal variety could create unintended negative results.

3. At least one follow-up visit by someone can be of great value. Carefully prepared and translated written material on prearranged subjects (eg #1 above) should precede the visit. (If the consultant for visit #1 is unable to return he will assist in trip #2 preparations). If possible, future visits should not be in December or in the period preceding a meeting of the Municipality Council.

* 4. To the extent practicable the following subjects should be covered on the second visit and/or written:

- a. Developing a Management Plan, including mission, goals and objectives, with priorities.
- b. Improving relationships with and involvement of the Council members.
- c. Performance evaluation of Departments/Department heads.
- d. Updating the urban plan(e.g. Land Use and Zoning)
- e. Dealing with illegal building construction/modification activities
- f. Solid Waste Management
- g. Municipal firms, privatization and provision of basic municipal services
- h. Management improvement in the departments
- i. Discussion of Finance and Budgeting
- j. Conducting a space utilization and needs assessment
- k. Making the best use of existing resources (Productivity improvement)
- l. Others as deemed appropriate.

* Most of the above were requested by members of the executive team and/or department heads.

(Recommendations concluded)

5. Provide copies of appropriate materials to Steve Butts (Peace Corps Volunteer)
6. In preparing materials consider potential value to other Bulgarian communities.
7. To the extent possible Ms. Iliana Lozena should be used as interpreter.
8. A situational analysis on hospital space and equipment needs should be encouraged and efforts to assist in location of related financial and in kind support should be continued.
9. On future trips to Bulgaria even brief drop-in visits will provide a positive influence now that initial contact has been accomplished.

ATTACHMENTS

- A. Potential resource material-
 - Newark Delaware Management Plan 1990 and Guidelines for Preparing Management Plan
 - Sample rewrite - "Introduction to Management Planning"
- B. Potential resource materials-
 - B1 Solid Waste Disposal - (DMG)
 - B2 *Privatizing Solid Waste Management*
 - B3 *Establishing a Real Estate Asset System-ICMA MISReport*
 - B3 2 Lists: Tasks in Strategic Planning & Organizing for a Community Strategic Planning Initiative
- C. Potential resource materials for rewrites -
 - Reprints from Popular Government:
 - C1 *Understanding and Changing the Culture of an Organization*
 - C2 *From Vision to Reality: Effective Planning by the Governing Board*
 - C3 *Strategic Planning: Taking Charge of the Future*
 - C4 *Managing Planned Change in Organization*
- D. Briefing paper -Tourism and Ground Transportation Services
- E. Briefing papers -Privatization #1 and #2
- F. Briefing paper -Methodology
- G. Calling card copies
- H. Department organization charts
- I. Copy of newspaper with interview
- J. Tables of Contents and Index for:
 - County Government in N. C.*
 - Municipal Government in N. C.*
 - The Effective Local Government Manager*
- K. Photo pack - hospital, power plant, dump
- L. Problems identified by department heads (English/Bulgarian)
- M. Publications list from IOG-UNC(Ch)

**REPORT ON ACTIVITIES OF RESIDENT ADVISOR
CITIES OF STARA ZAGORA AND VARNA**

NOV, 15, 1992 TO DEC. 12, 1992

SUBMITTED BY

JAMES G. BUDDS

During the period noted above I served as resident advisor for the cities of Stara Zagora and Varna. In addition I provided special service to the City of Biala. This session constituted my third visit to Bulgaria within the past year. In each case I worked with the city of Varna. I worked with Stara Zagora on the second two. As with the first two trips, the service rendered, consisted of a variety of projects in all aspects of City Government. Also as before the recommendations made during the previous visit had in great part been implemented or at least seen substantial progress. Based on the program and many of the suggestions given during the Sep/Oct visit the Housing program of the City of Stara Zagora, including the acquisition of some funding was well underway.

OVERVIEW

In both cities, principally based on the experience I had gained in previous visits, I was immediately put to work on projects of current concern. Some of these were issues that had developed since my last visit and some were extensions of previous projects. It is obvious that, as the local officials continue to make the transition from the old system to the new they will be encountering new situations for a long time to come. These new problems are perplexing to them since many of them never occurred under

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the old way of doing things. It will clearly hasten the progress to a broader democracy if the assistance, by programs such as this one, can continue. It reduces the time that the administration has to spend researching individual issues and allows them to move more rapidly toward the solution of other problems. A good example of dealing with an important but isolated issue occurred this time in Stara Zagora. (It is covered later in the report in the discussion of the Finance department) It is a good example because it illustrates how the type of assistance we can render through this program allows the city officials to solve immediate problems more quickly and move on to others that are equally as important.

As before, in each city the Mayor or Secretary had outlined a specific set of projects which formed the basis of my work. These projects are outlined in the following narrative.

STARA ZAGORA

The first three weeks of this visit were spent in the City of Stara Zagora. The Mayor's top priorities continued to be Planning and Zoning issues and the Housing Development Project. Other issues addressed included Finance, Public Relations and Cultural Affairs. In addition to these issues, which are discussed in detail below, a training session was held with City Council at the

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Council at the instigation of Dr. Djamjieva, the City council President. This session covered a wide variety of city issues including organization of government, Council/Administration relations and functions of the various departments of City Government. The opportunity to do this was timely since the Mayor was in the process of submitting to Council a major government reorganization proposal and Council was reviewing it at that time.

Planning and zoning

Mayor Andronov
City Architect Berov
Dean Karakov-Asst to Mayor

This issue had several aspects to it. Much of the time was spent with Chief Architect Berov and his staff reviewing the master plan of the city and looking for ways to appropriately zone property for future use. It is a concept they are very interested in as they revise the master plan for the city. One morning was spent in a seminar-like session with architects, private and public, from around the city, answering questions about the development of the city in the future. They had been invited by Architect Berov and were interested in a variety of issues including the protection of individual rights and the how that is accomplished in connection with the continued need to consider the public good.

4.

Housing Development

Mayor Andronov
Architect Berov
Dean Karakov

This issue involved the location of new housing and the types of housing construction that would best help eliminate the current shortage. (It should be noted that the city has a shortage of about 10,000 units and does not desire to build any more block housing.) My involvement in this was mostly to advise how a good city policy can be developed, what are the elements of such a policy and how can it be administered in the light of the other myriad changes. It is an issue that is related closely to the one above but does and did raise a number of other issues. Tied very closely to it as well was the structure of the funding of such a program. (The city intends to have a Fund to provide assistance to potential builders and owners). A goodly amount of time was also spent on determining just how such a fund should be administered.

Another session on this matter was held with Architect Berov and the Head of the state company for Housing Construction on the financing and arrangements the city could make to support joint ventures. We worked to provide a structure that the city could use to better position itself as a partner in such ventures. The structure advocated was much akin to the LDC (Local Development Corporation) concept used in many American cities.

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FINANCE

Ivan Peikovski-Finance Dir.

The principle purpose of our meetings during this trip were to look for innovative ways of dealing with the funding shortages. Mr. Peikovski was caught with the prospect of having to borrow money from the banks, at 46%, because the national government was so far behind in making payment to Stara Zagora. Our sessions involved how to rearrange some expenses, ways to dilute the impact of the interest rates and other innovative financing designed to get beyond the crisis at hand. In my previous visit Mr. Peikovski had been very interested in a whole variety of city finance issues. Although I was able to bring him much of the information he had asked for, our sessions this time were limited to managing the city's funds in the context of the current crisis.

PUBLIC RELATIONS

- City Public Affairs Dir.
- Dean Karakov-Asst to Mayor

About four training sessions with the City Public Affairs Director were held. During my previous visit I had worked with the Mayor on establishing the position and on actually hiring someone to fill the slot. During this visit I was asked to provide training to the individual so that she would be fully aware of the parameters of the position as well as the pitfalls.

A variety of smaller issues were also addressed

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during this visit. Included in this were several very lengthy sessions with the Mayor discussing the general policy options available for a wide variety of projects. Chief among these was the establishment of the City of Stara Zagora Police Department. It was an action that he had already taken and was currently being contested in court. My function was to elaborate on the scope of responsibility of a municipal police force. We also worked extensively on how we might construct the organization so as to not conflict with the established national police and at the same time provide that additional level of service that he considered so vital.

VARNA

On this trip I only spent one week in Varna. Although it was possible to accomplish a goodly amount in that period of time it is really too short to be truly effective. As expected Mrs. Raycheva had a serious of projects lined up some of which were new and some continuations of the last visit.

TOURISM CENTER

Stanka Raycheva- Secretary
Simeon Simov- Dir. of
Palace of Cul. & Sport

During my last visit we had introduced the concept of a Visitors Reception and Information Center. During this trip I reviewed with the Directors of various potential venues what would be required to meet the Cities

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...s. I made a recommendation to the City , with which they concurred and met further with the Director to outline the type of services that would be necessary as well as some of the details that would make such an operation more effective. This could be a significant financial benefit to the City and they are most anxious to make it a reality.

TOURISM SCHOOL

Zhelyasko Karakashev
Mayor's consultant

The Tourism School was another carryover project from the previous visit. At that time we had developed a comprehensive plan for the establishment of a Tourism School. During this trip we carried the issue another step by bringing in the participants from all aspects of the Tourism Industry to meet on the issue. Mr. Karakashev and I co-chaired the meeting and explained the proposal to those present. It is an idea that will take some time to sell. It is finding a great deal of opposition among members of the old academic schools and even from the City's Tourism director. However, the proposal received a favorable response from most of those actively involved in the tourism business. The city seems intent on persisting and the remainder of the time spent on this issue revolved around implementation techniques and the best way for the city government to position itself to play a partnership role.

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Document Processing

Stanka Raycheva-Secretary
Ogien Nickolov-Data Process.
Kamen Petrov-Administration

Mrs. Raycheva indicated that they were very concerned with the whole process of how city correspondence was being handled. Along with the two gentlemen responsible, Mr. Nickolov and Mr. Petrov, I conducted a thorough review of the system. A formal report was written on that issue and a copy is attached to this report as further elaboration on the subject.

MEDIA RELATIONS

Since I was last in Varna the person responsible for Media relations had left. Mrs. Raycheva was most interested in the process and criteria for hiring a new director as well as the whole subject of how this position can be a valuable resource for the city. A significant amount of time was spent doing a seminar like session for Mrs. Raycheva and responding to her questions. In addition I procured the same material that I had given to the City of Stara Zagora which included a job description for such a position.

In addition to these major issues I also spent an afternoon with the Chief of Police and Mrs. Raycheva discussing local police issues.

Biala

During the weekend between Stara Zagora and Varna I stopped in Biala and resumed work I had previously done with Mayor Zonev. This work has included advising on municipal cemeteries and golf courses as well as how the city can play a role in economic development. The primary activity on this visit was to hold a seminar with the City Council and Administration members on the various roles the government can play in promoting and servicing the tourism needs of its community (Tourism is especially important to the Biala economy.)

SUMMARY

I truly believe that each trip has been better than the last and I am completely convinced that this method of providing assistance is very effective. On each occasion I have been able to acquire material and do research on issues of importance prior to my arrival that have been beneficial for the concerns of the individual cities. This would not be possible with just an extended stay of many months. Furthermore, as mentioned in the last report, the Cities are after all their cities and despite the need for the advice and suggestions, it is important that we go away long enough to allow for implementation.

As always I want to express my appreciation for being allowed to be part of this exciting and positive

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program. I look forward to returning and hope that I will have many opportunities to work with the many colleagues I have met in Bulgaria.

Memorandum

Dec. 7, 1992

To: Mrs. Stanka Raycheva

From: Jim Budds

Subject: Administration of Document Control

At your request I have reviewed the procedure of document control as currently practiced, as well as that which is planned for the city. In addition I have spoken extensively with Mr. Nickolov and Mr. Petrov about the problems they are encountering. They have indicated that the three biggest problems they are encountering are the failure of departments to return information about the issues they have dealt with, ^{has} documents ^{its} being lost in the system, and circumvention of the system particularly as it applies to the official stamping of documents. In addition they are looking for ways to streamline the system and make it more efficient. Though the two issues are similar, they are in many respects only similar in that they have a common base of activities.

Each of the problems mentioned ^{has} ^{its} have their base in the need for personal responsibility and accountability. As we reviewed the system from beginning to end, it became clear that there was a minimal amount that could be accomplished ^{from} revising the administrative system but that personal responsibility for document handling and an accountability at each stage of response was absolutely necessary if the system is to work at all. This accountability must be insisted on by the Mayor for all city employees and must be enforced. With this in mind I would make the following recommendations for the accountability issues:

1. An immediate directive needs to be put into effect regarding the use of the official stamp of the Mayor. Such a directive should indicate that use of the stamp over any signature but the Mayor's or by written directive of the Mayor will result in immediate dismissal. Such a policy must be enforced if any discipline is to be imposed on the issuing of documents.

2. A directive to all departments should be ^{issued} ~~put out~~ indicating that those in the possession of documents will be held personally responsible for them. It is suggested that each document continue to be logged in at the administrative office at the time of receipt in the city. Subsequent to that the department assigned the document should be held responsible until they have written ~~certification~~ that it has been passed on and a record of

record

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to whom it was passed to.

Given the need to process certain documents according to a proscribed set of rules I cannot see how it can be accomplished unless these rules are established and enforced.

Several administrative efforts can be undertaken to help make the system work more smoothly and efficiently. In this regard I would recommend the following:

1. Establish a procedure providing that documents will be logged in at the time of arrival at the City and logged out by the Administrative department at the time they leave the city. ^{office} In the interim the department assigned will be held responsible, unless they have written documentation that they passed the material on to another party. I would suggest that this record be kept by the sending department making a copy of the document and having the receiving department sign for receipt on the copy. The sending department can purge their files when the final document leaves the city.

In addition to establishing accountability this procedure reduces the amount of administration needed by eliminating the current practice of returning it to the Administrative office for re-logging every time the document changes hands.

2. To help with the timely updating of the Administrative department records I would recommend that the delinquency list be published weekly instead of monthly. Furthermore, I would have the computerized list modified to include space for a department to note any change that occurred to a document since the last listing and return that ~~input~~ ^{information} to the Administrative department for logging into the computer.

3. Instruct the Administrative department to post a notice to the public that the status of a document cannot be updated before it has been in house ten working days and thereafter only in ten day intervals. This should be used to eliminate the practice of sending people, inquiring about documents just received to the department trying to resolve the problem. Within a reasonable working time frame there is no need to harass the officials and make them spend time explaining why something is not done. Their time would be better spent trying to resolve the problem.

Many problems will be solved in less than the maximum time allowed. These should be allowed to run their course and not create additional problems for those working on them. For those that are late there is still a

sufficient mechanism to deal with them. The key to its success will be commitment to the system and enforcement.

We spoke during the initial discussion about the need for decentralization. I believe that pushing the responsibility down to the lowest level possible will increase the efficiency of the system as long as there is true accountability. The above suggestions, I believe, accomplish some of the decentralization while maintaining the necessary central accounting function.

As soon as is financially feasible I would think seriously about linking each department's administrative offices with the central administrative office so that much of the work can be done ^{via} computer.

I will be happy, as always to provide more information and examples if you should desire.

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