

PD-APSF-412  
10/2/92

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

TRIP REPORT: September 9-28 and October 4-9, 1992  
Gienda Bunce, Project Director  
University of South Carolina

The third major visit for this project was conducted from September 5 - October 10 (I was out of the country for almost one week and one of the advisers arrived five days before I did; the dates above reflect the time that I was actually in Bulgaria). This visit provided assistance from two advisors: Jim Budds worked as a Resident Advisor in Varna and Stara Zagora and David Ammons conducted a management course and provided technical assistance in Plovdiv.

These activities reflected requests of the cities involved and experience from the trip in May. During the May visit, we had decided to discontinue the reliance on a rotating training course with specialists on different topics. Jim Budds' experience convinced me that his kind of in-house advisor working with staff was the preferred and most practical kind of experience we could provide.

This report describes both sets of activities as well as visits to other cities and other activities that I undertook while I was in Bulgaria. The USIA-funded study tour which took place in August was very useful in providing additional key contacts in various cities and these people were extremely helpful.

The next visit will take place in November.

PLOVDIV

At the end of the visit in May, Mayor Thomasian specifically requested a management course for his senior staff, such as deputy mayors and others. He elaborated that he would make attendance mandatory and even suggested a test before and after to determine how much participants had learned. He specifically suggested three hours a day in the late afternoon for four days a week with about twenty senior staff participating. Throughout the summer I stayed in touch with the Mayor's Office by fax and asked repeatedly for his suggestions and stressed our flexibility. The only change they offered was to hold the course Tuesday - Friday instead of Monday - Thursday.

David Ammons and I arrived in Plovdiv a week before the course was to begin so that he could become acquainted with staff and city problems and I could help iron out any problems. On the first day we asked for a list of participants. The Mayor had decided that the First Deputy Mayor would identify participants and as we sat in Ms. Lefterova's office discussing the course another employee arrived and announced

that the First Deputy Mayor (who was interviewed and selected during Rich Ellis' visit in May) had resigned effective immediately (resignation of senior staff is a recurring problem in Plovdiv). The Secretary of the Municipality took over this responsibility, and most of those who participated were from the sub-municipalities, not deputy mayors from the central office. We also learned that the city had just gone through a reduction of forces in the central office (45 people of about 120 were released) and everyone was understaffed and overworked. Both these incidents affected course participation and attendance.

The city staff with whom we dealt (primarily Sylvia Lefterova, Maria Panova, and Valentin Marinov) were extremely helpful and supportive and the city provided David office space, copying facilities, and other assistance in the central municipal building.

David's report describes the course and his activities in detail and a copy is attached. There was a hard-core group of about eight participants who attended most of the sessions and who actually learned a lot. During the sessions I attended I was impressed with David's teaching methods and the attentiveness and receptiveness of participants; David was especially effective in making the material interesting and in encouraging discussion.

As follow-up to the course, I plan to submit a report to the Mayor describing the results of the course and identifying those who participated. It will be up to him to use their skills for the municipality. We will also provide Certificates for the Mayor to present to the most regular participants. Around the beginning of the year, I plan to send a questionnaire to participants, asking questions such as how they have used the information, whether the course affected their work and how, what position they currently hold in the city, etc.

## VARNA

Jim Budds spent the first three weeks of his five week stay in Varna. He was provided office space across the hall from Ms. Raicheva, the Secretary of the Municipality, and was able to pick up from his earlier visit and to start new projects as well. A copy of his report is also attached. Varna officials were reluctant to have Jim leave and are eager for him to return.

## STARA ZAGROA

During the April and May trips, I went to Stara Zagora, met with the Mayor and suggested that the city might participate in this project. Mayor Andronov was pleased and enthusiastic about the possibility. I stayed in touch by mail and fax with him over the summer reminding him that the city should be planning for the areas with which they would want Jim's assistance, and the Chairwoman of the Municipal Council participated in the August study tour.

During this visit, I attended the opening of the Bulgarian American Center in Stara Zagora at the personal invitation of the Mayor and then returned the following weeks to discuss Jim's assignment. All this preparatory work laid a good foundation.

Jim's report, referred to above, also describes his experience there. Primarily, the Mayor asked for assistance with communications and the city's housing problems. During the second week of Jim's stay, I made a final visit to Stara Zagora to meet with the Mayor again and make sure that everything was okay. Both from Jim's report and the meeting with and follow-up letter from the Mayor this visit was successful and the city officials are looking forward to a longer stay when he returns in November.

### SOFIA

From our difficulties in Sofia (both irregular attendance and poor use of the Resident Advisor), I had determined that it would be best not to continue the program there. However, in my final meeting with Mr. Daskalov, the Secretary of the Municipality, in May he not only acknowledged the problems with attendance at workshops, but he stated that he perceived the value of the training we were providing and requested that we offer a management course during the next visit. He stated that certain pre-identified staff would be required to attend and that the course should last two to three weeks. He offered to send a list of the topics to be covered, a general outline and statement of how we would proceed right away.

Given the city's record and continued appearance of disorganization, I stressed that he should provide this information as soon as possible; he agreed. On my return to the US, I followed up with a letter thanking him, re-stating our discussion and asking for the information no later than July 15 to incorporate the course in Sofia into plans for the September visit. There was no response, and I wrote again at the end of July and explained that we could not include Sofia in the next visit and would wait to hear from the city before continuing in Sofia. Shortly thereafter, on July 29, I received a letter in response from the liaison in the International Office saying that the city wanted the September course and he was sending information with Bulgarian students returning to the US (who will not arrive until mid-August). I sent a reply explaining that it was simply too late, but that we would consider a November course for Sofia if they wish.

I tried to meet with Radoslav Attanasov of the International Office while I was in Sofia, but we were never able to get together. Previous to my arrival in Sofia, he had informed me that Mr. Daskalov had resigned from the city and is now Deputy Minister of Defense, so our strongest supporter among the senior officials in the city is no longer working for the city, and this makes work with Sofia even more uncertain.

## BAFE SUPPORT ACTIVITIES

Our new support partner in Bulgaria is the Bulgarian Association for Fair Elections. They were very good at making arrangements for this visit. In *Varna*, the local BAFE manager is closely tied to the city administration and he made arrangements, along with Ms. Raicheva, for Jim's interpreters and lodging.

In *Plovdiv*, the local chapter officers were not as effective. In spite of instructions that Dr. Ammons would need interpreters throughout his stay, we arrived in Plovdiv to find that no arrangements had been made. The search for interpreters was complicated by the fact that the Plovdiv Trade Fair began the week after we arrived.

In addition chapter officers asked about their members' attending the management course. Because of the nature of the course, bringing in outside citizen participants was not appropriate. However, we offered to be available for an evening meeting with BAFE members to discuss local government and citizen participation. While they indicated interest in setting up such a meeting, it never took place.

BAFE in Sofia had earlier faxed me a list of cities interested in local government assistance and topics in which they were interested. They suggested that *Yambol* was especially interested and I offered that Jim Budds could be available for a Saturday session, travelling there from Stara Zagora. The BAFE chapter made arrangements and Jim was supposed to meet with the Mayor of Yambol. However the Mayor was out of town and had asked the Deputy Mayor to stand in for him. From reports of the meeting, the Deputy Mayor was rude and clearly not happy to have his Saturday used in this way. However a Council member showed up and was very interested; he had a reporter with him and they and the BAFE representatives asked questions.

From the experience with the Plovdiv and Yambol BAFE clubs, I believe that working in cities where I know the municipal officials or have heard reports that there is an effort being made to reform local government is a better way to select additional cities for the project.

## PROJECT DIRECTOR'S RELATED 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.**

During this trip, I spent less time in the capital. Instead, I used Plovdiv as a base and traveled from there to several cities in the region where I know the mayor or he has visited Columbia: Stara Zagora, Sliven, Haskovo, and Kurdjali.

- Sliven. I met with the Mayor, Hristin Petkoff, the Chairman of Municipal Council, Mr. Pablov, the Small Business Peace Corps Volunteer (PCV), and staff of the International Relations Office. I described our program and suggested that the city might be interested in participating. Although the Mayor was clearly pleased to have me visit, he did not respond to the offer and I did not push the idea because if it is not something he is convinced will be useful for his city, there is no point in insisting. Afterwards I talked with the PCV, Jackie Meredith, and she expressed surprise that the Mayor had not been more responsive. I asked if there is anything I could provide to assist her with working with the city. She commented that staff morale is low because the Mayor does not share information and is not inclined to delegate projects. I agreed to provide articles on these subjects which she may share.

- Haskovo. I first met with the PCV, Steve Butts. He explained that the Mayor and the Municipal Council are having major problems working together and suggested that this should be a major focus of assistance. The Mayor was out of town for the week, so I met the Deputy Mayor; he readily agreed to the suggestion for a Resident Advisor and I said we would try to provide someone during the next visit. Steve Butts will assist the city and the advisor in developing ideas for the advisor's work.

- Kurdjali. I met with the Mayor of Kurdjali who also eagerly agreed that they could use assistance. He went through a long list of areas in which the city needs assistance--many of which we cannot help with. One of the issues is how to reorganize certain services which are now being handled by a municipal firm. He did say that the PCV (who was away for the day) is collecting information on this topic.

An advisor to Haskovo may be able to spend part of his time in Kurdjali.

### **Meetings 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; this strengthened our efforts to cooperate. He was in Strasbourg, France most of the time that I was in Sofia but we did manage one meeting. He shared materials developed since my last visit and indicated his continuing interest in working with this project.

Given that we are working directly with the cities and not filtering our services through the Ministry, I am not sure that we want to be that closely identified with his office. Nevertheless, it is very useful to keep each other informed and to share materials. Mr. Mollov also indicated that he has received a lot of criticism and he is not very secure in his job.

- Committee on Territorial Administration and Local Self-Government of the National Assembly. The day before leaving Bulgaria, I met with the Vice-Chairman of this Committee; he participated in the August study tour as well. A new chairman has been elected, Dr. Jordan Todorov (UDF- Radical Democrats) of Sofia; Mr. Todorov was present during the presentation that Jim Finane and I made to this Committee in May.

Before leaving the US, Mr. Hadji had stated that he would support legislation giving municipalities more independence. During our meeting he offered me draft versions of laws dealing with local finance and local government administration. He asked for my comments; I readily agreed, saying as soon as we can have them translated, I will read them and send him my comments.

### **Coordinating project activities with other groups in Bulgaria.**

- Cooperation with Peace Corps Volunteers. I continued to meet with the Peace Corps Country Director to describe our activities and seek information about what is going on in the cities. In the various cities where we are working, as well as the cities that I visited, I contacted the Volunteers and suggested that we cooperate. I expect that this will continue to be a fruitful collaboration.

- International Executive Service Corps. In Varna I happened to hear from a city official that the IESC had sent the city a letter asking if they wanted an adviser, so I contacted the IESC office in Sofia and met with Ventsislav Vassilev concerning their program. My understanding is that they have had one public management expert in Pazerlik, but their primary interest is in working with municipalities in privatizing municipal firms. He suggested the possibility of traveling together in November to introduce his program to some of the cities with which we are working.

### **Other activities.**

- Reunion of participants from the August study tour. The August study tour group had a reunion in Biala one of the weekends while I was in Bulgaria, and Jim Budds and I participated. In addition to the social aspect of the weekend, this was a chance to stress the importance of the municipal associations and of sharing the information they obtained from their visit to the US.

- Candidates to study public administration/ local government in the US. I am interested in finding candidates for public administration degree programs to study in the US. In the spring of 1992, the USIA provided "topping up" money for East European students who received at least tuition support from an American university; certain disciplines were priority for this funding; public administration, policy studies, and urban studies were priority fields. I am told that in the competition for 93/94 funding these fields will again have priority. I talked to staff at the Open Society Fund and also to the Mayor's Office in Stara Zagora. I took program Handbooks from the USC public administration program as an example of a typical curriculum. I offered to assist in identifying universities with MPA programs that might accept Bulgarian applicants.

## PLANS AND RECOMMENDATIONS

In my opinion, David Ammons developed and taught an excellent course in local management. But the commitment on the part of local government is not there to take the maximum advantage of this kind of course; also it is our experience that officials in most cities have not reached a level of understanding of their jobs where they recognize that this training is very useful or able to use it effectively in their work. Until we determine that there is commitment, we will not offer further courses.

The resident advisor approach is working and will be continued with the possibility of adding Haskovo and Kurdjali during the next visit.

I am undecided at this point about the usefulness of continuing to interest additional cities in this program because of the limits of what the program can do until it ends in mid-March. However, I now have an extensive network of contacts in municipalities throughout the country and it would be too bad to lose the momentum we have developed.

## MEMORANDUM

**TO:** Glenda Bunce  
University of South Carolina

**FROM:** David N. Ammons  
Carl Vinson Institute of Government  
University of Georgia

**DATE:** October 20, 1992

**SUBJECT:** Summary Report on Local Government Management Seminars conducted in Plovdiv, Bulgaria, September-October 1992

During the Spring of 1992, Mayor Garabed Thomasian of Plovdiv, Bulgaria, requested that a course on local government management be conducted in his city as a component of USC's local government assistance program. It was my privilege to conduct that course during the period September 12 through October 10, 1992. This memorandum summarizes my experience in Plovdiv and offers recommendations for your consideration.

### Overview

My first week in Plovdiv was devoted primarily to an orientation in the Bulgarian system of governance in general and that of Plovdiv in particular. I had the opportunity to meet with several local government officials to discuss local government structures, functions, practices, and problems, which allowed me to customize the seminars that I would be conducting over the following three weeks. My orientation contacts included Sylvia Lefterova, the mayor's assistant for international relations; Maria Panova, municipal secretary; Valentin Marinov, vice mayor; Lyubomir Komitov, vice mayor; Spas Hristoskov, head of the Department of Economic Activities; and two members of the municipal council--Chairman Teodor Dimitrov and secretary Andrey Zahariev. Each was helpful, informative, and encouraging. Each showed considerable interest in the course description that was translated at USC and the topics that would be covered. Their degree of interest, in fact, left me more than a little puzzled subsequently when only Maria Panova among these officials attended even a single session.

Plovdiv officials were advised that my assignment in their city had two components. The primary purpose was to conduct the course that had been requested by Mayor Thomasian. Secondly, I would be available for consultation during my stay upon request by any local government official. The course was well-received, I

think, by those most devoted to attending and participating in the seminars, but very few officials availed themselves of our offer of unstructured consultation.

### Local Government Management Course

The local government management course was divided into 12 sessions, conducted Tuesday through Friday over a three-week period. Each session was about three hours in length and began between 3 and 3:20 p.m., depending on the arrival of participants.

The topics covered in the seminars generally produced enthusiastic responses from participants. In most cases, responses indicated the potential for direct applicability; in few, if any, instances did participants indicate serious doubts about crosscultural transference. I recall no instance in which participants were indifferent to the material being presented or reluctant to engage in discussion.

The topics addressed in the 12 sessions were the following:

<u>Session</u>	<u>Topic</u>
1	Goals and Objectives
2	Objectives; Demand Analysis
3	Budgeting; Performance Measurement; Accountability
4	Performance Measurement; PERT Introduction
5	PERT Chart Discussion; Organizing a Work Unit and Assigning Duties; Performance Appraisal; Administrative Analysis
6	Concepts of Power-Authority-Responsibility; Leadership Theory; Management Style
7	Management Style; Case Study 1
8	Motivation; Case Study 2
9	Case Study 2 (continued); Contracting for Service Delivery
10	Productivity Improvement; Administrative Analysis (continued)
11	Attributes of Excellent Organizations (Peters and Waterman); Responsiveness and Public Relations; Participative Management; Drucker's "Six Deadly Sins"
12	Stress Management and Time Management

Many of the Bulgarian participants' reactions to various topics introduced were similar to those I have encountered from American practitioners and graduate students. Sometimes the Bulgarians struggled a bit more before accepting a concept or perspective; but in some other instances, they actually grasped a concept more quickly than many of my previous American audiences.

Although I have not yet seen the translated course evaluations submitted by the participants, their personal reactions led me to believe that the topics we addressed were of interest to them and of relevance to their needs. Two episodes suggesting that I was "on target" come immediately to mind. One occurred in the 11th session when, after working our way through the list of positive attributes of excellent organizations (Peters and Waterman) we turned to the serious, yet somewhat humorous, list of negative "deadly sins" that Peter Drucker links to nonperformance. Drucker's point was that committing any two of the sins would doom an organization to nonperformance and committing more than two would be overkill. Indicating both the comfortable rapport that had developed by the end of the course and a clear awareness of their organization's needs for improvement, one smiling participant interrupted me after introducing just three of the "sins." "That's enough," she chuckled, implying they were already over the two-sin limit. Our lessons were striking home.

The other episode occurred earlier, following a case study that dealt primarily with the importance of recognizing the achievements of subordinates. One of my students reported that for the first time he had called his department together to recognize an achievement of one of their colleagues, this one characterized as something of a "black sheep." He said that the response was overwhelmingly positive and that he had explained to his department that this kind of recognition was "the American way."

Most of the lessons that I attempted to convey are probably fairly predictable given the list of topics. I would note, however, the following aspects that appeared to be most novel to the participants or that emerged as tangential items that commanded considerable interest.

- I emphasized that objectives must be specific and measurable in order to be useful as a means of prompting performance. This notion seemed new to course participants who had previously been comfortable with vague mission statements as their "objectives."
- The notion of requiring "performance bonds" from contractors was something new.
- Participants seemed fascinated by revenue sources of American municipalities--particularly "interest on investments."
- The idea of incorporating performance measures in a municipal budget was of interest.
- Participants responded well to guidelines for delegating tasks and authority. Some wanted to get those guidelines more widely distributed in their organization.

- The distinction between power and authority generated considerable discussion.
- Participants responded with great interest to the notion of adapting management style to the "maturity level" of subordinates. They referred to that concept and drew on it in subsequent sessions without any prompting.
- The companion topics of motivation and incentives were of considerable interest. The relevance of monetary versus nonmonetary incentives generated considerable discussion in a country moving from communism to capitalism. I left that session feeling that I had provided useful information and that we had engaged in interesting discussion, but that much more attention could and should be directed to the topic.
- Participants' reaction to the notion of "mentoring" suggested that it might be a new concept to them.
- Considerable interest in contracting and the significance of competition was evident, probably as a result of favorable experience with private garbage collection in three submunicipalities.
- There was considerable interest in the variety of techniques for productivity improvement.
- American systems for monitoring responsiveness to citizen complaints and requests were of considerable interest.

### Teaching Methods

The course was developed with four guidelines in mind:

Make it practical. Introduce some theory but emphasize practical applications.

Minimize reading assignments. Provide written materials that will help participants retain the concepts introduced, but keep in mind the fact that they are working full-time. Do not allow reading assignments to become onerous.

Keep the seminars informal. Promote discussion rather than lecture.

Be flexible. If a topic can be addressed sufficiently in one session, do so. If not, carry it over for further discussion at the next session. Address topics of interest.

Most sessions began with opening remarks in which I introduced concepts, theories, or recommendations related to the day's topic. In most cases, the major

points were noted on a handout sheet that relieved participants of some notetaking and provided a document for future referral. Following such an introduction of whatever length was required, the participants were engaged in discussion dealing with the relevance and potential application of concepts. The primary deviation from this format occurred during the second and third weeks with the introduction of two case studies. Participants responded well to both seminar formats.

### Course Participants

During my first week in Plovdiv there was considerable confusion over the selection of course participants. Although the mayor had requested the course and had evidently indicated an intention for primary participants to include his deputy mayors and selected department heads, those plans changed. Two of the four deputy mayor positions were vacant upon my arrival and a third deputy mayor departed on vacation. No deputy mayor was ever in attendance. Furthermore, some potential participants were directly or indirectly affected by municipal responsibilities for the International Trade Fair which was celebrating its 100th anniversary during the second week of the course.

Upon my arrival I was led to believe that many of the participants would come from the city's submunicipalities. Later I was told that submunicipality officials would not be included at all, upon the decision of the mayor. Ultimately, participants included department heads from the central municipality and appointed mayors and secretaries (the second ranking position) in several submunicipalities. Eight or nine participants were present at most sessions, generally including about a half dozen who rarely missed, plus two or three from among a larger group of semi-regular attendees. The most interested and loyal participants were high quality students. They were able to grasp concepts and apply them in their discussions of their own organizational problems and opportunities. Frankly, I would be happy to have members from that core group as seminar participants in the graduate course I teach at the University of Georgia.

### Translated Materials

As you know, we took some materials to Plovdiv that had been translated at the University of South Carolina. In addition, my interpreter, Georgi Vassilev, translated many other materials that I used in the course. A complete set of the translated materials was assembled for Maria Panova, and participants were advised that if they missed sessions and wanted copies of those materials they could secure a copy from her. She agreed to accept that custodial responsibility.

One appointed mayor who was impressed with the quantity and, presumably, the quality of the translated materials asked that I grant them permission to publish it as a book. I explained to him that much of the material was copyrighted and that the

permission was not mine to grant (although it might not be difficult to secure). Nevertheless, I took his comment to be very favorable feedback.

A set of translated material in both English and Bulgarian accompanies this memo.

### General Consulting Assistance

Although several city officials indicated an interest in dropping by for consultation, relatively few actually did so. Various tours and intermittent visits with local officials, however, did provide occasional opportunities to share observations or make suggestions. The following is a sample:

- In a discussion with the head of the department of economic activities, I gently suggested that the city's practice of "giving" designated routes to private bus companies may be missing a municipal revenue opportunity and that cable television may offer similar revenue possibilities. At his request, we discussed state collection and administration of municipal sales taxes in the United States.
- I discussed Geographic Information System (GIS) technology with one of the city's computer specialists, noting in particular the differences in precision needed for management, planning, and engineering purposes, and the cost ramifications of those differences.
- I discussed with the appointed mayor of the "Old Town" submunicipality his desire to relieve traffic problems and maintain the character of that historic district, while nevertheless promoting tourism and commercial opportunities. I suggested the possibility (and revenue potential) of the use of motorized trams or horse-drawn carriages to bring visitors to the point of highest elevation in that rather steep district (the latter of which was clearly an intriguing idea to the mayor).
- On a visit to a submunicipality that is a densely populated residential district, I discussed with the chief architect potential problems of traffic congestion as more residents become sufficiently affluent to purchase automobiles. I do not think that local officials fully grasp the significant ramifications of single- or multiple-vehicle ownership, should that day arrive.
- I arranged a visit to my class by Mary Lou Bartoletti of the Peace Corps. Ms. Bartoletti is a business specialist who may prove to be a very useful referral for municipal officials.

## Final Comments

Despite some organizational confusion over the selection of course participants, and competing demands for their attention, my assessment of the course is quite positive. Those participants who took advantage of the opportunity responded very well to the material being presented and the topics that were addressed. My primary concern regarding the effectiveness of the course has less to do with the participants and their willingness to experiment with new ideas than with their limited authority and opportunity to engage in such applications. As you know, much of what we in the United States assume to be municipal authority resides in the Bulgarian capital rather than in the cities. What limited local discretion exists in Plovdiv appears to be concentrated at the highest levels at city hall rather than decentralized in the departments and submunicipalities. The top participants in the seminar are extremely bright and seem eager to accept responsibility. Unless they are given important opportunities, however, I will not be surprised if they leave local government service. On the other hand, if authority is decentralized a bit more than I perceive it to be at present, these administrators will be a significant resource in the city's development.

REPORT ON VARNA AND STARA ZAGORA RESIDENT ADVISOR PROGRAM  
SEPTEMBER 5 TO OCTOBER 9, 1992

Submitted by Jim Budds

During the period noted above, I served as a Resident Advisor for the cities of Varna and Stara Zagora, Bulgaria under the USAID-funded University of South Carolina program. In this capacity I provided advice and consultation on a wide spectrum of urban issues which are detailed below. In addition I spent several days in Biala, at the request of its Mayor and with the concurrence of the Varna administration and a Saturday in Yambol, near Stara Zagora.

OVERVIEW

As with my previous trip in May 1992, all the officials I worked with were most anxious to have assistance and eager to learn from the process. It was highly rewarding to see that many of the issues which we had worked on in May had received considerable attention by the time I returned in September. The obvious willingness on the part of the administrations to make change and seek solutions to the problems in this way is a great testimony to the effectiveness of this type of program. This fact was proven even more true by my second visit to Varna, where we were able to pick up on the same issues and carry them to the next level of sophistication. It is fully anticipated that the same will be true in Stara Zagora in November where the basis for several projects has been established and they are moving forward.

With any of these issues, however, there is a need for an interim period between visits where the local administration can implement the ideas and programs. In the long run I believe it is the most effective and efficient way of providing these consultation services and would strongly recommend that it be continued.

Again, as before, I was quickly integrated into the every day operations of the city with specific assigned tasks and projects to work on. These varied greatly from

city to city but as indicated spanned the spectrum of municipal problems.

In each city the Mayor or Secretary of the Municipality had outlined a specific set of projects which formed the basis for my work. These projects are outlined in the following narrative. In addition a number of smaller projects were also undertaken which are mentioned for record purposes. Finally a summary of the activities in Biala and Yambol are described.

## VARNA

In the City of Varna, where I spent three weeks I was once again under the direction of Stanka Raicheva, Secretary of the Municipality. Mrs. Raicheva had outlined six very specific projects she wished to have addressed during my stay. I am pleased to say that I believe we made significant progress on all six, as well as several additional items.

Before going into depth on these projects I believe it is important to point out one of the big success stories from the first visit in May. The Varna landfill as reported in the final report of that visit was an absolute disaster and violated virtually every environmental rule imaginable. After lengthy discussions about landfill policy and procedures the administration moved to make substantial changes in a very short period of time. Three months earlier there was an open landfill, in a natural ditch with no diversion for water, and a constant stream of people picking through the garbage and debris. Furthermore, all sorts of liquid was dumped without regard to its potential hazard. Three months later every one of these practices had been stopped and the well managed landfill, made in properly dug trenches, was covered daily with a layer of dirt.

During this trip the following six projects were assigned and will be discussed in detail:

1. To develop a plan, model and location for a tourism school to serve the city, Black Sea coast and the region.

2. To further refine the sanitation system to allow for greater efficiencies and effectiveness of operations.
3. To develop an operational system and facilities plan for the management of stray animals in the city.
4. To propose and develop the concept of a coordinated visitors center for the city of Varna.
5. To work with the Secretary's office to review and improve on the newly established system of personnel evaluations.
6. To work on the possibility of a cultural exchange between the artistic groups on Varna and Charleston or other suitable U.S. cities.

Project

Principle contacts

**Tourism School**

Zhelyasko Karakashev  
Assistant to the Mayor

The purpose of this project is to develop the idea of a tourism school which is very important to the city for both economic development and other reasons. The city feels a need to do this project for the benefit of the tourism industry that already exists in the city as a way of seeking new capital input to improve the standards and thus make the system more profitable in the long term. A report on these activities and the status of the project, which was submitted to the Mayor is attached as part of this report. The city has additionally asked that I represent them in trying to interest potential investors in their project.

**Sanitation System**

Mrs. Galina Stojanova  
Director of State Hygiene  
Mrs. Irina Markova  
Hygiene Department, Varna  
Mr. Atanas Atanasov  
Hygiene Department, Varna  
Chief Architect for Varna

A complete review of the sanitation system including collection and disposal methods was undertaken. Based on some material that had been forwarded between

17

visits and on some issues that had been discussed before significant progress was made. A complete report on this issue is included as part of the report.

**Animal Control System**

Same group as involved in sanitation

Again a complete program was developed including the sighting of the dog pound facility. As with the Sanitation system a complete report is attached.

**Visitors Center**

Mr. Nicola Georgiev  
Tourism Expert  
Mr. Liubomir Kutin  
Director of Cultural Sector

A substantial amount of time was spent with these people and their staff discussing the framework and background of a Municipal Visitors' Center. Mrs. Raicheva had been very impressed with what she had seen on her visit to Charleston, SC and felt that since the cities had so much in common that she would like to pursue a similar facility in Varna.

Our initial discussions centered around the concept of a visitors' center and what it can do for a city. We discussed the principles of management of tourism and the differences between city regulation and direct management of private companies. We discussed at length the ability of the city to "influence" decisions and to therefore direct tourism in directions amenable to city traffic and congestion patterns.

After setting the stage we discussed the assets that Varna has and the likely location for such a project. The purpose of these sessions was to lay the groundwork for further development on a subsequent trip. I expect that when I return in December this will be high on the list of projects.

**Personnel Evaluations**

Mrs. Stanka Reichova  
Secretary of the Administration

The City of Varna was in the middle of their first full fledged personnel evaluation process. They had available monies for increases in salaries and wanted

to distribute it on a merit basis. They had combined several different formats to make one which they felt would be suited for their needs. The purpose of this project was to review the results of the evaluations, see what difficulties existed in the procedures and make recommendations for changes.

The difficulties they encountered were not very different from those of any American city that first institutes an evaluation program. Supervisors were reluctant to distinguish between employees for fear of hurting feelings, and the concept of using the evaluation as a constructive tool for better future performance was not widely understood. In addition some peculiarities in the questions made a number of answers seem skewed. Quite possibly this occurred because questions were taken directly off American evaluation forms and translated literally into Bulgarian. Given different mores and working customs this made some of them confusing. However, upon review we were able to make the changes and expect that these changes will be implemented when the annual evaluation is done at the end of the year.

### **Cultural Exchange**

Mr. Liubomir Kutin

Varna has a very active arts and culture organization as can be easily seen by spending some time in the city. Their major event is the Varna Summer Music Festival which occurs over a two month period each summer to coincide with the heavy tourism season. They had inquired specifically as to the possibility of an exchange with the Spoleto Festival in Charleston, SC. I am very pleased to report that we were able to effect such an exchange and have arranged for a blues and gospel group from Charleston to visit the summer festival and for the Rajkov Bros. Puppet theater to visit Charleston.

In addition to this formal part of the request a goodly amount of time was spent with many of the artists of Varna working on their problems and concerns. A major studio area for artists in Varna, The Vulcan Artists, is about to be privatized and will be lost. They are desperately in need of a new location and the funding to make it happen. Likewise the graphic artists of Varna are well known throughout the world and are looking for support to allow them to continue. I agreed on their behalf to

contact some arts administrators and benefactors here in the U.S. to see what ideas might be shared with them.

This concludes the section on Varna. Several of the projects still have a considerable amount of work to be done before they can be considered completed. The progress to date, however, is quite substantial and I very much hope to have the opportunity to continue to work with them toward their goals.

### STARA ZAGORA

In the city of Stara Zagora I worked directly for the Mayor and took on four specific projects with him. In addition, since it was the first trip I was asked to meet with many departments to discuss their issues and problems and offer possible solutions to some of their problems. The four principle projects that the Mayor outlined were:

1. To set up a plan to deal with the housing shortage.
2. To discuss and advise on the creation of a Master Plan and the institution of zoning in the municipality.
3. To advise on how the city could be a catalyst in encouraging small business development.
4. To advise on how to improve the city government's public relations.

In addition to these four projects, long consulting sessions were scheduled with the Strategic Planning Department, the Cultural Department, the Finance Department, and the Municipal Council.

### **Housing**

Mayor Andronov

The housing project actually lasted throughout the period I spent in Stara Zagora. It involved discussions on the state of housing, various options for new construction, ways the city could encourage private initiative in housing and specific plans the city might adopt to further this critical need. Although the plan was moving

along very fast when I left much of the idea of this first session was to lay the groundwork for more involvement in November and December.

At the time of my departure we had developed a plan for a housing trust fund, solicited and gained the assistance of one of the major banks in town and convinced the City Council President of the viability of the program as well as the need to dedicate some funds specifically for the purpose of housing. Much of this was tied directly to some of the other areas I worked in, particularly that of planning and zoning.

**Planning and zoning**

Mayor Andronov  
Mr. Veselin Verov  
Chief Architect  
Ms. Ditrina Grizoroba  
City Architect  
Ms. Nina Zheleva  
City Architect  
Mr. Stanko Ilchev  
City Architect

Both conceptual and actual city planning was discussed at length. We worked with city plan maps to look at possibilities for zoning and for the best locations for new housing developments. All the usual city planning issues were discussed including transportation cost of property, location to services, etc. In addition the issues was significantly complicated by the ongoing restitution program. Although the claims period has come to an end, it is still unclear what will the eventual use of properties will be. At the current time city officials are having a difficult time convincing "new" property owners to either develop or sell the property to make it a viable development site.

The issue is one that will obviously take a long time to settle and despite a significant effort during this period there will be much more work to be done during the next visit.

## **Small Business Development**

Mayor Andronov  
Mr. Ivan Peikovski  
Director of Finance  
Dr. Tsvetana Djamdjieva,  
Chair, Municipal Council

The main issue here was to work on how best to privatize city businesses and to insure that new entrepreneurs had a reasonable chance of succeeding. We discussed companies such as the city run laundry that they were having a difficult time privatizing because of what appeared to be financial difficulties. Different methods of time payment and incentives were discussed to make the possibility more attractive. Also at issue was the whole idea of service and the profitability of good quality service. Finally the utilization of funds was discussed and how best to protect the cities' limited resources and yet use them in the most effective way to encourage new business development.

Much of these discussions centered around the need to change a whole way of thinking in business relations. The City sees itself as a major catalyst and therefore very much involved in these activities.

Many different aspects of the problem were addressed and numerous suggestions made. By the time I had left a plan was in place to develop a small business trust fund to be used for incentives and low interest loans to get businesses started.

## **Public Relations**

Mayor Andronov  
Dean Kavarakov  
Mayor's Assistant  
Dr. Djamdjieva, Chair  
Municipal Council

The Public Relations issue revolved around how to best represent the various activities of the city so that the public would know what was going on and how to avoid the inaccurate articles that often appeared in opposition newspapers. In the time I was there we discussed the issue, adopted a plan, and hired a city Public Relations Specialist, who would double as the City Ombudsman. I stressed to the



## YAMBOL

I spent one Saturday in Yambol in what turned out to be a question and answer session for the local press, a municipal council member and the BAFE (Bulgarian Association for Fair Elections) representatives. The Mayor had assigned a deputy to attend since he had been called out of town. Clearly I was ruining his day! However, I answered extensive questions on city government from all different perspectives and since the council member was the editor of the newspaper he published the whole session as an interview. As a result the information was spread probably farther than virtually any working session I had on the entire trip.

## SUMMARY

In summary I must conclude that this trip was even more successful and beneficial than the first. My increased knowledge of Bulgaria and the current status quo obviously helped. Additionally, I believe that the concept of sending people back to cities in which they are known and have experience is proving successful. In returning to Varna I was able to perform much more in a concentrated three week period because of having that level of experience. To return again will only allow more productivity in the short periods allowed. The same holds true for Stara Zagora and according to the Mayor's letter (a copy is enclosed for information) he feels the same way.

Perhaps the same pattern can be developed in a continuing program (which I sincerely hope there will be). Some of the consultant's time spent in a previously visited city followed by an introductory period in a new city. I think it will be a good pattern to follow.

Finally, I want to once again express my thanks for again being allowed to be part of what I think is an extraordinary program and opportunity. I look forward to continuing and to returning to Bulgaria many times in the future.

## REPORT ON ANIMAL CONTROL SYSTEM

One of the top priorities assigned during this visit was the establishment of an animal control system to include the collection, care and dtermination of the status of stray animals in the city. Involved in these discussions were Ms. Galina Stojanova, Ms. Irina Markova, and Jim Budds. Also involved in portions of the discussions was Mr. Karageogiev, the acting City Architect and his staff.

In order to help establish such a system several tasks were undertaken and a step by step approach was designed. The first of these task was to spend a significant amount of time with the two department representatives listed above for the purpose of determining the extent of the problem, what resources are readily available and to describe and outline in detail a comprehensive program.

Already accomplished through previous sessions was the elimination of the practice of placing poison out to kill the stray dogs. It had been pointed out just how dangerous this was not only for the other dogs who might happen upon it but also for small children who might accidentally come in contact.

During the time of these discussion sessions the plan was laid out. Generally it includes several aspects. There is the aspect of the dog-catcher and how the system of collection of stray animals will be put together. Secondly there is the idea of the dog pound where stray animals will be temporarily housed and where a final disposition will be made on the animals. The large issue of public relations and public information was also discussed at length. Giving a sufficient time for owners of lost animals to find them; Having a properly designed facility for housing the animals to avoid charges of cruelty; Giving proper notification to the public so that they will know of the programs existence and be aware of the good work the city is doing for them. These are all part of the issues that need to be addressed in the public relations aspect of this program

### FIELD OPERATIONS

The field operations should consist of several trucks (perhaps two or three would suffice) with especially designed cages in the rear to put captured animals and take them to the dog pound. These vehicles should be equipped with several devices for the purpose of capturing the animals and sufficient saftey gear for the workers to insure their well being when encountering angry or frightened animals. Detailed descriptions of all this material have been left with the Sanitation department officials. At a minimum, however,

safety gloves, large nets on the end of a pole, and a noose and pole arrangement should be included.

In order to be effective the roving operators should be on patrol throughout the city on a regular basis. The times and areas that will be most effective can be determined best by experience and time spent investigating problems. Ideally these vehicles should be in radio contact with a central dispatcher so that they can also respond to emergency calls.

Another element of a successful animal control program is cooperation among the various city departments. Since the number of vehicles assigned to this project is bound to be limited the need for other city officials and workers to be alert for problems caused by stray animals and to report them to the proper officials is important. Typically the police departments and the Sanitation workers are aware of where the problems are occurring and can be most helpful by reporting occurrences to the Animal Control authorities.

#### DOG POUND

The most critical element of this project is the dog pound or facility for the maintenance of stray animals. Its location and operation are most important to its success. Any time animal control is introduced there is bound to be substantial public reaction some of which is good and some is bad. Much of this can be alleviated by having the pound in a good location and making sure that it is operated safely, cleanly and in a humane way for the animals.

#### Location

The best location for a dog pound is away from the center of the city yet close enough that it does not present transportation problems. Furthermore, it should not be located near any residential areas since the noise is often quite loud. Finally it must be in a location where water and sewer are available.

For the Varna Dog Pound we have found such a location on the road to Zvezditsa. It is an abandoned factory building and has access to water and sewer. It is in a predominantly industrial section and should pose no nuisance to residents of the city. It is only about 7km from the center of the city and thus is located appropriately. The location is strongly recommended.

In addition to the location the building is very satisfactory although far more than is needed. The matter of design has been discussed and investigated with the City Architects and they are in agreement that the building will be satisfactory. A

description of a more modest dog pound built to standard specifications has been given to them should the current idea of not work for some reason.

It is also noted that the location selected would work very well were the city to enter into a joint venture with a private organization to provide animal kennel facilities. There is sufficient property available to house both functions. It is important to remember that the city function is one of keeping the streets safe while the animal care organization is for the purpose of caring for animals. The two can work well together if there is a spirit of cooperation but they do have very different goals and objectives. However, the joint venture can be very useful since it will relieve some of the burden on the city.

#### SUMMARY

The above report and recommendations are made to help establish an animal care facility for Varna. The procedure is the same as is utilized in many cities. Many of the technical details of the discussions that were held are not included in the report. However, they have been discussed with all the appropriate officials and details have been left with them. As with the Sanitation program the project has been discussed with the Architects and they have indicated agreement with all phases of the project.

In an earlier part of this report the public relations aspect of this issue has been discussed. It must be re-emphasized that this is one of the most important features of a successful animal control program. Cooperation of the public is essential to making the system work.

Finally, as with all issues undertaken during this period, if there are any other questions or information needed I will be pleased to provide assistance in obtaining it.

REPORT OF THE STATUS AND RECOMMENDATIONS FOR THE  
CITY OF VARNA SANITATION SYSTEM

The following will serve as a review of the progress and status of the work done on the Sanitation<sup>5/1/77</sup> since the time of the first Resident Advisor visit in May and also provide a series of follow up recommendations. The recommendations, unless otherwise stated, have been discussed in detail with the appropriate administrative personnel and now form a concensus of the approach to be followed or presented to City Council for approval as necessary.

REVIEW

The issues surrounding the Sanitation system, including collection and disposal, were identified as being a top priority during the first session in May and June. It is a great satisfaction to note that the efforts and input during that time have resulted in one of the most positive concrete results of the project to date. As the report of the project for May and June indicates, the condition of the garbage grounds (landfill) necessitated substantial change. As a result of the recommendations at that time, substantial change has been undertaken and in a very positive result the City has been granted a years extension on the allowed usage of the landfill, resulting in significant financial savings. The changes include reversal of the previous policy of using a natural ditch, establishment of trenches for depositing trash, a policy of covering each days deposits with soil, a policy of requiring liquid garbage to be containerized and a much stricter control over the dumping procedure. Furthermore no one was allowed to be sifting through the debris as had been the case before and none of the garbage was on fire as before.

During our initial visit other important areas of interest were discussed as well. These included collection methods, types and maintenance of equipment, structure of the administration of the sanitation system and use of various types of containers. During the interim period , between visits I was able to obtain some of the information needed and forwarded it in advance so that we would be able to discuss it upon my return. This has led to much of the work accomplished during this period.

COLLECTION SYSTEM

A wide variety of options for the upgrade of the collection system were discussed and studied. As an appendix to this report an analytical listing of these systems is attached. Included were

28

both types of containers and collection vehicles. The discussions were directed not only at which systems would best fit into the various needs and conditions in Varna. Additionally, the affordability and economic efficiency both in the long and short run were considered.

Since the first visit in May the Municipal Company previously responsible for the entire city's collection has been dissolved and the responsibility for all but the two central municipalities has been auctioned off to other private companies. Therefore our current discussions revolved around the methods to be used in the central portion of the city. This area is perhaps the most diverse within the broader municipality and thus involves the need for more than one type of system. Since it includes both substantial areas of apartment blocks as well as the narrow streets of the old city it is hard to utilize just one system effectively. However, we were very concerned about the cost of multiple systems. For these reasons the following system was devised and is recommended for use.

1. In the inner city, where the garbage pens are now located it is recommended that their use be continued. However, it is recommended that the system be modified by placing small containers, liftable by hand, inside the pen area. This will enable people using this system to put out garbage at any time without the current problems which result in the garbage frequently be spread out around the area. Such a system will also require that a gate be placed on the fourth side (now open) to prevent the barrels from being removed except by the sanitation workers. (This could also be accomplished with a chain locking system).

The cost of upgrading the pens and providing the barrels will initially be an impact on the city finances but will result in a much cleaner city in the long run and I believe a much more efficient system. Once it is established and there is a definitive number of cans to be emptied it will allow for more effective monitoring and the establishment of production goals which the workers can then be held to and rewarded for, in the case of superior performance. (One way to create incentive in this area is to guarantee a days pay for workers provided that the required number of cans are collected and that it is done in a safe and sanitary method but then to allow them to leave when finished thus for those who are ambitious their average hourly wage is in fact increased)

The cost of the improvements are one time costs and I believe can be offset, and more, by a significant long term cost reduction plan. Currently the service area as described has seven day a week collection. I would recommend that this be reduced to three with half of the area being collected on a given three days of the week (such as Mon/Wed/Fri) and the other half collected on the remaining three (Tues/Thurs/Sat). The net effect of this

action will be to cut the cost of personnel in half since the same crews can work in different sectors each day. It has practically the same effect with the equipment. (It is however suggested that any reduction in the equipment be considered an opportunity to increase the number of reserve vehicles either by retaining most of the unused vehicles as spares or selling the excess with the proceeds directed toward the purchase of new vehicles.)

2. In those areas where the pen system is not utilized it is recommended that container pick up be continued. However, it is most strongly recommended that the current system be abandoned and a new front end loader system be employed. The principle reason for this change is the lack of efficiency in the current system both in terms of the cost of petrol used and man hours employed to take each container individually to the landfill as well as in the additional cost of vehicle maintenance. Finally the new system will enable the process to be completed with only a fraction of the current number of vehicles used, since each front end loader can handle twenty to thirty containers (conservative estimate) before having to empty its load. In order to do this, several modifications of the current system can be employed to help keep the cost down.

Initially it is suggested that all containers used be of a standard size and that the current practice of using several different sizes be discontinued. In any event all containers need to be of a satisfactory size to be loaded by the front end loader. I believe that after inspection of the current large containers that they could be modified to be used with the system. This would alleviate the need to buy all new containers to begin the system. Further I believe that from the information I have received that a new type of container suitable for the system could be manufactured at the Bourgas container plant. This has the doubly positive effect of allowing them to be purchased locally (in Bulgaria) and of creating or maintaining Bulgarian manufacturing jobs. A sketch of a proposed container and of the recommendations for the modification is attached as an appendix to this report.

From all indications the front end loader trucks will have to be purchased from abroad. Although these are generally very expensive vehicles, several innovative sources for obtaining them at reduced prices should be considered. The United States has a substantial second hand truck market which provides many very usable vehicles at reasonable prices. (If such is to be considered shipping costs must also be determined and added to the cost of the vehicle to determine total cost. It is likely that shipping costs will be less per vehicle if more than one is sent at a time. Therefore if the city selects this method perhaps buying all vehicles needed at one time would be cost effective.) Information on this market has been provided to the sanitation officials. Another option, should this result in any grant request (discussed

later in this report) then the possibility of U.S. Government surplus (especially from military bases being closed in Western Europe) should be explored.

Again it should be stressed that a portion of the funding for this method can also be attained by the reduced cost of manpower. Since the larger trucks can handle so many more containers per day than the current system can, fewer people and potentially much lower maintenance cost can be obtained.

3. One of the most significant possibilities for cost savings can come from the introduction of transfer stations. It is strongly recommended that the city pursue this avenue and at least one and if possible three such stations. The concept of the station is simple and the cost is relatively modest. The station consists of a small parcel of ground with either an underground depression or overhead construction allowing standard sanitation trucks to empty into a very large transfer vehicle. At a later time, after the transfer vehicle has accepted many truck loads, the transfer trailer can be hooked to a truck and taken to the landfill.

The biggest advantage of this system is that it reduces the number of trips made to the landfill to as few as one or two per day. The resultant effect on fuel savings and vehicle maintenance will be very significant. Additionally it allows for far more in the way of management options in the ~~in the~~ administration of the landfill.

A sight for the first transfer station has been selected on the southern side of town. It is ideally located to serve that part of the city south of Tzar Osvoboditel Blvd. A second sight should be located in the far northern part of the city to serve all areas north of this location. We had significant difficulty finding a second sight because of the large amount of private property in that region.

The Architects department has been consulted on this matter and they are in the process of doing initial drawings for the transfer sight located in the southern sector. Along with the chief architect and some of his staff and with members of the Sanitation Department, we visited the sight and find everyone in general agreement. An alternate sight very close to the one under consideration is available should the first one not be acceptable for any reason.

#### Conclusion and Recommendations

The transformation of the Sanitation system is progressing and in order to meet the needs and objectives of the city, continued effort will be needed. Several very important steps need to be accomplished in the near future in order to move the project toward

a successful conclusion. If these can be done between now and the end of November then perhaps I will be able to render more assistance at that time. In order to summarize the status, the following list of accomplishments and projects remaining is provided.

#### Accomplishments

1. Investigated problems
2. Determined nature of Problems
3. Developed system to approach each problem area.
4. Specifically design system components:
  - Containers
  - Collection Methods
  - Transfer Stations
  - Garbage Ground Reform

#### Yet to be accomplished

1. Determine exact numbers needed for each piece of equipment needed to implement the system.
  - Number of 1. Trucks
  - 2. Containers
2. Determine the availability of container manufacturing at Local facilities, most particularly at the Burgas plant.
3. Estimate cost of each component and of total implementation
4. Locate funding sources for total project
5. Implement program

With the information now available and the understanding by all parties as to the future goals of the program I believe that the vast portion of the five items listed above can be accomplished with the personnel here in the city. Should there be any other questions or assistance needed I will be glad to provide whatever I can whether it is while I am in the United States or during future trips to Bulgaria.

-22

## SANITATION SYSTEM OPTIONS

The following is offered as a list of options which will serve as a discussion point for the meetings with the sanitation department for possibilities of future purchases. It is understood that the needs of the City of Varna are many and that probably no one system will meet all the city needs.

### TYPES OF CONTAINERS

#### 1. Plastic Bags

- Using this system each household is issued or is required to obtain Plastic Bags (Usually large 30 gal. size / about 114 liters)
- Can be issued by city or provided for purchase
- ideal for use for common pickup areas such as the pen system

#### \_Pros

- clean system - no containers left by the roadside once pick up is made
- fastest of all the systems- requires fewer vehicles and manpower
- can be used for all types of collection systems

#### -Cons

- Requires access to large number of bags. Must have reliable supply
- If not attended to promptly it becomes a problem with dogs and other stray animals

-----

#### 2. Roll out Containers

- Another system used in the United States where each household is issued a roll out container that is matched to a particular type of mechanical collection system.

#### -Pros

- Very clean and neat system
- Very fast to pick up

#### - Cons

- very expensive to implement since someone has to pay for all the containers
- requires special pick up trucks and attachments.

-----  
3. Containers (small)

- Small containers or barrels can be used in the same way as roll out containers except that they lend themselves to being picked up by hand. Typically they are used in residential areas of single family housing. Does not lend itself to multi-family (flats).

-Pros

- does not lock the system in to using only one kind of collection vehicle
- is not expensive to implement
- works best with rear end loading equipment.

-Cons

- after pick up the unsightly barrels are left on the side of the street and the occupants are responsible for bringing them back in.
  - does not lend itself to large multi family areas.
- 

4. Containers (large)

Typical container systems as seen in use here in Bulgaria. Containers come in many shapes and sizes. Lends itself well to large multifamily areas and to industrial or commercial areas with much trash and sufficient area for trucks to maneuver in.

-pros

- Works very well with high density areas.
- reduces the amount of manpower substantially. Most versions can be operated by one driver.

- cons

- requires special vehicles and thus reduces flexibility
- 

COLLECTION SYSTEMS

1. FRONT END LOADERS

- system use only with large containers. works very well in areas with large demand on the system and with maximum room for maneuverability.

pros

- system works very well on large capacity jobs.
- containers can be manufactured locally

cons

- Trucks tend to be very large and lack maneuverability.

-----  
2. REAR END LOADERS

- typical system used for hand loading. Very versatile system allowing for both container and hand loading operations.

pros

- tend to be reliable systems and can be used in a variety of situations.
- lends itself to fast pick up operations

cons

- needs to be emptied more often than front end loaders.
- hydraulics can cause problems if not use carefully

-----  
3. Extended Arm Container Pick up;

- method using a special vehicle with arm for picking up containers. Use best in low density residential districts.

pros

- uses minimum number of personnel, usually one per vehicle.
- is a very fast pick up method.

cons

- Vehicles are very expensive and the mechanical arms tend to be unreliable.
- systems are designed to use one type of container and the expense of obtaining these containers is great.
- Requires uniformity of containers.
- allows less flexibility than other systems.

Sept. 25, 1992

From: Zhelyasko Karakashev and Jim Budds

To: Mayor Kirchev

Subj: PROPOSAL FOR A VARNA TOURISM SCHOOL AND COMPLEX

#### INTRODUCTION

Tourism has been and remains one of the leading industries of Varna and has one of the greatest potentials for growth, development, source of new employment and profitability of any industry in the area. With this in mind it is essential that the City of Varna do everything possible to exploit this most valuable resource and allow it to reach full potential. By doing so the greatest number of city residents and Bulgarians in general will be served. Furthermore, as the jobs and opportunities grow in this field both through internal and external investment it is in the best interest of Bulgarians that they be in a position to fill the upper level positions as part of the management structure and not settle for only the service related and more menial jobs. In this way wealth will begin to be created internally and the economy will not only grow but will become more self sustaining.

Bulgaria stands at the center of the potential tourism area. For Varna to serve as the training complex for the entire region will allow a greater opportunity for Bulgarian leadership and management in the development of tourism. This fact alone will help the number and quality of jobs enjoyed by Bulgarians.

To meet these needs and objectives it is recommended that under the leadership of the Municipality of Varna that a comprehensive school of Tourism be developed to be located in Varna and serve as the regional center of expertise for issues related to Tourism and as the place where the standards for Bulgaria and the Black Sea region will be established and taught.

There are now several schools which include some elements of a tourism program at the present time. Although they are somewhat valuable they lack the comprehensive and practical approach to help the student meet the demands of service standards expected in today's competitive world. The aim of this proposed program will be to establish a new philosophy of educating students for the hospitality industry. It will combine the theoretical and practical side of the issue into a comprehensive curriculum which will include technological, economic and management training along the

model of similar institutions in Switzerland and the United States. Such a program will range from basic cooking and serving skills to marketing and financial training.

### CONCEPT OF THE PLAN

In order for such a program to be truly effective the school idea should not stand alone. Introduction of this concept and theory allows for the integration of many aspects of the industry at the same time and allows for Varna to take the best advantage of the opportunities both in the near future and the long term.

So that such can occur, it is proposed that along with the School a major Tourism Development site be undertaken and that a consulting firm tasked with coordination among the entities be established. Such a firm will not only insure smooth cooperation between the school and the Tourism development but will also be a prime source for marketing and placement of graduates.

We see this approach as a necessary one because it will help establish Varna as a regional center for Tourism as well as help extend Varna's influence throughout the region. It has already been determined that there would be significant interest among Ukrainians for participation in such a school and it is anticipated that similar interest will be forthcoming from Romania, Turkey and Greece.

Most importantly this program provides a substantial<sup>?</sup> for Bulgaria as a whole. The labor force and management skills obtained at this institution will be spread throughout Bulgaria eventually providing one of the best trained and highly skilled tourism managers in Europe. As such a reputation grows so will the interest of Tourists in coming to Bulgaria. Then the already substantial tourism industry of the country can blossom into an even more significant economic force.

### IMPLEMENTATION OF PLAN.

In order to carry out the ideas suggested above we believe it is important to look at the project in four distinct but interrelated steps. They compose the major project goals and are:

1. Establish the Interim School program
2. Develop the Hotel and Permanent School Project
3. Develop the Consulting Firm
4. Make the operational plan permanent

The process has been developed in this manner for several reasons. First the development of the school is necessary to demonstrate our intentions and commitment to the project.

31

Secondly it can be started with a minimal capital investment and since the overall ~~all~~ project requires a very major financial committment it will take time to secure all the funds needed. Stage one and two cannot be separated entirely since it is anticipated that one of the primary sources for funding of the school can come from a joint venture arrangement with an investment group interested in the hotel and facilities development.

So as to bring the plan into more concrete terms we have developed the project to the point of potential sites and funding sources. Pending approval these could be acted on without any significant delay.

Our first choice for a school sight is the old Odessa Hotel in Drouzhba. This site is designed to be used as a training facility and thus is a natural choice. It has many other assets which convinced us of its suitability. It is close to the center of the city, is the least expensive of the potential choices to operate, it can be activated quicker than any other site and has only a modest amount of renovation that would be necessary. In addition to the old hotel which would serve as dormitory and classroom space it is desired that we acquire the restaurant and hotel immidiately adjacent that is now run by the Chernomoretz (Balkan Tourist?) Company. Additional positive aspects are the water baths and sports facilities in the area which would be available and tend to extend the life of the tourism season. Since this location is remote from our desired hotel project location it allows for the development of such a facility independently and thus without restrictions.

The first choice for the Hotel development project is at the end of the Sea Park on property where the proposed Tennis Court Development was to be and adjacent lands. This would make an excellent sight for a major Hotel developer to build a substantial project. It is ideally located for year round usage since it can be used as a summer vacation resort and is close enough to the city to be used as a hotel for businessmen on a year round basis. It is intended for this facility to have a broad range of services including sports and other activities as well as complete meeting room and conference facilities.

#### FUNDING SOURCES

In order to make this project work there will need to be many different entities involved and many different parties included in the funding. It must be stressed from the beginning that this is not the kind of project that the city government will be asked to spend large amounts of money. It is rather intended that outside sources will provide the bulk of the funding.

City Council will be asked to cooperate by giving its approval of the project as well as some of the property under their

33

jurisdiction.

Since the project is a major educational project as well as an economic development project it is anticipated that some of the major world financing agencies such as the OVERTURE, TEMPUS, USAID, WORLD BANK, INTERNATIONAL MONETARY FUND and Individual National governments such as Germany, Austria, Suisse, Great Britain, Greece, and Cyprus may be potential sources of funding.

In the realm of private enterprise we believe that a major hotel chain may well be interested in such an endeavor. In return for a degree of funding for the school they could be offered favorable consideration of the site for hotel development. Other potential resources would be cruise ship companies and airlines who are involved in the tourism business.

#### CONCLUSION

This brief report outlines the concept and plan for this major and most important project. If the plan meets with approval of the Mayor and council it can begin almost immediately. Any stage of it can be elaborated on in greater detail.

Varna is a natural location for this project because it is so centrally located in the center of the Tourism region of the Black Sea and thus has proportionately, a higher percentage of jobs in the hospitality industry. However, it should not be forgotten that establishment of the school here will provide a great opportunity for Bulgaria as a whole to emerge as one of the great tourism destinations of the world.

Respectfully submitted:

---

Zhelyasko Karakashev  
Consultant to the Mayor

---

James G. Budds  
Resident Advisor

cc: Mrs. Raycheva