

THE REPORT ON TRAINING NEEDS ASSESSMENT  
OF BULGARIAN MUNICIPALITIES

Submitted to:  
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Prepared by:  
Chemonics International Inc.

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**SECTION I**  
**INTRODUCTION**

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## SECTION I INTRODUCTION

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### A. Scope of Assignment

The Chemonics team, constituting the training component of the Local Government Initiative (LGI) program in Bulgaria and composed of Hossein Naficy, resident training advisor, and G. Thomas Wrasse, short term training specialist, arrived in Sofia on November 9, after receiving a briefing in Washington D.C. (Vladimir Evtimov, a Bulgarian professional, joined the team in mid December). Their scope of work was to conduct a comprehensive assessment of the training needs of municipal officials and staff with emphasis on the municipalities assisted by the LGI program. Based upon the information gathered, the team was to produce a useful and insightful needs assessment report that could form the basis for the development of the training modules foreseen in the delivery order, as well as other training interventions in the public administration and government management sectors sponsored by USAID as part of the LGI program.

The report was to achieve the following objectives:

- Identify skills which needed to be developed for municipal officials and staff.
- Summarize current local training for municipal officials and staff.
- Recommend a training strategy for local government in Bulgaria and a work plan for implementing this delivery order.
- Analyze and summarize institutional options for the institutionalization of future training.
- Evaluate the general framework for municipal training currently used in Bulgaria for developing municipal staff capacity.
- Recommend steps to develop long term institution building, financial support structure and a work plan/business plan for maintaining a locally identified training institution.

Specific tasks to be undertaken during the first six week period and documented in the training needs assessment report included:

- Form a local government training/working group to help identify concerns, needs, and resources needed to develop municipal staff capacity.
- Develop a training plan outline which identified the structure, approach, duration, class size, class composition, training intent, facilities and equipment, and schedule for each module required under the work order.
- Identify and outline the third and fourth training modules, which will complement the first two training modules already specified in the delivery order, namely finance/budgeting and procurement. The third and fourth modules to be considered could

include a core module covering such subjects as local governance and management, as well as human resource management, and information systems management, communication, and public relations subjects, etc.

- Give special attention to the identification of qualified Bulgarian trainers and institutions which might be able to supply trainers.
- Consider the content needed for a special training of trainers module, to help Bulgarian trainers become better acquainted with adult participatory training methodologies.

The development of the needs assessment report was to be accomplished and delivered during the first six weeks of in-country activity. A draft was to be delivered to the Chemonics home office by January 3, with a revised draft copy submitted to USAID by January 12. USAID comments on the report were due back to the Chemonics home office by January 24. The final needs assessment report was to be revised and delivered to USAID by February 8. These dates have since been revised.

## **B. Methodology Used in the Study**

The Chemonics team's approach to the needs assessment task utilized four main needs assessment tools for rapid assessment in the limited time available. These included: the review of secondary sources and studies which preceded Chemonics arrival in Bulgaria; intensive interviews with representatives of universities and NGOs; interviews with the mayors of the ten pilot cities; and the preparation of a municipal government staff survey.

### **B.1 Studies and Reports used in the Completion of the Needs Assessment**

The literature used in the study included a particularly informative was an in-depth municipal needs assessment report prepared for USAID in May 1995, by James G. Budds, U.S.C.; Michael L. Hoffman, Urban Institute; and Lisa McLean, The National Democratic Institute, based upon interviews with Mayors, Deputy Mayors, and other key staff in the 10 LGI municipalities. These key informant interviews provided a rich background of material in the following seven areas:

- Management Information Systems Development
- Budget and Fiscal Analysis
- Personnel and Administration Development
- Economic Development
- Public Relations and Public Participation
- Tourism
- Urban Planning, Infrastructure and Environmental Assistance

Based upon the above information, the report specified the priority administrative, economic, and training needs of each municipality. It identified eight possible training modules in the following areas:

- Basic Management Training
- Asset Management
- Personnel Administration

- Municipal Procurement
- Municipal Role in Economic Development
- Training of Trainers
- Management Information Systems
- Service Delivery

Another source used as background information was a report entitled: *Local Government Reform in Bulgaria: Current Issues, Constraints & Opportunities*, prepared by ICMA for USAID in September 1994. Also consulted was a report presented by *Club Economika 2000*, a private think-tank, and commissioned by USAID, which expressed in quantitative terms the relative social and economic status and local capacity of the ten LGI cities, and suggested objective criteria for allocating government subsidies to various municipalities. Also used was a University of Delaware study, prepared by Danilo Yanich, which utilized a survey comparing mayors' and deputy mayors' attitudes and perceptions with those of other respondents in the business community. The questions asked were in the general public administration services area, covering topics such as government management, public policy, governmental relations, political process, and other specific priority areas.

## **B2. Interviews Conducted with Representatives from NGOs, Universities Donor Agencies**

Interviews were conducted with knowledgeable informants from NGOs, universities, donor agencies and projects, Bulgarian Government Ministries and Institutes, and other LGI components (see Annex A, Contact List, and Annex B, Training Institutes and Government Ministries Interview Format). The questions asked were intended to elicit information about training currently available in Bulgaria for local government officials and staff and the organizations active in providing such training. Another aim of the interview was to identify institutions that would provide trainers, facilities, or other support for the training program. Considerable information and insight were obtained on problems and needs of municipalities, and the types of training that could be effective. A broad range of organizations were surveyed, possessing considerable experience in Bulgaria and in-depth knowledge of local government. However, the limitation of interviewing only the representatives of the different organizations mentioned above is that the people directly involved with the day-to-day operations of local government were not accessed.

## **B3. Interviews Conducted with LGI Mayors**

The third assessment tool was intended to partly address the limited access of local government officials by conducting semi-structured yet open-ended interviews in the field with the LGI mayors, deputy mayors, municipal secretaries and senior staff to probe officials and managers individually about municipal problems, capacity, and training needs.<sup>1</sup> This survey is more direct in asking about specific management skills development needs, professional qualifications of staff, staff retention and development problems, and training suitability (see Annex C). The questions included in this interview instrument are designed to

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<sup>1</sup>The views of staff below the department manager level were not obtained. The manager views do not necessarily reflect the views and needs of the staff.

gain knowledge about the supervisor's view of his organization's and staff's capabilities and training needs. Six municipalities were visited: Zlatograd, Gabrovo, Haskovo, Razgrad, Stara Zagora, and Vidin.

#### **B4. Survey Developed and Distributed to Targeted Municipal Staff**

The fourth instrument, the staff survey prepared in Bulgarian, holds the best possibility of gaining a representative view of the staffs' perspective on training. This survey has undergone several revisions. It was first tested with the Bulgarian speaking staff working within the LGI project. Later it was revised in cooperation with the experts at the Center for Territorial Development and Housing Policy. The survey was crafted to elicit the staff's views on such varied topics as professionalism, training needs in routine fields, career advancement, and other training and work related subjects. The limitations of this type of survey were that follow up questions could not be asked by the Chemonics team, and the survey participants had limited space to raise any other areas of training concerns.

Twenty copies of this survey were mailed to all ten municipalities participating in the LGI project (See Annex D.) One hundred and one completed survey questionnaires from six municipalities were received and analyzed. The municipalities that completed and returned the questionnaires were the same as the ones mentioned above. The survey was completed by a representative sample of municipal officials and professional staff, including mayors, deputy mayors, municipal secretaries, department heads, managers below the department head level, and experts.

Another source of input into the program will be the local government Training Working Group. This group will be composed of those organizations which will either be directly involved in the training effort, in a policy role, or be a direct recipient of the proposed training. Such actors include representatives from the Foundation for Local Government Reform, the Ministry for Regional Development and Construction, the Center for Territorial Development and Housing Policy, the Association of Local Governments in Bulgaria, universities, other NGOs, mayors and other municipal officials. This group will provide advice to the team on the design and implementation of the training programs foreseen under the delivery order and other training programs implemented under the LGI program, as well as providing a mechanism for the coordination of training programs of the LGI program with those of the Foundation for Local Government Reform, Central Government, and other donors. This group will also be formed with the idea that it could become in the long run the advisory board for a permanent administrative training institute for local governments. While this working group was not officially established at the time of the needs assessment, it is expected to provide significant advice during the design phase of the program.

The final source of input to the needs assessment was the one and a half day orientation conference sponsored by USAID and the LGI program, a variant of which was foreseen in the Chemonics' proposal. The mayors and other officials from the ten LGI-assisted municipalities who participated in this conference provided some useful ideas and preferences on the proposed municipal training program.

### **C. Constraints Encountered and Limitations of Study**

Three days after the arrival of the Chemonics team the second round of municipal elections occurred; new mayors were elected in eight of the ten municipalities assisted by the project. Since then, the new mayors have been very busy getting acquainted with their job, selecting their senior staff, receiving orientation from the central government, and attending briefings about the LGI project from USAID staff. Even in Varna, where the mayor was reelected, the deputy mayors and the municipal secretary were replaced, and the municipality indicated that it was not in a position to meet with the team during the months of November and December. Both the Ministry of Regional Development and Construction and the Foundation for Local Government Reform conducted short orientation sessions for newly elected municipal officials during the first two weeks of December, and the former continued to conduct these sessions for municipalities in various regions through the month of January.

The USAID mission in Bulgaria also conducted a series of field visits to municipalities that lasted through January to introduce them to the LGI program. Mr. John Tennant, the USAID representative in Bulgaria and Mr. Michael Hoffman, the LGI program coordinator, asked the team to schedule the needs assessment field visits after the USAID/LGI team's introductory visits had been conducted.

These developments greatly affected Chemonics' needs assessment task. Despite the team's best efforts, it was not possible to conduct training needs assessment field visits to municipalities during November and December. A memorandum requesting a one-month extension of the needs assessment period, which did not affect the completion date of the delivery order, LOE, or budget, was submitted to USAID/Washington for approval, together with a revised work plan. The request had the support of the USAID mission, and was approved by USAID/Washington.

A limitation of this needs assessment is that the information obtained during the field interviews reflect the views of the current officials and managers of six out of the ten municipalities. Similarly, only the above-named six municipalities have completed and returned the survey questionnaire.

Two other limitations, pointed out by Mr. Christo Stanev, head of the Administrative and Regional Planning Department at the National Center for Territorial Development and Housing Policy, concern the focus on large municipalities and headquarters staff. The ten LGI pilot cities are not truly representative of all the 255 Bulgarian municipalities. With the exception of Zlatograd, the LGI pilot municipalities are all medium to large size municipalities that were formerly seats of "counties"(until the 1980s, a county in Bulgaria was a territorial division larger than a municipality). Therefore, these municipalities tend to possess stronger capabilities and at the same time face more complex problems than the average municipality. In Mr. Stanev's opinion, an additional training needs assessment should be conducted in the future focusing on the smaller municipalities. Consequently, the curricula and training materials prepared under the municipal training program would most likely need modification before use in the training of smaller municipalities.

To prevent the survey questionnaire from becoming too unwieldy and to focus the survey on the needs of the target group of the program, a decision was made, in consultation with the Ministry of Regional Development and Construction and the Center for Territorial Development and Housing Policy, to direct the survey primarily at officials and staff of the municipal headquarters, rather than at those of the subdivisions of municipalities, such as mayoralties and settlements. These subdivisions have smaller staffs and weaker capabilities than the municipal "headquarters." Also excluded from the survey were the staff

of educational, health and social units (e.g. schools, dispensaries, etc.) which depend upon the municipalities, and which have their own training needs. All the respondents of our survey, with the exception of one mayor of a small mayoralty in Vidin, were officials and employees of "municipality headquarters." Therefore there it was not possible to obtain consensus from the smaller subdivisions who might have different concerns and needs.

Despite its limitations, we believe that our needs assessment report is one of the most in-depth studies made to date of training needs of Bulgarian municipalities in the general areas of public administration and management, and includes a wealth of information and recommendations that will provide guidance for the development and implementation of the municipal training program, other LGI training programs, and other training interventions aimed at municipal officials sponsored by USAID.

**SECTION II**

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**IDENTIFICATION OF TRAINING NEEDS  
OF LOCAL GOVERNMENT EMPLOYEES**

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## SECTION II

### IDENTIFICATION OF TRAINING NEEDS OF LOCAL GOVERNMENT EMPLOYEES

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#### A. Size and Characteristics of Target Group

Before discussing the training needs of our target group and the types of training required to meet these needs, we first clarify who is our target group. The potential target group can be divided into several categories of municipal officials and employees as follows:

- Senior elected and appointed executive officials (i.e., mayors, deputy mayors and municipal secretaries).
- Members of municipal councils (who may usefully be included as participants in some modules).
- Department heads.
- Middle management personnel below the level of department head, and other professional staff, such as specialists.

Each of the above categories of persons has its own needs and requirements and are described in this report. There are good reasons for including members of each group as participants in a training program. If the program is to have a positive impact on the effectiveness, accountability, and responsiveness of municipal governments, then members from all the above categories, both on the executive and legislative sides should be covered by the municipal training program, in conjunction with other related training programs, since they are all important players in the local government system.

It is essential to reach top executive officials, given their influence, authority, and policy making role. They also should also have a general understanding of the innovative approaches and improved skills introduced in the modules to ensure that the newly acquired skills are fully utilized by their staff. Department heads, middle managers, and other professional staff (e.g., specialists), responsible for the management of day-to-day operations and provisions of essential services, also are key players. These employees also have the potential for constituting a permanent cadre of local civil servants, which could provide continuity in the administration of municipal governments even in the face of changes in their political leadership. Emphasis should therefore be placed upon the training of this category of personnel, including the second management level, to provide continuity should department heads be replaced, resign, or retire. The team identified a sizable number of middle managers and specialists who are very interested in receiving training.

Finally, municipal councilors are an important target group, as they play a significant decision-making role in such areas as approving budgets and approving large contracts and setting of certain charges and fees. They also represent the wishes and views of citizens. A smooth working relationship between the mayor's office and the municipal council is then essential for the proper functioning of the municipality.

The survey questionnaire obtained information on the size of our target group and the background of potential participants. In half of the municipalities, the number of employees working in the municipal headquarters was slightly higher than 100. In two of the municipalities, Vidin and Razgrad, the number was between 51 and 100. In the municipality of Zlatograd, the number was between 21 and 50.

Our program, which involves the delivery of at least four modules repeated three times with about 30 participants per module, could train an average of nine participants per municipality in each of four different functional areas. In the medium-term, the program could thus achieve a “critical mass” in affecting the work of the ten municipalities in four different fields, since nine spots per municipality would cover most of main actors in most functional areas (e.g., financing and budgeting, procurement and contracting, etc.). In the long run, however, the modules would have to be replicated and institutionalized to cover newly appointed personnel in particular fields. The program, however, would cover only a fraction of all municipal employees in Bulgaria, and would have to be institutionalized in a Bulgarian organization and replicated for some time before it could have a noticeable impact on Bulgarian local government in general.

The respondents to our survey were quite well educated. Eighty-two percent of respondents to our survey are university graduates. Another 6 percent are junior college graduates, while 9 percent are graduates from specialized secondary schools. When asked about the educational level of all employees in their departments including clerical staff, respondents estimated that on the average, 51 percent of the staff have university degrees, 4 percent junior college degrees, 44 percent high school degrees, and less than 1 percent grade school diplomas.

The respondents’ fields of specialization include: economics (including accounting and finance) 27 percent; engineering (covering all specialties) 34 percent languages; linguistics, and education 11 percent; architecture (including urban planning) 4 percent; agronomy/agriculture 4 percent; and medicine 4 percent. Only 3 percent of respondents had a background in law, (lawyers can generally receive higher paying jobs elsewhere) and only 2 percent had a degree in mathematics or computer science—the municipalities must compete with other sectors to recruit computer specialists on a full-time basis. While there was only one respondent with an advanced degree in management, a few respondents had received management specialization as part of their economics degree.

Survey results also show that 52 percent of respondents have attended at least one short-term training course in the past. Of these, 19 percent have attended only one course, 12 percent have attended two courses, 5 percent three courses, 7 percent four courses, 4 percent five courses, and 5 percent six courses or more. This finding also has implications for the design and level of delivery of our training program.

In terms of participant’s age range, 16 percent of respondents were between the ages of 26 and 35; 39 percent between the ages of 35 and 45; 31 percent between the ages of 46 to 55; and 13 percent over the age of 56.

In terms of length of work experience with municipal governments, only 6 percent had less than one year of experience; 49 percent had 2 to 5 years of experience; 20 percent had 6 to 10 years experience; while 25 percent had over 10 years’ experience. Thus, while over half of respondents have limited experience in municipal government, a significant percentage nevertheless have substantial experience.

## B. Training Needs of Municipal Officials and Employees and Proposed Modules

### B1. Orientation on Local Governance and Role of Local Government

**Problems and needs.** After decades of centralization, municipalities have recently been given greater responsibility in governance with the adoption of local self-government legislation in 1991. In addition, amendments to the local self-government laws were adopted in 1995, and further legislation concerning local governments are likely to be adopted in coming years.

As Mr. Savin Kovachev, Head of the Department of Local Government at the Ministry of Regional Development and Construction, told the team municipal governments are facing a rapidly changing legal and institutional environment, and their role and authorities are being continuously redefined. More broadly, as a number of central and municipal officials told the team, a local government system with significant roles and responsibilities is a new phenomenon in the modern Bulgarian context.

Not surprisingly, the team found a great expressed need on the part of municipal officials and staff to better understand the appropriate role of municipal governments, the laws and authorities affecting them, and how to implement these laws in practice. As Mr. Georgi Shopov, vice president of Club Ekonomika 2000 and an expert on local government, commented: "Municipal officials need to know what they are supposed to do before learning how to do it, and this is especially true of newly elected and appointed municipal officials."

In our survey, which was completed in the second half of December and the first half of January, 92 percent of respondents indicated that they were interested or strongly interested in learning more about laws affecting local government. In addition, the same view was expressed by some participants at the USAID/LGI-sponsored conference for municipal officials of the ten pilot cities. To some extent this need has been addressed through orientation programs in the last two months.

Since mid-December 1995, the Foundation for Local Government Reform has been conducting and experience exchange seminars that *inter alia* covered the local governments and laws affecting them and inter-governmental relations. Unfortunately, only five of the ten LGI pilot municipalities sent representatives to these sessions. The Foundation is planning to hold additional orientation seminars until the end of March, and appears ready to make a special effort to invite officials from the five LGI pilot cities that were represented at the sessions held in December.

The Ministry of Regional Development and Housing Policy, through its National Center for Territorial Development and Housing Policy, has also been conducting short 2-3 day orientation courses for newly elected mayors and municipal council chairpersons since December 1995. These sessions will continue through early February. All municipalities that have new mayors and municipal council chairs will be invited and grouped according to regions. Subjects covered by these courses include: local government reform in Bulgaria; local self-government legislation; respective roles and responsibilities of municipal councils and mayors; local finance; organization of local government; regional and local planning; and problems facing municipalities.

The question remains as to whether or not there is still an important unmet need for training in the areas of the role of local governments and local government laws, despite the

successful orientation programs recently conducted by the Foundation and the Center for Territorial Development and Housing Policy. In the opinion of the authors, such a need still exists, and is likely to exist even after the current orientation programs of the Foundation and of the above-mentioned Ministry are completed in March.

A further question that needs to be answered, in light of this unmet need, is whether it is the proper role of the municipal training program to conduct an introductory module on local government roles and responsibilities and on local government laws, in view the specific and skill development nature of the program's modules implied in the delivery order. If the answer to the question is affirmative, the next question would be: in what way would the module be different from the orientation courses conducted by the Foundation and the Center for Territorial Development and Housing Policy, and in what way would it be an improvement on the courses delivered by these two institutions?

There is an option, mentioned in the Chemonics proposal, to conduct a "core module" on Local Governance that could cover subjects such as roles/responsibilities of local governments and local government laws. This module could be implemented either in addition to the four specialized modules called for in the delivery order, or instead of one of these four modules. In the case of the first option is chosen, its implications in terms of cost and length of completing the program should be considered. The advisability and implications of conducting such a core module, and its possible content is discussed below:

### **Suggested topics for a module on local governance.**

- Principles of sound democratic governance.
- Role of local government in a democracy; respective roles of the central and local governments under a decentralized system; intergovernmental relations.
- Explanation & discussion of new laws affecting local government and how to apply them.
- Local government accountability to the public and to the political leadership; relationship between the mayor's office and the municipal council.
- Relationship between executive, legislative, and judiciary branches.
- Responsiveness of municipal employees to the public; communication between the municipality and the public.
- Increasing employee motivation for excellence, productivity, service and responsibility; importance of public service ethics.
- Democratic leadership and delegation of authority/responsibility.
- Overview of subsequent specialized modules.

## **B2. Local Budgeting and Public Finance**

**Problems and needs.** Public finance issues were found to rank very high among the concerns of municipalities during field visits, both in the survey, and in discussions during the conference of municipal officials. Essentially, since 1991, municipalities have been given greater responsibilities for the provision of local services without being given adequate resources for carrying them out. In some instances their sources of revenues have even shrunk.

On the revenue side of the budget, municipal activities are financed through a combination of shared revenues, own-source revenues, and central government subsidies. The central government exercises significant control over the character and rates of taxes,

fees, and charges. These rates in the large majority of cases are set by the central government, and only in a limited number of relatively unimportant cases have the municipalities been given authority since 1994 to establish fees and charges for certain services within upper and lower limits determined by the central government. The share of municipalities in the revenue from the income tax, which typically constitutes 20 to 50 percent of total municipal revenues, has now been reduced from 70 percent to 50 percent. A turnover tax, which used to provide about 15 percent of municipal revenues, was replaced in 1994 with a value-added tax, which goes entirely to the central government. The level of central government subsidies provided to each municipality is determined by a basket of need-based criteria determined at the center, but appears to be to some extent negotiable during the budgetary process. However, these subsidies are not always provided on time and in their entirety.

On the expenditure side of the budget, municipalities must prepare their budget requests in compliance with the instructions and guidelines of the Ministry of Finance regarding budget format and procedures, priorities for the capital and operating budgets, salary scales, etc. Priorities for the use of state subsidies are determined by the center, and are not necessarily the same as those of the municipalities. The transfer of funds by municipalities among major sectoral budget categories is at present not permitted.

Tax collection is done by the regional and county tax offices of the Ministry of Finance, rather than by the municipalities, and the former do not have a great incentive to improve tax administration. This is a major grievance we heard during our field visits. (For more detail on the current conditions of local finances, see: Charles S. Anderson et al., *Local Government Reform in Bulgaria: Current Issues, Constraints & Opportunities*, Sept. 1994, prepared for USAID, ICMA, Washington, D.C.).

In view of the above situation in the area of budgeting and local finance, it is not surprising that a module in that subject figured very high on the list of training needs expressed by the municipalities. Practically all cities visited requested such a module. In addition, survey participants expressed strong interest in gaining additional knowledge and skills in the budget and public finance fields.

As expected, an overwhelming percentage of respondents to the survey (91 percent) agreed with the statement: "Using limited financial resources to complete all activities necessary is always a problem." Among the specific knowledge and skills development areas of budgeting and finance, methods to increase revenues attracted the most interest in our survey, followed respectively by the subject of budget and local finance laws, better estimation of costs of municipal services, learning more about local public finance in other countries, the Bulgarian budgetary process, and financial planning and management.

In sum, 85 percent of respondents expressed an interest in knowing more about different methods of increasing municipal financial resources. Next, 83 percent of respondents expressed an interest in gaining greater knowledge in Bulgarian budget and local finance laws. Seventy eight percent of respondents expressed interest in learning how to better estimate the costs of municipal services. Seventy-six percent were interested in learning more about how other countries solve their local government finance problems. Seventy percent were interested in gaining greater knowledge of how the Bulgarian budgetary process works. Finally, 62 percent indicated an interest in gaining greater knowledge and skills in the fields of financial planning and management. During the field visits, officials and managers in several municipalities expressed the need for training and technical assistance to help make their system of financial control more effective. In the LGI

May 1995 needs assessment study, four municipalities requested training in finance subjects (See Table I, Modules Requested by Municipalities during Needs Assessment Visits).

Before making a final decision to include a module on budgeting and local finance in the municipal training program, and considering the very limited authority given to municipalities in the field of public finance and the many constraints imposed on them by present laws and regulations, one should examine the question whether training and/or technical assistance could significantly help municipalities in that field.

George Valais of ICMA, an expert on Bulgarian municipal finance, feels that there is room for improvement both on the revenue side and the expenditure side of local finance even within the context of present laws and regulations. On the revenue side, better municipal property management (including more realistic rents and lease contracts, utilization of presently unutilized or underutilized property, auctioning of property to obtain better prices, etc.) is a main area of promise. Public/private partnership arrangements could also yield increased revenue. Also, increased popular participation (in cash and in kind) holds some promise, according to Mr. G. Shopov of Club Economika 2000 and Mrs. Ginka Kapitanova, Director of the Foundation for Local Government Reform. The latter gave as example the fact that she had collaborated with a citizens' group in Zlatograd, while she was mayor in that city, in collecting an estimated one million leva for a hospital urgently in need of funding.

On the expenditure side, experts generally agree that municipalities could provide services more cost-effectively, and that there are also other cost saving techniques that could be used. This would allow municipalities to provide more and better quality services from their own-source and shared revenue resources. This of course would require cost information for particular services that are usually not readily available through the present accounting system, but could be obtained through cost of service studies. Such studies have already been conducted by LGI program consultants, notably in Burgas for the issuing of building permits, and are also being conducting by a German consulting firm under E.U./PHARE program funding for health services in Gabrovo. Such studies could be presented as examples or case studies in the proposed module on budgeting and local finance. Naturally, some basic concepts of cost accounting and cost-effectiveness analysis would first have to be introduced. Training in the field of cost accounting is also needed, but would require at least one separate module, and appears beyond the scope of the present municipal training program.

There are at present four new pieces of legislation under consideration by Parliament or being drafted, that if adopted could have an important effect on local budgeting and finance. This legislation is expected to increase the fiscal authority of municipalities and increase the flexibility of the budget system. These laws are as follows: the Local Finance Act, the Local Taxes and Fees Act (still at drafting stage), the Municipal Property Act, and the State Property Act. At least some of these laws are expected to be adopted in 1996. If these laws, particularly the two first ones, are passed during the delivery order period, they should be discussed in terms of their main provisions and their implementation in the budget and finance module. This will, by all accounts, greatly increase the appeal and usefulness of the module. In our survey, 17 respondents specifically suggested that the modules should be timely and in line with actuality, including holding them shortly after the passage of laws affecting local governments.

Some experts also believe that the present budgeting system used by municipalities is not suitable for proper decision-making, determining the cost-effectiveness of various programs,

**TABLE I**  
**MODULES REQUESTED BY MUNICIPALITIES DURING NEEDS ASSESSMENT VISITS**

MODULES		MUNICIPALITIES									
		Zlatograd	Haskovo	Gabrovo	Razgrad	Stara Zagora	Vidin	Russe	Burgas	Varna	Blagoevgrad
1	Role of Local Governments / Local Government Laws			*							
2	Budget & Local Finance	*	*		*	*	*	+	+	+	+
3	Public Procurement / Contracting	* +	* +		*	*	*				
4	Human Resources Management / Personnel Administration Systems		*	* +	* +	* +					+
5	Management Skills	+	*	*	*	*	*				
6	Public & Citizens Relations	* +		*	*	*	*				
7	Role of Municipalities in Economic Development	*	+		* +	* +	* +				+
8	Management Information Systems (MIS)	* +	+	+		* +	* +	+	+		+

9	Training of Trainers			*		*					
.				+							

\* Indicates municipalities that requested module during the January 1996 training needs assessment field visits.

+ Indicates municipalities that requested module during the May 1995 needs assessment field visits.

NB Only six municipalities, namely *Zlatograd, Haskovo, Gabrovo, Razgrad, Stara Zagora* and *Vidin* were visited in January 1996.

prioritizing these programs, and communicating with the public. The budget provides information primarily on the cost of inputs (although grouped by activity and organizational units), and does not relate these input costs to outputs and outcomes of programs. These experts believe that the introduction of program and capital budgeting would improve the processes of decision-making and communicating with the public (see for example, Charles S. Anderson et al., cited above). In Poland, program budgeting is being introduced in local governments by a USAID project.

An overview of program and capital budgeting requirements and benefits could be introduced in the budget and local finance module. If it is found during the module that some municipalities express serious interest in instituting such budgetary systems, follow-on technical assistance and training could occur.

The introduction of program and improved capital budgeting would require effort on the part of municipalities wishing to install them, in terms of the information required, analyses needed, skill development required, etc. In addition, since the central government does not require municipalities to prepare a program-oriented budget. If they do prepare this type of budget it would be a "shadow budget" for their own management's use. The adoption of a program-oriented budget system by all municipalities, or any other changes in the required budget format and procedures for that matter, would require policy dialogue with central government authorities. However, without introducing a full-fledged program budgeting system at the municipal level, there are still some feasible steps that can make the budget format more program-oriented, and more suitable for decision-making and for communicating with the public. These include: using cost of service criteria, providing narrative descriptions of service needs, programs and delivery levels to meet these needs, and the use of graphic presentations (see Charles S. Anderson, cited above, p.7).

In order to make the municipal budget a better tool, it would seem desirable to establish in the municipal Finance and Accounting Department a small Financial Planning and Analysis Unit, which would be responsible for conducting the necessary analyses and preparing the graphic presentations.

### **Suggested topics for a module on budgeting and local finance.**

- Explanation and implementation of local finance legal provisions.
- Identification and discussion of main fiscal problems of municipalities.
- Determining various means of increasing revenues at the municipal level.
- Principles of estimating costs of municipal services and examples of good cost estimations; cost effectiveness of public service; cost saving techniques.
- How to prepare better budgets at the municipal level.
- Introduction to modern approaches to budgeting (e.g. program/capital budgeting), and their advantages for decision-making, program prioritization, and informing the public.
- Improved financial control.

### **B3. Public Procurement and Contracting**

**Problems and needs.** A module in public procurement was specifically mentioned in the delivery order. The team, therefore, made a serious effort to determine whether and to what extent was needed and feasible. Our findings are presented below.

First, during our discussions with municipalities it soon became clear that their problems and needs were in areas that would not easily fit in the field of public procurement, unless the term was used in a very broad sense, but would fit better under the title of contracting. Major problems existed in a variety of contracts dealing with the renting or developing of municipal property and land, contracts for the construction of buildings and infrastructure, contracts with private and public firms for the delivery of services, etc., as well as the procurement of equipment and materials. Thus, we tentatively changed the module title to "Public Procurement and Contracting" to broaden its appeal and to increase the demand for it. This appeared quite feasible since the regulations governing public procurement and contracting, and the processes followed in both cases are basically the same.

The main problems identified in the area of contracting and public procurement, as a result of our discussions with experts and municipal officials follow. To begin with, the municipalities have little experience and a lack of understanding about competitive bidding and contracting principles and processes. Specifications and tender documents are not well prepared, and municipalities often rely on suppliers and contractors to provide specifications. In addition, contracts are often neither well prepared, nor to the advantage of municipalities. The new Deputy Mayor of Haskovo, Mr. Vanchev, also expressed his desire to know when it was appropriate to use a short-list of contractors or suppliers in the contracting/procurement process. Public procurement and contracting is closely related to local finance in that better contracting and procurement practices could both result in reducing costs of municipal activities, and in increasing municipal revenues.

Five municipalities expressed interest in a module on public procurement and contracting during our field visits, and one municipality did so during the municipal needs assessment conducted in May 1995 by the LGI technical assistance team. In our survey, 50 percent of respondents showed interest in learning more about contracting and purchasing procedures and regulations. This percentage is noticeably lower than that of respondents interested in the subjects of budgeting and finance or management skills. The survey respondents who expressed an interest in a module in public procurement and contracting were primarily from the following municipal departments: municipal property, finance and accounting, business/investment activities, construction and public works, architecture, legal, and territorial development.

A number of survey respondents and municipal interviewees expressed a strong interest in such a module. This was the case of Mr. Eugene Jeliazkov, the Municipal Secretary of Stara Zagora, who is determined to improve contracting and procurement practices in his municipality, and has already collected the ordinances governing public procurement and contracting that he would be happy to share with colleagues from other municipalities during the module. It should be recognized that interest and demand for a module in public procurement and contracting is more narrowly based and specialized than is the case for certain other modules, but that interest in the subject is still significant enough to justify conducting such a module.

### **Suggested topics for a module on public procurement and contracting.**

- Principles of good procurement and contracting practices.
- Problems of local public procurement & contracting, and identification of possible solutions.
- Overview of an open public procurement process.
- Ordinances affecting local public procurement and how to apply them.

- Advantages of competitive transparent bidding; when to have open bidding and when to use short-lists; criteria for selecting contractors/suppliers.
- Preparing better specifications and tender documents and contracts.
- Techniques of enhancing buying power; possibility of group purchasing for volume discounts on common items.

#### **B4. Human Resources Development/Management and Personnel Administration**

**Problems and needs.** The team did not find a proper system of human resources management and personnel administration in any of the municipalities visited. In general, the mayor has extensive authority over the hiring, firing, and promotions of officials, managers and staff, and the existing administrative law puts relatively few restrictions on him. Only in the case of deputy mayors do appointments require approval by the municipal council. Dismissals, however, may be contested in court.

Despite the relatively great freedom of action available to the mayors on personnel matters, we found little evidence of a clear policy, strategy or system in this area. However, a number of municipal secretaries, heads of administrative departments, and personnel heads, as well as middle management staff, expressed strong interest in the establishment of a better human resources management/personnel administration system. A summary of the present situation and problems in the HRM/personnel administration area follows.

The personnel function is managed by the personnel office, which falls under the administrative department. This office has traditionally been a record keeping unit with little idea of modern human resource development and personnel administration approaches, and its staff is certainly in need of training.

In most cases, vacancies are not advertised, and there is neither competition nor testing involved in filling vacant positions. During our field visits and in our survey a number of municipal officials specifically expressed the wish that all major vacancies be advertised and be filled on a competitive basis. There is also at present no orientation for new staff. The municipalities face stiff competition in recruiting full-time staff in certain professional specialties, such as computer science and law, in which remunerations are much higher in the private sector.

A proper system of training and staff development is also lacking at the municipal level. In only one municipality, Stara Zagora, did the team find a training unit, in the form of a Department of Qualification of Mayoralties and Municipal Councils, which is staffed with three trainers. However, as its name implies, this department is responsible for the training of municipal councillors and the mayors and staff of small constituent mayoralties, and not the executive officials and staff of the municipal headquarters. Many municipal officials and employees interviewed and surveyed indicated a desire to see instituted a systematic and ongoing system of training of municipal officials and employees.

In addition, there is no system of employee evaluation and merit-based promotion. Officials in several municipalities visited showed specific interest in learning about methods and tools for objective employee evaluation. LGI consultants have in the past provided technical assistance in the field of personnel administration to the municipalities of Gabrovo, Razgrad and Stara Zagora, particularly focused on instituting a system of personnel evaluation. These technical interventions need further follow-on actions, and in the opinion

of the authors, HRM/personnel administration is an area where more technical assistance is needed.

The possibilities for providing financial incentives as a means of motivating employees, although present, are very limited. Non-financial incentives are a possibility; but as several key informants and municipal managers warned, they should be developed and presented in ways that do not remind employees of past (pre-1991) practices, which were usually not based on impartial performance considerations.

In most municipalities visited, the team was told that job descriptions were available, but it could not be ascertained how well-prepared these job descriptions were. However, according to some key informants, job descriptions often are not specific enough, do not accurately describe the actual work done by employees, and are seldom used in employee evaluations.

During the team's field visits, four of the six municipalities expressed interest in a module in HRM/Personnel Administration (although in some cases after the possible contents of such a module were explained). In the May 1995 LGI needs assessment study, one municipality specifically requested such a module.

Our survey questionnaire did not inquire directly about the need for training in the HRM/ Personnel Administration field. However, answers to questions related to HRM/personnel issues show a strong interest in having improved HRM/personnel administration systems and practices. Ninety-eight percent of respondents agreed or strongly agreed with the statement: "I believe that training should be part of my professional development." Ninety-one percent agreed with the statement: "I support the idea that a certain amount of time each year should be devoted to training." Ninety-five percent agreed with the statement: "City employees should be treated as a valuable resource which should continuously be improved through training."

In addition, 78 percent of respondents agreed with the statement: "I would like (training) certificates to be taken into account in career development." Finally, 73 percent agreed with the statement: "If my record is reviewed by the personnel department or my supervisor, it should be noted how much training I have received in the previous year."

Several survey respondents volunteered comments and suggestions concerning human resources management/personnel administration issues. Two respondents recommended that vacancies should be announced and appointments to vacant positions be made through competition. One respondent recommended that the employees' knowledge should be periodically evaluated, and those in need of development be trained. Another respondent wrote that: "It is necessary that competent people work in the municipality, irrespective of political affiliation." Finally, one respondent stated that municipal employees need to attend long-term training (1-2 years) on a part-time basis.

Among consultants we spoke with who have had experience with Bulgarian local governments, Mr. Dayan Kavrov of MTKK in particular strongly believes that training in HRM/personnel administration, accompanied by related technical assistance, is definitively needed, and could have a significant impact on the performance and effectiveness of municipalities.

**Suggested topics for a module on human resource management/personnel administration.**

- Overview of HRD/HRM.
- Existing HRM problems in Bulgarian municipalities.
- Competitive recruitment and orientation of staff.
- Performance evaluation and staff promotion.
- Staff development and career planning (possibility of continuing education and training system).
- Motivating staff (financial and non-financial incentives).
- Role of manager in staff development.

## **B5. Organization and Management Skills**

**Problems and needs.** Recipients of technical assistance do not readily ask for technical advice and training from donors in organization and management skills, for it is often considered an “internal” matter. Indeed, recipients more readily ask for technical assistance and training in such technically advanced fields as computer applications. However, the root causes of inadequate organizational performance and effectiveness are very often managerial in nature, and once a consultant starts asking probing questions, he discovers many significant problems and needs exist in that area.

This phenomena occurred during the team’s field visits. Five of the six municipalities visited expressed a specific interest in a module in management skills development, although in some cases only after we had explained what such a module would entail. In the needs assessment study conducted in May 1995 by an LGI team, at least one municipality specifically requested such a module, and a module in “Basic Management” was suggested in the needs assessment report.

Among experts with lengthy Bulgarian local government experience, Mr. James G. Budds in particular strongly recommends that a basic management skills development module be included in the municipal training program, in view of the significant needs in that area.

During our field visits, several municipal officials showed strong interest in a management development module, and explained the need for it. These officials had usually been exposed to modern Western management approaches through internships in the United States or through working with American consultants. For example, Mrs. Petya Vulkova, Head of the Administrative Department in Haskovo, expressed strongly the need for management skills development among managers and staff in her municipality. Mr. Eugene Jeliaskov, Municipal Secretary in Stara Zagora, who had previously received organization and management development training from an American consultant while on the staff of the university, found such training very useful and recommended it to his colleagues.

The most important management development areas where training and/or technical assistance are needed were identified during our field visits are as follows:

- There is a definite need for better communication and coordination among various municipal departments, particularly those working on common programs and problem areas. The potential for improved communication among departments has improved with the installation of the municipal data-network, but the human dimension of better horizontal communication and coordination is missing. Closely

related is the need expressed by several city officials for better team work among managers and staff.

- A number of municipal officials and managers wanted to learn how to better motivate their staff.
- During our field visits, most municipalities were in the process of changing their organizational structure and preparing new organization charts. Some officials wanted to know how to most rationally and effectively organize their municipalities and departments.
- Most municipalities felt that their administrative procedures, as well as those that must be followed by citizens (i.e. registration, application for permits, etc.) are too cumbersome and time consuming, and contribute to citizen dissatisfaction. Interest was therefore, expressed in ways to simplify procedures, in flow charting techniques, and in tracking the flow of documents and actions, including the use of computer applications in these areas.
- The need for better delegation of authority/responsibility, and the corresponding need for officials and managers to prepare their subordinates for increased responsibility was expressed by some managers, and also observed by the consultants.
- The need for reorienting the attitudes of municipal staff towards the public, and creating better customer relations, was expressed in practically all municipalities visited.
- Some municipal officials also expressed interest in learning more about problem-solving and time management techniques.

The results of our survey generally identified the same priority management development needs, presented below. It should be noted first, however, that according to survey results, respondents as a group spend a large proportion of their time on organizational and day-to-day management activities. In fact, on the average, respondents estimated that they spend 43 percent of their time on such organizational and management tasks as organizing, supervising, coordinating, and dealing with citizens. This is in addition to time spent on the separate management functions of planning, financial management, and reporting/monitoring.

Our survey results regarding management development needs are as follows:

- Ninety-two percent of respondents agreed with the statement: "It is important that the way municipal employees deal with the public be improved."
- Sixty-nine percent stated that improved skills in communicating and coordinating among departments were either essential or very needed in their department. Another 28 percent stated that such skills were needed.
- Fifty-four percent of respondents indicated that skills in dealing with different viewpoints of colleagues were either essential or very needed in their department, while an additional 37 percent felt that such skills were needed.
- Fifty-three percent stated that improved skills in time management were essential or very needed, while another 35 percent stated that these skills were needed.

- Forty-nine percent expressed the view that skills on how to conduct effective meetings were either essential or very needed, while another 37 percent felt that such skills were needed. Finally, 49 percent stated that skills in better report writing was needed in their department, while 39 percent felt that such skills were needed.

Analysis of our survey further shows that the interest in management skills development is quite broad-based and cuts across departments.

### **Possible topics for a module on management skills development.**

- Organizational and management problems in Bulgarian municipalities.
- Effective public and communities relations for municipalities; examples of successful methods of communicating with the public, NGOs, etc. How to increase popular participation. Reorienting municipal employees' attitudes towards the public.
- Effective working relations between Mayor's office and the municipal council.
- Communication and coordination among municipal departments.
- Leadership styles for managers, delegation of authority/responsibility.
- Motivating staff; financial and non-financial incentives.
- Effective team work.
- Problem-solving techniques.
- Simplifying systems and procedures. Flow charting techniques. Monitoring flow of documents.
- Time management techniques.
- Conducting effective meetings.

### **B6. External Relations: Public and Citizen Relations**

**Problems and needs.** Through interviews with municipal officials and local government experts, and as a result of the analysis of survey results, the team identified significant problems and training needs in the area of public and citizens relations, which are described below.

First of all, municipalities are experiencing problems in their communications with their citizens. On the one hand, citizens out of habit often expect too much from their municipalities. On the other hand, many municipalities experience difficulties in communicating what they are accomplishing to their citizens. The situation is made worse by the many campaign promises made by candidates in the recent local elections.

Second, and closely related, is the problem many municipalities face in dealing with and communicating their views through the mass media. Most municipalities have relatively little knowledge and experience in this field.

Third, most municipalities would like to encourage greater citizen participation in the affairs of the municipality, as well as greater popular voluntary contribution in cash and in kind, but have little experience and knowledge on how to go about doing it.

Fourth, also closely related, several municipalities see the importance of working with Bulgarian NGOs in meeting the needs of citizens, but are unsure how to go about it. To compound this problem, local NGOs often have limited capabilities and experience.

Fifth, in all municipalities visited, officials and managers felt the attitude of municipal employees towards citizens was in many cases inappropriate and contributed to citizen dissatisfaction. A more responsive and helpful attitude, as well as improved customer relations, were needed.

Sixth, practically all the municipalities visited are experiencing problems in their relationship with the municipal councils. These problems appear to be the result of a lack of sufficient understanding of appropriate respective roles and responsibilities; the lack of a common understanding of issues, problems, and the need for innovations; and partisanship.

These problems and needs were vividly illustrated during our field visits by city officials. The mayor of Gabrovo, for example, stressed the need for need for a better understanding between the mayor's office and citizens. Changes in attitudes were needed on the part of both citizens and of municipal employees. Citizens need to have a better understanding of the legitimate functions of municipalities and what services they can realistically provide. Municipal employees need to improve their attitude toward citizens, and feel more accountable to citizens and their elected representatives. If the local government system is to be improved, then all major elements of the system—the municipal executive branch, the municipal “legislative branch” (municipal council), the judiciary, and the citizenry—need to be impacted.

The Municipal Secretary of Gabrovo mentioned that the mayor's office was experiencing problems having its views and accomplishments accurately reflected in the mass media. The municipality has recently appointed a public relations officer, who needs both training and advice.

Results from our survey further show that 92 percent of respondents agreed with the statement: “It is important that the way municipal employees deal with the public be improved.” Similarly, 92 percent of respondents agreed with the statement: “I think municipal employees should improve their skills in dealing with citizens groups, business groups, labor unions and municipal councils.” Thus the need for skills development and attitudinal changes on the part of municipal staff in their dealing with the public, citizens groups, business groups, and municipal councilors appears to be widespread and to cut across departments.

On the other hand, our survey results show that only 28 percent of respondents indicated that improved skills in communicating with the media were either essential or very needed by employees in their departments, while another 46 percent stated that such skills were needed.

Our findings appear to indicate that while there is intense interest in the area of media relations on the part top municipal officials and staff responsible for that function, the proportion of municipal employees that would be very interested in receiving training in that

subject is relatively limited. Respondents who expressed a strong interest in training in the field of media relations, aside from top officials, came most often from the following departments: administrative (which is usually responsible for public relations), public relations, finance and accounting, culture and enlightenment, and architecture and urban planning.

Discussions with experts also confirm the above findings. Mr. James G. Budds, who has provided technical assistance to several municipalities in the field of public relations, believes that only one or a few officers per municipality need specialized training in media relations, in addition to need for the sensitization of top officials, and that such training could probably be done on the job on an individual municipality basis.

The subject of media relations does not appear to justify a full module. It may, however, be desirable to include an overview of public relations lasting one-half or one day maximum.

Among the six municipalities visited, five expressed interest in a module in public and citizens relations. In the May 1995 needs assessment, one municipality specifically requested training in that subject.

On the basis of the above findings regarding the priorities, problems, and needs in the field of public and citizens relations, we have outlined below a proposed module in that field.

#### **Suggested topics for a module on public and citizens relations.**

- Increasing citizen participation (benefits, methods, successful examples).
- Public and media relations (principles, suggestions for improvements, successful examples).
- Working relations between mayor's office and municipal council
- Ways to improve employees' attitudes toward citizens and improved customer relations

#### **B7. Role of Municipalities in Promoting Economic Development**

**Problems and needs.** Accelerating local economic development, and the role local governments can play in that process is of great interest to municipal officials and managers. Stagnant economic conditions, and the resulting high rate of unemployment, create hardship and dissatisfaction for municipal residents. While mitigating the unemployment problem is, strictly speaking, not within the mandate of municipalities, citizens still expect them to help in this respect. Stagnant economic conditions also negatively affect the revenue base of municipalities.

During our field visits, four of the six municipalities visited expressed interest in a module on the role of municipalities in local economic development. Similarly, in the May 1995 needs assessment study, four municipalities requested such a module. Additionally, during the USAID-sponsored conference of municipal officials, participants showed interest in the role municipalities could play in activating local economic development, and in learning about technical assistance they could receive in that area. Feedback from the orientation sessions for newly elected officials conducted by the Foundation also indicate that participants were strongly interested in local economic development issues, including the issue of privatization.

While the survey questionnaire did not ask respondents directly about the need for a module on the role of municipalities in economic development, it did inquire about the need for the development of certain skills needed in economic development, particularly in the area of planning. Survey results reveal the following: 34 percent of respondents stated that improved skills in the field of economic development planning were either essential or very needed in their departments, while another 34 percent stated that such skills were needed; thirty-seven percent of respondents indicated that skills in strategic planning were essential or very needed, while 30 percent felt that such skills were needed. Finally, 40 percent felt that skills in project planning and management were essential or very much needed, and 26 percent that such skills were needed.

Discussions with municipal officials and with knowledgeable experts have revealed the following specific priority topics that need to be addressed in the field of local economic development through training and/or technical assistance:

- How to create a more favorable environment for the private sector, and how to attract new investment.
- How to privatize municipal enterprises.
- How to best enter into and make use of public/private partnerships.
- How to best prioritize among economic and social programs and projects.

In one municipality, Razgrad, officials also mentioned that there was a need for skills development in the field of strategic planning as used for local economic and social planning. These officials, who had attended a five-day course in strategic planning conducted by the Know How Fund project, explained that the system of regional planning was no longer functional, and that there was no up-to-date local plan which could provide guidance to municipalities as to what strategies and priorities to follow in their economic and social programs.

The subject of the role of municipalities in economic development is of great importance to municipalities, and should not be summarily excluded from the Municipal Training program. However, before deciding whether or not to include such a module in the program, the following important questions need to be answered:

- First, is training necessary or the best way to meet the needs of the municipalities in that field, or can this need be met through technical assistance?
- Second, if training in the broadest sense of the word is needed, should it be offered through the municipal training program, through another component of the LGI program, or through some other donor project, taking into account the budgetary and time constraints of the municipal training program?
- Third, are there any existing training programs that deal with at least some of the priority topics in the area of local economic development?
- Finally, is there any need to introduce new concepts and skills in this area, or would experience exchange be sufficient? If new concepts and skills are needed, what would be a suitable conceptual framework and overall approach to use in the subject?

These questions will be answered when examining the possible contents of the proposed module.

**Suggested topics in a module on the role of municipalities in promoting economic development.** Based on the findings presented, a short list of priority topics that could be included in a possible module on the role of municipalities in local economic development is given and examined below.

- Potentials and constraints of the local economy
- Principles of regional/local economic development
- Strategic planning as a framework for local economic and social development
- How to prioritize among economic and social programs/projects
- How to accelerate local economic growth and to attract new investment
- How to create a favorable environment for business sector; public/private partnership arrangements.

In terms of the general conceptual framework to be used in such a module, there is agreement within LGI that an in-depth presentation of the concepts and tools of comprehensive and systematic regional planning would not be appropriate for our participants. Traditional regional planning is considered too cumbersome, too centralized, not sufficiently flexible, and often inconsistent with reality. A short presentation of the principles of regional/area planning could, on the other hand, be useful. Ample Bulgarian expertise exists in this field, if needed in the training program.

On the other hand, strategic planning appears more useful to municipalities as an approach. It is more flexible, and considers not only economic factors, but also other factors in the municipalities' environment, as well as the internal organization and capabilities of the municipalities. By clarifying mission, goals, and objectives, it make objectives-based management possible. The Know How Fund is in the process of providing training in the field of strategic planning to four municipalities including the three LGI municipalities of Vidin, Razgrad, and Stara Zagora. As used by that Fund, strategic planning serves as an overall integrating framework used not only for developing local economic and social development plans, but also provides a basis from which to derive other specific types of plans such as an urban plan, an HRD plan, financial plans, or a reorganization plan.

Including a simplified presentation on strategic planning in the module would be possible to provide participants with a conceptual framework to guide their economic development efforts, although such a presentation may prove repetitive for some of the participants from Vidin, Razgrad, and Stara Zagora. A brain-storming session or a group exercise on the economic potential of municipalities and the barriers impeding the actualization of such potential could also be included as part of a unit on strategic planning. A full-fledged presentation of the concepts and methods of strategic planning, however, would require a module in itself, and the actual preparation of strategic plans by municipalities would require considerable effort on their part, as well as supplemental technical assistance.

The topic of how to prioritize among economic and social programs and projects is of interest to municipalities. It is closely related to the topics of regional/local development and strategic planning, and could be integrated in sessions on these topics. Alternatively, it could be covered in simplified and shortened form in the sessions on budgeting in the module on budgeting and local finance.

The topic of privatization of municipal enterprises, although of great interest to municipalities, is not included in our short list of topics for this module for the following reasons. It is unclear whether such a module would fit in the mandate of the LGI program, or whether it would be best handled by other USAID and donor projects. In one municipality visited, officials told us that they were about to go to Sofia to attend a course on privatization, offered by another project. Furthermore, the subject of privatization would require a full module in itself.

The topic of creating a favorable environment for the private sector, attracting new investment, and public/private arrangements could be usefully included in such a module. They could also be covered in short 1-2 day mini-modules or exchange of experience workshops outside the framework of the Municipal Training Program and/or through one-to-one technical assistance.

Exchange of experience among economic/business development centers in various municipalities would also be useful, but it has already started through other LGI related mechanisms.

In view of the number of important priorities that could be included, this module would need to run for four to five days, and would require three or four trainers. However, not all of these trainers would have attend the module in its entirety. Bulgarian trainers could be found for most topics except perhaps for the topics of strategic planning and public/private partnerships. More work would be needed in terms of further defining and prioritizing module content.

### **B8. Module on the Training of Trainers (“Exchange of Experience among Trainers”)**

The primary purpose of the module is to strengthen the participatory adult training skills of Bulgarian trainers participating or likely to participate in the design and delivery of the modules of the municipal training program. A secondary aim of this module is to acquaint prospective trainers of the Program with the objectives, components and activities of the LGI Program, as well as USAID strategies for the local government support programs, and the objectives and scope of the delivery order itself. Another possible secondary objective of the module would be to strengthen the training skills of a limited number of trainers at the municipal and regional levels who express interest in improving their training skills.

The justification for offering such a module is, as we shall see in detail later in the report, that appropriate modern training approaches and methods are relatively new in Bulgaria and not fully internalized by most of the likely trainers of our program. Additionally, two senior trainers from the department of qualification of mayoralities and municipal councils at the Stara Zagora municipalities have expressed great interest in attending a TOT module, and the Gabrovo municipality also requested, during the May 1995 needs assessment study, that some of its staff attend a TOT module. In addition, according to Messrs. Belin Molov and Savin Kovachev of the Ministry of Regional Development and Construction, training units have been established and are functioning in several of Bulgaria’s regions. Some of these trainers may be interested in attending at least part of our TOT program.

The title “exchange of experience among trainers” instead of “training of trainers” would be used in practice to describe the module(s), as some senior practitioners and professors, with long experience in teaching and/or training, may object to the idea that they need “training.” The title would also serve to emphasize the experience-exchange nature of the module.

Actually, our planned efforts in this area are best described as a “program” for the training of trainers rather than a module, since there may well be more than one module. Our planned approach and activities in the TOT area can be summarized as follows.

First, a generic TOT module, attended by all prospective trainers, would be offered to save time and expenditures, and as many of the training skills needed for the delivery of all modules are basically the same. This generic TOT module would last four to five days, and would be offered up-front before the first iteration of the four substantive modules.

Then, before any of these modules are offered for first time, there would be four specialized mini-TOTs. These module-specific TOTs would last one to two days, and would be attended by the trainers participating in a particular module only. These short sessions are intended to fully familiarize the trainers with the content and processes of the module under consideration, to clarify the role of each trainer, and to go through an abbreviated dry run. It would also serve as a team-building effort among module trainers. The short module-specific TOTs could be offered either separately before the first iteration of each of the specialized modules, or alternatively to save time grouped together in one week before the start of the delivery of the first module.

After the first iteration of each specialized module there would be a one-half to one day evaluation meeting, during which trainers would review the results and the feedback of the delivery of the module, decide what changes in curriculum and material are needed, and determine how the module could be delivered more effectively.

Finally, before the delivery of the second and third iteration of each of the modules, a one day planning and team-building meeting will be held during which the trainers would review the changes made in the module curriculum, materials and exercises, and go through the improved training process.

Coaching and “mentoring” on training methods and techniques would be provided on a continuous basis, during and between module delivery.

An outline of the topics that could be included in the longer generic TOT module is provided below.

### **Training of Trainers (“Exchange of Experience among Trainers”) Possible Topics.**

- How adults learn.
- Exchange of experience on training of local civil servants.
- Explaining participatory, process, and experience based training.
- Different adult training techniques: short conceptual presentations (lecturettes), brain storming, group work, case studies, critical incidents, role playing, simulations, etc.
- Group dynamics and group facilitation skills.
- Preparing lesson plans.
- Use of audiovisual techniques.
- Demonstration and practice sessions.

- Introduction to the LGI program and the municipal training program, overview of the four modules

**Content of the generic TOT module.** The content of such a TOT module is relatively standard, but the topics listed above still may need to be further refined and prioritized due to time limitations. Also, for the same time constraint reason, the topics deal primarily with training delivery, although they also have implications for curriculum and material design. Topics relating to training needs assessment and preparing training plans, etc. have not been included, as they do not contribute directly to achieving the objectives of the training delivery, as well as time limitations. Hands-on experience in curriculum and material development will also be provided to the Bulgarian trainers, as they will be actively involved in this process from the beginning.

In addition to presenting appropriate adult training approaches and methods, the module would also provide participants with an overview of the LGI program's objectives, components, and activities, as well as the objectives and scope of the Municipal Training program itself.

As far as possible the generic TOT module will be conducted as an exchange of experience workshop. However, to a certain extent short presentations, explanations, and demonstrations will need to be given by training specialists.

**Size and participants in module.** We estimate that 15 - 20 people will participate in the TOT module. This includes primarily, all prospective trainers of the Municipal Training program from various cooperating institutions. However, a few municipal trainers from Stara Zagora, where a training unit exists and from the training units of certain regions where they have already been established and are functioning, may also be invited to attend at least part of the generic TOT module. Since the module will be offered regardless, including a few trainers from the regions and the municipalities would not significantly increase module costs, but would constitute a first step in developing the training capacities of local governments.

The participants (trainers) in the TOT would not be paid a daily rate for their attendance. However, as some of them, including some of the practitioners would come from outside Sofia, the program may have to provide them with a per diem. This issue still needs to be worked out.

**Trainers and training material.** Experienced Bulgarian specialists in the training of trainers, although not plentiful, are available. However, some identified by the team may not be acceptable for various reasons. The Chemonics team proposes, as a matter of priority, to identify skilled and experienced Bulgarian training specialists through contacts with other USAID and donor projects, NGOs, and Bulgarian USAID training/education specialists. American training consultants with overseas experience, specializing in participatory, experiential, and process adult training methods are readily available if necessary.

Generic material on adult training is also readily available, which could be adapted and translated for the generic TOT module. Staff of the Civil Society Development Foundation has informed the team that the Open Society Foundation (another NGO) has already conducted a TOT program, and that TOT material in Bulgarian is available. The experiences of the University of Delaware Management Training and Economics Education project and

of the Free Trade Union Institute project in the field of training of trainers can also be accessed.

### **B9. MIS and Computer Skills**

A decision was made during the needs assessment period by USAID, based on the recommendation of LGI advisors, not to include a module on MIS in the Municipal Training program. The rationale for this decision is that there are a number of technical assistance and training interventions being conducted or planned in this area by other LGI components. In particular, there is provision in the KPMG/Barents delivery order a budgetary provision for basic and advanced computer training.

However, since this decision was made after the needs assessment field trips and the survey had been conducted, some information had already been collected that could prove useful to other LGI components, to USAID, and to prospective cooperating Bulgarian institutions. These findings are provided in this section, briefly without proposing a module in detail.

The introduction of automation and computer applications in the work of the pilot municipalities is one of the noticeable impacts of the LGI program. Yet, the team found significant remaining needs for training and technical assistance in the area of MIS in these municipalities.

The needs for training in basic computer skills and for “demystifying” computer use remains present in most municipalities visited and surveyed. Twenty-eight percent of all survey respondents estimated that none of the staff of their departments used computers. Twenty- percent of respondents estimated that 1-5 percent of their department’s staff used computers. Seventeen percent estimated that 5-25 percent of their department’s staff used computers; 13 percent estimated that 25-50 percent of their department’s staff used computers; and 17 percent estimated that 50 percent and more of this staff used computers. There appeared to be a significant difference in the extent of computer use among municipalities and among various departments.

Survey results also show that 56 percent of respondents believed that improved computer skills were essential or very needed by the staff of their departments, and an additional 36 percent that such skills were needed. Furthermore, 41 percent of respondents stated that their department or office had access to an inter-office data-network, and 7 percent that they had access to email. This partial but yet significant achievement, is due, of course, to the efforts of the LGI Program. In fact, in Haskovo, municipal managers indicated to the team that they could handle the training of employees in basic computer skills themselves without outside assistance.

Among more advanced computer applications, several municipalities again requested technical assistance and training for the automation of the cadastre and the installation and use of GIS technology. However, the team was unsure whether city officials making such a request were fully aware of and/or had considered the high cost, as well as the data and skilled manpower requirements of installing and using such technology.

The team found a significant degree of variance among municipalities in the automation of financial, personnel, and administrative functions. In Haskovo, for example, personnel, payroll and budget activities have already been automated. The accounting system, on the other hand, that provided data inputs for budgeting is not automated. In

Razgrad, both the budgeting and accounting systems are automated. There appeared to be an interest in assistance for the automation of financial, administrative and personnel functions, as well as services offered to the public in most cities visited.

Time permitting, the possibility of automating financial, personnel and administrative activities could be discussed in the budgeting and local finance, HRM/personnel administration, and management development modules.

After taking into account all the ongoing and planned efforts by other components of the LGI Program in the area of MIS, there still appears to be a residual need for training in this area not presently covered by planned programs. Such a "residual" need falls mainly in the general area of the use of an information system in municipal management. It could be covered by a 3-4 day module financed by the KPMG/Barents delivery order. Based on discussions with Michael Hoffman, the LGI Program coordinator, and with Barents staff, such module would cover the topics listed below.

- Role of an information system in municipal management
- Information needed for municipal decision-making and management (data needs and structure, data presentation, etc.).
- Introduction to systems analysis

The Chemonics staff stands ready to cooperate with other LGI contractors in designing and implementing such a module if need be, within the limitations of its time availability.

### **B10. Other Training Needs and Possible Modules**

This section includes additional training needs identified by the team that are not intended to be met by the Municipal Training Program. They are nevertheless briefly mentioned as they could possibly be met through other LGI channels, through possible future USAID projects, and by Bulgarian institutions interested in providing training to local governments.

**Urban and physical planning.** The need for training in this field was expressed by the Deputy Mayor of Gabrovo in charge of the architecture, urban planning and housing sector. Russe municipality also requested training in land-use planning during the May 1995 needs assessment study. This need relates to the fact that the amendments to the Regional and Urban Planning Act were approved in 1995 giving greater authority and responsibilities of municipalities in the field of urban planning. A new law is also under consideration. The need is also based on the fact that as the deputy mayor of Gabrovo put it: "the skills of municipal employees in the field of urban planning need to be upgraded."

According to Michael Hoffman, training in the field of urban/land use planning could be combined with training in regional/area economic planning in order to integrate these two types of planning.

**Project planning and management.** Interest in training in this area was also expressed by the deputy mayor of Gabrovo in charge of urban planning, housing and construction. During the May 1995 needs assessment survey one municipality also expressed a need to learn how to better prepare project proposals for funding by donors. The expressed need for training in this field was also surprisingly high in our survey. This subject is also related to the area of capital budgeting and capital assets management. At

least one key informant, however, feels that such training does not have priority at present, as municipalities have very limited resources to devote to new projects.

**Environmental awareness.** Need for training in this field was expressed by Burgas municipality in the May 1995 needs assessment.

**Municipal property management.** Training in this subject was requested by one municipality in the LGI May 1995 needs assessment study.

**Training of teachers and school principals in educational administration.** Need for training in this subject was expressed by the heads of the Administration and Education Departments of Haskovo during the team's visit to that city.

**Training of business teachers.** Such training was suggested by Zlatograd officials during the team's visit. According to these officials, business teachers of secondary vocational schools, once trained in management subjects, can in turn provide management training to municipal staff.

**Transportation and infrastructure planning.** Training and technical assistance in this field was requested by one of the deputy mayors of Gabrovo.

**Asset management.** Training in this subject was requested by several municipalities during the May 1995 needs assessment study.

**Service delivery.** Training in this area was requested by three municipalities during the May 1995 needs assessment study, although what such training would entail is not clear.

### **C. Options in the Selection of Modules**

Our general conclusions regarding the need and priority among modules are the following:

First, the priority needs of municipalities for training are too numerous to be covered by four modules. In fact, there could be ten or twelve modules that are needed and feasible to implement. In this respect, during the USAID-sponsored conference of municipal officials held in January 1996 one participant even asked if it were not possible to offer six modules twice instead of offering four modules three times.

Second, all of the eight modules under active consideration are basically needed, according to our findings. To some extent the choice of particular modules that a municipality requests as a matter of priority depends on which municipal official (e.g. which deputy mayors and department heads) consultants talk to. This seems to account to a large extent for some differences between the findings of this team and those of the LGI team conducting the May 1995 needs assessment study.

The TOT module(s) would need to be offered in any event. Additionally, it should be noted that we have not included the proposed module on the Role of Local Governments and Local Government Laws, under the assumption that the needs in this field will be largely met within the delivery order period by reasonably effective orientation and experience-exchange programs offered by the Foundation for Local Government Reform and the Center for Territorial Development and Housing Policy. The possible exclusion of this module is

also based on the premise that the Municipal Training Program is primarily intended to develop skills in more specialized areas.

This leaves six possible modules from which a selection of four are to be made. The chances of making a tragic mistake in choosing four inappropriate modules are slim, since essentially all the possible modules under active consideration are needed. The module on Budgeting and Local Finance stands out as it was requested by practically all pilot municipalities. The other five modules were requested by five to six municipalities each during the team's field visits and/or the LGI needs assessment study conducted in May 1995 (see Table I). Depending on which four modules are selected, however, there will be some difference in the nature of the Programs's potential impact, its technical feasibility, its relation with the technical assistance component of LGI, the number of municipal staff needing training, etc.

The criteria for choosing among the six possible modules should be the following:

- Need and demand for the module on the part of municipalities.
- Degree of contribution to the USAID strategic objectives for the development of the local government sector in Bulgaria.
- Preferences of concerned central government agencies and institutions.
- Technical feasibility and ease of developing and implementing the module (e.g., availability of trainers, training material, etc.).
- Degree of complementarity and mutual support between the Program and the TA activities of the LGI Program.

Each of the possible six modules has been assessed in detail according to these criteria in the preceding section.

Based on its findings, the team recommends the following favored options. It should be noted that the module on budget and finance is included in view of its importance and centrality in strengthening the capacities of municipalities and solving their urgent problems.

### **C1. Option One**

- Module on Budgeting and Local Finance
- Module on Public Procurement and Contracting
- Module on Human Resources Management/Personnel Administration Systems
- Module on Management Skills Development

This option is one of preferred programs for the following reasons: it deals with the basic (root) problems of municipal administration and management, and covers the major functional areas in the management of municipalities. It has the potential of making a significant contribution to the development of a capable, effective, and efficient local government. It is technically feasible and relatively easy to implement, as trainers and training material are readily available. It also covers subjects where American expertise can make a significant contribution (e.g., HRM/PAS, modern management skills, local budgeting and finance). It fits reasonably well with the technical assistance activities of LGI.

### **C2. Option Two**

- Module on Budgeting and Local Finance

- Module on Public Procurement and Contracting
- Module on HRM/Personnel Administration
- Module on Public and Citizens Relations

This option is the same as option one, except that it substitutes the subject of public and citizens relations (including popular contribution) for the subject of management skills. It thus places emphasis on the external relations rather than the internal organization and management of municipalities. The module is demand driven, as it includes the “hot” topics of the municipalities’ relations with citizens and with the media. It also fits quite well with the LGI technical assistance activities.

However, its disadvantage is that Bulgarian trainers/experts and suitable training material would not be as readily available, particularly in the field of media relations, and that substantial curriculum and material development efforts would be needed. It also does not address the internal organizational and management problems and needs of the municipalities.

### **C3. Option Three**

- Module on Budgeting and Local Finance
- Module on Public Procurement and Contracting
- Module on HRM/Personnel Administration
- Module on Management Skills and Citizens Relations/Participation

This option is a hybrid of options one and two, combining two modules, management skills and public citizens relations, into one. As we have seen above, some of the topics of these two modules are interchangeable. This combined module would exclude such management topics as time management and conducting meetings. In the management development field it would concentrate on communication, leadership, and problem-solving skills. The topic of staff motivation would also be transferred to the HRM/Personnel Administration module.

Among the topics of public and citizens relations, the module would concentrate on increasing citizen participation and communicating with the public. The topic of media relations would be covered in general terms only, if at all, and needs in this field would be met primarily through direct technical assistance and on-the-job training.

Thus, the topics covered by this combined module would be:

- Objective-based management
- Communication/coordination among municipal department
- Leadership styles for managers; delegation of authority/responsibility
- Problem-solving techniques
- Increasing citizen participation
- Communicating with the public

The advantages of such a module are that it is balanced, demand driven, and covers most of the important concerns of municipalities. Selecting such a module would solve the dilemma of choosing among possible modules.

The principal disadvantages are that the module is somewhat crowded in terms of topics to be covered within a limited period (e.g., four and a half days), and further prioritization among topics may be needed.

### **C4. Option Four**

- Module on Budgeting and Local Finance
- Module on Public Procurement and Contracting
- Module on Public and Citizens Relations
- Module on Role of Municipalities in Local Economic Development

This option includes the modules on public and citizens relations and on the role of municipalities in local economic development, and excludes the modules on management skills and on HRM/Personnel Administration. It is very much demand driven, as it focuses on the urgent concerns of municipalities (i.e., finance, citizens and media relations, and local economic development).

However, this module excludes the important functional area of human resources management and personnel administration, as well as basic management skills development. Additionally, the content of the module on the role of municipalities in local economic development would have to be more clearly defined, suitable trainers found, and appropriate training material located and developed. Some of the possible problems and skills development areas of this subject (e.g., public/private partnerships) may also be better addressed by technical assistance or short experience-exchange workshops provided by other LGI components or by other donor projects.

**SECTION III**

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**RECOMMENDED TRAINING STRATEGY AND PLAN**

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## SECTION III RECOMMENDED TRAINING STRATEGY AND PLAN

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### A. Overall Training Strategy and Approaches

The objective of the Municipal Training program is to increase the capacity of Bulgarian local governments to carry out effectively and responsively the increasing responsibility assigned to them as Bulgaria transitions to a democratic society.

The Municipal Training Program is part of the USAID Local Government Initiative program, and together with other LGI components, it is designed to contribute to USAID's strategic and intermediate objectives for the Local Government Sector in Bulgaria. Thus, two important strategies followed by the Municipal Training program will be to integrate its activities closely with the technical and capital assistance components of LGI, and to design its training modules in such a way as to contribute directly to USAID's strategic goal and proximate objectives for the Bulgarian Local Government Sector.

The Municipal Training program can make the following contributions to the achievement of USAID's strategic and intermediate objectives for the development of the local government sector in Bulgaria:

- The program, through its various modules and institutional development efforts, can contribute to the strategic objective of creating a more effective, responsive, and accountable local government in Bulgaria, and increase its capacity to deliver municipal services.
- The proposed module on budgeting and local finance would increase the ability of municipalities to raise revenues and manage their financial resources more cost-effectively. This module could also provide an introduction to the concepts of capital planning and budgeting.
- The proposed module on public procurement and contracting would also make a significant contribution to the objectives of increasing own-source revenues and decreasing the costs of municipal services, through the use of competitive bidding processes, and better tendering and contracting practices.
- The proposed module on public and citizens relations, if chosen, would improve the capacity of the target municipalities to increase the involvement of citizens in municipal activities and to provide more effective public information services.
- By holding one or more training-of-trainers modules, which will involve several Bulgarian institutions in the design and delivery of the modules, and through other institutional development assistance to these institutions, the Program will establish sustainable in-country capacity for providing suitable training to municipalities.
- If the module on the role of local governments and the local government laws is chosen, it would contribute to a clearer understanding on the part of municipalities of their roles and responsibilities, a better grasp of the provisions of laws affecting them, and a better ability to apply these laws. Even if this module is not selected,

the provisions of budgeting and local finance laws and regulations, and their applications, could be covered in the budgeting and local finance module.

- The proposed module on management skills development, if selected, would provide municipal managers with the organization and management skills needed to deliver municipal services effectively and responsively.
- Finally, the proposed module on human resources management/personnel administration, if selected, would lead to the development of a cadre of capable, skilled, competent, motivated and customer-oriented municipal staff, which is essential for the development of an effective and responsive local government.

While the program's modules are primarily intended to develop skills, the transfer of knowledge will also occur whenever a knowledge gap exists, and attitudes conducive to good democratic governance will be promoted in all modules. Thus, the themes of responsiveness, accountability, and transparency will be woven into the fabric of practically all modules. For example, transparency and accountability in financial, procurement and contracting matters, could be covered in the budgeting and finance and the procurement and contracting modules. Responsiveness to citizens could be stressed in the public and citizens relations, HRM/personnel administration and/or management skills modules.

Training is not the only means to achieve desired development goals and objectives and cannot solve all problems. It has advantages and special contributions to make as well as its own limitations, as does technical assistance. The main advantages and special contributions of the type of training envisaged by the delivery order are as follows:

- It will reach a relatively large number of participants from a number of different municipalities.
- It provides an opportunity for experience exchange and networking among officials and staff from various municipalities and municipal departments.
- It provides an appropriate framework for explaining new concepts, methods and the need for innovations in particular sectors and functional areas of concern to municipalities.
- It provides the time and opportunity to executives and staff to reflect on the problems faced by their municipalities, find solutions to these problems together, learn and practice new skills and behaviors, etc., away from the distractions of their daily work.
- It is suitable in situations where a number of municipalities, departments and/or staff have a common problem or need that can be usefully addressed through a common approach and method. It is not particularly suitable in situations where a municipality has a unique problem or need, unless the training is provided on-the-job and on a one-to-one basis.

At its worst, training could be a one-shot intervention, offering inappropriate theories and methods that cannot be usefully employed by municipal participants in their work. The training strategies and approaches recommended in this report are intended to maximize the benefits of training and to minimize its limitations, and are summarized below.

- The delivery of twelve or so modules by itself neither meets all the training needs of municipalities nor has an impact on their capacity on a long-term basis. At best the delivery of these modules would have the necessary critical mass to have an impact on the capacity of the ten pilot municipalities in four functional areas or sectors, and only in the short to medium term. The program would by itself not have a direct impact on municipalities in the long-run as municipal officials and staff change. Institutionalizing the training program in one or more Bulgarian institutions so that it will be sustained on a long-term basis, and reach an ever increasing number of Bulgarian municipal staff, is a fundamental strategy of the program. How this strategy will be implemented (e.g., involving Bulgarians in the program from the start, designing a cost-effective program, etc.) will be detailed later in the report.
- The subjects and topics of the training modules should be based on the priority problems and needs of municipalities. This is the reason we have described and analyzed in detail in this report the major problem and need areas of municipalities, which were identified during field visits and through the staff survey. Also, the emphasis of the program should be on solving the problems and improving the performance of municipal organizations, rather than improving the knowledge and skills of individuals.
- It is recommended that the program use and demonstrate the usefulness of participatory, interactive and experience-based training methodologies.
- It is recommended that the training offered be practical, applied and action-oriented.
- It is proposed that the content of the curricula and training materials of the modules be especially designed to be appropriate and consistent with the work and environment of Bulgarian local governments. The means of implementing this approach, for example by involving Bulgarian trainers and experts from the beginning in the design of the modules, by using Bulgarian case studies, by referring to Bulgarian laws, etc., is described in detail in the next section.
- It is suggested that the program takes into account the preferences, expectations and convenience of participants in the design and programming of the modules, and in the training approaches, processes and methods used.
- The program should take into account the experience of other training programs offered by Bulgarian institutions and donor projects, and learn from their experience, especially by not repeating the mistakes of past donor-sponsored training. Such lessons of experience have been taken into account in the recommendations of this report.

The above approaches to be used in the program take into account the expectations and valuable suggestions of survey respondents (see Annex IV.B. pp. 6-10). These and other recommended approaches to be followed by the Municipal Training program are described in detail in the next section.

## **B. Recommended Training Approaches, Methods and Techniques**

### **B1. Needs Based and Demand Driven Training**

To be successful this training program must be based on the real needs of the municipalities. This assessment process entails getting feedback on the major problems and perceived training needs of municipalities and their staff, from persons knowledgeable about local governments, and from municipal officials, managers and staff. It also involves analyzing and diagnosing these problems to determine their root causes and which problems can be solved or mitigated through training programs, as well as determining the relative trainability of the target population.

This approach has been followed in various parts of this report, including Section II.B., "Identifying the Training Needs of Local Government Employees." It should be noted that many respondents to our survey of municipal staff expressed the view that the proposed modules should address the real problems of municipalities.

### **B2. Integration of Training with Technical Assistance and Capital Assistance**

For training to be as effective as possible, it should be complemented by related technical and capital assistance interventions. Fortunately, the USAID Local Government Initiative program in Bulgaria offers integration of training with field technical assistance and small capital assistance to municipalities, with the goal of developing local government legislation.

The field technical assistance component of the LGI program, for example, has developed and implemented models and improved systems in such areas as MIS, cost analysis of municipal services, human resources management, public/private partnership, and public relations in selected cities. These models, improved systems, and tools could be usefully presented and discussed as case studies during the modules for possible replication in other municipalities. The reasons why certain improved approaches and methods are needed, and the principles behind them, could also be presented during training programs. Furthermore, new legislation concerning local governments, developed with the assistance of LGI, once adopted, will be explained to workshop participants, who will learn both the contents and implementation strategy. Finally, if new technical assistance needs emerge as a result of the modules, they would be passed on to the LGI technical assistance team. The participation of selected and highly experienced technical assistance advisors as resource persons would be welcomed as well.

### **B3. Coordination with Other Related Training Programs Sponsored by the Central Government, NGOs and Other Donor Projects**

There are several opportunities for coordination between the in-country training envisaged in this delivery order and overseas training and study tours conducted by other components of LGI, as well as with those conducted by other USAID projects such as the Partners for International Education and Training (PIET) Project. For example, local government officials and staff who have been in the United States for training and internships under USAID sponsorship could be used as trainers and resource persons in the present in-country training program. Also, the best and most promising participants in the modules would be considered and even given some preference for attending further training

in the United States under the PIET program. This would provide a powerful incentive for participants and trainers of the modules to perform well.

There is also scope for coordination between the program and related training programs financed by donors other than USAID, notably the training for local government staff conducted by the British Know How Fund, which has already started implementing an innovative training program.

In addition, the PHARE program is sponsoring a public administration project, including a training component, which is being implemented in collaboration with the Department of Administration in the Council of Ministers. Although this program is aimed at the central government administration, it has definite implications for local governments. Coordination and cooperation with other such donor assisted projects would be useful in a variety of ways, including: exchanging experiences; avoiding presentation of contradictory approaches, concepts, and tools; avoiding excessive repetition; and saving resources by developing joint training material.

Close coordination is also strongly recommended with the orientation sessions and other peer training programs being conducted by the Foundation for Local Government Reform. The present Municipal Training program has already learned a great deal from feedback from the newly elected officials who recently participated in orientation programs conducted by the Foundation, particularly in such areas as the major issues which concern municipal officials, the training approaches that are appropriate for such a target group, possible sources of suitable trainers, etc. These lessons have been incorporated into this report. In the future, the MTP should be designed in such a way as to complement and reinforce the training activities of the Foundation. For example, the Foundation could concentrate, in the early stages, on simple and basic orientation, awareness building and exchange of experience programs, while the Municipal Training program would concentrate on implementing somewhat more in-depth skills development courses. The possibility of training sessions jointly sponsored by the Foundation and the Program should also be considered. This arrangement would help ensure high attendance at the modules, as well as help develop the training capacity of the Foundation.

Coordination is also needed between the Municipal Training program and other training programs conducted by the Center for Regional Development and Housing Policy attached to the Ministry of Regional Development and Construction for local government officials and staff.

#### **B4. Practical and Applied Training**

Above all, potential participants in the modules want training that is practical. They expect training programs to provide them with advice to solve their problems, and with improved tools and methods that they can apply to their work. Some previous donor and local programs are seen as having been too theoretical and academic. In one previous course, conducted by a donor other than USAID, participants complained that the trainers explained the principles of modern human resources management including the importance of objective personnel evaluation but failed to give participants examples of what a good personnel evaluation form should look like.

The Municipal Training Program modules should, therefore, try to develop and present tools and methods that help the participants in their work. Group exercises should simulate as much as possible the real work of municipal participants, and case studies should be

drawn from Bulgarian municipal cases. While it is sometimes necessary to explain concepts and principles before going into applications, conceptual presentations should be kept short and to the point (i.e. in the form of short lectures), and always followed by applications.

### **B5. Custom Designed Training**

It is recommended that the Municipal Training program custom designs its modules' training material to the needs, problems and actual work of Bulgarian municipalities. Off-the-shelf lecture notes and exercises, particularly those drawn without adaptation from foreign sources often appear academic, irrelevant and even alien to local participants. Even Bulgarian case studies prepared in a context other than municipal government may not be relevant to the needs of municipal staff, and reading material prepared for central government employees may have to be adapted to the needs and level of local government employees. Custom designing handouts, exercises and case studies requires time, effort and creativity at the design and pilot stages of a training program. However, it greatly increases the appropriateness and impact of the training program. Once prepared, tested, and fine-tuned, the custom-designed curriculum and training material can be replicated without excessive cost.

### **B6. Participatory, Interactive, and Experience-based Training**

Participatory and interactive adult training does not have a long history in Bulgaria, especially at the local government level. In the past four or five years, however, this type of training has been used by donor sponsored training programs and by a few Bulgarian NGOs and consulting firms, generally with good results. Furthermore, Bulgarian local government officials who have been on participant training in the United States have experienced modern participatory and interactive adult training methods, and generally seem to have liked it. As one former Municipal Secretary who attended a training program in the United States put it: "Participatory, interactive, and practical training is the only useful type of training, and no other approach to training should be attempted in the future."

The recent orientation program conducted by the Foundation for Local Government Reform, conducted with the support of the LGI Program and the British Know How Fund, followed a participatory and interactive approach, including discussion and question and answer periods, as well as panel discussions. Central government officials also generally favor participatory and interactive training approaches. As Mr. Nikolay Grigorov, Deputy Minister at the Ministry of Regional Development and Construction told the team: "Training should be different from what it has traditionally been in the past; it should de-emphasize long theoretical lectures, and use instead discussion periods, group work, case studies, and group projects."

Most Bulgarian and expatriate trainers who have used participatory training techniques in the Bulgarian local government context feel that it is possible to use such techniques successfully. However, their experience also shows that, because participatory training is relatively new to local government staff, it takes one to two days for participants to "open up" and fully participate in workshops. Once they have experienced participatory training, they show marked enthusiasm for it.

Setting the proper climate at the beginning of a module is, therefore, essential for its success, as are the facilitation skills of the moderator(s) or senior facilitator(s). It is recommended that "ice breakers" and group work sessions be scheduled early in each

module to allow participants to unfreeze, and get used to the participatory style of the module.

Ideally, the modules should provide participants with an opportunity to try new ways of doing things and new patterns of behavior, to reflect on and reach conclusions about their past practices, attitudes and behaviors, and on the experience provided by the module itself. Since most participants are expected to have significant work experience with local government, the modules should afford them the opportunity of reflecting and reaching conclusions on their past experience, and using and sharing experience with each other in order to solve present problems. Exchange of information between trainers and participants should also be stressed. The prevailing attitude during the training sessions should be that both trainers and participants have much to learn from each other, on a basis of equality, as they undertake the process of tackling problems facing municipalities.

### **B7. Application and Action Oriented Training, Emphasis on Follow-up**

The municipal training program should be results oriented, achieving a noticeable impact on the work and performance of municipalities. The program will be judged based on how effectively it achieves this objective.

To maximize the chances of the program having a noticeable impact on the work of municipalities, it is recommended that emphasis be placed on following up on the application of the concepts and tools introduced in the modules, and using an action-oriented training approach. This approach could involve the participants preparing an “action plan” at the end of each module on how they plan to apply what they have learned during the module to their actual work in an area of their own choosing after the end of the module. Depending upon the topic of the module, these action plans could include, for example, the preparation of improved job descriptions or personnel evaluation forms, a budget request for a program, a work plan for an activity, a proposal to establish a public relations office in the municipality, an improved organization chart for the municipality, recommended measures to attract private investment into the municipality, a proposal to mobilize popular participation for a civic action, etc. Follow up of the action plans could be done in several alternative ways. The training team could visit the participant groups in their work setting to review the work they have done on their action plans after each module. Or the participants could be brought back for a one day workshop at which they would report on and discuss the work done on their action plans, and decide on further action needed.

Conducting action-oriented training has been found in other contexts to significantly increase the impact of training interventions. It also has the advantages of motivating local government staff by asking them to perform creative, challenging, and relevant work. It increases the chances of participants of internalizing and using the concepts and tools presented during training by giving them a chance to apply them in their work, and by allowing trainers to have one or more additional reinforcing contacts with participants. In the Bulgarian public administration context, action training has been used at least once in a training program implemented jointly by the Center for Regional Development and Housing Policy with apparent success.

Despite its advantages, action training is more costly in terms of trainers' level of effort, and in some cases participant costs, as it requires either bringing back the participants to a one day workshop after each module, or sending trainers to visit the participants in the field after each module.

## **B8. Joint Bulgarian-Expatriate Development of Curriculum and Materials and Module Delivery**

To be appropriate and useful, training programs need to be adapted to the environment and circumstances of Bulgarian local governments. This means taking into account the legal, institutional, and socioeconomic environment faced by municipalities; Bulgarian cultural characteristics; the educational background and personal circumstances of municipal staff in designing training programs.

The above generalizations can be illustrated with the following relevant specific examples. First of all, persons interviewed who have had experience training local government staff all stressed that the legal and regulatory aspects of various fields should be covered in practically every module, whether it concerns the subject of budgeting and local finance, public procurement, human resources management, or general local governance. Bulgarian government employees generally have a great respect for laws and regulations and, before taking any innovative action, ensure that it is legal. The knowledge of the laws affecting local governments and their application figures high on the list of perceived training needs of local government staff. This need is made even more acute by the fact that amendments to the general local government law were introduced in 1995, and also that proposed legislation in the areas of local public finance, civil service, and regional and urban planning are under consideration by Parliament and may be passed in 1996. The training staff of the program should, therefore, include persons who have in-depth knowledge of existing laws and regulations and their application, as well as of proposed laws affecting local governments under consideration by Parliament or at the draft stage. This, of course, implies the use of Bulgarian trainers in the training program.

The second factor to be taken into account, particularly in the design of the budgeting and local finance module, is that the Bulgarian public accounting and financial reporting system follows European (and most closely German) rather than American accounting practices. This means that the budgeting and local finance training staff should include persons who have a thorough knowledge of the type of accounting and financial reporting systems used in Bulgaria. Even if an expatriate short-term specialist is used in the design and conduct of the budgeting and finance module, he/she should ideally be familiar with European accounting and financial reporting practices.

It should also be noted that Bulgaria has traditionally had strong ties with Western, Central, and Eastern European countries, and aspires to join the European Union. It is, therefore, more likely to look at European models rather than American ones when reforming the local government system. Bulgaria recently signed the European Charter on Local Governments. While there is ample room for government decentralization, Bulgaria is not a Federal state.

Third, Bulgarians are generally well-educated and well-read. At the same time, while certain fields of knowledge have been traditionally well-established in Bulgaria, such as economics, national and regional economic planning, architecture and urban planning, engineering, etc. Others, such as public administration and management, have been less developed. This means that the local government staff are much more likely to have an educational background in the former fields rather than in the latter ones. The implication is that the training material prepared for the municipal training programs should not be elementary (Bulgarians sometimes complain that the materials presented to them in overseas training programs are more suitable for participants from developing countries).

Yet at the same time they should not be too complex nor use specialized jargon, especially in subjects to which local government staff have not been widely exposed. Many respondents of our survey stated that they want modules and trainers that are “highly professional.” The guiding principle to be used in preparing training material for municipal officials and employees is: “simple yet sophisticated and useful.” Striking the right balance will be a challenge facing the training team designing the program modules.

The above factors strongly argue for the active involvement of Bulgarian trainers and resource persons in every stage of the development and delivery of the municipal training program modules. In a small deviation from the provisions of the delivery order, we feel that Bulgarian staff could and should be actively involved in the delivery of even the first iteration of the modules, albeit with some orientation and coaching.

It is clear that Bulgarian trainers and content specialists can contribute to the design and conduct of the modules in the following ways: ensure that what is presented or suggested is in line with the legal and institutional framework within which Bulgarian municipalities work; ensure that the modules concentrate on the priority problems and concerns of municipalities and on the priority training needs of their staff; ascertain that both training methods used and the content presented in the modules are appropriate in the Bulgarian local government context; ensure that the training material is of the proper level in relation to the intellectual level and the educational and professional backgrounds of participants; assist in the faithful and appropriate translation of professional training materials and the interpretation of interventions by expatriate trainers; and prepare and/or present case studies and “critical incidents” taken from the Bulgarian local government context.

The design and implementation of training programs using only Bulgarian staff drawn from local governments themselves, from central government agencies and institutions, from NGOs, and from universities, is certainly possible in the case of most modules under consideration. However, the team feels that using only Bulgarian trainers and resource persons would result in a training program that is too traditional and too status quo oriented, overemphasizing the legal and structural aspects of administration and management, and existing laws and procedures, at the expense of the behavioral aspects of management, modern management approaches, and computer applications used in decision making. It is also felt that the training methodologies used would be too traditional and not fully appropriate for adult learners.

Perceptive persons dealing with local governments have stated that the best management training programs implemented to date have been those which were designed and conducted by Bulgarian and expatriate staff working closely together and each making its particular contribution. For example, Dr. Guinka Tchavdarova, the Deputy Director of the National Center for Regional Development and Housing Policy, cited a successful training program implemented by her Center with French support, which was developed and conducted hand in hand by Bulgarian and French trainers with each group making a particular contribution. Mr. Mityo Videlov, Deputy Minister at the Ministry of Regional Development and Construction, also told the team that expatriate consultants could make a useful contribution to training programs for municipal staff by introducing new approaches, ideas, and solutions to problems even in such a context specific subject as local public finance and budgeting.

The team strongly agrees that American consultants could make a significant contribution to the development and conduct of the program, provided, of course, they

possess the appropriate expertise and attitude. Several areas where American expertise could make a significant contribution are described below.

One such area covers the aspects and approaches to management that stress human and behavioral factors, or that call for decentralization and staff involvement in decision making and management, such as organization development (OD), objectives management, modern human resources management (including staff development), strategic management, total quality management, etc. These approaches to management were apparently not emphasized during the previous regime (prior to 1991). The approach to management in the past seems to have been rather formal, centralized, mechanistic, and production oriented.

There were, of course, some highly qualified administrative sciences experts at the central government level, notably at the Academy for Social Sciences and Management and its successor Center for Administration, who were familiar with Western management approaches and concepts. However, these were not widely diffused among the bureaucracy, particularly at the local level. American consultants could, therefore, make a useful contribution in introducing such concepts and tools as team building, goal setting, group problem solving, staff development and career planning, objective employee evaluation, effective inter-personal and inter-organizational communication, and leadership skills.

A second area is the general area of local democratic governance, including accountability, responsiveness to the public, and transparency of government operations. Bulgarian municipalities have limited experience in dealing with independent elected councils, with the public at large, with NGOs, and with the business community. American staff could make a significant contribution in introducing the general concepts of accountability, transparency and responsiveness, as well as helping to better define the appropriate role of local governments and in reorienting the attitudes of local government toward citizens. More specifically, they could help introduce useful skills in such specific areas as public and citizens relations, public/private partnership, relations with NGOs, mobilizing popular participation and local revenue generation, and inter-governmental relations.

Generally speaking, American local government specialists could provide useful advice in many areas of local government activities, since local governments are just starting to play a significant role after a long period of neglect and de-emphasis. However, it should be noted that not every concept, model, or practice that has worked in the United States or elsewhere in local governments is necessarily appropriate in the Bulgarian context. Some such practices may even be illegal at present.

A third content area where Americans could make a contribution is through the introduction of using automated information in local government management and decision-making, and the development and implementation of appropriate management information systems for local governments. Additionally, expatriate consultants could provide useful advice on the automation of local government functions such as financial management, personnel administration, population and land registration, and inter-office communication.

The team also believes that American trainers could make a significant contribution in the introduction and institutionalization of modern adult training approaches and methods such as participatory, experiential, process and action training, as well as the building of appropriate local adult training capacity. As mentioned earlier, these training approaches

and methods have been introduced in the Bulgarian local government context only in the past three or four years, have not been widely used, and have not been fully internalized by most Bulgarian trainers.

While American trainers and consultants could make an important contribution, they should not, however, introduce concepts, models, and practices drawn from the United States or elsewhere in a dogmatic fashion. Rather, they should present management concepts, approaches and techniques; local government management models and patterns; and solutions to municipal problems as ideas that may or may not be appropriate in the Bulgarian context. It will be then up to module participants and Bulgarian trainers to discuss the suitability of these ideas. Similarly, American trainers should check the appropriateness of various training techniques with Bulgarian trainers before using them. To be useful and appreciated, American trainers and content specialists will need to be not only highly qualified and experienced professionally, but also to be flexible and culturally sensitive, and able to work with Bulgarian trainers on the basis of complete equality.

The team has also been cautioned by knowledgeable interviewees, both Bulgarian and expatriate, on giving too prominent a role to American trainers and consultants in the actual delivery phase of the training program. However, these persons are expected to play an crucial role in the curriculum design, material preparation and team-building phases of the program. During module delivery, their role should be one of coaching, acting as resource persons, monitoring the program, and making short interventions at critical times.

### **B9. Emphasis on Evaluation, Continuous Improvement and Fine-Tuning of Training Package**

Since the Municipal Training program is a new custom-designed program developed in the specific context of Bulgarian local governments, emphasis should be placed upon continuous and thorough evaluations of the program, and upon the continuous improvement of the modules' curriculum, materials, and delivery based on evaluation and field testing. "Flexibility" in the course curriculum and delivery is one of the qualities expected in successful training programs, most often cited by respondents to our survey questionnaire of municipal staff.

For all practical purposes, the present delivery order can be seen as a pilot phase (and three iterations of each module are certainly not too many for a pilot phase in the existing environment), even though one may hesitate to use that term in order not to hinder the replicability, sustainability, and institutionalization aspects of the program.

Several types of evaluation are recommended to be built into the program. First, at the very least, there should be an evaluation by the participants at the end of each module. A short daily evaluation by participants is also recommended at the present experimental and pilot phase of the program. Such an evaluation would allow trainers to keep their fingers on the pulse of the module, to know how the participants feel about the delivery of the module on a daily basis and about particular sessions, and to make necessary adjustments as the module progresses. It is strongly recommended that the training team for each module hold an evaluation meeting at the end of each day to review the proceedings of the day, review the results of the daily participant evaluations, and review and, if necessary, adjust the schedule and training approach of the following day.

If time and resources permit, it would also be desirable to have a three to four hour meeting of key trainers after the end of each module in Sofia to review the results of the module, and decide on the changes that need to be made in the module curriculum and materials.

At the early stages of the program, it is expected that a significant amount of modification will be required in the curriculum and materials of the modules. Some budgetary provisions should, therefore, be made for the level of effort necessary for curriculum and training material revision. After the third iteration, the modules should be sufficiently fine-tuned, and require relatively little change in their curricula and materials. They could then be replicated in a more cost effective fashion and with a less intensive use of training manpower.

The use of pre-tests and post-tests is also recommended, especially in modules that involve the transfer of objective knowledge and the building of specific skills, to gauge the effects of the modules on increasing municipal staff capacity. Most of our potential participants are not averse to the idea of testing; indeed, a number of survey respondents even suggested it. However, such tests should be administered in a discrete fashion, and perhaps not used in the case of senior officials such as mayors, deputy mayors, and municipal counselors.

The results and the preliminary impacts of modules should also be carefully documented. Finally, there should be an impact evaluation of the program four to six months after the completion of the delivery of the modules, using impact indicators.

The workshops will also provide the opportunity to gain additional knowledge about the problems, concerns, and priorities of municipalities, as well as the patterns of decision-making and the leadership styles of municipal officials and staff, by using an action-research approach and by observing group dynamics. These observations should also be carefully documented.

**Indicators.** Indicators can be divided into indicators of output and indicators of impact achievement. Indicators of output for a training program are not excessively difficult to define. These indicators can themselves be divided into quantitative and qualitative categories. Suggested quantitative output indicators include: the total number of modules implemented, the total person/days of training officer, the total number of individuals having received training, the percentage of the professional staff of the ten municipalities having received training from the program, and the number of staff having received training in particular substantive fields.

Indicators of increased knowledge, skills acquisition, and attitude change will be derived from the specific "terminal objectives" that will be developed for each module early in the design period. For example, in the case of the procurement and contracting module, indicators of skills development could include the percentage of participants demonstrating an ability to prepare specifications tender and/or contract documents of acceptable quality. In the case of the HRM/personnel administration module an indicator could be the percentage of participants demonstrating an ability to prepare (or use) an acceptable personnel evaluation form. Indicators of increased knowledge are also quite feasible to prepare. Indicators of attitude change are also possible to develop, but are more qualitative in nature and may involve some degree of subjective judgement when applied.

Indicators of increased capacity of participating Bulgarian institutions in the Municipal Training program are also needed in view of the capacity building and institutionalization objectives of the program. A suitable indicator for gauging the results of the program relative to these objectives would be the number of Bulgarian institutions having demonstrated capacity to deliver x number of modules by the end of the delivery order period.

Indicators of increased knowledge, skills development, and attitude change will be used to compare the situation before and after the conduct of a module. This will be done by applying these indicators to pre- and post-tests and exercise results, and whenever possible to "action plans" and to applications implemented by participant groups at their work place at the end of a module. Implemented action plans and applications come a step closer to showing the impact or at least the effect of the modules.

It is essential that pre- and post-test results, as well as completed action plans and applications be carefully analyzed and documented. It would even be useful to document anecdotal evidence of the preliminary effects of the modules to gain a better understanding and for illustrating these effects.

Impact indicators for use in the program would be the same as those of the LGI program, when they have been finalized. For example, in the case of the local finance area, an indicator could be the percentage annual increase in own source revenues in the ten target cities by December 1997. In the area of establishing sustainable in country training capabilities, which is of central importance to the Municipal Training program, an appropriate indicator of ultimate impact would be the number of training modules implemented by Bulgarian institutions.

Selected additional impact indicators can also be developed, if needed, to gauge the impact of specific modules of the program, and Chemonics should draw on the earlier work done by other LGI components on the development of indicators. Depending on the module involved, such impact indicators could include, for example, the percentage of contracts in a municipality awarded on the basis of competitive bidding, the percentage of specifications or tender documents prepared according to acceptable standards, the number of municipalities using a personnel evaluation form of acceptable standard, etc.

Three cautionary observations are in order regarding impact indicators. First, accurate baseline data on the present conditions in the target municipalities are not readily available. Second, it will be difficult to determine what impacts are the result of the Municipal Training program and which are due to the other components of the LGI program and to what degree, since they all contribute essentially to the attainment of the same objectives. Third, it takes at least three to four months before the initial effects of a completed training course are felt, and even longer to notice the ultimate impact of a training program. Also, it takes a relatively long time period to see the results of institutional development, and to judge whether and to what extent a training program has been institutionalized.

### **B10. Use of Organization Development (OD) Approaches**

As described earlier, municipal governments face such generic management problems as lack of effective communication, coordination, and cooperation among municipal departments; lack of sufficient team-work; reluctance to take responsibility and initiative; inability to solve problems effectively and to take action; as well as confusion about roles and responsibilities. These problems can be addressed by organizational development (OD) approaches and techniques. It is possible, of course, to use OD approaches and methods in

the proposed “core module” on local government or in a module on management skills development that cover some of the “softer” aspects of management. However, it is also possible to use OD approaches in practically every module and even in the case of modules that aim at the development of specific skills. It is quite feasible, for example, to design group exercises and to group participants in such a way as to strengthen team work, group problem-solving and decision-making, and to improve communication and cooperation among municipal departments and individual municipal managers.

The modules can also provide the opportunity for improving the working relations between municipal executives on the one hand, and municipal council members and central government officials on the other, should the latter categories of persons also attend the modules either as resource persons or as participants. The use of organization development approaches and the reinforcement of OD objectives in all modules to the extent possible is therefore recommended.

### **C. Module Size and Composition of Participants**

We propose that our modules have an average of 25-30 participants in each iteration. This number is suitable for participatory and experiential training, and at the same time would permit the program to have a critical mass for achieving impact in the ten pilot municipalities in the particular areas covered by the modules.

However, the exact number of participants in each module and the composition of module participants depends on the answers given to two questions.

- Is it more desirable to have the same participants attend all the modules, thus creating a cadre of polyvalent municipal managers, or would it be preferable and more realistic to group participants by interest, functions and specialties, and have participants attend only modules which fit their responsibilities, specialization or at least interest?
- Is there sufficient demand and interest on the part of potential participants for the various modules to conduct three iterations of each module with 25-30 participants attending each iteration?

We conclude it would be preferable to base the selection of participants in modules primarily on functions, specializations, or at least interests, although this will depend to some extent on the subject of the module. The reasons for suggesting this approach are as follows.

Some modules and topics, such as procurement and contracting and media relations are not of great interest to all municipal officials and staff. Equally important is the fact that asking the principal officials and managers of a municipality to attend four modules during a 10-11 month period would seriously affect the work of the municipality. As the mayor of Razgrad put it: “I would be less than honest with you if I promised you that all my senior staff will attend four 4-4½ day courses within a twelve month or shorter period.” Finally, the majority of the survey respondents appeared to favor basing the composition of module participants on function, specialization and interest.

The module on management skills development is, however, an exception as it is of interest to officials and managers with different functional responsibilities and different departments.

From organization development and training viewpoints, it would be desirable for the attendance in the various modules to overlap to some extent and for some participants to attend to more than one module, as long as it fits with their interests and does not adversely affect the work of the municipality. Indeed, the presence of staff from different municipal departments in the same module would allow for improving communication and coordination among these departments and for strengthening team-work among their staff. Two survey respondents were aware of these effects, when they asked that the modules be designed in such a way as to “integrate” the work of various municipal departments. In addition, repeated contacts between trainers and participants can permit the reinforcement of knowledge, skills, appropriate attitudes, and behavioral patterns among participants.

While basing the attendance in a module primarily on the functional responsibilities, specialties, and interests of participants, some degree of flexibility should be maintained, and the composition of module participants should be determined based on the nature of each module.

Further analysis of the survey data will allow Chemonics’ staff to determine the most suitable participants for each module. The municipalities will also be consulted in the process of selecting the participants for each module, since departments, positions, and personalities differ from municipality to municipality.

The interest in the management skills and public and citizens relations modules (with the exception of the topics of media relations) is widespread and cuts across departments. There is sufficient demand for conducting three iterations of these two modules with 30 participants per iteration. The demand for the modules on budgeting and finance and on HRM/personnel administration is also widespread. However, in these cases one should differentiate between participants whose main responsibilities fall in these fields (e.g., managers and staff of finance or personnel departments), and those who have a real but tangential responsibility and interest in these areas (e.g., heads of other departments). There is little doubt that sufficient demand exists to conduct three iterations of these two modules with 25-30 participants per iteration. However, particularly in the case of the budgeting and finance module, it may be desirable to design and conduct one of the module iterations specially for experienced finance managers and specialists (there are a number of highly experienced heads of finance departments among the ten municipalities), and the other iterations for staff from other departments with a notable interest in finance and budgeting, and for less experienced and newly appointed financial staff. Highly experienced finance department heads could then play the role of resource persons and discussants, if available, in the second and third iterations of the budget and finance module. The demand for the module on procurement and contracting is less widespread and more specialized, and a module size of 20-25 participants per iteration appears to be sufficient to meet the needs of the participating municipalities.

The “class” size of the various modules may also be affected by the capacity of the venue(s) chosen. For example, the rest house at Uzana near Gabrovo, which is under consideration as a venue for the program, can accommodate only between 24 and 28 participants.

Some degree of flexibility is therefore recommended in determining the number of participants for each module, and even in adjusting the content and processes of the various iterations of a particular module based on the levels of competence and experience of the participants attending a module iteration.

## **D. Module Duration, Sequencing, and Timing**

In the judgment of the team, most modules involving skills development would ideally need to be of at least four to five days duration to allow for short presentations of relevant concepts, the introduction and application of improved methods and tools, presentation and discussion of case studies, and for discussion of how to apply the concepts and methods introduced in the modules to the actual work of municipalities.

The delivery order calls for offering courses in varying intensities depending on the audience. For example, it suggests that short one day versions of the courses be offered for mayors, deputy mayors, and council members who do not have much time to spend in training, and that one- or two-week versions of the courses be offered for municipal staff who benefit from more in-depth, detailed information on certain topics. This is a sound approach, and the team tried to determine to what extent it was practicable in light of the time restrictions of municipal officials and staff, and the time and resource limitations imposed by the delivery order itself.

Most of the training programs offered to municipal officials and staff, including those sponsored by USAID projects, the Foundation, and the central government, have a one to three day duration. This is the length that most municipal officials are used to and prefer. The British Know How Fund has recently implemented five-day workshops in three cities. However, these workshops were not residential. The majority of knowledgeable persons interviewed felt that two to three day courses would be the most feasible.

The results of our questionnaire survey of municipal officials and staff show that 45 percent of respondents considered a course length of two to three days acceptable, another 42 percent found a course length of four to five days acceptable, about 6 percent preferred a course length of one to two days, and 16 percent were willing to attend courses of more than five days. Actually, the results of the survey were more encouraging than we had anticipated from the interviews with knowledgeable informants regarding the acceptable length of courses, although it should be noted that only 7 percent of the respondents were top officials (mayors, deputy mayors, and municipal secretaries). The survey results thus show that over half of the respondents are willing to attend modules of less than four to five days duration.

The reasons why the potential participants prefer courses of a short duration are the following. First, elected and appointed municipal officials and managers are at the present time, shortly after the recent local elections, busy getting acquainted with their jobs, appointing their top aides, trying to respond to the many expectations of their constituencies and to solve the pressing problems of their municipalities. They feel that they can ill afford attending lengthy training programs. Second, because of the very low government salary levels, many municipal employees hold second jobs, both in the evenings and weekends. They cannot afford to be away too long from these jobs.

Generally speaking, the higher the position of a municipal official and the greater his/her responsibilities, the shorter amount of time he/she is willing to spend attending a training course. The mayors, deputy mayors, and the municipal councilors have generally indicated they could attend seminars and workshops for only one to three days. However, there are exceptions. The mayor of Gabrovo, for example, who is very much interested in training, indicated that he would be willing to attend a four to five day module.

Several conclusions can be reached based on the above findings. First, modules of more than five days are ruled out, even for managers below the level of deputy mayor and municipal secretary. Second, modules should be as short as possible, consistent with the minimum time needed to cover a subject adequately. In the case of some modules, covering certain subjects such as procurement and contracting, 3½ to 4 days may prove adequate.

Several options exist to deal with the problem of limited time availability by potential participants, although none of them are without drawbacks.

### **D1. Option One**

As suggested in the work order, shorter one- to two-day versions of the various modules could be offered for the mayors, deputy mayors, municipal secretaries, and municipal council members, who are particularly pressed for time. This approach is sound from a training viewpoint, and should be seriously considered. It has the advantages of increasing the chances that the top municipal officials will attend the shortened version of the modules that would be specifically designed for them. However, it would require more time and expenditures for logistics and administration than some other options. Implementing a total of 16 modules plus at least one TOT workshop may prove difficult in view of the life span of the delivery order and its very limited budget.

### **D2. Option Two**

Individual modules could be subdivided into two three day sub-modules. This would also be pedagogically sound, and should definitely be considered as a possible approach for the future. However, this approach would require even more time to implement, and would also be more expensive than offering 4 to 4½ day undivided modules due to greater travel time and expenses for participants and trainers.

### **D3. Option Three**

This option would be to invite mayors, their deputies, and selected council members to regular 4 to 4½ day modules, but expect that in most cases they will attend only the first two days, although they could certainly stay longer if they wished. An overview of the module could be given in the first two days of the delivery. The disadvantage of this option would be that it would be difficult to design the first two days of the modules in a manner that is ideal from the viewpoint of the top officials.

A fourth option, which could be implemented in conjunction with option three, would be to provide an overview of all modules during the core module on local government which the mayors and other elected officials would attend if it is decided that such a module should be offered.

Options one and two would be preferable from a training viewpoint if the budgetary and time restrictions were not so stringent.

The Chemonics team is ready to implement any of the above options, based on USAID's preference, with the understanding that options one and two would be more difficult to implement in full view of the strict budgetary limitations and limited life period of the delivery order.

Another approach that would to some extent help deal with the problem of time availability of participants would be to use weekends for training. This appears acceptable to most potential participants, and is recommended by the team. However, even by utilizing weekends for training many municipal officials would find it difficult to attend modules of more than four days.

Some subjects, such as procurement and contracting, could probably be adequately covered in four days. Thus conducting modules of different lengths depending on their subjects is to some extent a possibility.

In terms of the scheduling of the modules, the most appropriate time to hold them from the viewpoint of participants would be April-May and mid-September-October. August is ruled out as most municipal employees take vacations during that month. Some municipal employees also take leave during the months of June, July, and early September. February and March are also not recommended in 1996 as there are many newly elected and appointed municipal officials who, during interviews, have indicated that they needed time to get familiar with their jobs. These restrictions regarding the timing of the modules put additional constraints on the program. The team recommends making the best use of the windows of opportunity to hold the modules, especially the April-May and mid-September mid-December periods, and use the month of August for curriculum and materials revision and institution-building activities.

Regarding the daily schedule of courses, our findings were more encouraging. Bulgarian municipal employees, if interested, are willing to work relatively long hours during training seminars, for example between 8:30 a.m. or 9:00 a.m. and 4:30 p.m. or 5:00 p.m., except for the first and last days which should be shorter. A five to six hours effective workday, plus the necessary time for breaks and luncheon, is therefore feasible, provided the training is residential.

With respect to the sequencing of the modules, the core module on local government, if it is offered, should, of course, be conducted first. The scheduling of the TOT module between the first and second iteration of the four modules, as provided in the work plan, appears sound, although it may be preferable to hold it before the first iteration of the modules in view of the recommendation that Bulgarian trainers play an important role in the delivery of the modules even in their first iteration. Otherwise, there is flexibility in the sequencing of the remaining four modules. Ideally, the modules that are more general in nature, and are of interest to a broader audience, should be offered first. Other factors may also determine the actual sequence of modules, such as the availability of expatriate and Bulgarian content specialists and trainers at a particular time.

As several new laws covering local finance are presently under consideration by Parliament, differing viewpoints were expressed to the team by interviewees as to whether it was better to wait until these laws were passed before implementing the module on budgeting and local finance. Ideally, it would be better for the module to take place after the laws are passed, so that the provisions of the law and how to implement them could be shared, and the new fiscal authorities given to municipalities could be fully discussed. The majority of knowledgeable persons interviewed felt, however, that it would be preferable not to wait for the law to be passed before conducting the module, since it was unsure when the law would be approved by Parliament.

## **E. Proposed Schedule for Delivery of Program**

A proposed schedule for the delivery of the modules, taking into account the three different options in terms of number and length of modules described in the previous section, is presented in Table II.

Again, option one involves delivering 4 to 4½ day modules three times, plus offering four 1½ to 2 day mini modules on the same subjects specially designed for top officials. Option two involves cutting the modules into two 2½ to 3 day sub-modules, except for the module on procurement and contracting which can be delivered in 3½ days, thus delivering a total of 21 short sub-modules. Option three involves delivering four 4 to 4½ day modules three times for a total of twelve modules, but no special mini-modules for top officials.

Five observations can be made regarding the delivery schedule. First, in all three options all module iterations can be delivered before the end of the delivery order period. The first and second options will take somewhat longer to implement, and the Chemonics long-term advisor will no longer be in Bulgaria by the time of the last iteration of the modules.

Second, while the schedule is feasible in principal, it is extremely tight. The time provided for curriculum and material development and modification is adequate but far from ideal. In other words, unexpected circumstances such as the availability of trainers or of participant groups could necessitate a change in the schedule.

Third, there are limited windows of opportunity for conducting training modules. The month of August, and parts of the months of July, September, December, and January are not suitable for training from the viewpoint of participants. This means squeezing module delivery entirely within the windows of opportunities, which are also the periods when other LGI and donor projects are conducting training and technical assistance.

The schedule makes the best use of the periods when training is not feasible, by scheduling curriculum and material modification, material production, evaluation, and institutionalization efforts during these periods.

Fourth, the convenience of municipal participants will need to be considered. Scheduling the Municipal Training program modules, as well as other LGI and other donor training programs and technical assistance interventions, during May through June 1996 and mid-September to mid-December 1996, may well tax the time availability of municipalities and make it difficult for municipal officials to concentrate on their work. The proliferation of modules and sub-modules, as per option two, means the modules will be taking place in twenty-one out of twenty-six weeks during that period. In terms of the burden it places on municipalities, option two is less desirable, although sound from a pedagogical viewpoint.

Fifth, an effort has already been made to coordinate the scheduling of the Municipal Training program module with that of other LGI training and technical assistance activities, to avoid conflict and to create maximum synergy. For example, if the LGI technical assistance consultants are working with municipal finance staff in a particular week, no module in budget and finance will be held during that week. Instead, a module on HRM/personnel administration would be offered. Of course, this may affect the sequence of the delivery of the various modules.

In conclusion, the schedule will need to be kept flexible, and revised whenever necessary, taking advantage of windows of opportunity as they occur and possibilities of joint activities with other LGI components.

## **F. Location, Participants' Costs, and Training Equipment Needed**

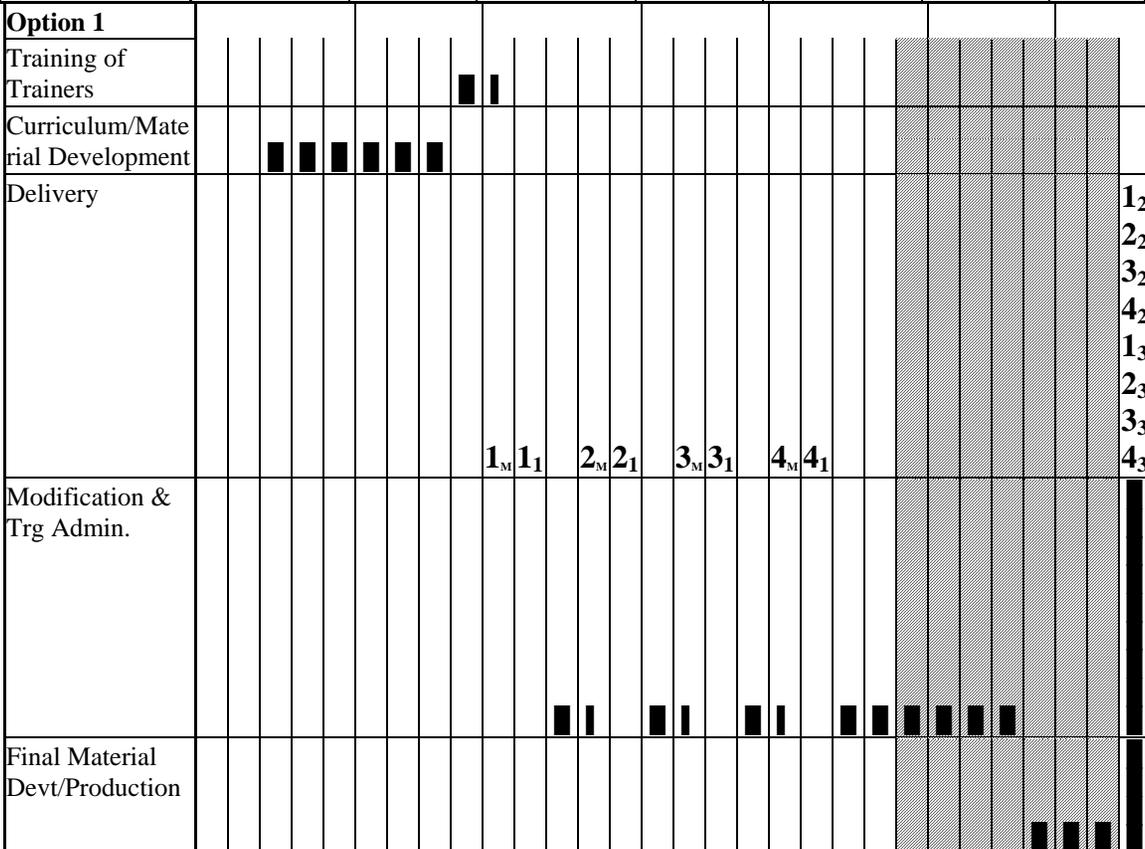
### **F1. Location and Participant Costs**

Most key informants believed that residential training would be preferable, as it allows participants to get away from their work and concentrate on the subject of the training, work longer hours, exchange ideas, network and strengthen relationships among themselves. Residential training is also the only way to cover all 10 cities with three iterations of each module, although it poses the problem of how to cover costs of the participants' lodging and food. In our survey 60 percent of respondents indicated that they preferred to attend training outside their city; while 6 percent preferred attending training in their city; and 30 percent were neutral.

The criteria suggested by the team for choosing a venue for the training program are: convenience and attractiveness to participants; cost; availability of facilities; and counterpart contribution provided by the host institution or municipality.

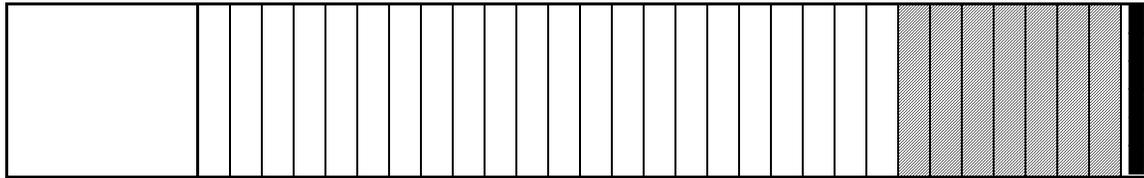
**TABLE II**  
**SCHEDULE FOR THE IMPLEMENTATION OF THE MODULES GIVING DIFFERENT OPTIONS**

OPTIONS	1996 1997												
	MARCH	APRIL	MAY	JUNE	JULY	AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER	JANUARY	FEBRUARY	MARCH
<b>Option 1</b>													
Training of Trainers													
Curriculum/Material Development													
Delivery													
Modification & Trg Admin.													
Final Material Devt/Production													









Legend:  $\overline{13}$  - Module *one, third* delivery;

$\overline{21}$  - Module *two, part I, first* delivery;

 - Vacation period

$\overline{4_M}$  - *Mini*-module *four*, delivered for mayors & top officials;

$\overline{2}$

$\overline{1}$  - Module *two, part II, first* delivery.

 - Time occupied by activity

One approach would be to hold the training in one or more of the LGI-assisted municipalities, although not necessarily in the city itself. Several cities visited offered to host the modules, namely Gabrovo, Stara Zagora, Zlatograd, and Vidin. While Gabrovo and Stara Zagora are convenient in view of their central location, the last two cities are not convenient for most participants.

Municipal officials in Gabrovo mentioned several municipal and state rest houses located 12-20 Km outside the city in reasonably attractive surroundings and with regular public transportation to the city, as suitable venues for the modules. The municipal training facilities could possibly be provided free of charge as a counterpart contribution in kind, but this might not be possible in the case of state or army facilities over which the municipality has no control. While the municipality was ready to provide facilities for training free of charge, it did not appear to be willing to provide food and lodging free of charge to participants. However, it assured the team that these costs would be "reasonable."

The situation in Stara Zagora is almost exactly the same. The municipal authorities also expressed strong interest in hosting the modules and pledged their cooperation. As in Gabrovo, there is a rest house at mineral baths outside Stara Zagora in attractive surroundings. The facilities of the Union of Scientific and Technical Associations, which is reportedly well equipped are also available at 200 leva per hour or 1,500 leva per day.

In both municipalities, as in some other municipalities visited, authorities indicated that they could provide the municipality auditorium to the program free of charge. However, these large auditoriums are not well suited to participatory training, and top officials would be constantly disturbed with work-related matters requiring urgent attention.

Other suggestions for appropriate venues for the municipal training program are listed below:

- Professor Ogian Panov, head of the Department of Administrative Reform at the Council of Ministers strongly suggested that at least some modules be held at the facilities of a former junior college near Varna, now part of the Open University in Varna. These facilities will be used to hold the training sessions of the PHARE Public Administration program aimed at central government officials and staff, and which Professor Panov heads as the national coordinator. They were also previously used by the former Center for Administration.
- Using the above facilities in Varna at least for some modules would have certain advantages such as: developing a stronger linkage with the important PHARE Public Administration Project, and helping strengthen a training center that the government is interested in. Also, Varna is an attractive venue during summer months. However, the cost of using the facilities, their state of repair, and the availability of affordable lodging nearby would have to be investigated. Generally, lodging and catering are more expensive in Varna than in most cities since the municipality is a popular resort.
- The country director for the Partners in International Education and Training program (P.I.E.T.) suggested using the following possible venues: the government facilities in Bankya, outside Sofia, which would be inexpensive; the Peace Corps facilities (e.g., Gabrovo and Stara Zagora), which would be free except for food and lodgings but may prove to be too small; and the Economics University of Varna.

- Other interviewees have suggested using the facilities of the Union of Scientific and Technical Associations, which exist in most larger cities, can be used at low cost, and are reportedly well equipped.

Finding reasonably adequate premises for holding the modules, either free of charge or at low cost will not pose a major problem, and several municipalities are ready to help in this respect. The possibility of holding the modules in Gabrovo, Stara Zagora, and possibly Varna should be further investigated as a matter of priority. On the other hand finding a way to cover the food and lodging costs of module participants will not be easy. There is no provision for covering food and lodging costs of participants in the delivery order budget. This could pose a serious problem.

It is recommended that the Chemonics team seriously investigate the possibility of the participants and/or municipalities sharing in the cost of the modules and enlist the cooperation of the Foundation and the regional associations in this effort. However, recovering the food and lodging costs of the modules from participants and municipalities will not be easy, and the team is not optimistic about being able to fully recover the costs from these sources for the reasons stated below.

The salaries of municipal employees are very low and it is expected that participants would resist the idea of paying a registration fee that is unaffordable by their standards. The municipal officials in the cities visited told the team that they had no specific budget item for training. There is a budget category for miscellaneous expenditures that could be used for training, but training would have to compete with other important priorities.

In addition, some of the reluctance on the part of municipalities and their employees to make a cash payment toward covering module costs seems to be attributable to reservations they hold about the usefulness of past training programs they have attended, including some sponsored by foreign donors. Some of these past training courses (other than those sponsored by LGI) are variously seen as being too theoretical, having failed to provide immediately useful tools, having been too elementary, and on occasions having introduced ideas that were not applicable in the Bulgarian context. The municipal training program would first have to demonstrate its usefulness, and that it is different from some past programs. Only then, in our opinion, would the municipalities and their staff be willing to make a significant contribution to covering module costs.

Several knowledgeable interviewees, notably Professor Mitko Geneshki, Chair of the Department of Management of Territorial Systems at the University of National and World Economics, were not optimistic about the program being able to attract many municipal participants. His view was based on the experience of training programs conducted by his institution for local government staff in Sofia, which had problems attracting sufficient number of participants. According to Prof. Geneshki, the main factors that would help the training program successfully attract participants are: support of the central government, particularly from the Ministry of Regional Development and Construction; holding the training in an attractive venue; and paying for the costs of the participants food and lodging.

Nevertheless, the Foundation, in cooperation with the Regional Associations, was able to collect 500-600 leva per participant as a registration fee for attendance at its recent 1½ day orientation seminars for newly elected municipal officials. This figure can be used as a reference point, and a registration fee of 800-1,000 leva per participant per module appears feasible.

Food and lodging costs (assuming 12 five-day modules, 30 participants per module, and \$34 for food/lodging per participant/day), would amount to \$61,200. This is without taking into account any catering costs, and possible lodging costs of some participants associated with the TOT module(s). The Chemonics team should try to find ways to reduce the participants' costs even further, although this would probably rule out attractive venues such as Varna, Burgas, and Russe. A recent survey by the Foundations shows that the lodging cost alone per night for Bulgarians in three star facilities range between \$8 - \$12 in most cities, with the notable exception of the three cities mentioned in the previous sentence.

The total costs for participants' lodging and food at the municipal rest house at a site called Uzana, which is outside Gabrovo, would total approximately \$13,000 at current prices, given the same assumptions as those above. This cost breaks down to 540 leva (\$7.20) for food and lodging per participant. The training facilities would be free of charge. However, this venue has a few limitations. First of all, the facilities can only accommodate 24-28 participants. In addition, this venue may not be available for all planned modules. The cost breakdown for the use of the Uzana rest house is given in Table III below. This is the least expensive venue we were able to identify. Somewhat more expensive, but with more adequate and larger facilities, is the St. Kirik Monastery near Plovdiv (280-320 leva or \$3.70 - \$4.25 per person/night for accommodation and 1,000 leva per day for the rental of facilities).

## Conclusion and Recommendations

In our view, the lack of a budgetary provision in the delivery order is one of the main constraints that could impede the successful implementation of the Municipal Training program. USAID may wish to consider adding an allocation for at least partially covering the food and lodging expenses of participants, especially considering that such additional allocation would not be very large compared to the overall delivery order budget, but would greatly increase the chances of the program being implemented successfully. USAID could use any contractual mechanism it considers preferable for partially covering food and lodging costs of module participants. Some interviewees have also suggested approaching the Open Society Foundation (an NGO funded by George Soros) to see if it would be willing to finance participants costs, subject to USAID approval.

**Table III. Estimated Costs for Conducting the Training  
in the *Uzana* Rest House near Gabrovo \***

### *Daily costs per participant*

Items	Unit Price	Time s	Daily Total		Note
			BGL	\$	
Travel expenses	0.00		0.00	0.00	provided by the cities
Lodging	200.00		200.00	2.70	
Food (breakfast, lunch, dinner)	300.00		300.00	4.00	beverages not included
Break (tea/coffee and soft	20.00	2	40.00	0.50	

drink)					
<b>Total</b>			540.00	<b>7.20</b>	

**Total cost estimate**

Items	Price per day	Days	Participants	Modules	Total		Note
					BGL	\$	
Training rooms	0.00				0.00	0.00	provided by the city of Gabrovo
Participant costs	540.00	5	30	12	972,000.00	12,960.00	
<b>Total</b>					<b>972,000.00</b>	<b>12,960.00</b>	

\* Municipal Secretary of Gabrovo provided the following information:  
*Uzana rest house is property of the city of Gabrovo. This is a two-star lodging place located in an attractive mountain resort area some 17 km away from Gabrovo. Twenty-eight persons can be accommodated in the facility, in double/triple rooms. The facility has a small conference hall, a restaurant/canteen and a day bar/cafe. The number of participants recommended by Mr. Nanov is twenty-four.*

**F2. Necessary Training Equipment**

Overhead projectors and screens are available at some venues outside Sofia, but not at others. It would not be cost-effective to purchase such equipment under the delivery order, but would be better to rent it from the MTKK, the Bulgarian subcontractor, whenever necessary, and transport it to site from Sofia. It was a good idea for the team to bring flip chart paper with them from the United States, since it is difficult to find on the market. Flip chart tripods are also a rarity outside Sofia and some major cities, and the training team would have to take them to site. Computer data show equipment are expensive to purchase (\$5,000), but could be rented at a rate of \$100 per day if needed in some modules such as budgeting and finance.

**G. Training Materials**

Training materials will consist primarily of hand-outs, group exercise instructions, case studies, and, whenever necessary, lecture notes prepared in Bulgarian. The material will be relatively short, easy to understand, attractively presented, and avoid the use of specialized jargon. At the same time, it should not be too elementary in view of the relatively high educational and intellectual levels of Bulgarian local civil servants. The material could also include selected and appropriate outside readings, as well as a list of further readings and reference material, as Bulgarian civil servants, more so than those in many other countries, are not adverse to reading relevant material at home during their leisure time.

In our survey, a 91 percent of respondents expressed the view that they would like to take home material for further reading, apart from the hand-outs and exercises used in the modules. In addition, during the field visits a number municipal staff asked us for material and documents on specific subjects of interest. Some other suggestions made in the survey regarding the material include: conciseness, clarity, use of language easy to understand, professionalism, and distribution of some material prior to the module if possible.

Once field tested and fine tuned, the material would be produced as participant handbooks for each module. Finalized copies would be provided to municipalities. Copies,

both in printed form and on diskette, would also be provided to cooperating and interested institutions for their future use and possible modification. A modified version of the modular handbooks would also be prepared as trainer's handbooks, which would include practical advice to trainers. In view of the interest on the part of municipal staff in self-learning, modules should be prepared with an eye to facilitate that type of learning.

## **H. Characteristics and Sources of Local Trainers**

### **H1. Desirable Characteristics of Trainers**

Ideally, Bulgarian trainers chosen for the program will be knowledgeable and experienced in their field, have a practical mind-set, possess strong adult training skills, be open to new ideas and approaches in their field, be truly interested in the problems of local government, and treat local government officials on the basis of complete equality. Since it will be difficult to find many trainers with all these qualities, emphasis will be placed on finding trainers that possess at least some of these qualities, and who are open to further learning and to improving their training skills. The approach used will also include finding a balanced team of trainers that includes at least some individuals who have practical experience in specific areas of local government, sound academic and professional background in their field of specialization, and strong training skills. Such a balanced team will provide the opportunity for team members to learn from each other, and create the synergy needed to design and implement an effective quality training program.

Chemonics will provide individual trainers with training and coaching in adult training methods and techniques. Trainers will also be provided with appropriate background material in their subject whenever necessary.

### **H2. Number of Trainers and Trainers' Costs**

The different modules would require two to four different trainers each. Thus, a total number of 12-16 of trainers are expected to participate in the program. The range reflects the fact that some trainers may prove unsuitable or are not available at particular times. It is also based on the belief that some degree of variety in the trainers of a module is desirable as it would increase the interest of participants in that module. However, as mentioned earlier, not all trainers of a module would need to attend a module in its entirety. Nevertheless, it would be desirable for at least one of the Bulgarian trainers to participate in the module in its entire duration in order to provide continuity and consistency. If such a trainer has strong facilitation skills, all the better as he/she could act as process trainer and senior facilitator.

For purposes of programing and budgeting, an average of 2½ person/days per day of module delivery has been used. This is not considered excessive for the delivery of custom-designed pilot training program like the Municipal Training Program at its early stages. Once the modules have been developed and fine tuned, and the trainers have gained experience in their delivery, they could be conducted with less manpower and at less cost.

Sufficient local LOE has been provided in the subcontract with MTK Konsult for the delivery of the modules. Adequate local LOE has also been foreseen for curriculum and material preparation and modification. Costs associated with curriculum and material preparation/modification are up-front costs that will not be repeated once the modules are

developed and fine tuned. Thus, the more times the modules are repeated the lower the cost per module and per participant.

The average daily rate of \$65 for local trainers for a full day's work has been budgeted in the subcontract. This rate appears adequate (or more than adequate) for central and local government practitioners, but may somewhat low for the hiring of senior university faculty and private sector consultants/trainers. Based on our interviews with knowledgeable persons, a daily rate of between \$75 and \$125 has been estimated for university staff and for private sector consultants. The University of Delaware project has offered to help identify experienced trainers, for an average rate of \$100 for a 5 to 6 hour work day.

### **H3. Potential Sources of Trainers**

#### **H3a. Central and Local Government Practitioners**

**Present and former municipal officials.** Local government practitioners will constitute the main source of trainers for the program. Thus, the program will have a large element of peer training. A number of present and former municipal officials and managers are available, who have considerable experience in various aspects of the work of local governments, and who could share this experience with module participants. They could also provide useful practical advice to participants on solving their problems. They would be most useful as resource persons in such areas as budgeting and local finance, laws affecting local governments, and solving practical administrative problems.

It is anticipated that such local government practitioners will be greatly appreciated by participants who expect training to be practical, deal with real problems and issues, and be consistent with the Bulgarian environment.

There are, however, several limitations in using such local government practitioners as trainers. First, former municipal officials may often not be of the same political party as current officials attending the modules. Such people may be somewhat reluctant to follow the advise of former officials from a different party, particularly those who have lost in the recent local government elections! Such reluctance on the part of some participants (though not all) was noticed in the recent orientation sessions conducted by the Foundation for Local Government Reform.

Second, some of these practitioners may lack sufficient academic and professional background, or not be sufficiently up-to-date in the new developments in their field to explain certain innovative approaches and methods.

Third, some practitioners may not be fully conversant with appropriate training methodology, and their training ability may vary significantly from person to person.

A final problem is that most local government practitioners live outside Sofia, and it may be difficult for them to travel often to the capital city for TOTs and trainers' meetings. Local government practitioners will be accessed as much as possible through the Foundation and through the Regional Associations of Municipalities.

**Central government experts.** There are also a number of central government experts on local government who could participate in the program as trainers and content specialists/resource persons. They are expected to come principally from the Ministry of

Regional Development and Construction, the Ministry of Finance, and the National Center for Regional Development and Housing Policy.

These experts could make a useful contribution, especially in such fields as local government structure, local government laws, budget and finance laws and procedures, regional development and planning. However, only those who have a supportive attitude toward local governments and who preferably possess some previous training or teaching experience will be invited to be trainers in the program.

During field visits the team found that officials and staff of most municipalities were not adverse to the idea of having some central government officials and experts serve as trainers/ resource persons in the program. Some municipalities actually welcomed it and suggested persons they held in high regard as trainers/resource persons.

Central government experts will be identified and accessed, as need be, through the Ministry of Regional Development and Construction, the Center for Territorial Development and Housing Policy, and, whenever necessary, through the Departments of Local Government and the Administrative Reform of the Council of Ministers.

The limitations of using central government experts are similar to those of using local government practitioners. Some of these experts may not be fully conversant with modern Western-style management approaches and methods, and with appropriate adult training methodology. Care should also taken that they do not present themselves to participants in an overly authoritative manner.

From organizational and institutional development viewpoints, it may be desirable to include some central government officials and senior experts as trainers/resource persons in the Program. These officials and experts may gain a better understanding of the problems, aspirations and capacities of municipalities through their participation. Also the respective roles of central and local governments may be better defined, and communication links between different levels of government might be strengthened.

### **H3b. Universities**

The program will make scant use of university professors. They may be used in module delivery primarily when conceptual presentations and explanations of innovative approaches of new methods are needed, and when it is felt that practitioners cannot adequately handle such presentations and explanations (i.e., in the fields as modern management skills, HRD/HRM, program-oriented budgeting, and cost-effectiveness analysis). On the negative side, university staff can potentially be too theoretical in their presentations and removed from real problems and issues. They may also be relatively expensive to hire, particularly senior professors in Sofia who have become used to receiving relatively high consulting fees from donor projects.

On the positive side, university faculty are often open to new ideas and keep abreast of new developments in their field. They also possess, if not training experience, at least teaching experience. Their experience in academic curriculum development and teaching material preparation may also be transferable, with some adjustment, to adult training programs. They could, therefore, be expected to play a useful role in material preparation, working closely with practitioners and expatriate consultants. They could also be part a core group of trainers in Sofia, who would be readily available to participate in trainers working meetings for curriculum and material development, etc.

Nevertheless, most university staff would need to improve their adult training skills. The experience of the University of Delaware project shows that while some university professors are quite ready to adopt participatory and experiential training approaches, others are less able or willing to do so.

The limited number of university staff participating in the Municipal Training program as trainers will be carefully selected based on their knowledge and interest in local government, their practical mind-set, their adult training skills or willingness to gain such skills, and their readiness to modify their training styles.

The universities that may contribute trainers to the program and the specialties of such trainers will be reviewed in Section IV. A.

### **H3c. Private Consulting Firms and NGO's**

Additional trainers may be found through selected local NGOs and private consulting firms. These trainers and content specialists are expected to make a useful contribution in such areas as popular participation, local government/NGO relations, local finance, local economic development, public and media relations, etc. They are intended to complement the expertise available through the Foundation, regional associations of municipalities, central government institutions, and universities. Many of these trainers and content specialists are expected to possess relevant experience and appropriate attitudes; some may also already possess the necessary training skills. Trainers associated with NGOs are expected to be cooperative and affordable. Those associated with private consulting groups may in some cases be more expensive.

The NGOs, think-tanks, and private consulting groups that are expected to provide or to introduce trainers to the program, and the specific fields in which they can make a useful contribution are described in the section below reviewing institutional capabilities. In some cases it may also be necessary to use independent experts and consultants with no particular institutional affiliation, where it is felt that they possess special expertise not available elsewhere.

### **H4. Mechanism for Recruiting Trainers**

The following mechanism is proposed for recruiting trainers and content specialists. Cooperating institutions will be nominate trainers/content specialists needed in specific fields. This will increase the chances of the program being institutionalized and for fostering a sense of program ownership among participants.

However, candidate trainers will still be interviewed, and whenever possible their references will be checked by Chemonics. Criteria for choosing trainers will be based upon the characteristics required which were described above, such as expertise in their subjects, practical experience, training skills, appropriate attitudes, performance in similar training programs, etc. The interviews will be conducted by more than one Chemonics staff member. If staff of other LGI components, including the LGI coordinator, are available they will be welcome to participate in the interview process.

At the present design and piloting stage of the program it is felt that it is most practical to sign contracts with individual trainers/consultants through the subcontractor MTKK for the provision of specific services. Direct hiring of local staff by Chemonics is problematic under

prevailing local conditions, and signing institutional subcontracts, particularly with government institutions, is quite complicated, time consuming, and often unsatisfactory. The contractual arrangement proposed also takes into account the limited time period of the delivery order. It also has the advantage of allowing the recruitment of the most suitable trainers and specialists from several participating institutions at the critical design and pilot phase of the program.

At a later stage—once the modules have been designed, field tested, and fine tuned—delivery of the modules could be contracted to interested and qualified institutions through a process of competitive bidding.

Contracts with individual trainers/content specialists will include a TOR, and specify a maximum of person/days of consulting services (e.g., 20 person/days) on an as-needed basis subject to extension. The performance of trainers/consultants will be regularly evaluated by Chemonics, and if a consultant's performance proves unsatisfactory, he/she will no longer be asked to provide services. More than the absolute minimum number of trainers will be recruited in case some trainers drop out of the program or are unavailable at particular times.

If more than one trainer participates from a particular institution, the head or a senior officer of the institution (e.g., dean, executive director, deputy director) will normally be asked to act as coordinator or team leader for the participating staff. Trainers will be asked to submit time sheets on a monthly basis, specifying the number of hours they worked (up to a maximum number of eight hours per day).



**SECTION IV**

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**INSTITUTIONALIZATION OF THE TRAINING PROGRAM**

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**SECTION IV**  
**INSTITUTIONALIZATION OF THE TRAINING PROGRAM**

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**A. Review of Capacity and Potential of Institutions and Relevant Training Offered**

The profiles found below will answer the following questions:

- What background does the institution bring to the subject of municipal government capacity-building?
- What short-term training programs have they conducted or plan to conduct?
- Is there a willingness to participate in short-training programs for municipal public officials and their staffs?
- In what areas and specialties do they have strengths that they could bring to the training program for the municipal officials and staff?
- What are their limitations?

**A1. Foundation and Local Government Associations**

The Foundation for Local Government Reform was registered as non-profit organization in May 1995. It was established by some of the present and former municipal officials active in the Coalition for the Reform of Local Government Law. The Foundation's goals are to further the development of local government in Bulgaria, and to broaden the public understanding of the problems and the importance of local self-government. It sees itself as a broad-based, independent, and active voice in support of the development of effective self-government. Its activities are multi-faceted and include: research and studies on local government matters; providing advisory/professional services to local government units; maintaining databases and providing information services to local governments; supporting the development of effective laws and regulations for local self-government; and organizing experience exchange seminars for local government officials and managers. Thus, one of the important activities of the Foundation is to conduct experience-exchange type "training."

In this respect, the Foundation is in the process of completing a successful program of orientation and experience-exchange seminars for newly elected officials. The content and training approaches of these seminars have been described earlier in the report. Although its work plan for 1996 has not yet been completed, the Foundation plans on providing somewhat more specialized and focused experience-exchange seminars in four subjects, including possibly budget and local finance and local economic development.

The Foundation employs presently three professional staff, including the executive director (the very capable and dynamic former mayor of Zlatograd). In addition, it has reportedly recently secured short-term funding for a training officer position. It is also in the process of developing a roster of short-term trainers and consultants.

The Foundation is strongly supported by LGI's associations development component. In addition, it is receiving support from a number of donors including the British Know How Fund, GTZ, the PHARE Program, USIS, and the Dutch Government.

At the time interviews were conducted for this report in Sofia (mid-November, 1995 to early January, 1996), the Foundation was not yet universally known in central and NGO circles. However, progress in this area appears to have been made since then.

The Foundation is at an early stage of institutional development, but developing rapidly under dynamic leadership and with substantial donor support. At the present stage, it can make the following contributions to the Municipal Training program:

- Identify suitable practitioners who could act as trainers and/or resource persons in the program.
- Provide the program with feedback on the implementation of its experience-exchange programs.
- Help the program in establishing contacts with regional associations of municipalities.
- Provide the program with data and information on the characteristics, conditions, and problems of Bulgarian local governments.
- Help the program find affordable venues and set the level of registration fees for modules.
- Help market the program through its newsletter and possibly by co-sponsoring it.

The Foundation has shown great interest in collaborating with the Municipal Training program, and has been most helpful to the team. The contribution that the Municipal Training program can make to the institutional development of the Foundation is discussed in the section below describing institutional strategies.

However, the question still needs to be answered as to whether the Foundation has the interest and the potential to offer more in-depth specialized skills development courses than it has to date, similar to those envisaged by the Municipal Training program. A further question is whether the Foundation will be accepted as a suitable institution for offering such courses by the central and local governments.

## **A2. National and Regional Associations of Municipalities**

At the time of writing, the Coalition for the Reform of Local Government Law (an ad hoc and unstructured group) is in the process of transforming itself into a National Association of Municipalities. Key informants therefore advised the team not to try to contact the Coalition "officially." Nevertheless, the team did talk to Mr. Venelin Uzunov, a founder and leading member of the Coalition, in his capacity as mayor of Razgrad. If and when the national association is established, it may well develop an interest in training.

Seven regional associations of municipalities also exist, of which three are said to be active. These associations did cooperate with the Foundation in the implementation of its recent orientation seminars. According to Bob Maffin, the USC/LGI advisor responsible for

advising associations, regional associations are likely to develop in due course with further interest in training activities.

It is recommended that regional associations be involved in the Municipal Training program. Their contribution to the program at this stage could include assistance in the following areas:

- Identification of local government practitioners who could act as trainers.
- Marketing the program among its members, thus ensuring adequate attendance in modules, and a better understanding of the purpose of the modules and the training methods used.
- Setting appropriate registration fee for the modules.
- Finding suitable venues for the modules.

### **A3. National Center for Territorial Development and Housing Policy**

The National Center for Territorial Development and Housing Policy is a central government institution, attached to the Ministry of Regional Development and Construction, and charged with conducting training, research, and consulting in the fields of regional development and planning, physical and urban planning, local government organization and legislation, administrative planning, architecture and housing policy, public works, and infrastructure planning and policy.

It is headed by Mr. Nikolay Grigorov, Deputy Minister of the Ministry of Regional Development and Construction. One of the Center's deputy directors, Dr. Guinka Tchavdarova is responsible for training activities. The Center is well-known in central and local government circles. The Center's directors have shown great interest in participating in the Municipal Training program. One of the Center's subdivisions is named "School for the Development of Local and Regional Civil Servants."

The Center has an ongoing training program. In 1995/96 it offered or is planning to offer training modules for mayors, municipal councillors, local government officials, managers, and staff in such subjects and themes as:

- Laws and regulations affecting local governments.
- Organizational structure of local government.
- Roles and responsibilities of mayors and municipal councilors.
- Inter-governmental relations.
- Local budgeting and finance.
- Provisions and application of laws governing such sectors as urban and agricultural land use, urban planning, and housing.
- Roles and responsibilities of local authorities in the area of physical and urban planning.
- Physical planning and its relationship with the investment policy of local government units.
- Updating of the population registry system and improving administrative services.
- New responsibilities of the chief architect and his staff resulting from changes in urban planning legislation and policies.
- Improvement of the organization of public works activities and of the local economy.

- Environmental problems and local governments.
- Reforms in the housing sector.
- Use of micro-computers in local administration and in project planning.

Of particular interest to our program is an orientation program the Center conducted from mid-December 1995 to early February 1996 for mayors and municipal councilors, the content of which was described earlier in the report.

The Center's School for the Development of Local and Regional Civil Servants has a full-time staff of three trainers. It draws most of its trainers from among central government officials and experts, as well as university faculty. The academic background of the Center's full-time staff and adjunct faculty seems to be heavily concentrated in the fields of law, economics, architecture and urban planning, and geography. The Center has good training facilities.

The Center has definite technical and training capabilities in such subjects as: local government laws, organization, and roles and responsibilities; inter-governmental relations; regional, physical and urban planning; housing policy and administration; and infrastructure planning. Thus, the Center could make a contribution to our program in such fields if needed. Some of its modules also include the subjects of local budgeting and finance, and contracting. The Center also possesses capacity in some areas of computer applications.

In the general area of local government administration the Center's emphasis seems to be upon roles and responsibilities, relevant laws and regulations, and formal organizational structures. In other words, emphasis is placed on what local governments are supposed to do and what they are allowed to do, rather than how they can best perform their functions. Thus there appears relatively little offered on modern management skills, particularly behavioral skills.

In addition, our impression is that the training methods used at the Center are still relatively traditional, although they have been affected to some degree by the Center's cooperation with several European donors. Indeed, joint training programs have been or are being implemented with British Know How Fund, and with the French and Belgium Governments, in the fields of local public administration, strategic planning, regional development policy, and the management of housing information systems.

The Center's emphasis on the regional/area development, urban development, housing, and infrastructure and public works sectors should also be noted. This is not necessarily undesirable as far as municipalities are concerned, since much of their responsibilities fall within these sectors. However, it does mean that the needs of municipalities in other sectors where they have responsibilities, such as education, health, social services, are not fully covered by the Center's programs.

Generally speaking, there is a relatively good fit, though not a complete one, between the Center's mandate and interests and those of the Municipal Training program, which is supposed to develop and institutionalize a training program in the local public administration and management fields for municipal officials and staff.

The Center is an established government institution that is likely to survive. There exists some divergence of opinion within the central government circles as to whether the Center is an appropriate permanent home for local government staff development in the fields of local government administration and management, or whether a new Institute of

Public Administration would be more appropriate. Our educated guess is that given the present severe shortage in financial resources, such an Institute is not likely to be established soon, and the Center will continue to provide training in local administration subjects for the foreseeable future.

The contributions that the Center could make in the foreseeable future to the Municipal Training program are as follows:

- Recommend to the program suitable trainers and content specialists in subjects where it possesses definite capabilities from among central and local government officials and experts and university staff.
- Share with the program training and reference material already prepared on topics of mutual interest.
- Provide advice on module development modules by participating in the Local Government Training Working Group, and by having some of its full-time staff participate in the curriculum and material development of the program.
- Share with the program the lessons learned from the implementation of its own training programs.
- Provide a suitable venue for some modules conducted in Sofia, such as the TOT module(s).
- Assist in the organization and administration of some modules by providing the services of some of its trainers.

The contributions that the Municipal Training program could make to the institutional development of the Center are mentioned in the section below describing institutional development strategies.

#### **A4. Universities**

**New Bulgarian University (NBU).** NBU has a fully developed Public Administration program offering degrees at both the undergraduate and the Master's degree level. Most of the course work has been designed by the Indiana University School of Public and Environmental Affairs. At the Master's level, 16 students have graduated to date. The Master's courses are divided into roughly 120 hours of local government study and 120 hours of regional development economics. The undergraduate program currently has 100 students enrolled. The P.A. program has received grants from the PHARE program to fund an "Administrative Reform through Education" project. Their expertise is in public administration/management, economics, development, and planning. They have conducted some short courses on municipal government together with the University of National and International Economics. They have also participated as trainers in the University of Delaware's Management Training and Economics Education project, and thus have been exposed to American-type adult training methods.

Ludmil Georgiev, the head of the Department, feels that local government in Bulgaria needs training in finance, governance, and planning. However, a lack of funding prohibits them from offering municipal officials and staff any training. Dr. Georgiev seemed quite

willing to participate in the Municipal Training program. However, even though the department is very well acquainted with the subject matter, some orientation in adult training techniques would be in order if this institution were picked to participate in the LGI training program.

NBU has a separate Graduate School of Government which also teaches Public Administration. Its founder and, until his recent death, dean was a graduate of Harvard's Kennedy School of Government. The school follows an American approach. Cooperation with this institution may be quite feasible. However, the team has not yet been able to contact the new acting dean, nor determine how the School has evolved since the death of its founder. NBU is not tightly organized. There is overlap between the offerings of its component schools and departments. However, competition between its component parts is reportedly intentional and is based on the principle of the survival of the fittest. Despite its rather slack organization, the university is reputedly more flexible and easier to work with than state universities, according to knowledgeable sources interviewed. Also, in spite of its shortcomings, NBU was suggested not long ago by another USAID consultant as the main institutional home for future public administration education and training programs for municipal staff, and a recipient of future institutional development assistance from USAID (See William W. Boyer, *Public Administration Problems, Education and Training in Bulgaria*, July 1995).

**St. Kliment Ohridski University** (Sofia University). This university is one of the oldest and most respected in Bulgaria. It has retained its mainly classical European educational approach and has only in the last few years started a School of Business Administration. The Dean of Faculty of Economics and Business Administration, Dr. George Chobanov, does not know of any continuing training or education programs that have been directed towards local governments. He also lamented the lack of linkage between the university community and the local governments. While St. Kliment Ohridski is not specialized in local government problems, they do have strong capabilities in management information systems, as well as some capabilities in the fields of public finance/budgeting, economics, civil law, accounting and organizational behavior. There is also a separate School of Law at Sofia University. This University is broadening its international connections. There are at present three visiting American university professors at the Faculty of Economics and Business Administration. The Faculty also has a linkage to Erasmus University in Holland.

St. Kliment Ohridski University is ready to participate in custom designed short-term training programs. They could make a useful contribution to our training program, particularly in the field of MIS. However, their faculty would have to undergo a training of trainers to fit into the participatory training style that will be used with local government officials.

**University of National and World Economics.** The University of National and World Economics has a Department of Development of Regional Systems which also teaches public administration. The department offers an MPA degree and there are presently 25 students at the graduate level.

The department head, Prof. M. Geneshki, is reputedly an established local government expert with over fifteen years experience in the field. Besides expertise in local administration and government management, the faculty also has expertise in regional economic development and planning. Some of the faculty members are also on the faculty of NBU. The department has conducted some training programs for municipal staff in the

past in Sofia, but had problem attracting a sufficient attendance; the major problem being related partly to the question of who covers participants' costs.

Prof. Geneshki is in principal ready to consider collaboration with the Municipal Training program, subject to the conditions for such collaboration (including the level of consulting fees). He felt that individual contracts with faculty members would be much easier to arrange than an institutional contract. However, he might be ready to recommend faculty members in various specialties for participation in the program, if he agrees to participate in it himself.

He was not optimistic about the future prospects in the field of public administration in Bulgaria nor about the chances of success of the Municipal Training program. He felt that if the participants have to pay for their attendance, the attendance if the program will be low. He also recommended that the modules be conducted in an attractive venue.

**American University in Bulgaria (AUBG).** This institution has an American liberal arts emphasis in its curriculum and outlook. It produces outstanding graduates who would be a credit to any municipal government. Many of the students have had an introductory course in Public Administration in conjunction with an overall management degree. The classes have been taught by American professors from the University of Maine, who have had practical experience with the Maine Legislature. In the summer of 1993, a full-fledged curriculum was written and designed for a public administration department, yet resources were never committed to this program. AUBG currently is contemplating a shift in its mission statement to commit the university to community outreach. Local municipal government is not an unknown subject to AUBG, which has run a summer internship program for thirty students serving in sixteen municipalities.

AUBG is not presently contemplating nor has it run any short term training programs for local government officials. However, the internship program has proven more successful than expected, and many modern management skills and practices have been transferred to municipalities by the young AUBG trained students. The AUBG president and the faculty expressed keen interest in the development of LGI/USAID training program, and wanted to be kept informed about the development of the modules to see if and how they could participate at a later stage. AUBG has excellent conference and lodging facilities and could provide an appropriate site for training. In the long run, it would be desirable to include AUBG in any future overall scheme for the education and training of local civil servants. In the short-term, however, the university needs to overcome its image as a somewhat foreign entity, and resolve the "town versus gown" issues in Blagoevgrad and those still outstanding between AUBG and regional authorities.

**Regional universities and junior colleges.** Regional universities and three year colleges that offer courses in public administration or management (or related economics courses) include the following:

- The Economics University in Varna.
- The Open University in Varna.
- The Technical University in Gabrovo.
- The Technical University in Plovdiv.
- The Technical University in Sofia.

- The South-Western University in Blagoevgrad.
- The Public Administration College at Sliven.

The above institutions possess some capabilities in certain fields that are of interest to our program. In particular, the Economics University in Varna and the Technical University in Plovdiv have already cooperated with the University of Delaware project in the implementation of adult training and education programs in the fields of management and economics. Also, according to Stara Zagora municipal officials, staff from the Technical University in Plovdiv are providing management consulting services to that municipality.

An argument can be made that regional universities are closer to municipalities, presumably have a better understanding of their problems, and therefore are in a better position to provide them with technical services and training. Indeed, in some other countries USAID projects have attempted to establish a link between regional and local universities and local governments with some degree of success.

#### **A5. Selected NGOs and Private Consulting Groups**

**Institute for the Development of Democracy.** This Institute is an NGO interested in promoting of effective and responsive democratic government, and the development of a civil society. It has conducted a needs assessment survey of local governments and related training under PHARE financing channeled through the Civil Society Development Foundation. The Institute has a full-time staff of three, plus 30 “collaborators.”

The director of the Institute, Mrs. Jelka Genova, is an experienced trainer and social scientist, who worked previously with the now defunct Academy of Social Sciences and Social Management. She appears to be well known and well accepted in government and NGO circles.

The Institute tries to use participatory and experience-based training approaches in its training programs, and employs mainly practitioners as trainers. It also combines training with research, in an approach similar to “action-research.” Aside from the usual subjects of roles of local government and local government laws, it has interest and expertise in such subjects as relations between citizens and local governments, and in local government/NGO relations. Thus, the Institute could play a useful role in identifying suitable trainers for particular subjects.

**Club Economika 2000.** This is a private non-profit think-tank, founded in 1990, that has done consulting work for USAID and the government, most recently in assessing the socioeconomic status of various municipalities and in developing objective criteria for the allocation of government subsidies to them.

It specializes in conducting studies and policy analyses, and in conducting seminars in such fields as promoting regional and local development, economic reforms (including privatization), and municipal development and finance. As expected from its name, the staff is composed primarily of economists and finance specialists, including two staff members specializing in local government. The staff impressed the team greatly with their in-depth knowledge of the problems and issues facing municipalities, particularly in the areas of finance, economic development, and management.

Based on a seminar held by the Club recently for mayors and municipal officials, as well as from previous experience, the staff felt that training for municipalities was most needed in the following areas:

- Local finance and budgeting.
- Local economic development (including privatization and public/private partnerships).
- Management skills.
- Economic and social planning.

The Club's managers and staff expressed keen interest in participating in the program, and appeared to be a promising group with which to work. Although they are not professional trainers, the Club's local government experts could, in our opinion, make a valuable contribution as content specialists/resource persons in the budget/local finance and local economic development modules.

**Civil Society Development Foundation.** The Civil Society Development Foundation is a private, non-profit organization, with a goal of developing civil society and strengthening the NGO sector in Bulgaria. It was established and continues to operate with EU financing. In turn, it serves as a conduit for channeling EU funds to other local NGOs. It conducts or funds activities such as the provision of information services to NGOs; training programs for or by NGOs; projects initiated and managed by NGOs in such sectors as health, social services, environmental protection, and human rights; advocacy and public awareness activities on behalf of NGOs; and creating linkages among local and European NGOs.

Training and civic education activities receive the second largest budgetary allocation among the Foundation's activities. Training programs are generally conducted by NGOs, but can aim at a variety of relevant target audiences including municipal officials and staff. The Foundation recognizes the important role played by municipalities in solving local problems and providing local services, and has provided partial funding for the recent orientation seminars conducted by the Foundation for Local Government Reform. The possibility of partial funding was discussed with the staff of the Civil Society Development Foundation, who favored training conducted by a nongovernmental organization such as the Foundation for Local Government Reform.

The Civil Society Development Foundation uses a sizeable network of 14 experts and trainers in a variety of fields, including in some subjects and topics of potential interest to the program such as taxation, citizen participation, NGO/local government relations, equipment procurement, public relations, project planning and management, etc. These experts and trainers are mostly independent professionals or university staff.

Thus, this Foundation could make a useful contribution to the Municipal Training program by suggesting suitable trainers and content specialists in particular fields. In fact, its very helpful staff have already begun sending curricula vitae of prospective trainers to the Chemonics team.

## **B. Strategies for Institutional Development and Sustainability**

### **B1. Institutional Options and Arrangements**

None of the institutions surveyed possessed all the necessary characteristics and requirements for becoming the sole home for the Municipal Training program, in terms of

institutional capabilities, suitability of their mission, and/or interests and specializations. Several possessed some of the requirements but not all. Some had interest and capacity in some of the subjects to be covered by the modules but not in all of them.

The conclusion of the team, after careful consideration and discussion with other LGI consultants and experts, is that it is preferable to involve several institutions in the development, implementation, and institutionalization of the Municipal Training program.

Institutions are in a state of flux in Bulgaria: new institutions are being established, some are developing, and some are disappearing.

Taking into account the present institutional landscape we are suggesting as our principle cooperating institutions the Foundation for Local Government Reform and the National Center for Territorial Development and Housing Policy. The institutional capabilities and prospects of both institutions have been reviewed above in some detail.

Briefly, the Foundation is a young, yet rapidly developing and well managed institution. Its goals are fully supportive of the development of strong, effective and responsive local government. It has already proven that it can effectively deliver straightforward orientation, awareness-building, and experience-exchange training programs. It is also attracting support from a number of donors, and becoming known among local governments. Admittedly, it has limited training capabilities at present, but is in the process of strengthening them, notably by recruiting a training officer.

The Center for Territorial Development and Housing Policy is a well-known and solidly established government funded institution. It already has definite training capabilities, and is cooperating with several European donors in developing and implementing training programs. Its mission, interests and specialties fit relatively well, though not completely, with the objectives and areas of interest of the Municipal Training program.

The choice of a third cooperating institution is more problematic. The team is tentatively suggesting the New Bulgarian University (its Department of Public Administration and/or Graduate School of Government) as the third cooperating institution, although this possibility is subject to further investigation of both the feasibility and nature of such collaboration. NBU's capabilities have been reviewed in some detail above. It is a private institution teaching public administration, including local administration. Its staff possess specialization in a number of the subjects likely to be covered by the modules, as well as some experience in adult training. In the team's opinion, it would be desirable to involve at least one university in the program to cover cases where practitioners are not able to cover certain innovative subjects and approaches, and for purposes of material preparation.

In addition to the principal three cooperating institutions, it is anticipated that a few selected Bulgarian NGOs and universities may participate in the program to a lesser extent. Essentially, they would provide expertise and trainers in specific subjects and areas as described earlier. The possible cooperating NGOs include, the Civil Society Development Foundation, the Institute for the Development of Democracy, and Club Economika 2000.

The universities which have an outside chance of cooperating with the program are: Sofia University (Faculties of Economics and Business Administration and Law), and the University of National and World Economics (Faculty of Management of Territorial Systems). Although they are public universities. These institutions would help provide trainers and

content specialists in specific fields not available at or through the three participating institutions and/or if collaboration with NBU does not work out.

Although not actively considered at the present time, collaboration at a later date between regional universities on the one hand, and the Municipal Training program and other USAID projects on the other, should not be ruled out. A strategy of linking local governments to regional universities, which would provide them with technical assistance and training, is worth investigating in the Bulgarian context.

In terms of its relationship with central government agencies and institutions, the program will follow the advice of the USAID mission and that of the LGI coordinator. Thus, the program will continue to coordinate its activities closely with the Ministry of Regional Development and Construction.

However, it will take into account the policy guidance given by the deputy prime minister and minister of regional development and construction that the Municipal Training program should be coordinated not only by this Ministry but also by relevant units of the Council of Ministers, namely the Departments of Local Governments and Administrative Reform, as the program covers certain subjects which are not in the area of competence of the said Ministry. The Department of Administrative Reform already coordinates the PHARE Public Administration project, which, among other activities, trains central government civil servants. Therefore, the program will most likely need to coordinate its activities with that Department as well. Such coordination and cooperation may well be beneficial to the program, in that it could provide access to government agencies other than the Ministry of Regional Development and Construction. In this respect, it is noteworthy that one of our survey respondents specifically recommended that future training programs for local governments be supervised and coordinated by relevant units of the Council of Ministers rather than by particular Ministries, which have more narrow, parochial interests.

The head of the Department of Administrative Reform at the Council of Ministers, Prof. Panov, is following an interesting approach to institutional development in the PHARE Public Administration project. Instead of creating a new institution to implement the project's training programs, the project plans to put the delivery of its modules to competitive bidding and choose the most appropriate institution(s) as contractors. This approach has definite merits, and has been used with some degree of success by USAID local development projects in other countries. It is particularly appropriate at the replication and "going to scale" stages of a training program. It could certainly be used should the Municipal Training program reach those stages. However, at the present design and piloting stage of the program it appears preferable to involve the most suitable trainers from several cooperating institutions to develop the most appropriate curriculum and training materials, and at the same time create a pool of trainers from several institutions fully familiar with the modules. Choosing an institution to implement the modules through competitive bidding would also take time that the program can ill afford to spend, in view of the limited delivery order period.

Finally, the Municipal Training program needs to establish communication and coordination links with the newly established National Center for Tax Training at the Ministry of Finance, in view of the program's definite interest in the subject of public finance.

## **B2. Institutional Development Strategies**

In view of the above, the team proposes to follow a multi-pronged strategy, involving working in tandem with several Bulgarian institutions to strengthen their capacity to offer on a sustainable basis appropriate and effective training program for local governments in the general area of local administration and management.

The eighteen month life span of the delivery order does not appear to be fully adequate for the complete institutionalization of the Municipal Training program. Brian Harris of the British Know How Fund, whose project is to last three years, considers even this time span not to be fully adequate for the full institutionalization of his project's training programs.

Nevertheless much can be realistically achieved in the remaining time of the delivery order in terms of institutionalization of the program and the strengthening of the capacities of participating training institutions.

The proposed strategy covers the following components:

- Sustainability considerations will be built into the design and implementation of the program. From the start and throughout the design, implementation and evaluation of the modules, Bulgarian trainers and content specialists will be intimately involved in the program. This will not only assure that the trainers develop "ownership" in the modules, but also that module curricula and materials are appropriate and useful to Bulgarian municipalities. The municipalities themselves will be consulted in the design of the modules' curricula and materials, as a means to ensure that the clients develop ownership in the program and that training meets their needs.
- The training will be implemented as cost-effectively as possible in order to encourage replicability and financial sustainability. Efforts will be made to secure a contribution toward covering the costs of the modules from municipalities and participants.
- A local government training working group will be established as a matter of priority. Its membership will include representatives from the principal participating institutions, municipalities, the central government, regional associations, and selected local government experts. LGI consultants will participate in the early stages on an advisory basis, and selected training staff from other donor projects could also be included. At the outset, the working group will act as an advisory, policy-making, and coordinating body for the development of the Municipal Training program and other LGI training, and for their coordination with other government, NGO, and other donor training programs for local governments. At a later stage, the working group could develop as an advisory, policy-making, coordinating, and information exchange body for all training programs for local governments. It could even act in due course as the advisory board for an Institute of Local Administration should such an institution be established. The team has already obtained agreement in principle from the Ministry of Regional Development and Construction and from the Foundation for Local Government Reform for their participation in the working group. This group will be formally organized as soon as a decision on the participating institutions in the program has been made.
- Trainers and staff of participating institutions will be provided with formal training in adult training methods through the TOT module(s), continuous coaching and

“mentoring” on training delivery, and hands-on experience in curriculum development and material preparation.

- The module curricula and training material, once finalized, will be provided in both hard copies and in machine readable form to participating institutions and to other relevant and interested institutions.
- Additional reference material both on adult training methodology and on the content areas of the different modules will also be provided to the participating institutions.
- The program will share its roster of trainers and consultants with the participating institutions. It will also encourage networking and team-building among trainers and staff of different institutions.
- The full-time Chemonics advisor will offer his services to the managers of participating institutions for the preparation of a plan on how to best institutionalize the program’s modules within their institution.

Through the implementation of the above strategy and its components, the team is reasonably confident that the following impacts on participating institutions are achievable by the end of the delivery order period.

- The adult training skills of trainers from participating institutions will significantly improve, thus enabling them to conduct better training programs in the future. They are likely to use such skills on other training programs conducted by their institutions, even possibly to persuade other colleagues at their institution to modify their training methods.
- The staff of the participating institutions will improve the skills in preparing curricula and training materials suitable for non-degree adult training programs.
- Municipal participants will gain more exposure to participatory, applied and experience-based training. They will better see the benefits of such training, and at the same time expect better quality training programs in the future.
- A significant amount of networking will take place among trainers from different institutions, and informal “teams” of trainers and consultants from different institutions will develop who will be willing to work together in other contexts in the future. This networking will also result in participating institutions enriching their rosters of trainers and consultants.
- Participating university staff will gain a better idea of the real problems facing local governments and how to apply their specialized knowledge and skills to solving these problems.
- Participating institutions, notably the Center for Territorial Development and Housing Policy, will add to their repertoire of training modules that they are able to offer.
- The staff of all participating institutions will increase their interest in and their support for local governments.
- Participating universities will have a greater interest in and ability to conduct non-degree training for local government civil servants.

- Well prepared and appropriate training material in Bulgarian by the program is likely to continue to be used in the future by participating institutions.
- Staff of participating institutions, as well as municipality staff, will gain additional experience in organizing and administrating training programs.

What the team cannot guarantee, however, is that the modules will be implemented in the future in exactly the same format in which they were prepared by the USAID delivery order.

### **B3. Additional Technical Assistance Needs**

In brief, by the end of the delivery order period, it is realistic to assume that the participating institutions will be able to conduct the four modules included in the Municipal Training program reasonably effectively on their own. In addition, their staff will have significantly improved their skills to design and deliver effective adult training programs. Although this will constitute a significant accomplishment considering the short delivery order period and the existing capabilities of prospective institutions, it will not constitute full sustainability and institutionalization of training for municipal staff.

There are several questions in this regard. Will these institutions be able to assess the need and the demand for and to design new modules effectively on their own by the end of the delivery period to meet additional unmet needs of municipalities? Will they be able to modify the curricula, materials and training processes of the four modules if the need arises, or will they continue repeating exactly the same modules? Will the question of how to finance the training modules on a sustainable basis be solved, particularly in the case of training offered by non-governmental institutions, in view of the short time-frame of the delivery order and the existing economic conditions?

In view of the uncertainty surrounding these issues, further technical assistance may well be needed for the full institutionalization of training for municipal staff. Such assistance could be considered a second, institutional development phase of the Municipal Training program and could include the following types of assistance:

- Further technical assistance to participating institutions in assessing the need and demand for courses aimed at municipal staff.
- Conducting TOTs in training needs assessment, marketing training programs, and preparing training plans.
- Additional technical assistance and training to perfect the curriculum design and delivery skills of trainers from participating institutions.
- Assistance in the design and field testing of an additional two or three modules to meet the pressing training needs that were not possible to meet through the delivery order.
- Technical assistance to the participating institutions in finding means to finance training for local governments on a sustainable basis.
- Providing general advice on institutional development to participating institutions with emphasis on their training function.

- Providing selected documentation to participating institutions about adult training methodologies and on the content area of courses of interest to local governments (actually, the Deputy Director of the National Center for Territorial Development and Housing Policy inquired from the team if the present delivery order contained a provision for the granting of documentation).
- Providing training equipment to the Foundation for Local Government Reform.

Naturally, such assistance would be provided only after the results of the present delivery order have been evaluated. Also, technical assistance need not necessarily be expatriate or long term.

#### **B4. Long-Term Strategies and Framework for Developing Municipal Staff Capacity**

A detailed description of the situation of human resources and staff development at the municipal level has been already described in detail in Section II B4. "Human Resources Development/Management and Personnel Administration." Plans and activities at the center to develop municipal staff capacity were also described in earlier section, notably in section IV A. "Review of Capacity of Institutions and Relevant Training Offered."

Briefly, at the municipal level, the team found little evidence of a proper system of human resources and staff development. In only one municipality did the team find a small training unit. At the same time, interviews and staff survey results showed a considerable interest on the part of municipal staff in a well-established and continuous system of training and staff development, and in the integration of training with career advancement. The team also discovered that among a number of municipal officials and managers, principally those responsible for the administrative, personnel, education, and training functions, a definite interest in the development of a coherent, continuous, and institutionalized system of training for municipal staff. The mayors and municipal council chairmen in some cities, notably Gabrovo, also showed great interest in the development and establishment of such a system.

Among central government officials we also found a definite awareness about the need for a continuous and comprehensive system or program of municipal training and staff development.

As we have seen, there are a number of training programs being offered by central government institutions, local NGOs, and donor projects. These programs, although very useful, do not appear to meet, in a comprehensive fashion and on a continuing basis, the major training needs of municipal staff, nor are they related to a system of career development for municipal staff. In part, they appear to be timely yet ad hoc efforts to meet the most urgent training needs of municipalities at this point in time. In the case of donor sponsored training programs, there is no guarantee that they will be sustained and fully institutionalized by the end of donor funding. These programs also need to be coordinated among themselves to maximize information sharing and minimize duplication of efforts.

While concerned central and local government officials are fully aware of the need for a comprehensive and continuing system of program of municipal staff training and development, there appears to be little consensus on the institutional arrangements for

implementing such a system or program. Since the demise of the Center for Administration attached to the Council of Ministers, there has been no central government institution responsible for the training of central and local government civil servants. Some senior central officials are thus advocating the establishment of a National Institute of Administration that would provide training on a continuous basis to both central and local staff. Among municipal officials, Mr. Ivan Nenov, the chair of the municipal council and former Mayor of Gabrovo, has also proposed the establishment of an Institute of Local Administration in that city. In his view such an Institute would be an independent institution, but with links of cooperation with the central government, local governments, local government association and NGOs, and would receive partial funding from the central government and from donors. Mr. Nenov has not yet developed his proposal in detail. In view of the present acute resource scarcity, it may prove difficult to implement these two schemes. Nevertheless, it is recommended that USAID remain alert in case either or both institutes materialize. Under such circumstances technical assistance would probably be welcomed.

Yet another long-term institutional arrangement for the provision of training and staff development to municipalities has been proposed by Prof. Panov of the Council of Ministers and was described earlier in the report. Under this scheme, one of the organs of the Council of Ministers would supervise and coordinate all training and staff development activities for local governments. It would sponsor and contract out, under competitive bidding, required training courses to existing institutions. This institutional arrangement would have the advantages of sponsoring training programs in a variety of subjects (not simply those of interest to a particular Ministry), and accessing a wide number of government institutions and agencies, universities, and possibly NGOs. It has the further advantage of avoiding the considerable effort and expense inherent in the establishment of a new institution.

In view of the uncertainties regarding the long-term institutional arrangements for the conduct of training and staff development activities for municipalities, USAID may wish to continue its policy dialogue with the central government.

Whatever institutional arrangement is chosen in the future, the institutions participating in the Municipal Training program and their staff will have a role to play. The National Center for Territorial Development and Housing Policy as well as the universities mentioned in this report are certainly well-known to the Council of Ministers, and would probably be invited to bid on training programs sponsored by that Council. The useful role that NGOs and municipal associations can play in developing municipal staff capacity is perhaps less well understood in central government circles, but in the short time since this study was started, the Foundation for Local Government Reform has already become known to the relevant organs of the Council of Ministers.

A final question related to the long-term strategies to be followed in strengthening institutions dealing with the training and development of municipal staff is whether or not USAID should assist in the strengthening of public administration programs at Bulgarian universities, as well as in the strengthening of the institutions offering such programs (aside from participation in USAID projects such as the University of Delaware project and the Municipal Training program delivery order). This question, however, is beyond the scope of this report, and has been dealt with in another consultant's report (see William W. Boyer, *Public Administration Problems, Education, and Training in Bulgaria*, cited above).

## **B5. Establishment of a Continuing Education/Certification Scheme for Local Government Staff**

During the delivery order period it is recommended that the LGI consultants pursue the following strategy for the establishment of better human resources development practices in the target municipalities. First, they should provide participants in the HRM/personnel administration module with an overview of what constitutes a modern and effective system of HRD/HRM, as well as the reason why improvements are needed in this area. Such an overview could sensitize municipal official and manager to the need for better human resources development and management. It would also stress the relationship between staff training and development, as well as staff performance and promotion. Second, they should provide follow-on technical assistance to municipalities that would like to improve their human resources management and personnel administration practices.

In the long run, a proper system of local staff training and development should be established that ideally would have the following characteristics regardless of what institutional arrangement is made for its implementation and operation. This system should clearly link staff training and development to staff evaluation and promotion. This training should cover a wide variety of subjects needed by municipal staff. Such training should offer courses at different levels—introductory and advanced refresher courses—for participants with different levels of competence and experience. Different courses would have different objectives—orientation and awareness-building, skills development, or organizational development—and thus would be designed differently. The methods of delivery would also differ depending upon the purpose of the course and the characteristics and needs of participants. The training could be in the form of seminars, workshops, home study, etc. Finally, participants should receive certificates, and the training should be taken into account in the staff's employment review and career advancement.

In some countries, promotion of local government staff to certain positions depends upon their completing certain specified training courses during their service. This system could certainly be considered in Bulgaria. However, some knowledgeable interviewees felt that if such courses were mandated by the central government, they would be resented by local governments, creating a disincentive and a lack of motivation among possible participants.

Tom Wrasse, one of the team members with previous experience on this issue, has suggested the development of a continuing education/certification scheme for local government staff in Bulgaria, similar to scheme used successfully in the United States and in certain European countries. Such a scheme could be introduced on a gradual basis, building into a long-term program. During interviews, such a scheme was discussed in terms of applicability to Bulgaria. Knowledgeable informants pointed out that the official adoption of the scheme by the central government would required a decree by the Council of Ministers.

However, they felt that it could be “recommended” by municipal associations, and some of its elements adopted voluntarily by municipalities. A description of the proposed scheme is provided below.

## **B6. The Bulgarian Municipal Civil Servant Continuing Education Proposal**

**Goal.** To create a system to train and educate Bulgarian Municipal Civil Servants as an ongoing part of their service. This training would be in addition to their original academic

degrees. The idea is to establish learning experiences on a yearly basis which would keep civil servants up to date in their professional skills and inform them of new developments in the field of public administration.

**Mission.** Relying on the internationally recognized measure of learning and skills attainment, the “continuing education unit” or CEU, a wide range of learning experiences and skills training can be designed to meet the needs of civil servants. Seminars, workshops, home study courses, both internationally and locally conceived, can be used to provide these experiences. A CEU can be calculated for each of these learning experiences which can then be quantified and recorded. A CEU equals ten contact hours of supervised learning. The personnel records of each civil servant can then reflect the amount and type of training. At a later time, a civil servant’s CEU records can then be reviewed as a part of the promotion process or employment review. At an even later point, the CEU record can become a necessary element for the certification of the civil servants.

**Control.** An informal work group could review or create each learning experience to be made available to civil servants. Some learning experiences could be under the direction of the work group, while other experiences could be administered by Bulgarian educational institutions who have received direction from the work group. Under most circumstances, the work group would maintain oversight of the assignment of CEUs, the issuance of certificates, and the upkeep of permanent records. Hence the quality of all programs could be assured by the work group.

**Record keeping.** As CEUs are generated, the work group would be responsible for maintaining a computer database that would be cross referenced by recording the individual courses of study, the civil servants who attended the courses, and the training he or she has attained.

**Logic.** This CEU program has been adopted by hundreds of professional organizations in North America and Europe as a means of maintaining professional status and up to date training. Because professional status would be somewhat dependent on obtaining CEUs, this agenda would be sought by those seeking nonmonetary career enhancement.

**Implementation.** Given that there are training programs in the planning stage, it could be said that this is an ideal time to informally begin the CEU program. Bulgaria needs a non-credit, continuing education, certificate program to bring municipal staff up to world standards. This CEU program offers a framework and a criteria which is internationally recognized and easy to start. It can be eased into informally and later codified.

**Difficulties.** The work habits of active bureaucrats are such that many will not want to take the time away from their regular work. Many will feel that extra training is not needed or that the training offered is not relevant. The relevance of this program is that it can offer a diversity of courses and various methods of delivering the training to municipal public servants. No public servant will be without an opportunity to receive some sort of training. As it becomes known in the public administration community that this training might be an advantage to career advancement, it might be actively sought after by those interested in career opportunities.

**Strategy.** This program can be brought into being at a very gradual pace. Small steps can be taken in the first stages of the program. The main thrust of the program can be highlighted as a move toward professionalism.

**Solution.** Bulgaria has a unique opportunity through the “Local Government Initiative” to create one of the most professional Municipal Civil Servant Continuing Education programs. A great step toward this goal could be the development of a continuing education certificate program with the international recognized CEU as its base.

### **B7. Bulgarian Municipal Civil Servant Continuing Education Program Proposal Criteria**

Providers of educational programs should note the following criterion framework.

- Each activity is planned in response to educational needs which have been identified for a target audience.
- Each activity has clear and concise written statements of intended learning outcomes.
- Qualified instructional personnel are involved in planning and conducting each activity.
- Content and instructional methods are appropriate for the intended learning outcomes of each activity.
- Participants must demonstrate their attainment of the learning outcomes.
- Each learning activity is evaluated by the participants.
- The sponsor has an identifiable unit, group, or individual with clearly defined responsibilities for developing and administering learning activities.
- The sponsor has a review process in operation that ensures the CEU criteria are met.
- The sponsor maintains a complete record of each individual’s participation and can provide a copy of that record upon request for a period of a least seven years.
- The sponsor provides an appropriate learning environment and support service.



**SECTION V**

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**CONCLUSIONS AND WORK PLAN**

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## SECTION V CONCLUSIONS AND WORK PLAN

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### A. Conclusions

1. Local government training has a bright future in Bulgaria. The Training Needs Assessment of Bulgarian Municipalities found very broad and deep support for a continuing program of training for local government officials and staff, and an impressive and growing set of institutions and individuals committed to the success, growth, and sustainability of such a program. This support was found in local and central government, in universities, and among non-governmental organizations. Resources to advance local government training programs are limited and dispersed among many organizations, but the aggregate of Bulgarian resources and talent, supplemented by modest support from international donors, augurs well for the future.

2. The needs assessment deals with (1) training needs of elected and appointed officials and staff of Bulgarian cities; (2) training approaches, methods and modules, and (3) organizations that might participate in institutionalization of the local government training program. The assessment provides background information; extensive discussion of alternative training needs; technical guidance for the training and selection of trainers; and description of alternative institutional resources for training.

3. The needs assessment does not provide a blueprint nor does it suggest “the one way” that training activities should unfold. The action decisions which will guide implementation are stated in these conclusions and in the work plan that follows.

4. The assessment acknowledges but does not address in detail alternative learning strategies for Bulgarian local government officials and staff (e.g., university courses; self-study materials, seminars and workshops; professional fora and newsletters, media outputs, personnel exchange, internships, etc.). The assessment does provide a useful background for development of the self-study materials which should be derived mainly from the content of the four training modules. Other needs may be addressed by technical assistance, alternative learning strategies, or by future training.

5. Seven training subject areas garnered wide support in the assessment both on the basis of needs expressed by local government officials and needs judged important by USAID and other informants participating in the Local Government Initiative. They are:<sup>1</sup>

- Local budgeting and public finance
- Public relations and public participation
- Public procurement and contracting

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<sup>1</sup>Titles of the modules follow USAID guidance in the ENI/DG/RLG memorandum of March 15, 1996. Slight variations in titles are found in the body of the assessment and in other documents consulted.

- Management information systems
- Human resources development (includes personnel administration)
- Economic development
- Organization and management skills

6. Four subject areas, or “modules” survived the winnowing process, including judgments of how defined needs might be met, or partially met, by other Local Government Initiative activities, such as technical assistance or seminars offered by grantees or other contractors:

- Local budgeting and public finance
- Public procurement and contracting
- Human resources development (includes personnel administration)
- Organization and management skills

The precise emphasis and content of each module will be determined by the training team leader and subject matter specialist in close collaboration with qualified Bulgarian trainers and advisors. The process will ensure relevance to Bulgarian needs and conditions. An indicative statement of content for each of the four modules is found in Annex F.

7. Cross-cutting needs relating to content and skills can be met in the development and presentation of each of the four modules by incorporating into the curriculum **laws governing each subject area, and trainers’ skills**. The assessment advocated a separate module for training of trainers. Such a module would help trainers gain training skills, but would be more costly to schedule separately than to include as part of sessions covering both method and content. The latter approach will be used.

8. The training should emphasize skills, but also provide a solid grounding in knowledge of the subjects covered. Training should also help form good professional attitudes and democratic values among participants. Methods should emphasize participation and involvement of the trainers.

9. The training modules should be of 3.5 to 4-day duration, with the first day designed to interest and involve local elected officials and their senior staff. The first round of modules will be presented primarily by the expatriate team leader and subject-matter specialists with contributions from Bulgarian trainers and one or two Bulgarian resource people. The second round will be presented primarily by two Bulgarian trainers and one or two Bulgarian resource people, with coaching by the expatriates. The third round will be presented by Bulgarian trainers and resource people working alone.

10. Costs of participant food and lodging for the Chemonics DO will be covered by “other direct cost” allocations from the Chemonics Delivery Order and the MTKK subcontract, plus a fee for participants of about 800 leva each. The limited funds available from these sources will require that training be performed at the lowest cost facilities available.

11. Work to establish and gradually institutionalize the training program should be led by a single organization that represents municipal government interests, but involves other organizations and individual trainers. The organization best suited to lead the effort is the Foundation for Local Government Reform (FLGR). FLGR believes it has identified the resources it needs to establish a training position. If selected, FLGR will play a key role in

training program institutionalization. (A National Association of Municipalities, if established in the future, could also play a key leadership role in institutionalizing municipal training, but that possibility lies beyond the scope of this Chemonics delivery order.) Other organizations that need to be involved are the Center for Territorial Development and Housing Policy, and a university, including one or more designated faculty members. Involvement of the center will help foster continuing cooperation between local and central government training organizations. Chemonics recommends the New Bulgarian University as the university partner. Discussions between Chemonics/USAID and the FLGR on the leadership role it wishes to undertake and the partnerships to be developed should begin as soon as possible.

12. Institutionalization of a training program means that the responsible organization should provide the following: leadership; a vision and strategy for continuing a successful and affordable program; resources for management of the program; fundraising if the organization's own flow of resources cannot sustain it; and linkages with other organizations important to the success and sustainability of the program.

13. Based on the role FLGR undertakes in leading institutionalization of the municipal training program, Chemonics will promptly assist the foundation in developing a strategy and plan ("business plan") for continuance of the program. The plan will contain the following elements: organization partnering arrangements to create a permanent training network; identification of the roles and functions of the respective organizations and training groups; prioritization of prospective training courses and targeted participants; means of future funding, including program marketing strategies; and a summary management plan for FLGR. Special attention will be paid to the financial sustainability of FLGR training efforts and those of its partners. Financial analysis will include an examination of the prospects for collecting fees from participants and sponsors of participants. The plan is not expected to recommend establishment of positions beyond that of a single training administrator in FLGR. Contracting out for training services provides better prospects for training flexibility and quality control.

14. Support and guidance for institutionalization should be provided by a Local Government Training Advisory Group (the "Working Group for Local Government Training" specified in the delivery order). Meeting arrangements and reports (approximately four per year) should be accomplished by the FLGR, or by organizations that volunteer to host individual meetings. Chemonics will provide logistical support for these meetings. Chairmanship of meetings should rotate to give visibility to organizations involved with local government training, including central government and non-governmental organizations, as well as local governments, groups representing them, distinguished individual trainers, and donor representatives.

15. The work plan that follows will likely conflict with the schedules of mayors and council members, Bulgarian trainers, key collaborating institutions, and training facilities. Chemonics suggests that authority for approving implementation schedule changes within the authorized period of the delivery order be placed with USAID/Sofia, since the Mission is most familiar with in-country scheduling considerations.

16. The work plan proposes a one-month extension of the DO (through April, 1997), and extension of specific completion dates. Please refer to Annex G.

## **B. Work Plan**

The work plan lays out a schedule of key events necessary to implement the required work consistent with conclusions of the needs assessment, the requirements of the delivery order (assuming extensions of completion dates) and the need to control the timing of inputs to achieve intended results. The plan will make a substantial contribution to meeting USAID's strategic objective of "more effective, responsive, and accountable local government." Specifically, it will provide the principal means to achieve USAID's intermediate result, that is, to "Establish a sustainable in country [local government] training capability." The key events listed will assist in timely and orderly implementation and completion of the work plan, but the dates of some events beyond July 1996 may change due to conflicts with the schedules of local government officials or other events of importance to the Local Government Initiative.

Chemonics considers the schedule feasible, but extremely tight. The schedule is based on several assumptions: (1) successful recruitment and placement of a USAID-approved team leader by mid-May; and budgeting/finance and human resource specialists by the end of May; (2) precise timing and no unforeseen impediments to contract performance, such as recruiting delays; (3) no serious conflicts of in-country scheduling, and 4) very fast turnaround on USAID field and Washington reviews and approvals required by the delivery order, and only minor changes after such reviews. If these assumptions are not valid, it will be necessary to delay some or all of the May-July activities to September, 1996, with consequent delay in the entire schedule.

(Note: the levels of effort shown for expatriate advisors do not include work in the United States. Levels of effort for Bulgarian trainers and other personnel provided in the MTK Konsult subcontract will be managed by the Chemonics team leader in consultation with USAID/Sofia.)

**Team leader/training advisor and budgeting/finance and human resource specialists arrive. Implementation begins.**

<b>Timing:</b>	May 15	Team leader arrives
	May 23	Budgeting/finance specialist arrives
	May 30	Human resources specialist arrives

**USAID/Sofia and Chemonics negotiate institutionalization role with the foundation for local government reform.** Decisions will include partnering (likely partners are the New Bulgarian University, the National Center for Territorial Development, Associations of Municipalities, and a representative of trainers); definition of roles and relationships of FLGR and its partners in institutionalization of the training program; and a schedule for completion of a strategic (business) plan.

**Timing:** June 4-7

**Bulgarian trainers selected; materials identified for budgeting/finance module.** (For each of the four modules, four trainers will be identified for participation in the preparation without pay. Normally, two will be selected and paid as presenters for the second round led by the Bulgarian trainers.)

**Timing:** June 10

**Budgeting/finance module prepared.** The training advisor, the budget/finance specialist, four unpaid Bulgarian trainers, and Bulgarian local government budgeting/finance specialists

will develop module contents and materials. This will include instruction in the content of the training, training techniques, and the utility of modern adult learning methodologies. LGI consultants Pete Jenkins and Jim Budds and local government finance directors will be consulted. Other donor-supported experts conducting public administration work in Bulgaria may also be consulted.

**Timing:** June 11-18 Preparation  
June 18 Materials submitted for USAID approval

**First local government training advisory group meeting held.** FLGR convenes an advisory/training resources group for an initial briefing on the program and the intended institutionalization plan (business plan). Invitees will include FLGR institutionalization partners, representative trainers, and donor representatives (playing a minor role).

**Timing:** May 14 Draft agenda and invitation list to USAID  
June 14 Meeting (a report and publicity will follow)

**Bulgarian trainers selected; materials identified for human resources development module.** The training advisor, the organization and management skills specialist, four unpaid Bulgarian trainers, and Bulgarian organization/management specialists will develop module contents and materials.

**Timing:** June 17 Completed

**Human resources module prepared.** The training advisor, the human resources/personnel administration specialist, four unpaid Bulgarian trainers, and Bulgarian local government human resources specialists will develop module contents and materials. This will include interactive contributions and learning by the Bulgarian trainers regarding the content of the training, training techniques, and the utility of modern adult learning methodologies. LGI consultant Roland Windham and local government human resource directors will be consulted, along with donor-supported experts conducting public administration work in Bulgaria.

**Timing:** June 18-26  
June 27 Materials submitted for USAID approval

**First budgeting/finance module presented in Stara Zagora.** Twenty-four participants. The training advisor and the budgeting/finance specialist will present the module via simultaneous interpretation. One or two Bulgarian local government budgeting/finance resource people will make presentations. Four unpaid Bulgarian trainers will assist and observe. Participants will be given a “test” to determine learning outcomes, and will evaluate the contents and presentation.

**Timing:** June 27-30 Training presented; reviewed July 1 (B/F advisor returns to U.S.)  
July 2 Budgeting finance specialist returns to U.S.  
July 15 Needed revisions for second offering documented

**First human resources module presented in Gabrovo.** Twenty-four participants. The training advisor and the human resources specialist will present the module via simultaneous interpretation. One or two Bulgarian local government human resources experts will make presentations. Four unpaid Bulgarian trainers will assist and observe.

Participants will be given a “test” to determine learning outcomes, and will evaluate the contents and presentation.

**Timing:** July 11-14 Training presented; reviewed July 15 (HR advisor returns to U.S.)  
July 16 Human resources specialist returns to U.S.  
July 22 Needed revisions for second offering documented

**FLGR institutionalization/business plan drafted.** The FLGR, assisted by the Chemonics training advisor, will develop the business plan for the training organization. The Business Plan will contain the following elements: organization partnering proposals for creating a permanent training network and organizational roles; identification of feasible training courses and training participant targets; means of continuing funding, specification of program marketing strategies, and a summary of a management plan for the organization. Special attention will be paid to financial sustainability of the organization, incorporating information on costs of training obtained from the first two sets of training.

**Timing:** July 15-22  
July 22 Submit draft plan to HO  
July 29: Submit draft plan to USAID

**Team leader returns to U.S.**

**Timing:** Aug. 2

**Team leader and procurement/contracting specialist arrive.**

**Timing:** Aug. 22

**Bulgarian trainers selected; procurement and contracting module prepared.** The training advisor, the procurement/ contracting specialist, four unpaid Bulgarian trainers, and Bulgarian procurement/contracting specialists will develop module contents and materials. This will include instruction in the content of the training, training techniques, and the utility of modern adult learning methodologies.

**Timing:** Aug.23-Sept. 9  
Materials submitted for USAID approval Sept. 10

**Second local government training advisory group meeting held.** FLGR convenes the advisory/training resources group to review progress to date and review the draft institutionalization/business plan. Invitees will include FLGR institutionalization partners, representative trainers, and donor representatives (playing a minor role).

**Timing:** Sept. 6 (a report and publicity will follow).

**Organization and management skills specialist arrives**

**Timing:** Sept. 12

**Bulgarian trainers selected; organization and management skills module prepared.**

The training advisor, the organization and management skills specialist, four unpaid Bulgarian trainers, and Bulgarian organization/management specialists will develop module

contents and materials. This will include instruction in the content of the training, training techniques, and the utility of modern adult learning methodologies.

**Timing:** Sept. 13-26 Materials submitted for USAID approval Sept. 27

**FLGR institutionalization/business plan completed.** The FLGR, assisted by the Chemonics training advisor, will complete the institutionalization/business plan. The plan will contain the following elements: formulating a strategic plan for institutionalization of a training capability to serve Bulgarian local governments; specifying organizational roles and relationships among FLGR and its partners, including one university and the National Center for National Center for Territorial Development of the FLGR; creating a permanent training network and organizational roles; identifying feasible training courses and training participant targets; identifying means of continuing funding; specifying program marketing strategies; and laying out a management plan for the organization. Special attention will be paid to financial sustainability of the organization, incorporating information on training costs obtained from the first two sets of training.

**Timing:** Sept. 16

**First procurement and contracting module presented in Stara Zagora.** Twenty-four participants. The training advisor and the procurement/contracting specialist will present the module via simultaneous interpretation. Approximately two Bulgarian local government procurement contracting experts will make presentations. Four unpaid Bulgarian trainers will assist and observe. Participants will be given a “test” to determine learning outcomes, and will evaluate the contents and presentation.

**Timing:** Sept. 19-22; review Sept. 23

Sept. 24 Procurement/contracting specialist returns to U.S.

Sept. 30 Needed revisions for second offering documented

**First organization and management skills module presented in Gabravo.** Twenty-four participants. The training advisor and the organization/management specialist will present the module via simultaneous interpretation. Approximately two Bulgarian organization and management experts will make presentations. Four unpaid Bulgarian trainers will assist and observe. Participants will be given “tests” to determine learning outcomes, and will evaluate the presentation.

**Timing:** Oct. 3-6; review October 7

Oct. 8 Organization/management specialist returns to U.S.

Oct. 14 Needed revisions for second offering documented

**Human resources and personnel administration specialist arrives.**

**Timing:** Oct. 4

**Preparation for second human resources module complete.**

**Timing:** Oct. 15

**Second human resources module presented in Plovdiv.** Twenty-four participants. Two Bulgarian trainers will present the module. One or two Bulgarian human resources experts

will make presentations. The training advisor and the human resources specialists will coach and advise through an interpreter.

**Timing:** Oct. 17-20; review Oct. 21  
Oct. 22 HR specialist returns to U.S.  
Oct. 28 Needed revisions for third offering documented

**Procurement and contracting specialist arrives for round two.**

**Timing:** Oct. 25

**Preparation for second procurement and contracting module completed.**

**Timing:** Nov. 5

**Second procurement and contracting module presented in Zagora.** Twenty-four participants. Two Bulgarian trainers will present the module. One or two Bulgarian procurement and contracting experts will make presentations. The training advisor and the procurement/contracting specialist will coach and advise through an interpreter.

**Timing:** Nov. 7-10; review Nov. 11  
Nov. 18 Needed revisions for third offering documented

**Organization and management skills specialist arrives for round two.**

**Timing:** Nov. 8

**Preparation for second organization and management skills module completed.**

**Timing:** Nov. 19

**Second organization and management skills module presented in Plovdiv.** Twenty-four participants. Two Bulgarian trainers will present the module. One or two Bulgarian organization and management experts will make presentations. The training advisor and the organization/ management specialist will coach and advise through an interpreter.

**Timing:** Nov. 21-24; review Nov. 25  
Nov. 26 O&M skills specialist returns to U.S.  
Dec. 2 Needed revisions for third offering documented

**Budget and finance specialist arrives for round two.**

**Timing:** Nov. 23

**Self-study materials sent to USAID.** Selected training materials from each of the four modules will be assembled and edited in self-study format.

**Timing:** Nov. 28

**Third local government training advisory group meeting held.** FLGR convenes an advisory/training resources group for a review of the training program and progress on the institutional/business plan. Invitees will include FLGR institutionalization partners, representative trainers, and donor representatives (playing a minor role).

**Timing:** Oct. 29 Draft agenda and invitation list to USAID  
Nov. 29 Meeting (a report and publicity will follow)

**Preparation for second budget and finance module completed.**

**Timing:** Dec. 3

**Second budget and finance module presented in Varna.** Twenty-four participants. Two Bulgarian trainers will present the module. One or two Bulgarian budget and finance experts will make presentations. The training advisor and the budgeting/finance specialist will coach and advise through an interpreter.

**Timing:** Dec. 5-8 Training presented, reviewed Dec. 9  
Dec. 10 Human resources specialist returns to U.S.  
Dec. 18 Needed revisions for second offering documented by Bulgarian trainers with advice of team leader

**Team leader returns to U.S.**

**Timing:** Dec. 14

**Activities in 1997.** Leadership of training and institutionalization plans in 1997 will be largely in the hands of FLGR and its Bulgarian partners, including the four teams of Bulgarian trainers who will plan, schedule, and conduct the third set of four modules with funding from the MTK Konsult Subcontract. FLGR will implement its institutionalization/business plan, and promote use of the self-study materials. Chemonics will support these training and institutionalization efforts with any level of effort that remains in the prime contract. Chemonics will also complete a final quarterly report, including an overview of accomplishments and lessons of experience.

**Preparation for third human resources module.**

**Timing:** January 1997

**Fourth local government training advisory group meeting held.** FLGR convenes the advisory/training resources group for a review of the training program to date and progress on the institutional/business plan. Invitees will include FLGR institutionalization partners, representative trainers, and donor representatives (playing a minor role).

**Timing:** Dec. 14, 1996 Draft agenda and invitation list to USAID  
Jan. 16, 1997 Meeting (a report and publicity will follow)

**Third presentation, human resources module.** Twenty-four participants. Two Bulgarian trainers will present the module. One or two Bulgarian human resources experts will make presentations.

**Timing:** January, 1997

**Preparation for third procurement and contracting module.**

**Timing:** February, 1997

**Third presentation, procurement and contracting module.** Twenty-four participants. Two Bulgarian trainers will present the module. One or two Bulgarian procurement/contracting experts will make presentations.

**Timing:** February, 1997

**Preparation for third organization and management skills module.**

**Timing:** March, 1997

**Third presentation, organization and management skills module.** Twenty-four participants. Two Bulgarian trainers will present the module. One or two Bulgarian organization/management experts will make presentations.

**Timing:** March, 1997

**Preparation for third budgeting and finance module.**

**Timing:** April, 1997

**Third presentation, budgeting and finance module.** Twenty-four participants. Two Bulgarian trainers will present the module. One or two Bulgarian budgeting/finance experts will make presentations.

**Timing:** April, 1997

**ANNEX A**

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**LIST OF INSTITUTIONS AND PERSONS CONTACTED AND INTERVIEWED**

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**ANNEX A**  
**LIST OF INSTITUTIONS AND PERSONS CONTACTED AND INTERVIEWED**

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**USAID Mission to Bulgaria**

John Tennant, *Resident Representative*  
Brad Fujimoto, *Head of Democratic Initiatives Office*

**Foundation for Local Government Reform**

Ginka Kapitanova, *Director, and former Mayor (City of Zlatograd)*  
Ivan Vulchanov, *Economic Development Specialist*

**Ministry of Regional Development and Construction**

Nikolay Grigorov, *Deputy Minister (Local Government), and Director of the National Center for Territorial Development and Housing Policy*  
Mityo Videlov, *Deputy Minister (Urban Development)*  
Belin Mollov, *Head of Department of International Programs & European Integration*  
Savin Kovachev, *Head of Department of Local Government*

**National Center for Territorial Development and Housing Policy**

Guinka Tchavdarova, *Deputy Director*  
Christo Stanev, *Head of the Administrative and Regional Planning Department*  
Miroslava Telbizova, *Training Researcher (School for the Development of Local and Regional Civil Servants).*

**Council of Ministers**

Prof. Ognian Panov, *Head of Department of Administrative Reform*

**New Bulgarian University**

Ludmil Georgiev, *Head of Department of Public Administration*

**University of National and World Economics**

Prof. Mitko Geneshki, *Chair of Management of Territorial Systems*  
Ludmil Georgiev, *Deputy Head of Department*

**St. Kliment Ohridski University, Faculty of Economics & Business Administration**

George S. Chobanov, *Dean*

**American University in Bulgaria**

Julia Watkins, *President*  
Kevin McGoffin, *Special Assistant to the President*

**Public Administration College, Sliven**

Emilia Shivicova, *Director*

**The Urban Institute**

Michael Hoffman, *Resident Advisor and Coordinator of LGI Program*  
Anthony Zarr, *Consultant*

**MTK Konsult**

Maya Koleva, *Principal*  
Dayan Kavrov, *Director of Consulting Services, and Former Special Projects*  
*Advisor to the Mayor of Stara Zagora*

**University of South Carolina**

Glenda Bunce, *Project Manager*  
Robert Maffin, *Resident Advisor*  
James G. Budds, *Consultant*

**International City/County Managers Association (I.C.M.A.)**

George A. Valais, *Public Finance Specialist (Consultant to LGI)*  
Dimitar Nikolov Doukov, *Consultant at LGI*

**Barens Group, LLC (A KPMG Company)**

Maureen E. Warrick, *Associate*

**University of Delaware, Management Training and Economics Education Project**

Rouslan Abadjiev, *Director*

**Partners for International Education and Training (P.I.E.T.)**

Sandra McCollum, *Country Director*

**The National Democratic Institute**

Ms. Lisa McLean, *Consultant to the Bulgarian Association for Fair Elections (BAFE).*

**E.U. Delegation of the European Commission to Bulgaria, PHARE Programme**

Dr. Maya Koteva, *Program Manager (Coordinator for NGOs)*  
Nazy Harris, *Program Manager (Training Coordinator)*

**Know How Fund (U.K.)**

Brian Harris, *Resident Advisor*  
Ronnie Mackrelle, *Consultant (Transform Management Development Group)*  
Warren Overton, *Consultant (Transform Management Development Group)*

**Center for the Study of Democracy**

Dr. Shentov, *President*

**Civil Society Development Foundation**

Iva Chervenкова, *Programme Coordinator*

**Institute for the Development of Democracy**

Ms. Jelka Genova, *Director*  
Borislav Tsekov, *Programme Coordinator*

**Club Economika 2000**

Spartak Keremidchiev, *President*

Georgi Shopov, *Vice President*

Stephan Ivanov, *Director*

**Partners for Democratic Change**

Toni Shismanova, *Director*

**City of Zlatograd**

Nikolay Despotov, *Mayor*

Suzana Golemilova, *Deputy Mayor*

Diana Nikolova, *Head of Organizational Department*

**Municipal Development Center, Zlatograd**

Zdravko Sechkov, *Executive Director*

**City of Haskovo**

Atanas Vassilev, *Mayor*

Mr. Vanchev, *Deputy Mayor*

Petya Vulkova, *Head of Administrative Department*

Zhivka Delcheva, *Head of Department Education*

Emil Georgiev, *Chairman of Municipal Council*

**City of Gabrovo**

Nikolay Dachev, *Mayor*

Valeri Marinov, *Deputy Mayor (Planning and Construction)*

Dr. Miroslav Katrandjiev, *Deputy Mayor (Social Sector)*

Tsvetan Nanov, *Municipal Secretary*

Ivan Nenov, *Chairman of Municipal Council*

**City of Razgrad**

Venelin Uzunov, *Mayor, and President of the Coalition for the Reform of Local Government Law*

Stanka Angelova, *Deputy Mayor*

Mrs. Dyakova, *Municipal Secretary*

**City of Stara Zagora**

Eugene Jeliaskov, *Municipal Secretary*

Rayna Kosseva, *Head of Finance Department*

Dimitar Vassilev, *Head of Economic Policy Department*

Denka Vassileva, *Department of Qualification of Mayoralties and Municipal Councils*

Katerina Miteva, *Department of Qualification of Mayoralties and Municipal Councils*

Petya Atsinova, *Administrative Department*

**City of Vidin**

Ivan Simeonov, *Mayor*

Orlin Vassilev, *Deputy Mayor*

Mr. Milushev, *Head of Administrative Department*

Mrs. Balukchieva, *Head of Finance Department*

**Other Contacts**

Ilian Popov, *Former Municipal Secretary (City of Blagoevgrad)*

**ANNEX B**

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**TRAINING INSTITUTIONS AND GOVERNMENT MINISTRIES  
INTERVIEW FORMAT**

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**ANNEX B  
TRAINING INSTITUTIONS AND GOVERNMENT MINISTRIES  
INTERVIEW FORMAT**

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**Date:** \_\_\_\_\_

**Person interviewed:**

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**Organization:**

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**Phone:** \_\_\_\_\_

**In the field of municipal administration what training do you currently have knowledge of?**

Public Administration? Finance? Planning? Degree or non-degree? Future training?

Your own:

Foreign:

Domestic:

**What skills do you think need to be developed for municipal administrators?**

**How do you think training at the municipal level can best be implemented?**

By universities, by a foundation, by an association, or by a ministry of the government?

**What do you think of the quality of the current adult training efforts in Bulgaria?**

**What kind of organization should be created to train and upgrade skills at the municipal level?**

Stand alone, connected to a foundation or association, etc.

**If you have had experience in training, what types of training have you conducted and for whom?**

Short? Non-degree?  
NGOs?

Seminars?

Adults?

Civil servants?

Will you be conducting courses in the future?



**What kinds of training techniques did you use?**

E.g. exercises? Group work? Case studies? Simulations?

**What areas / fields is your staff specialized in?**

Law, architecture, accounting, computers, administration / management, economic planning, engineering, etc.

**Would you be willing to participate in training programs for local government personnel?**

Along with other institutions? Or as an individual organization?

**ANNEX C**

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**LGI MUNICIPAL OFFICIALS AND STAFF INTERVIEW FORMAT TITLE**



- 11. If the department heads or administrative staff do have university degrees. In what fields or areas does this academic work fall?**  
  
Economics? Engineering? Architecture? Etc.
- 12. Are there specific areas in which the municipal staff need to improve their interpersonal and communication skills?**
- 13. Do you believe that interpersonal skills can be improved by better training?**
- 14. What incentives (besides money) could be effective in motivating your staff and making them more productive?**
- 15. Do you have trouble retaining good staff?**
- 16. Do you see obstacles to learning new skills? If so, what are they?**
- 17. Does your staff have a good understanding of their jobs and the jobs relationship to other work in the municipality?**
- 18. Do you have written job descriptions?**
- 19. Does your staff currently undergo any training? Have they undergone any job related training in the recent past?**  
  
Management? Administrative? Technical?
- 20. What types of training experiences would best suit your staff?**  
  
1 - 2 - 3 day workshops? A 4-5 day course?  
Should the training be away from work?  
20 - 30 persons in a class?  
Etc.
- 21. What do you think are the characteristics of an effective training program?**

**22. Is there a need for training in the following general areas; and what is the priority and specific needs in each area?**

- Human Resource Management / Personnel Administration:  
*personnel recruitment, staff, development, and career development, how to retain personnel, staff promotions, staff motivation, continuing education, etc.*
- Organization and Management:  
*communication, coordination, leadership / management styles, public / community relations, problem solving, conflict resolution, etc.*
- Budgeting and Local Public Finance:  
*budgeting process, local revenue generation, new laws governing local public finance, how to estimate cost of municipal services, etc.*
- Procurement and Contracting:  
*purchasing process, principles of good purchasing, laws governing public procurement, preparing better specs, tenders and contracts, etc.*
- Management Information Systems (MIS):  
*information needed by management for planning, decision making and control.*
- Strategic Planning & Management:  
*understanding the organizations environment, clarifying goals, setting objectives, developing work plans, etc.*
- Local Economic Development:  
*creating a favorable environment for local economic growth, public / private partnership, privatization, etc.*

**23. Do you know of any budget / resources, either at the local, regional, or at the central Government level to support a training program?**

**Other areas where training is needed:**

**ANNEX D**

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**TRAINING SURVEY FOR OFFICIALS, MANAGERS, AND STAFF  
IN THE MUNICIPALITY HEADQUARTERS**

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**ANNEX D**  
**TRAINING SURVEY FOR OFFICIALS, MANAGERS AND STAFF**  
**IN THE MUNICIPALITY HEADQUARTERS**

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This survey will be used to help the **Local Government Initiative** plan training programs for municipal government officials and staff. The purpose of the survey is to visualize the entire training needs in the municipalities which have agreed to participate in the United States Agency for International Development **Local Government Initiative** program.

*(Please, fill in)*

My municipality is \_\_\_\_\_

My department is \_\_\_\_\_

My office is \_\_\_\_\_

The highest educational degree I have completed is \_\_\_\_\_ in the field of \_\_\_\_\_

*(Please, answer the following questions.)*

1. Approximately how many people are working in your: *(Check one.)*
  - a. Municipality Headquarters?  
Under 20 \_\_\_\_ 21-50 \_\_\_\_ 51-100 \_\_\_\_ 101 and over \_\_\_\_
  - b. Department?  
1-5 \_\_\_\_ 6-10 \_\_\_\_ 11-15 \_\_\_\_ 16-20 \_\_\_\_ 21-25 \_\_\_\_
  - c. Office  
1-3 \_\_\_\_ 4-6 \_\_\_\_ 7-9 \_\_\_\_ 10-15 \_\_\_\_
2. What educational degrees do the civil servants in your department hold? *(Use an estimated %)*
  - a. Elementary school \_\_\_\_ b. Secondary school \_\_\_\_ c. 3 year college \_\_\_\_
  - d. University \_\_\_\_ e. Higher scientific degree \_\_\_\_
3. What percentage of employees in your municipal department use computers?
  - a. None \_\_\_\_ b. 1-5% \_\_\_\_ c. 5-25% \_\_\_\_ d. 25-50% \_\_\_\_ e. 50% & over \_\_\_\_
4. Does your department/office have access to a computer network? *(Please answer yes or no.)*
  - a. Inter office \_\_\_\_ b. Bulpack \_\_\_\_ c. E-mail \_\_\_\_ d. Internet \_\_\_\_
5. What is your age?
  - a. Under 25 \_\_\_\_ b. 26-35 \_\_\_\_ c. 36-45 \_\_\_\_ d. 46-55 \_\_\_\_ e. 56 and over \_\_\_\_
6. How long have you worked in municipal administration?

a. Under one year \_\_\_\_ b. 2-5 years \_\_\_\_ c. 6-10 years \_\_\_\_ d. 10 years and over

\_\_\_\_\_

7. What kind of work do you do?

a. Clerical \_\_\_\_ b. Expert \_\_\_\_ c. Supervisor \_\_\_\_ d. Dept. Head \_\_\_\_ e. Official

\_\_\_\_\_

8. Which five activities do you spend an important amount of your time on? (Please rank them from one, the most important, to five, the least important.)

Organizing \_\_\_\_ Planning \_\_\_\_ Budgeting \_\_\_\_ Supervising / directing employees \_\_\_\_  
 Data collection / analysis \_\_\_\_ Reporting / monitoring \_\_\_\_ Financial management \_\_\_\_  
 Coordinating with colleagues \_\_\_\_ External relations \_\_\_\_  
 Dealing with citizens \_\_\_\_ Record keeping \_\_\_\_ Accounting \_\_\_\_ or Other (specify)  
 \_\_\_\_\_

In the next part of the survey a statement will be made. Participants are asked to examine the statement and decide if they: strongly agree, agree, are neutral, disagree, strongly disagree.

	Strongly Agree	Agree	I am neutral	Disagree	Strongly Disagree
9. I believe that training should be a part of my professional development.	_____	_____	_____	_____	_____
10. I support the idea that a certain amount of time each year should be devoted to training.	_____	_____	_____	_____	_____
11. I view my job as a profession in which I can advance up a career path.	_____	_____	_____	_____	_____
12. Because my work is affected by the budget it would be interesting to know more about how the Bulgarian budget process works.	_____	_____	_____	_____	_____
13. I agree that knowledge of the budget and financial management fields is useful but it should be accompanied by a review of the Bulgarian laws.	_____	_____	_____	_____	_____
14. I am interested in financial planning and management and would like to know more about this subject.	_____	_____	_____	_____	_____
15. I am interested in hearing how other countries solve local government finance problems.	_____	_____	_____	_____	_____
16. I would like to discuss local Bulgarian government financial problems during a workshop.	_____	_____	_____	_____	_____
17. I would like to discuss the need for training for local government at workshops.	_____	_____	_____	_____	_____
18. I am interested in making my department	_____	_____	_____	_____	_____

	Strongly Agree	Agree	I am neutral	Disagree	Strongly Disagree
more efficient and effective in its performance.	_____	_____	_____	_____	_____
19. Using limited financial resources to complete all the activities necessary is always a problem.	_____	_____	_____	_____	_____
20. I would be interested in knowing about different methods of increasing financial resources.	_____	_____	_____	_____	_____
21. I would like to know how to make financial resources available to my department cover all the essential expenditures required.	_____	_____	_____	_____	_____
22. I am interested in learning more about laws and regulations affecting local government.	_____	_____	_____	_____	_____
23. It would be useful to learn about estimating costs of municipal services.	_____	_____	_____	_____	_____
24. It is important to know the law and procedures affecting purchasing and contracting.	_____	_____	_____	_____	_____
25. I would like to know more about the relationship between voters, national representatives and city governments as it exists in other countries.	_____	_____	_____	_____	_____
26. I think it is important that the way municipal employees interact with citizens be improved.	_____	_____	_____	_____	_____
27. I would like to learn more about preparing and choosing better programs and projects.	_____	_____	_____	_____	_____
28. It would be interesting to learn more about the role of information in planning, managing, and decision making.	_____	_____	_____	_____	_____
29. City employees should be treated as a valuable resource which should continuously be improved through training.	_____	_____	_____	_____	_____
30. I think municipal employees should improve their skills in dealing with: citizens groups, business groups, labor unions, and municipal	_____	_____	_____	_____	_____

councils.

Strongly Agree    Agree    I am neutral    Disagree    Strongly Disagree

There are many skills which employees need to acquire and use in their departments. To what extent are the following skills needed in your department?

	Essential	Very Needed	Needed	Little Needed	Not Needed
31. Skills in using computers.	_____	_____	_____	_____	_____
32. Skills in communicating and coordinating between departments.	_____	_____	_____	_____	_____
33. Skills in communicating with the media.	_____	_____	_____	_____	_____
34. Skills in writing better reports.	_____	_____	_____	_____	_____
35. Skills in dealing with different points of view between colleagues.	_____	_____	_____	_____	_____
36. Skills in planning:					
a. Economic development planning.	_____	_____	_____	_____	_____
b. Strategic planning.	_____	_____	_____	_____	_____
c. City planning.	_____	_____	_____	_____	_____
d. Project planning and management.	_____	_____	_____	_____	_____
37. Skills in how to conduct effective meetings.	_____	_____	_____	_____	_____
38. Skills in scheduling and time management.	_____	_____	_____	_____	_____
39. I would like to see certificates given for the acquisition of new skills and knowledge, at the end of training courses.	_____	_____	_____	_____	_____
40. I would like these certificates to be taken into consideration in of career advancement.	_____	_____	_____	_____	_____
41. I would like to see a cumulative records kept for all civil servants who have received training and certificates.	_____	_____	_____	_____	_____
42. If my employment record is reviewed by the personnel department or my supervisor, it should be noted how much training I have received in the previous year.	_____	_____	_____	_____	_____

43. I would like to use a computer network to communicate with other government agencies and to access information which is important to my work. \_\_\_\_\_

44. I prefer to travel to an outside training center rather than attend training at my place of work. \_\_\_\_\_

45. I would like to take home training materials as well as attending training sessions. \_\_\_\_\_

46. Higher government officials have a good understanding of training needs. \_\_\_\_\_

47. The number of days that I would be willing to spend in a training session are: (Check all that apply.)  
a. 1- 2 days \_\_\_\_\_ b. 2-3 days \_\_\_\_\_ c. 4-5 days \_\_\_\_\_ d. 5 or more days \_\_\_\_\_

Have you received any other short term training during your municipal work experience? Please answer: Yes \_\_\_\_\_ or No \_\_\_\_\_

If you have answered yes please fill in the following information.

Subject:	By whom:	Date:
1. _____	_____	_____
2. _____	_____	_____
3. _____	_____	_____
4. _____	_____	_____

What are the main characteristics that an effective training program for municipal employees should possess?

1. \_\_\_\_\_
2. \_\_\_\_\_

3.

---

4.

---

5.

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Please use the blank space below to make comments and suggestions which might be useful in designing a training program for municipal civil servants and other areas where training is needed. We hope the information we gain from the survey will enable us to design a training program which will be of maximum use in your future work.

**Thank you very much for the time you have spent in filling in the survey!**

**ANNEX E**

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**SUMMARY OF THE AGGREGATE RESULTS OF THE TRAINING  
SURVEY FOR OFFICIALS, MANAGERS, AND STAFF  
IN THE MUNICIPALITY HEADQUARTERS**

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**ANNEX E**  
**SUMMARY OF THE AGGREGATE RESULTS OF**  
**THE TRAINING SURVEY FOR OFFICIALS, MANAGERS**  
**AND STAFF IN THE MUNICIPALITY HEADQUARTERS**

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The survey was filled in by 101 municipal officials and employees in six of the ten *Local Government Initiative* pilot cities, i.e.: Zlatograd (9), Haskovo (20), Stara Zagora (20), Gabrovo (20), Razgrad (13) and Vidin (19).

**Background Information on Respondents and Municipal Employees:**

Highest educational degree completed by respondents:

- a. Elementary school 0% b. Secondary school 3% c. Vocational secondary school 9%
- d. 3 year college 6% e. University 81% f. Higher scientific degree 1%

Fields of specialization of degree / diploma of respondents:

- 1. Engineering 34% 2. Economics (incl. accounting, planning, finance & credit, organization & management) 27% 3. Languages, Linguistics & Teaching 11%
- 4. Architecture 4% 5. Medicine 4% 6. Agronomy & Agriculture 4% 7. Law 3%
- 8. Mathematics & Computer Sciences 2% 9. Library Science 2% 10. Others 6%
- N.a. 3%

Number of employees in municipality headquarters:

21-50: *Zlatograd*; 51-100: *Vidin, Razgrad*; 101 & over: *Stara Zagora, Haskovo, Gabrovo*

Estimated education attainment of all employees of municipal departments:

- a. Elementary school 0.7% b. Secondary school 44.4% c. 3 year college 3.9%
- d. University 50.9% e. Higher scientific degree 0.1% (N.a. 6%)

Estimated percentage of municipal department's staff using computers:

- a. None 28% b. 1-5% 20% c. 5-25% 17% d. 25-50% 13% e. 50% & over 17% N.a. 5%

Access of departments/offices to a computer network:

- a. Inter office 41% b. Bulpack 2% c. E-mail 7% d. Internet 6% (N.a. 15%)

Age of respondents:

- a. Under 25 0% b. 26-35 16% c. 36-45 39% d. 46-55 31% e. 56 and over 13%
- N.a. 1%

Length of working experience of respondents in municipal administration:

- a. Under one year 6% b. 2-5 years 49% c. 6-10 years 20% d. 10 years and over 25%

Kinds of work performed by respondents:

- a. Clerical 2% b. Expert 33% c. Supervisor 12% d. Dept. head 45% e. Official 7%  
 N.a. 1%

Activities on which respondents spend most of their time:

- Organizing 12% Planning 7% Budgeting 5% Supervising / directing employees 9%  
 Data collection / analysis 8% Reporting / monitoring 4% Financial management  
 2% Coordinating with colleagues 11% External relations 9% Dealing with citizens  
 11% Record keeping 2% Accounting 2% or Other 4% N.a.  
 14%

**Answers to the Questions:**

	Strongly Agree	Agree	I am neutral	Disagree	Strongly Disagree
9. I believe that training should be a part of my professional development.	68%	30%	2%		
10. I support the idea that a certain amount of time each year should be devoted to training.	52%	39%	7%	1%	1%
11. I view my job as a profession in which I can advance up a career path.	14%	42%	35%	8%	1%
12. Because my work is affected by the budget it would be interesting to know more about how the Bulgarian budget process works.	22%	48%	24%	6%	
13. I agree that knowledge of the budget and financial management fields is useful but it should be accompanied by a review of the Bulgarian laws.	20%	63%	17%		
14. I am interested in financial planning and management and would like to know more about this subject.	12%	50%	35%	3%	
15. I am interested in hearing how other countries solve local government finance problems.	27%	49%	21%	3%	
16. I would like to discuss local Bulgarian government financial problems during a workshop.	18%	47%	27%	8%	
17. I would like to discuss the need for training for local government at workshops.	31%	53%	13%	2%	1%

	Strongly Agree	Agree	I am neutral	Disagree	Strongly Disagree
18. I am interested in making my department more efficient and effective in its performance.	67%	27%	5%	1%	
19. Using limited financial resources to complete all the activities necessary is always a problem.	57%	34%	5%	3%	1%
20. I would be interested in knowing about different methods of increasing financial resources.	41%	44%	15%		
21. I would like to know how to make financial resources available to my department cover all the essential expenditures required.	41%	41%	14%	3%	1%
22. I am interested in learning more about laws and regulations affecting local government.	40%	52%	5%	2%	1%
23. It would be useful to learn about estimating costs of municipal services.	21%	57%	20%	2%	
24. It is important to know the law and procedures affecting purchasing and contracting.	18%	32%	45%	5%	
25. I would like to know more about the relationship between voters, national representatives and city governments as it exists in other countries.	23%	39%	35%	3%	
26. I think it is important that the way municipal employees interact with the citizens of the city be improved.	58%	34%	7%	1%	
27. I would like to learn more about preparing and choosing better programs and projects.	44%	46%	9%	1%	
28. It would be interesting to learn more about the role of information in planning, managing, and decision making.	41%	49%	8%	2%	
29. City employees should be treated as a valuable resource which should continuously be improved through training.	69%	26%	4%		1%

	Strongly Agree	Agree	I am neutral	Disagree	Strongly Disagree
30. I think municipal employees should improve their skills in dealing with: citizens groups, business groups, labor unions, and municipal councils.	54%	38%	8%		

Need for different skills of the municipal staff:

	Essential	Very Needed	Needed	Little Needed	Not Needed	N.a.
31. Skills in using computers.	18%	35%	36%	8%	2%	1%
32. Skills in communicating and coordinating between departments.	32%	37%	28%	2%		1%
33. Skills in communicating with the media.	13%	15%	46%	19%	6%	1%
34. Skills in writing better reports.	13%	36%	39%	10%	1%	1%
35. Skills in dealing with different points of view between colleagues.	21%	33%	37%	7%	1%	1%
36. Skills in planning:						
a. Economic development planning.	15%	19%	34%	18%	2%	12%
b. Strategic planning.	16%	21%	30%	13%	8%	12%
c. City planning.	19%	11%	25%	12%	11%	22%
d. Project planning and management.	20%	20%	26%	10%	10%	14%
37. Skills in how to conduct effective meetings.	19%	30%	37%	8%	5%	1%
38. Skills in scheduling and time management.	20%	33%	35%	7%	4%	1%
39. I would like to see certificates given for the acquisition of new skills and knowledge, at the end of training courses.	31%	55%	13%			1%
40. I would like these certificates to be taken into consideration in career advancement.	28%	50%	19%	2%		1%
41. I would like to see a cumulative records kept for all civil servants who have	32%	48%	18%	1%		1%

received training and certificates.

42	If my employment record is reviewed by the personnel department or my supervisor, it should be noted how much training I have received in the previous year.	16%	57%	24%	2%	1%
		Essentia I	Very Needed	Needed	Little Needed	Not Needed
43	I would like to use a computer network to communicate with other government agencies and to access information which is important to my work.	47%	41%	12%		
45	I would like to take home training materials as well as attending training sessions.	39%	52%	9%		
46	Higher government officials have a good understanding of training needs.	14%	50%	26%	8%	2%
47.	The number of days that I would be willing to spend in a training session are: a. 1- 2 days 6% b. 2-3 days 44% c. 4-5 days 43% d. 5 or more days 16% (N.a. 2%)					

Have you received any other short term training during your municipal work experience?

Yes 52% or No 42% N.a. 6%

The numbers of training courses attended by the respondents who answered Yes are:

a. 1 course 19% b. 2 courses 12% c. 3 courses 5% d. 4 courses 7% e. 5 courses 4% f 6 courses 1% g. 7 courses 2% h. 8 courses 2%

**Answers to the question regarding the main characteristics that an effective training program for municipal employees should have:**

Desirable Characteristics: \_\_\_\_\_ No. of persons giving answer:

- Practical, Applied, Applicable to Work
- Concrete & Specific
- In Line / Consistent with Bulgarian Environment / Conditions & Educational Levels
- Professionalism of Trainers & Materials
- Timeliness, Topicality, Actuality, Conduct at the Appropriate Time
- Close to Reality, Dealing with Real LG Problems & Issues
- Clear, Precise & Easy to Understand (i.e. avoiding use of jargon)
- Participatory, Interactive & Experience-Based
- Well Focused / Well Defined Objectives
- Conciseness (e.g. of theoretical presentation), Short / Optimum Duration
- In-depth / Comprehensive / Systematic
- Flexibility in Design & Delivery
- Specialized Modules Differentiated by Functional Areas / Departments
- Comparative Information on Municipalities Inside & Outside Bulgaria
- Use of Modern Audio-Visual Aids / Equipment
- Good Organization
- Effective in Improving Work / Performance
- Program Should Cover Budget & Finance Topics
- Financing of Training Provided by Program
- Covering and Integrating Work of Entire Municipal Organization / All Departments
- Need for Follow-up Training / Refresher Courses
- Facilitating the Democratic Process
- Include Computer Applications
- Use of Tests / Issuing Certificates

Total number of persons giving answer to this question: 73

(Most persons gave more than one answer)

41	<b>Comment [COMMENT1]:</b> 06 Practical orientation . 1 07 Practicality . 1 09 Applicability . 1 10 Practical application . 1 14 Closeness to practice . 1 14 Applicability . 1 23 Practical application, examples . 1 24 Applicability of the program in the direct work of the staff . 1 25 practical exercises . 1 27 precise, clear and concretely ... [11]
22	<b>Comment [COMMENT2]:</b> 07 Concreteness . 1 ... [2]
22	<b>Comment [COMMENT3]:</b> 15 To consider all aspects of the ... [3]
17	<b>Comment [COMMENT4]:</b> 10 High professional level . 1 ... [4]
16	<b>Comment [COMMENT5]:</b> 11 Knowledge of the problems ... [5]
14	<b>Comment [COMMENT6]:</b> 15 To give opportunities for cons ... [6]
14	<b>Comment [COMMENT7]:</b> 05 Targeted training process . 1 ... [7]
10	<b>Comment [COMMENT8]:</b> 21 Compactness of the informati ... [8]
8	<b>Comment [COMMENT9]:</b> 29 To cover comprehensively the ... [9]
7	<b>Comment [COMMENT10]:</b> 08 Flexibility . 1 ... [10]
5	<b>Comment [COMMENT11]:</b> 30 Differentiated by problems ... [11]
5	<b>Comment [COMMENT12]:</b> 10 Comparable data . 1 ... [12]
5	<b>Comment [COMMENT13]:</b> 38 use of modern audio-visual ... [13]
3	<b>Comment [COMMENT14]:</b> 30 Strict organization (prelimin ... [14]
3	<b>Comment [COMMENT15]:</b> 82 With specific contribution to ... [15]
3	<b>Comment [COMMENT16]:</b> 54 Detailed program about the ... [16]
3	<b>Comment [COMMENT17]:</b> 67 To be financed . 1 ... [17]
2	<b>Comment [COMMENT18]:</b> 34 integrating style for all ... [18]
2	<b>Comment [COMMENT19]:</b> 25 after a certain period of time ... [19]
2	<b>Comment [COMMENT20]:</b> 40 To facilitate the developmen ... [20]
1	<b>Comment [COMMENT21]:</b> 96 Work with computer . 1 ... [21]
1	<b>Comment [COMMENT22]:</b> 56 To end with an exam and iss ... [22]

**Comments and suggestions made by survey respondents:**

(Grouped by individual giving answers)

**Respondent # 21** (*Municipal Secretary of Gabrovo*):

- As a recommendation, I would point out that consideration should be given of the opportunity to run the training in a close to real environment (maybe on the spot).
- To envisage an opportunity for intercourse between the trainees, and with the lecturers, beyond the training time.
- It is advisable that at the end of a certain course the participants undergo a test, as well as filling an evaluation questionnaire; this would increase the training effectiveness.
- After the end of a training course, a brochure should be issued with a brief annotation of the topics, the participants and the system of training. If possible, this could be established as a periodical, and later on one could evaluate the effects of what the trainees learned.

**Respondent # 25** (*Head of Property & Property Management Department, Gabrovo*):

· More workshops are necessary in the field of municipal property, with regard to its running and effective management.

**Respondent # 28** (*Head of Public Investments Department, Gabrovo*):

- The municipal civil servant should have the opportunity to make direct contacts with the outside world.
- Language training, specially in English, French, or German, is needed.
- Universal computer literacy is needed.

**Respondent # 30** (*Deputy Mayor in charge of Regional & Urban Planning, Gabrovo*):

- Improvement of the services provided to citizens
- Computerization of the municipality - with a priority for the cadastral plan
- Seminars at the national level, for learning about experiences of other municipalities, as well as for sharing the world experience in municipal management
- Periodic training of the professional staff by regions, related to legislative changes
- Structure and optimization of the municipal administration
- Work with external organizations and companies
- Planning of urban infrastructure

**Respondent # 32** (*Head of Regional & Urban Planning Department, Gabrovo*):

- In recent years, legislation was fundamentally changed in the fields of regional and urban planning, construction, ownership, farm lands, etc. Getting familiar with these, with the purpose of implementing them in the everyday work, is done on an individual basis - from publications in the State Gazette, the press and some

specialized publications. This causes much difficulty and in a number of cases leads to omissions and occasionally to errors.

- In my judgment, the training of municipal professional staff is of paramount importance. The department heads could be trained at the national level (in extended programs); for the technical staff (specialists) the training should be run by regions on a mandatory basis, and on concrete, practice-oriented, problems.

**Respondent # 35** (*Head of Culture Department, Gabrovo*):

I am interested in issues related to:

- management in the field of culture
- marketing and advertising in culture
- mass media psychology and policy
- legal and economic basis of the mass media

**Respondent # 37** (*Head of Education Department, Gabrovo*):

- The programs should be established on a long-term training basis, in order to phase the amount and type of information presented.

**Respondent # 43** (*Expert in Culture Department, Zlatograd*):

- In relation with the development of cultural tourism in the municipality of Zlatograd, training is needed in the field of tourism and advertising.

**Respondent # 56** (*Head of Legal Department, Razgrad*):

- Before running the training course, the program should be sent in advance to the trainees. It should point out specific bibliography and statutes, in order for the trainees to go to the course prepared, and to be able to learn a maximum within a short period of what would be interesting for them.

**Respondent # 63** (*Supervisor in Economic Policy Department, Stara Zagora*):

- There is a gap between the promulgation and the implementation of legislation regulating the activity of the municipalities, created by the relative independence of municipal administrations and the lack of an appropriate training unit for developing, running and coordinating training programs for municipal staff and specialists. Such a unit should not be within a ministry or department, but should rather be subordinate to relevant divisions in the Council of Ministers. This implies that these divisions should coordinate the activity of the municipal administrations, rather than any ministry, or any other agency of the central government. This will be the only approach by which the effects of training will be more fruitful. Otherwise the special ministerial interests will always have high priority.
- The basic problem of each municipality is the need of constantly generating increased local revenues. This implies the enactment of appropriate legal arrangements and introduction of organizational forms and methods for its accelerated implementation which will be hopefully achievable after the passing of

the Municipal Finance Act. The duties of municipal tax offices, the scope of local taxes and fees, the terms and other provisions for their collection, distribution and use should be clearly, precisely and categorically determined by these legal arrangements. All these imply that in the next few years a basic direction in the municipal administration training programs should be focused on the methods and means of collection and use of local taxes and fees.

**Respondent # 67** (*Head of "Jeleznik" Administrative Bureau, Stara Zagora*):

- It is necessary that competent people work in the municipal administration, irrespective of their political affiliation.
- Vacancies should be announced and qualified people should be appointed/recruited through competition.
- It is necessary for the municipal employees to attend further qualification/training with well-known lecturers for a long time (part time training for 1 to 2 years term).
- Countries should be visited that have experience in the field of management of the municipal administration, and people should be trained there on the job.

**Respondent # 68** (*Supervisor in Public Health Department, Stara Zagora*):

- Seminars and courses should have a practical orientation, and the knowledge and information gained should be applied directly in the work process.
- In municipal specialist training, one should pay attention to the experience and achievements of other countries and cities in the management field, and to their applicability under our circumstances.

**Respondent # 69** (*Head of Economic Policy Department, Stara Zagora*):

The following should be done before one proceeds with training of agricultural specialists:

1. Finish the implementation Ownership and Use of Farm Lands Act
2. The ownership pattern / structure in agriculture should be clarified (cooperatives, joint-stock companies, private farmers)
3. Guaranteed and stable pricing policy should be established between the state and the agricultural units
4. The genetic stock should be restored, because animal husbandry is in a terrible state.

This first, and everything else afterward!

**Respondent # 71** (*Head of Administrative & Economic Department, Stara Zagora*):

- Development of criteria for each position - to be used in recruitment or in training and re-training courses.
- Periodical check and evaluation of municipal administration employees' knowledge; next, decision on whether one is going to develop, or else one should be re-oriented! We do not do enough in this respect!

- Appointments to certain positions should take place only after competition, and only by competition. Everything else is waste of time, moving in a vicious circle without any provision for the development of the system.

**Respondent # 77** (Head of "Iztok" Administrative Bureau, Stara Zagora):

- A selection criterion for the trainees should be developed, based on previous qualification / training.
- How is this program going to be funded?

**Respondent # 79** (Head of an Administrative Bureau, Stara Zagora):

- I am interested to learn more about the experience of colleagues in prospering democratic countries. I want to learn how questions are solved which relate to the relations between municipal employees and citizens in other countries.
- It is of special importance that the municipal staff work very well with the citizens. We all have to improve the services to the public. This we have to learn from our colleagues from the other countries, who have a good experience already.
- I want to learn much more about the laws and statutory acts concerning local government. It is important for me to understand how we can learn to exert efficient control over the activities of the department and the municipality.

**Respondent # 90** (Expert in Construction, Public Works & Ecology Department, Haskovo):

- If possible, provide individual training to specialists in view of the concrete practical problems, which they have to solve
- Establishment of more contacts with citizens
- Publishing self-training materials

**Respondent # 94** (Supervisor in Administrative & Legal Services Department, Haskovo):

1. Training in citizens registry and administrative services to the population
2. How are the problems of address registration solved in other countries?

**Respondent # 96** (Expert in Finance & Accounting Department, Haskovo):

1. Timely preparation of the budget for the current year
2. Amendments should be made to the National Budget Act
3. The budget specialists should participate in the discussion on all budget issues.
4. Training in computer skills is needed.

**Respondent # 98** (Expert in Administrative & Economic Department, Haskovo):

- The training must be related to Bulgarian legislation, the local administration structure, and provide an opportunity to make comparisons with the administrations of developed countries.

- 06 Practical orientation 1
- 07 Practicality 1
- 09 Applicability 1
- 10 Practical application 1
- 14 Closeness to practice 1
- 14 Applicability 1
- 23 Practical application, examples 1
- 24 Applicability of the program in the direct work of the staff 1
- 25 practical exercises 1
- 27 precise, clear and concretely applicable 1
- 28 opportunity to apply the knowledge gained 1
- 29 Practically orientated and topical 1
- 30 Practically applicable and topical 1
- 31 To be pragmatic 1
- 32 The training should be practice-oriented. 1
- 33 target - oriented; concise and clear presentations, practical applicability 1
- 34 Applicable and topical 1
- 35 To be applicable in the specific practice 1
- 36 Clear, concrete and close to practice on the issue 1
- 37 Practical applicability 1
- 40 To be definitely practice-oriented. 1
- 44 To be applicable in practical work. 1
- 45 The specialists participating in the development of such a program should not be just theoreticians, but also direct participants in local government. 1
- 46 To be practically accessible and applicable. 1
- 48 Pragmatic - the training should be in problems, which are of interest to the municipalities and the knowledge should be applied in practice. 1
- 50 Practical application of the theoretical training. 1
- 58 With practical orientation 1
- 59 practical orientation 1
- 61 To be practice-oriented (and not theoretical) 1
- 63 To have a distinctly expressed practical applicability 1
- 65 To be applicable in the work process 1
- 70 with its practical application 1
- 74 Apart from lectures, running of practical exercises, too 1
- 79 Pragmatic 1
- 82 Practical orientation 1
- 84 To cover topics which are applicable in the present circumstances, and not only theoretically. 1
- 88 applicable in the work 1
- 89 applicable in the work 1
- 90 practical applicability 1
- 92 practically applicable, concrete, precise 1
- 98 to be synthesized and to have practical application in work 1

07	Concreteness	1
09	Concreteness	1
15	To give opportunities for considering specific case studies	1
21	Concreteness of the problems	1
22	Concreteness	1
24	Concreteness of topics in the program	1
27	precise, clear and concretely applicable	1
35	To be applicable in the specific practice	1
36	Clear, concrete and close to practice on the issue	1
48	Concrete - the separate units within the municipal administration have different problems.	1
53	Short, concrete and topical	1
56	To be related with the specific problems of the municipalities	1
61	To be concrete (to be targeted at the activities of the relevant employee)	1
67	To be comprehensive and concrete and bound with deadlines and persons in charge	1
72	Concreteness - direct orientation towards local problems	1
74	Precise, clear and concrete	1
76	Specific interpretation of the legislation	1
77	concrete	1
87	concrete, concise	1
90	concreteness	1
92	practically applicable, concrete, precise	1
97	concreteness	1

15	To consider all aspects of the Labor Code	1
23	To be consistent with the Bulgarian peculiarities	1
28	consistency with the specific conditions	1
28	conformant to the educational level	1
29	Timely, in case of legislative changes	1
29	To be based on the acting Bulgarian legislation	1
32	The courses should be run on time - immediately after enactment of the legislation.	1
35	To be adequate to the acting Bulgarian legislation	1
45	In this program, their experience should be present, but only what could be actually applicable under our circumstances.	1
61	To be in concert with the real circumstances in terms of legislation (and not with the ideal ones)	1
66	To be topical, supported by legislation	1
71	to be in line with the statutory requirements	1

- 74 Presentation of the most recent legal arrangements 1
- 76 Specific interpretation of the legislation 1
- 77 legally consistent 1
- 84 To cover topics which are applicable in the present circumstances, and not only theoretically. 1
- 84 The program should be in line with the level achieved by the participants in the training. 1
- 84 To be mandatory bound to the Bulgarian legislation. 1
- 85 In concert with the structure of the municipal administrations 1
- 85 Along the lines of Bulgarian legislation 1
- 90 considering the professional qualification of the specialists 1
- 94 short, essential and bound to the most recent statutory documents in the state 1

Page 6: [4] Comment [COMMENT4]

COMMENT

- 10 High professional level 1
- 11 Professionalism 1
- 16 Professional 1
- 24 Handing out materials on the topics 1
- 31 To be run by qualified and knowledgeable lecturers 1
- 38 high level of lecturing (presenting) the materials 1
- 39 with highly professional trainers 1
- 44 To be prepared by professionals. 1
- 45 The specialists participating in the development of such a program should not be just theoreticians, but also direct participants in local government. 1
- 46 To be prepared by specialists.1
- 53 Presented professionally and with terminology / language easy to comprehend 1
- 56 Highly qualified and experienced lecturers and assistants 1
- 65 To be prepared and presented by good specialists 1
- 66 To be complemented by the important materials for ex-officio use 1
- 67 To use competent lecturers with practical experience 1
- 68 professional 1
- 74 High qualification level of the lecturers 1
- 77 run by good specialists 1
- 83 Professionally consistent 1
- 88 competent 1
- 89 competent 1
- 96 Professionalism 1

Page 6: [5] Comment [COMMENT5]

COMMENT

- 11 Knowledge of the problems 1
- 12 Accessible/available and in correspondence with reality 1

- 21 Opportunity for discussions and solving of certain cases from the practice 1  
 31 To consider questions of direct concern for the municipal staff 1  
 45 To touch upon the most topical issues of local government 1  
 48 Pragmatic - the training should be in problems, which are of interest to the municipalities and the knowledge should be applied in practice. 1  
 51 The training program should basically consider the problems related with the municipalities, how can these be solved in compliance with the acting legislation. 1  
 54 Detailed program about the sources of funding for entities in the municipality. 1  
 56 To be related with the specific problems of the municipalities 1  
 56 The problems from practice should be prevailing 1  
 66 To be close in terms of topics to the problems of the municipal staff 1  
 71 to correspond to the real needs 1  
 72 Concreteness - direct orientation towards local problems 1  
 73 To include all new points in all fields of local self-government. 1  
 85 In concert with the structure of the municipal administrations 1  
 96 Discussion on the problems of municipal finance in Bulgaria. Accounting for the budget expenses. 1

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**Page 6: [6] Comment [COMMENT6] COMMENT**

- 15 To give opportunities for considering specific case studies 1  
 21 Opportunity for discussions and solving of certain cases from the practice 1  
 24 Opportunity for discussion between trainers and trainees 1  
 30 Active participation in work groups and summarizing the opinions 1  
 52 Should include the established positive experience in the relevant field. 1  
 52 Should have been approved in practice. 1  
 56 To allocate more time to conversations 1  
 57 New information, non-standard approaches 1  
 59 enriched with case studies and specific examples 1  
 59 saturated with innovations and achievements 1  
 77 with not big number of trainees 1  
 82 Communicativeness 1  
 83 Exchange of experience with other municipalities 1  
 90 the information presented should be supported by examples 1

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**Page 6: [7] Comment [COMMENT7] COMMENT**

- 05 Targeted training process 1  
 33 target - oriented; concise and clear presentations, practical applicability 1  
 61 To be concrete (to be targeted at the activities of the relevant employee) 1  
 63 To be with clear and precise thematic orientation 1  
 67 To have clearly defined objectives and tasks 1  
 68 targeted 1  
 75 Motivation and justification (precise!) 1

82    Perspectiveness        1  
90    objective oriented     1  
95    target-oriented 1

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Page 6: [8] Comment [COMMENT8]                    COMMENT

21    Compactness of the informational part (if possible, to be handed out in advance)  
      1  
23    Good and concise theory        1  
33    target - oriented; concise and clear presentations, practical applicability    1  
37    Optimum duration        1  
53    Short, concrete and topical     1  
87    concrete, concise        1  
94    short, essential and bound to the most recent statutory documents in the state  
      1  
98    to be synthesized and to have practical application in work  1

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Page 6: [9] Comment [COMMENT9]                    COMMENT

29    To cover comprehensively the problems, related with the topic        1  
42    To cover profoundly the questions.    1  
46    To cover profoundly the issues.       1  
67    To be comprehensive and concrete and bound with deadlines and persons in  
charge 1  
72    For the municipal employees of higher rank - more wide-scope training, related  
both to the international and the national aspects of local self-government and  
administration 1  
82    Perspectiveness        1  
95    systematic        1

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Page 6: [10] Comment [COMMENT10]                    COMMENT

08    Flexibility        1  
25    after a certain period of time to run second training, in order to evaluate the effect  
of the previous one    1  
37    Flexible and transferable (mobile)    1  
37    Replicable        1  
57    New information, non-standard approaches  1

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Page 6: [11] Comment [COMMENT11]                    COMMENT

30    Differentiated by problems and by positions 1  
32    The courses should be differentiated - by problems and by positions.        1  
48    Concrete - the separate units within the municipal administration have different  
problems.        1

85 To be on specialized problems 1  
88 oriented by specialties 1

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Page 6: [12] Comment [COMMENT12] COMMENT

10 Comparable data 1  
15 To give opportunities for considering specific case studies 1  
40 To give opportunities for international and interregional collaboration. 1  
46 The foreign experience should be present in it. 1  
83 Exchange of experience with other municipalities 1

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Page 6: [13] Comment [COMMENT13] COMMENT

38 use of modern audio-visual equipment, etc. 1  
66 To be presented by means of modern equipment 1  
94 to be accompanied by visual aids / materials 1

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Page 6: [14] Comment [COMMENT14] COMMENT

30 Strict organization (preliminary familiarization of the participants with the questions to be considered) 1  
67 To be comprehensive and concrete and bound with deadlines and persons in charge 1  
95 very well organized 1

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Page 6: [15] Comment [COMMENT15] COMMENT

82 With specific contribution to enhancement of the professional knowledge, skills and habits 1  
89 effective 1  
92 to improve the quality and the effectiveness of work 1

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Page 6: [16] Comment [COMMENT16] COMMENT

54 Detailed program about the sources of funding for entities in the municipality. 1  
96 Familiarization with the budget process 1  
96 Discussion on the problems of municipal finance in Bulgaria. Accounting for the budget expenses. 1

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Page 6: [17] Comment [COMMENT17] COMMENT

67 To be financed 1  
74 Financially provided for 1

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Page 6: [18] Comment [COMMENT18] COMMENT

- 34 integrating style for all departments 1  
35 To have an integrating style for all municipal departments 1

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Page 6: [19] Comment [COMMENT19] COMMENT

- 25 after a certain period of time to run second training, in order to evaluate the effect  
of the previous one 1  
96 Refreshing the knowledge 1

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Page 6: [20] Comment [COMMENT20] COMMENT

- 40 To facilitate the development of the democratic processes. 1

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Page 6: [21] Comment [COMMENT21] COMMENT

- 96 Work with computer 1

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Page 6: [22] Comment [COMMENT22] COMMENT

- 56 To end with an exam and issuing of documents / certificates with general marks,  
which will give an incentive to younger people to seriously participate in the training.  
1

**ANNEX F**

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**INDICATIVE CONTENT OF MODULES**

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## ANNEX F INDICATIVE CONTENT OF MODULES

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- Local Budgeting and Public Finance

Explanation of the main provisions of laws covering finance and how to apply them  
Identification and analysis of the main fiscal problems of municipalities  
Different means of increasing own source revenues at the municipal level  
Principles of estimating costs of municipal services and examples of cost of service studies/analyses  
Introduction to cost effectiveness methods and cost savings techniques  
Introduction to modern approaches to budgeting (example, capital budgeting and its advantages for decision making; program prioritization; and informing the public)  
Approaches to improved financial control

- Public Procurement and Contracting

Principles of effective procurement and contracting practices  
Identification of problems/areas for improvement in municipal procurement/contracting and possible solutions  
Steps in competing procurement/contracting processes  
Laws and ordinances affecting municipal public procurement and how to apply them.  
Advantages of transparent competitive bidding; when to use short lists; criteria for selecting contractors/suppliers  
Preparation of higher quality specifications, tender documents and contracts  
Techniques of enhancing buying power; possibilities of group purchasing in bulk quantities of common items

- Human Resources Development

Scope and benefits of modern HRD/HRM personnel administration systems  
Competitive recruitment and orientation of staff, applications and methods  
Performance evaluations, staff promotion, applications, methods, tools  
Staff career development and planning  
Ways to motivate staff for performance, responsibility and responsiveness  
Ways to improve municipal staff attitudes towards the public and improve customer relations  
Role of the manager in staff development  
Main provisions of laws affecting personnel administration functions at the municipal level and how to apply them

- Organization and Management Skills

Modern management principles and functions  
Characteristics of modern organization, methods of organizational charting  
Exchange experience on organizational structure of municipal departments  
Communication and coordination among municipal departments  
Effective teamwork

Leadership qualities/skills required of municipal managers: delegation of authority and responsibility

Problem-solving techniques

Simplification of systems and procedures: flow charting techniques; monitoring of document flow

Conducting/facilitating effective meetings

**ANNEX G**

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**PROPOSED CHANGES IN THE DELIVERY ORDER SCHEDULE**

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**ANNEX G**  
**PROPOSED CHANGES IN THE DELIVERY ORDER SCHEDULE**

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	<u>From</u>	<u>To</u>
1. Training Needs Assessment (final)	March 1, 1996	April 1, 1996
2. Begin Delivery of Training Courses	Dec. 28, 1995	June 28, 1996
2. Draft Business Plan	March 31	July 29
3. Final Business Plan	June 28	September 16
4. Self-Study Materials to USAID	July 28	November 28, 1996
5. Completion Date of Delivery Order	March 31, 1997	April 30, 1997