



SUMMARY of REPORT II (task 1)

in Execution of Contract for Implementation of Evaluation of the Effectiveness, Efficiency and Impact of the Investments made under Operational Programme "Good Governance" (OPGG)

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This summary presents the results of the Analysis and evaluation of the effectiveness, efficiency, and impact of the investments under priority axes 1, 2, and 3 in the area of the Judiciary, administrative management and service provision, incl. e-government and e-justice and formulation of specific recommendations, measures and indicators in the field of e-governance and digital transformation for the 2021-2027 programming period.

The evaluation was carried out under Task 1 of Contract No. MC-166/ 21.11.2022, concluded between the Administration of the Council of Ministers (within which is the MA of the OPGG) and the Association "GFK-2016" with members "Five Consult" Ltd and "Global Metrics" Ltd.

Subject and Scope of the Evaluation

The subject of this evaluation is the effectiveness, efficiency, and impact of the investments made under OPGG within priority axes 1, 2, and 3 in the area of the Judiciary and administrative management and service provision, incl. e-governance and e-justice.

The scope of the evaluation includes the investments made under OPGG in the period February 19, 2015 – July 31, 2022, and the potential effect of the measures that were in the process of implementation during the evaluation. At the Opening Meeting, held on November 22 2022 it was agreed that the evaluation would be based on current data – November 30, 2023.

Evaluation Objectives and Users

The purpose of the evaluation is to carry out an independent analysis based on which to assess the effectiveness, efficiency, and impact of the investments made under OPGG, particularly for Task 1: to assess the effectiveness, efficiency, and impact of OPGG investment related to development of e-governance and improvement of administrative service provision under priority axis (PA) 1; the administrative reform and training in the administration under PA 2; judicial reform, e-justice and trainings in the Judiciary under PA 3; to draw up specific recommendations and formulate measures and indicators in the field of e-governance and digital transformation for the 2021-2027 programming period.

Users of the evaluation are the managing authority (MA) and the OPGG Monitoring Committee.

Methodology

The following data collection methods were used for evaluation purposes:

- Desk research analysis of documents and relevant sources of information, including official, publicly available data, data at the MA, administrative data, socio-economic data, monitoring indicators, analysis of information from past OPGG evaluations;
- Qualitative methods focus group, in-depth interviews, and case studies on each PA;
- Quantitative methods carrying out standardized surveys.

Conducted quantitative and qualitative research	
In-depth interviews (with representatives of the administration and key beneficiaries, stakeholders working in various spheres of the Judiciary (including the bar, courts, the Supreme Judicial Council (SJC)), and MA representatives)	15
Focus group (with end users of administrative services)	
Surveys (among beneficiaries of projects within the scope of the evaluation under Task 1, the general public, and businesses as users of services provided by the administration and the judiciary)	3

The information was analyzed by applying multiple analytical methods, including Analysis of intervention logic; Analysis of indicators; Analysis of meeting the needs and expectations of stakeholders and target groups; Theoretical impact assessment; Causal analysis; Contribution analysis; Performance evaluation; Evaluation of efficiency; Analysis of unintended effects; Gap analysis; Qualitative analysis; Comparative analysis, Expert evaluation.

In performing the service, the Contractor has applied a triangulation approach through the use of various primary and secondary sources of information and qualitative and quantitative data collection and analysis methods. For the purposes of this assessment, triangulation of information collection methods, analysis methods, information sources, and analysts were used.



Main Findings and Conclusions

- 1. Investments under OPGG for the development of administrative services and administrative reform significantly contribute to the implementation of regulatory reform, simplification, revision, and consolidation of existing legislation. The implemented projects contribute to a better alignment of policies and legislation and avoid unnecessary regulations or administrative procedures creating a burden, which as a whole leads to:
 - increasing the efficiency of the administration through the introduction of e-governance, simplification, and automation of processes, improvement of information systems and more effective data management, better coordination and exchange of data;
 - ✓ improving administrative services for citizens and businesses by providing more accessible and convenient services that save time, money, and effort;
 - ✓ increasing transparency and reducing corruption and misuse;
 - ✓ support for economic growth improved administrative services create an opportunity for a more favorable business environment through easier access to the market, faster and more transparent procedures, and accessible services.
- 2. An audit of all services provided by the administration and existing registers was carried out, as a result of which the exchange of information and data between institutions was improved, a concept for register reform was prepared with the intention of optimizing the registers, consolidating where possible, eliminating redundant registers, avoiding data duplication.
- 3. A package of 1,566 measures was approved for the transformation of the administrative service model and streamlining of work processes. In this regard, legal changes were made (Administrative Procedure Code, the Administration Act, etc.), which led to a reduction of the administrative and regulatory burden for citizens and businesses by introducing ex officio collection of information, eliminating no longer needed services from the administrative register, expansion of access channels for requesting and receiving services.
- 4. The horizontal and central electronic management systems were upgraded. A standard, rules, and procedures related to the implementation of the Unified model for requesting, paying, and providing electronic administrative services have been developed, prototype of a system for the management of electronic forms, integrated with the electronic delivery and electronic payment systems has been developed interface for requesting payment and

- notification of its execution, the eAuthentication and eDelivery systems have been upgraded, the ePayment system has been integrated with the central virtual POS terminal. The upgraded inter-registry exchange system (RegiX) led to a significant growth in the number of requested and provided electronic services.
- 5. The State Hybrid Private Cloud (SHPC) was upgraded for the needs of e-government and its capacity was increased. SHPC is part of the shared resources and technological basis and environment for the deployment and functioning of a large part of the existing and newly constructed elements of the information layer of electronic governance. The upgrading and development of the SHPC provides the smaller and facilitates the larger administrations in providing the necessary information and communication infrastructure for electronic services.
- 6. Under the program a total of 1,085 administrative regimes have been supported and simplified, 61 legislative acts have undergone an impact assessment, 135 administrations have been supported to introduce complex administrative services, 17 municipal services have been standardized, 7 control, revenue and regulatory bodies have been supported for the development of organizational and analytical capacity, 751 electronic administrative services were created, 117 registers maintained by various administrations were supported.
- 7. The upgraded e-Government Portal creates an opportunity to apply for over 1,800 electronic services. 80 federated portals for administrations (central and regional administrations, municipalities, etc.) have been implemented through the e-Government Portal platform. It is a cloud-based solution for building sites according to a predefined template within a unified infrastructure. Templates allow relative customization of the site's appearance but preserve the structure to facilitate the users and create a unified visual online identity of government institutions.
- 8. Sectoral systems for e-governance, e-customs, e-archiving, e-public procurement, and e-insurance have been developed.
- 9. A Centralized Automated Information System "Electronic Public Procurement" (CAIS EPP) has been developed and is functioning. 3 administrative services related to public procurement have also been implemented. The functioning of the CAIS EPP leads to a general improvement of confidence in the public procurement process. Conditions have been created for the publication of accessible, understandable, and timely information at all

- stages in the process, which increases transparency. This, in turn, favors competition by putting participants under equal conditions, increasing efficiency, and reducing the risk of errors, manipulation, and misuse.
- 10. The implemented measures contribute to more equal access to administrative services at the national, regional, and local levels, providing easy and quick access to services for all citizens and businesses, regardless of their location and status. The process of providing electronic services has been ensured, as conditions have been created for the compatibility of systems, and standardization of services, and a technological environment has been created for data provision in real-time. The key processes and registers are secured, and those with the greatest usability are prioritized in the implementation process.
- 11. The citizens as users of services highlight as most useful the electronic services of the National Revenue Agency (NRA) and the "Local Taxes and Fees" departments of the municipalities, followed by those of the Unified system for civil registration and administrative service of the population, the Ministry of the Interior regarding ID documents and some others with a smaller relative share. For businesses, the NRA services are once again the most useful, followed by those of the Registration Agency.
 - The services provided by the Nacional Centre of Information and Documentation are highly innovative (the introduction of e-Apostille is currently implemented in only a few countries in the world, Bulgaria is the first one in the EU).
- 12. The OPGG interventions change the business environment by providing opportunities the users of electronic administrative services in the "business" category (95.9%) respond that they currently use more electronic services than five years ago. Among the indicators measuring the quality of a provided service, speed and accessibility of services were highly rated, which is also a positive change in the business environment. Users, however, remain critical regarding the information the institutions provide about the available electronic services and how to use them, as they consider it insufficient. More efforts are needed to promote e-services wider, including through information campaigns.
- 13. Investments in the development and implementation of electronic systems and registers have achieved a good return, and for all analyzed projects the returns/savings are several times higher than the invested financial resources for their implementation. As an effect, this is complemented by increased transparency and accessibility of the services provided.

- Investments that concern systems with a large number of users, respectively transactions are assessed to have the greatest return. Such are interventions in the NRA systems and the horizontal systems of e-government.
- 14. As a result of OPGG support, the number of administrations implementing mechanisms for organizational development and results-oriented management has increased. In 94 administrative structures Common Assessment Framework (CAF) was introduced; pilot shared services units were created in the Ministry of Health and the Bulgarian Food Safety Agency; a toolkit was developed for more effective selection of civil servants; prerequisites were created for implementing a more effective approach in conducting public consultations and engaging the civil sector in the process of development, implementation and monitoring of public policies and legislation (updated standards for public consultations and rules, procedures and criteria for determining representatives of civil organizations in consultative bodies were introduced; manuals for civil participation and enticing civil involvement and IT support were developed and promoted); the methodology for performing functional analyses was updated and piloted for the implementation of the review of five horizontal/sectoral policies; a toolkit was created to improve the process of providing services of general economic interest by municipalities, as well as for more effective financial management and control in the public sector.
- 15. A legislative (by amendments of the Ordinance on Administrative Services) and methodological basis (updated methodologies for measuring and managing user satisfaction and conducting research by the "secret user" method) has been created to improve the quality of administrative services and their management in line with user expectations and needs. The existing quality standards for administrative services were updated, and 11 new mandatory standards were introduced.
- 16. Investments under OPGG make a significant contribution to improving the knowledge, skills, and professional competence of a large number of employees in the state administration more than 60,000 employees have been trained, some of them participated in more than one training. The capacity of the training organizations such as the Institute of Public Administration and the Diplomatic Institute at the Ministry of Foreign Affairs for the preparation and implementation of diverse and up-to-date training forms and content was also upgraded.

- 17. An inventory of the information and communication infrastructure, information systems, services, and registers in the "Justice" sector was carried out to collect data that would serve to assess the necessary capacity and resources for servicing the available processes, as well as for a comparative assessment of the desired state of play in the context of the envisaged reforms.
- 18. The introduction of electronic justice, through OPGG measures, contributes to improving accountability, increasing efficiency within the system, and ensuring better access to justice by citizens and businesses. The most essential investment with respect to e-justice introduction is the development and implementation of the Unified Information System of the Courts (UISC), used by 151 courts in the Republic of Bulgaria, through which the transition to electronic document turnover was made. The UISC, through the upgraded Single Portal for Electronic Justice, implements functionalities allowing citizens to exercise their procedural rights before all bodies of the judicial system, as well as request the execution of certification statements by these bodies. The system also integrates the functionality for random distribution of court cases, in the context of the specifics for a reorganized and/or unified court, resulting from the court map reform. The goal, on one hand, is the unification of work processes in the judicial system, but on the other, the introduction of uniform rules in the management of cases, which should lead to time savings, faster judicial process, transparency, publicity, and access to justice.
- 19. A Centralized Automated Information System "Judicial Status" was developed, through which for the first time a central database was built concerning criminal records. An electronic administrative service for citizens has been implemented: an electronic criminal record certificate. The processes related to the legal status of citizens have been optimized, and administrative burden has been reduced, as every citizen can apply for and receive their criminal record certificate from any criminal record office in the country.
- 20. Other portals and information systems have been built and upgraded: Unified e-Justice Portal of the Executive Power in the "Justice" Sector, Centralized Electronic Mediation Portal administered by the Ministry of Justice, Unified E-Justice Portal of the Judiciary (including migration to the portal of the websites of 180 courts to unify and centralize the information from the websites of the courts in the Republic of Bulgaria); Unified information system of judicial enforcement; Unified electronic legal aid system in the National Bureau

- of Legal Aid; Automated information system "Unified register of experts"; Electronic registers, including Electronic public register of appeals, Unified register of jurors; Specialized information system for monitoring and analysis; Unified Information System 3 (UIS 3) for electronic document turnover in the Prosecutor's Office of the Republic of Bulgaria; Unified information system for combating crime and others. The unified information system of the Ministry of Justice and its second-level spending units has been upgraded, through which they have switched to electronic document circulation and provision of opportunities for citizens, businesses and other users to apply for, and provide electronic administrative services.
- 21. 28 electronic services of the judiciary have been implemented, provided through UIS 3 and a Unified information system for combating crime and others, the Unified portals, Unified information system of judicial enforcement. In addition, 3 electronic administrative services and 3 electronic services were implemented based on the Centralized Electronic Mediation Portal, administered by the Ministry of Justice.
- 22. A basis is created for turning the judiciary into an effective guarantor of the rule of law in the Republic of Bulgaria. This was achieved by: developing a model for the reorganization of the judicial map of district courts and prosecutor's offices and a road map for the more general rationalization of courts and prosecutors' offices at all levels to increase the quality and efficiency in general, including redirecting resources where appropriate; penal policy reforms; promoting alternative forms of dispute resolution; taking measures for workload regulation; improving access to justice by building mechanisms for evaluating and monitoring efficiency, independence and transparency; increasing accountability in spending the judiciary's budget; improving and updating policies and rules related to the attestation and remuneration of magistrates and judicial staff; improving working conditions by introducing standards in courts and prosecutors' offices; improving access to justice, etc.
- 23. Technological equipment was delivered and installed for the videoconferencing (26 videoconference rooms were put into operation). Videoconferencing enables real-time remote questioning of witnesses, experts, and officials, with the locations of the questioning being in courts and prisons. Until the OPGG interventions were implemented, our country was one of the few member states that did not comply with the recommendations for cross-border cooperation using videoconferencing tools.

- 24. Through the support of OPGG, equipment was purchased and a system for electronic monitoring of offenders was implemented in the General Directorate "Execution of punishments". The development and improvement of the penitentiary system is an important part of the reform in the judicial system, as the contribution of the investment realized under the OPGG is aimed at ensuring a modern penal policy, effective countermeasures against crime, and humanization of the penal-executive system.
- 25. The OPGG investments have a major contribution to improving the professional competence of a large number of magistrates, court officials, and employees of investigative bodies under the Criminal Procedure Code more than 13,757 trained persons. For the first time, a unified electronic learning environment for organizers, trainees, and teachers in all stages of the preparation, implementation, and reporting of the training activity has been created. An information system for educational process management, administered by the National Institute of Justice, was developed creating conditions for the development of paperless training activity..
- 26. The main barriers to the development of e-government and e-justice are related to:
 - ✓ lack of a national scheme for e-identification the national scheme for electronic identification, provided for in the Electronic Identification Act, has not yet been built, which to a certain extent limits the access of citizens and businesses to electronic administrative services, incl. cross-border ones;
 - ✓ challenges and difficulties in the preparation and awarding of public contracts by the state administration and the bodies of the judicial system – difficulties in the preparation of technical specifications, delays in the elaboration of tender documentation and the launching of the public procurement procedures, as well as difficulties caused by appeals of acts of contracting authorities or terminations of public procurement for various reasons are observed;
 - ✓ lack of capacity and sufficient personnel with expertise in information and communication technology (ICT), which creates difficulties not only at the beginning of the process when developing the technical specifications for public procurement, but also at the stages of implementation, maintenance, and improvement of the infrastructure built;

- ✓ numerous regulatory amendments that lead to changes and delays in project implementation;
- ✓ structural changes in administrations, unstable political environment, lack of continuity;
- ✓ as regards e-justice insufficiently good coordination between the institutions whose
 participation is necessary for the implementation of the measures.

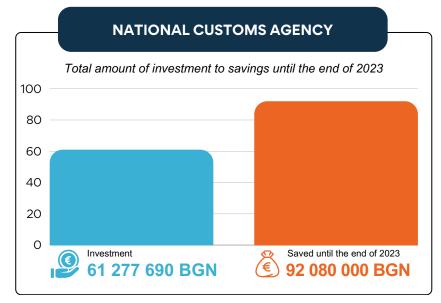
Specific Effects of the Invesments

SAVE AN AVERAGE OF 30 MINUTES IN PREPARING AND SUBMITTING DOCUMENTS ON-SITE SAVE ON TRANSPORTATION COSTS FOR DOCUMENT SUBMISSION AND RETRIEVAL USING A SINGLE E-SERVICE SAVES SAVE ON PAPER COSTS FOR SERVICES THAT REQUIRE A LARGE VOLUME OF DOCUMENTS

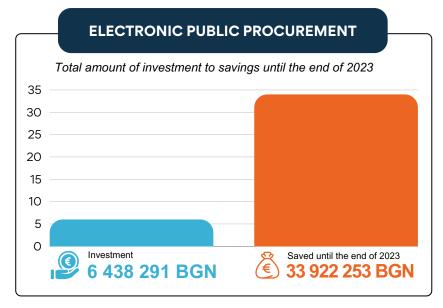
E- GOVERNANCE

The following graphics highlight the investment in key OPGG projects compared to the **funds** saved through the implemented e-services.

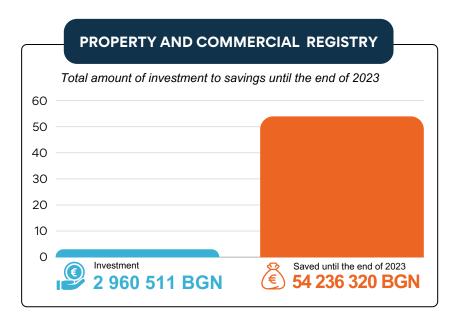
These calculations cover all e-services that have been implemented up to the end of 2023.



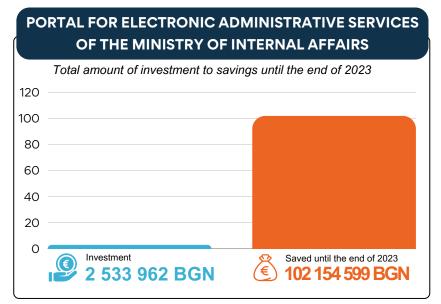




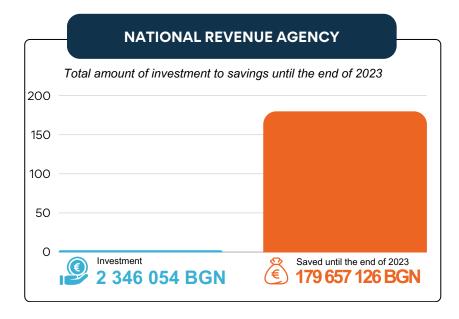




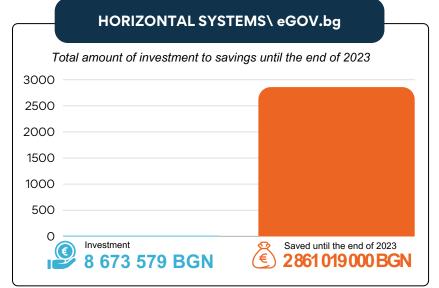




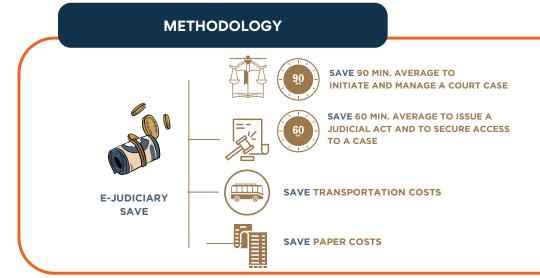








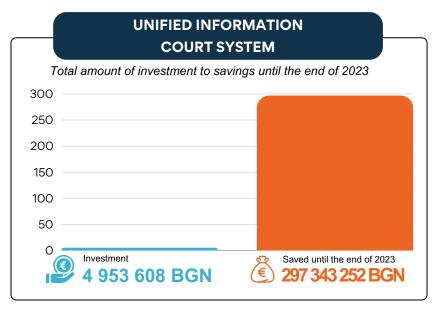




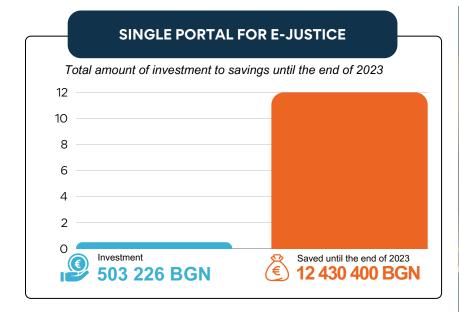
E-JUDICIARY

The following graphics highlight the investment in key OPGG projects compared to the funds saved through the implemented e-judiciary systems.

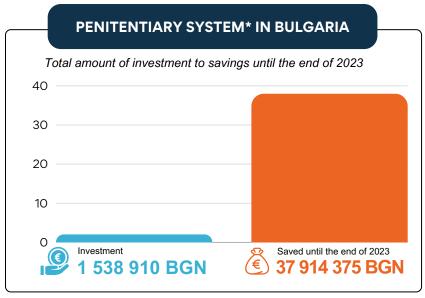
These calculations encompass all cases initiated and conducted electronically, all electronically issued acts, all implemented e-services, completed video conferences, and the electronic monitoring of offenders, all implemented up to the end of 2023.





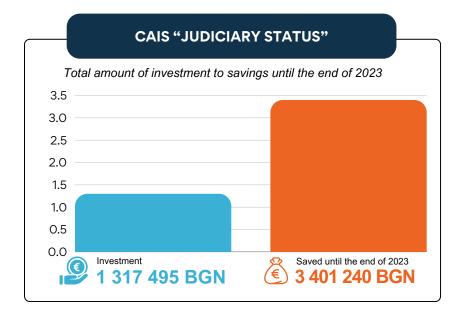


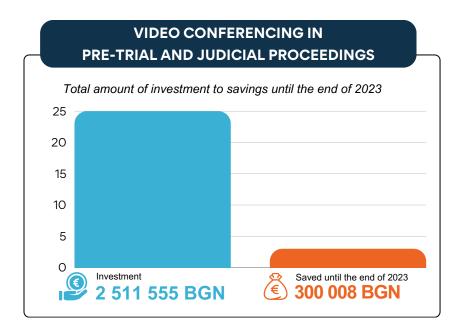




*with the support of the OPGG, equipment was acquired, and a system was established to facilitate the legally mandated electronic surveyllance of convicted individuals or those under house arrest











Recommendations

- 1. To invest in greater popularization of electronic services, including through information campaigns to widely announce the opportunities provided by e-government tools.
- 2. The accessibility and level of use of electronic services can be increased by introducing a unified method of electronic identification linked to identity documents, as it will eliminate the need for citizens to acquire any currently applicable identifiers..
- 3. To improve coordination between the Ministry of Justice and the Supreme Judicial Council, which must work cooperatively to achieve the goals related to the development of e-justice. Planning legislative initiatives and amendments that accompany the process should also be improved. The changes that have already started and the development and deployment of the full potential of e-justice must not be allowed to be delayed.
- To provide funding for the future development of the systems built with the support of OPGG
 to maintain their timely adaptation to technological updates and to achieve more sustainable
 results.
- To overcome the deficiency of ICT expertise in the state administration, develop and implement a strategy to attract personnel of such a profile by creating the prerequisites for the state administration as an employer to become more competitive compared to the private sector.
- 6. To continue the development and introduction of the principle of shared services in the central administration, using the pilot models, created under OPGG. In addition to optimizing processes, saving resources, and reallocating them to activities with higher added value, through the application of this principle, the issue with the critical shortage of staff with ICT expertise in the state administration can be addressed.
- 7. To re-consider introducing the centralized stage of competitions for civil servants, to increase the efficiency and quality of the selection.
- 8. The training needs of the employees in the state administration should be based on more in-depth analyses and regular reviews of competencies, using feedback from managers and citizens.. The competency model should be updated according to new trends, technologies, and public needs.

- 9. Existing training opportunities for public administration employees should be expanded and career development practices promoted. Expanding and stimulating the mobility of civil servants can be a concrete tool for career development that enables the upgrading of professional competence.
- 10. To continue the investments for creating conditions for improvement in the qualification, expertise, and professional development of magistrates and court staff, for continuing the reform of the judicial system.
- 11. The development of a reliable system for monitoring and evaluating the implementation of reforms in public administration is of great importance. Such a system will allow data to be collected to improve the implementation of reforms and make timely corrections when necessary.
- 12. The development of indicators is often a challenge for the monitoring and evaluation of the public sector in Bulgaria. About future strategic documents or when updating existing ones to facilitate monitoring and evaluation, it is good to assess the reliability of the indicators, all of which should include sufficiently precise descriptions, measurement method, responsibility for implementation, as well as base values (when applicable), milestones, and a final target.