

Please cite this paper as:

OECD (1999-01-01), "Bulgaria", *Sigma Public Management Profiles*, No. 15, OECD Publishing, Paris.
<http://dx.doi.org/10.1787/5kmk181vkgzq-en>



Sigma Public Management Profiles No. 15

Bulgaria

OECD



SIGMA

**Support for Improvement in Governance and
Management in Central and Eastern European Countries**

**PUBLIC MANAGEMENT PROFILES OF
CENTRAL AND EASTERN EUROPEAN COUNTRIES:
BULGARIA**

BULGARIA

(AS OF JANUARY 1999)

Political Background

The Republic of Bulgaria was restored in January 1990, following amendments to the communist-inspired constitution, which put an end to the single-party rule of the Bulgarian Communist Party, and the conclusion of the round table agreement between the communist government and representatives of the democratic opposition. The new Bulgarian Constitution was adopted by the Grand National Assembly in July 1991. It marked the return to multi-party democracy.

Since the beginning of democratic transformation in Bulgaria, four general parliamentary elections have been held, including the elections to what was then called the Grand National Assembly of June 1990, and elections to the national assembly in October 1991, December 1994 and, most recently, April 1997. The next parliamentary elections are scheduled for spring 2001. Presidential elections were held in January 1992 and November 1996. The next elections for the presidency will be held in autumn 2001. Democratic local government elections took place in October 1991 and in November 1995. The next round of local elections will take place in the autumn of 1999.

The president of the Republic of Bulgaria is Petar Stoyanov, who stood as the candidate of the Union of the Democratic Forces.

The government is supported by the parliamentary group of the Union of the Democratic Forces and the parliamentary group of the People's Union. It is lead by the prime minister, Ivan Kostov.

The national assembly (Narodno Sobranie) is chaired by Jordan Sokolov. The composition of the national assembly is as follows:

	Number of Seats
Union of the Democratic Forces	125
Democratic Left	58
Alliance for National Salvation	19
Bulgarian Euro Left	17
People's Union	12
Independent Members of National Assembly	9
Total	240

1. The Constitutional Framework

1.1. Constitutional Bases

The constitution of 1991 (State Gazette No. 56/13 July 1991) confirms the democratic separation of powers and enshrines a system of checks and balances. There have been no constitutional amendments since 1991.

1.2. Nature of the State

According to the constitution, Bulgaria is a republic with a parliamentary form of government. The entire power of the state derives from the people. The people exercise this power directly or through bodies established by the constitution. No part of the people, no political party or any other organisation, state institution or individual must usurp the expression of the popular will.

Bulgaria is a unitary state with local self-government. Autonomous territorial formations are not permitted. The territorial integrity of Bulgaria is inviolable.

Bulgaria is a law-governed state, governed by the constitution and the laws of the country. The constitution guarantees the life, dignity and rights of the individual and creates conditions conducive to the free development of the individual and of civil society.

All citizens are equal before the law. The constitution requires that there must be no privileges or restriction of rights on the grounds of race, nationality, ethnic self-identity, sex, origin, religion, education, opinion, political affiliation, personal or social status or property status.

1.3. Division of Power

The president of the republic is the head of state. He embodies the unity of the nation and represents the Bulgaria in international relations. He is assisted by a vice-president.

The president is directly elected by the voters for a five-year term of office. Any natural-born Bulgarian citizen over 40 years of age and qualified to be elected to national assembly, who has resided in the country for five years preceding the election, is eligible for president. The president and the vice-president may not serve as members of national assembly (that is, may not serve as deputies), engage in any other state, public or economic activity, or participate in the leadership of any political party.

Following consultations with the parliamentary groups, the president appoints the prime minister-designate nominated by the party holding the highest number of seats in national assembly to form a government. Should the prime minister-designate fail to form a government within seven days, the president entrusts this task to a prime minister-designate nominated by the second largest parliamentary group. Should the new prime minister-designate also fail to form a government within seven days, the president entrusts the task to a prime minister-designate nominated by one of the minor parliamentary groups. Should the consultations prove successful, the president asks the national assembly to elect the prime minister-designate. Should no agreement on the formation of a government be reached, the president appoints a caretaker government, dissolves the national assembly, and schedules new elections.

The president of the republic schedules the elections for the national assembly and for the bodies of local self-government; sets the date for national referenda pursuant to a resolution of the national assembly;

addresses the nation and the national assembly; concludes international treaties under the conditions established by the law; promulgates the laws; on a motion of the council of ministers, appoints and dismisses the heads of the Republic of Bulgaria's diplomatic and permanent missions at international organisations, and receives the credentials and the letters of recall of the foreign diplomatic representatives to Bulgaria; appoints and dismisses from office other state officials as established by law; awards orders and medals; grants, restores, relieves from and withdraws Bulgarian citizenship; grants asylum; exercises the right to pardon; cancels uncollectable debts to the state; names landmarks and communities of national importance; and informs the national assembly on basic problems within his prerogatives.

The president does not have the authority to initiate legislation or to issue normative acts. He has the right to a postponing veto.

The president is the supreme commander-in-chief of the armed forces and presides over the consultative national security council.

The national assembly is vested with legislative authority and exercises parliamentary control. It consists of 240 deputies. It is elected for a four-year term. Deputies represent not only their constituencies, but the entire nation. They must not occupy another state post nor engage in any other activity defined by law as incompatible with the status of a deputy.

Amongst other powers, the national assembly passes, amends and rescinds laws; passes the state budget and the budget report; establishes the taxes and their size; schedules the elections for a president of the republic; resolves on the holding of a national referendum; elects and dismisses the prime minister and, on his motion, the members of the council of ministers; effects changes in the government on a motion from the prime minister; creates, transforms, and closes down ministries on a motion of the prime minister; elects and dismisses the governor of the Bulgarian National Bank and the heads of other institutions established by law; approves state loan agreements; resolves on the declaration of war and conclusion of peace; approves any deployment and use of Bulgarian armed forces outside the country's borders, and the deployment of foreign troops on the territory of the country or their crossing of that territory; on a motion from the president or the council of ministers introduces martial law or a state of emergency on all or part of the country's territory; grants amnesty; institutes orders and medals; and establishes the official holidays.

The council of ministers is the central executive body in Bulgaria. It consists of the prime minister, deputy prime ministers and ministers. It heads the implementation of the state's domestic and foreign policy. It ensures the public order and national security and exercises overall guidance over the state administration and the armed forces. It manages the implementation of the state budget; organises the management of the state's assets; and concludes, confirms or denounces international treaties when authorised to do so by law.

The prime minister heads, co-ordinates and bears responsibility for the overall policy of the government. He is elected by the national assembly for the duration of a parliamentary term. The prime minister is the only member of the government elected directly by the national assembly.

Each member of the council of ministers heads a ministry, except when the national assembly resolves otherwise. Each minister accounts for his own activities.

The territory of Bulgaria is divided into municipalities and regions. Municipalities are self-governed local authorities, whereas regions are decentralised units of state administration. Citizens participate in municipal government through local elections. Each region is governed by a regional governor who is appointed by the council of ministers.

2. Legislative Authority

2.1. Electoral Rules

Bulgaria's electoral system is based on constitutional provisions and statutory law.

All elections and national and local referenda are held on the basis of universal, equal and direct suffrage by secret ballot. All citizens of the Republic of Bulgaria above 18 years of age, with the exception of persons under judicial disability and those serving a term of imprisonment, have the right to vote. Citizens who meet these conditions, do not have any other citizenship, and are above 21 years of age are eligible for election to the national assembly.

According to the Law on the Election of Members of the National Assembly, Municipal Councillors and Mayors (State Gazette No. 69/22 August 1991, since amended and partially rescinded by the Local Elections Act of July 1995), elections for members of the national assembly are held according to the proportional principle with fixed election lists of parties, independent candidates, coalitions of parties and coalitions of parties with independent candidates, made according to constituencies.

For the last three parliamentary elections, a closed party-list proportional representation system has been used. Parties and coalitions which have received at least 4 per cent of all valid votes in the whole country have the right to participate in the distribution of mandates. Among these parties and coalitions, mandates are attributed proportionally to the number of votes obtained in the whole country on the basis of the d'Hondt formula. The country is divided into 31 multi-member constituencies, electing a variable number of representatives. After determining the total number of seats in parliament for each party, the constituency lists of each party divide the seats among themselves in proportion to the number of votes obtained.

The central election committee determines the number of the mandates for each constituency not later than 40 days before election day on the grounds of a unified standard of representation for the whole country depending on the number of the population. The central election committee is appointed by the president of the republic after consultations with the political forces.

Candidates for the national assembly are nominated and included in the candidates' lists for the respective multi-member constituency. The candidates' lists are worked out and submitted for registration by the management bodies of the parties and coalitions. The parties or coalitions nominating the candidates' lists must meet the requirements of the Election Law and the Law on Political Parties (State Gazette No. 29/10 April 1990).

Independent candidates register with a separate candidate list, provided a candidate has been proposed by the signatures of 2 000 voters of the respective constituency. An initiative committee of 5 to 7 members registered before the respective regional electoral committee is formed for the nomination and organises the working out of a list for the nomination.

2.2. Main Powers of Parliament

As noted in Section 1.3., the national assembly is vested with legislative authority and exercises parliamentary control. The national assembly is a permanently acting body. It is free to determine its recesses. It is free to hold a session and pass resolutions when more than half of its members are present. Except when a qualified majority is required by the constitution, the national assembly may pass laws and other Acts by a majority of more than one-half of the deputies present. Voting is personal and open, except

when the constitution requires or the national assembly resolves on a secret ballot. Sessions of the national assembly are open to the public. The national assembly may by exception resolve to hold some sessions behind closed doors.

In addition to the powers mentioned in 1.3., the constitution lists the international legal instruments that need to be ratified or denounced by the national assembly. Treaties ratified by the national assembly may be amended or denounced only by their built-in procedure or in accordance with universally acknowledged norms of international law.

A motion of no-confidence in the council of ministers requires seconding by at least one-fifth of the deputies. To be passed, the motion requires a majority of more than half of the votes of all deputies. Should the national assembly vote no-confidence in the prime minister of the council of ministers, the prime minister hands in his government's resignation.

Deputies have the right to address questions and interpellations to the council of ministers and to individual ministers, who are obligated to respond. A motion by one-fifth of the deputies is required to turn an interpellation into a debate on which a resolution is passed.

The national assembly elects and dismisses the governor and three deputy governors of the Bulgarian National Bank, the president and two vice-presidents of the national statistical institute, and four members of the board of the privatisation agency. It also appoints the chair and 10 members of the national audit office for a nine-year term.

2.3. *Internal Organisation*

The national assembly is organised and acts in accordance with the constitution and its own internal rules.

The chairman of the national assembly is elected during its first session following parliamentary elections. He is assisted by no more than five deputy chairmen. The chairman of the national assembly, the deputy chairmen and the chairmen of the parliamentary groups prepare the draft agenda.

A parliamentary group is established on the basis of party membership and political affiliation. At least ten deputies are needed for a parliamentary group to be established. Several parliamentary groups may establish a parliamentary union. A deputy may belong to only one parliamentary group.

The national assembly elects permanent and ad hoc committees from among its members. Permanent committees aid the work of the national assembly and exercise parliamentary control on its behalf. They may form working groups. The structure of the permanent committees mirrors the structures of the ministries. Ad hoc committees are established to conduct inquiries and investigations. Ad hoc committees are set up at the suggestion of the chairman of the national assembly or at least one-tenth of the deputies of the national assembly.

There are 15 permanent committees, including the:

- Agriculture, Forests and Agrarian Reform Committee
- Budget, Finance, and Financial Control Committee
- Culture and Mass Media Committee
- Economic Policy Committee

- Education and Science Committee
- Energy and Energy Resources Committee
- Environment and Water Committee
- Fight Against Crime and Corruption Committee
- Foreign Policy and Integration Policy Committee
- Health Care, Youth and Sports Committee
- Human Rights, Religious Affairs, Citizens' Appeals and Petitions Committee
- Labour and Social Policy Committee
- Legal Affairs and Anti-Corruption Legislation Committee
- Local Self-Government, Regional Policy and Development Committee
- National Security Committee.

It is common that the chair of a committee comes from the majority in the national assembly, but this is not obligatory.

No deputy may participate in more than two permanent committees. The leadership and the members of the permanent committees are elected on the suggestion of the parliamentary groups or of a deputy by an open vote *en bloc*. The political affiliation of the members of the permanent committees reflects the representation of the parties in national assembly. However, deputies without party affiliation may also be members of permanent committees. Permanent committees adopt their internal working rules that usually correspond to the internal rules of the national assembly. Deputies who are not members of a committee may take part in all its sessions, but without having the right to vote.

2.4. *The Legislative Process*

The Bulgarian legal system is hierarchical in structure. At the top of the hierarchy of norms are the Acts of the national assembly, including the constitution, statutory laws and resolutions, followed by Acts issued by the council of ministers, including decrees, regulations, rules, instructions and decisions. They are followed by Acts issued by ministers and, finally, Acts issued by municipal authorities.

Any member of the national assembly, or the council of ministers, has the right to introduce a Bill. The state budget Bill is drawn up and introduced by the council of ministers. Bills must be accompanied by a memorandum setting out the Bill's motivation and objectives.

Bills are read and voted upon twice during different sessions. By way of exception, the national assembly may resolve to hold both ballots during a single session. All other acts of the national assembly require a single ballot. Each Act must be promulgated in the State Gazette within 15 days of being passed.

Once a Bill has introduced, the chairman of the national assembly notifies the relevant permanent committees, distributes Bills among the permanent committees according to their competence, and identifies the so-called "leading committee". Permanent committees play an important role in examining Bills. Representatives of the submitting body are invited to the sessions of the committees while their Bills are discussed.

The comments of the parliamentary committees on the Bill submitted by the council of ministers are presented to the national assembly by the leading committee for a first reading no later than one month after it has been submitted. If Bills are submitted by deputies, the committees must present their comments no later than three months after submission of the Bill. At the first reading, the national assembly approves or rejects the Bill in principle. It is then returned to the permanent committees for further comments and amendments. During the following second reading, the Bill is voted on article by article.

The president may return a Bill approved by the national assembly together with his motives for further debate, which must not be refused. The new passage of such a Bill requires a majority of more than half of all deputies. Following a new passage of the Bill by the national assembly, the president must promulgate it within seven days following its receipt.

Prior to the parliamentary elections of 1997, the majority of Bills was introduced by deputies or parliamentary committees. Now the practice has changed. Since May 1997, the national assembly has adopted about 130 new laws and amendments to laws, of which 98 were introduced by the council of ministers.

International treaties that have been ratified by a constitutionally established procedure, promulgated and having come into force with respect to the Republic of Bulgaria, are considered part of the domestic legislation of the country. They supersede any domestic legislation stipulating otherwise.

There is a legislative council at the Ministry of Justice and Legal European Integration and legal departments at the national assembly and at the council of ministers that are responsible for assessing the compatibility of proposed legislative measures with the Constitution and EU legislation.

3. The Central Executive

3.1. Legal Bases of Executive Authority and Administration

The Constitution of the Republic of Bulgaria, in particular Chapters 4, 5 and 7 on the President of the Republic, the Council of Ministers, and Local Government and Local Administration respectively, provides the main legal bases of executive power.

At present, executive authority exercises its activities on the basis of the following laws:

- the Law on Public Administration, which has been adopted recently by the national assembly, but had not yet been published in the State Gazette at the time of writing. It provides the general framework and principles of state institution-building at central and local levels, and follows the general principles of EU standards for institution-building. Once this law enters into force, every state body will need to reconsider its structure and functions in accordance with the new law. The main objectives are efficiency, transparency, avoidance of corruption, and improvement of administrative capacity.
- the Legal Acts Law, which has been adopted by the council of ministers and is currently under consideration by the national assembly. This law updates the law drafting procedures concerning both primary and secondary legislation in accordance with EU standards. Consultative procedures for laws and legal Acts of high order are improved. Compliance of the laws and high-level legal Acts with European Community law becomes obligatory.

Under the constitution, state employees are the executors of the nation's will and interests. In the performance of their duty they must be guided solely by the law and be politically neutral.

3.2. *Composition and Powers of the Government (Council of Ministers)*

The council of ministers consists of the prime minister, deputy prime ministers and ministers. Members of the council of ministers are elected and dismissed by the national assembly on a motion from the prime minister. The prime minister may initiate changes in the government.

3.3. *Division of Executive Power*

The prime minister heads, co-ordinates and bears responsibility for the overall policy of the government. He appoints and dismisses the deputy ministers. He resolves disputes concerning the activities of the council of ministers. He is assisted by deputy prime ministers, of whom there are three at present. The prime minister chairs the meetings of the council of ministers. In his absence, the prime minister is replaced by a deputy prime minister.

As noted above, the council of ministers heads the implementation of the state's domestic and foreign policy. It ensures public order and national security and exercises overall guidance over the state administration and the armed forces. It manages the implementation of the state budget; organises the management of the state's assets; and concludes, confirms or denounces international treaties when authorised to do so by law.

Pursuant to and in implementation of the laws, the council of ministers adopts decrees, ordinances and resolutions. It promulgates rules and regulations by decree. It must rescind any illegitimate or improper Act issued by a minister. The council of ministers exercises prerogatives concerning state property. It also directs and co-ordinates the work of the ministers and the other bodies subordinate to it. Moreover, it appoints many high level officials. For example, it appoints three of the members of the board of the privatisation agency.

Each member of the council of ministers heads a ministry, except when the national assembly resolves otherwise. Each minister accounts for his own activity. Ministers issue rules, regulations, instructions and orders.

The council of ministers usually convenes once a week. Meetings are held when more than half of its members are present. Agenda items may be proposed by the ministers and the secretary-general of the council of ministers (see below). After being approved by the prime minister, the agenda is distributed to every institution concerned at least seven days before the meeting.

The following participate *ex officio* in the meetings of the council of ministers: the prime minister; the deputy prime ministers; the ministers; the secretary-general of the council of ministers; the head of the cabinet of the prime minister; the head of the chancellery; the heads of the legal department, local administration and regional policy department, structural reform department, and the investment department at the council of ministers; the head of the government information service; and the parliamentary secretary. An absent minister may be replaced by a deputy minister, who does not, however, have the right to vote.

A representative of the president of the republic has the right to attend meetings of the council of ministers. Heads of committees, deputy ministers and heads of departments of ministries (the latter are civil servants) may be invited to participate in meetings of the council of ministers. They participate in their capacity as experts to provide information on certain issues and usually attend only part of the meeting.

The council of ministers generally decides by consensus. The wording of decisions is laid down in writing by the chair.

Minutes of each meeting are prepared by a group consisting of the heads of departments at the council of ministers chaired by the secretary-general.

There are no formal sub-councils of the council of ministers. There are, however, two commissions that support the council of ministers. They include the council of structural reform, and the council of education, science, culture, health and social reform. They are chaired by deputy prime ministers and ministers participate *ex officio*.

There are also informal meetings at which specific problems are discussed, and such meetings play an important role in the decision-making process. Their function is to prepare the meetings of the council of ministers and to resolve problems over proposed agenda items in advance of the meeting of the council of ministers. Informal meetings are usually held several times a week. They are chaired by the prime minister. The deputy prime ministers, the minister of public administration, the secretary-general of the council of ministers, the head of the cabinet of the prime minister, and head of the government information service are regular participants in these meetings. Other ministers, politicians and civil servants may be invited to attend. During such informal meetings, binding decisions may be taken on certain matters and may result in the withdrawal of items from the agenda of the council of ministers or the addition of agenda items. At present, informal meetings are held on the basis of custom and practice. Their formal status will be regulated in the near future in line with the new Law on Public Administration.

It is expected that the prerogatives of the individual ministries will be reviewed and explicitly defined by the council of ministers in the course of implementation of the new Law on Public Administration and the new Civil Service Law. At present, they are defined by interministerial regulations.

3.4. *The Office of the Government/Office of the Head of Government*

From an administrative point of view, the most important figure in the council of ministers is the secretary-general. He is responsible for all administrative support, including the preparation of the agenda and the organisation of the meetings of the council of ministers. The secretary-general of the council of ministers is responsible for the co-ordination of all administrative units within the council of ministers.

The administrative support structure of the council of ministers is organised into sectoral units, “mirroring” policy fields, and horizontal units. The sectoral units include the structural reform department; the local administration and regional policy department; and the investment department. The horizontal units include the legal department; the chancellery department (which provides the administrative support of the meeting of the council of ministers); the information and technical assistance department; and the auxiliary department.

Specialised units, staffed with political appointees, to advise the prime minister on strategy have not yet been created; but it is expected that one such unit will be established in the course of the implementation of the new Law on Public Administration.

3.5. *Line Ministries*

Line ministries in Bulgaria are responsible for the implementation of the government’s policy in a particular sphere of state activity. According to the new Law on Public Administration, a ministry’s functions, structures and internal organisation will be regulated by a decree of the council of ministers. The new law envisages that the ministries will follow a common pattern of internal organisation (which is not the case at present). The main organisational subunits within ministries are — in hierarchical order — directorates, departments and sectors. The relations within a ministry are defined by internal regulations,

instructions and orders issued by the minister. The secretary-general, who is the top-ranking civil servant in a ministry, is responsible for the implementation and overall management of interministerial relations.

The minister is the key figure with authority to issue rules, regulations, instructions and orders. Ministers receive political support by their cabinets. The latter include the deputy ministers, of whom there are usually three, the head of cabinet, and a few political advisors.

At present, there are 15 ministries, including the ministries of:

- Agriculture, Forestry and Agrarian Reform
- Culture
- Defence
- Education, Science and Technology
- Environment and Water
- Finance
- Foreign Affairs
- Health
- Industry
- Interior
- Justice and Legal European Integration
- Labour and Social Welfare
- Regional and Urban Development and Public Works
- Trade and Tourism
- Transport.

There is also a minister of public administration without portfolio.

3.6. *Interministerial Co-ordination*

According to the constitution, the prime minister is responsible for the co-ordination of the overall policy of the government. Decree 166/1996, Rules on the Structure and Organisation of the Council of Ministers, provides detailed procedures for interministerial co-ordination in respect of legal Acts submitted to the council of ministers.

The council of ministers may, by legal Act, establish standing and ad hoc interministerial committees. They may be chaired by the prime minister, a deputy prime minister or a minister. Ministers participate *ex officio*. Top civil servants and experts may also be members.

The prime minister frequently establishes working groups in which experts from different ministries prepare laws, statements or decisions on a range of issues. Such working groups are chaired by a representative from the lead ministry. Working groups are not authorised to take final decisions.

3.7. *Central Non-Ministerial Bodies*

The structure of the central state administration comprises other bodies, many of them created in response to the transformation process. These bodies include committees, commissions, agencies and departments. They are usually constituted by the council of ministers, are lower in rank to the ministries, and report directly to the council of ministers. Their heads, who are appointed and dismissed by the council of ministers, are not members of the council of ministers. Their deputy heads are appointed and dismissed by the prime minister. An example would be the committee of posts and telecommunications. This body is charged with implementing state policy in the field of posts and telecommunications and exercises regulatory functions. The committee also represents the state as owner in commercial companies with state participation in the field of posts and telecommunications.

Some central non-ministerial bodies have also been established by the national assembly, such as the national statistical institute. These bodies report to the national assembly.

Until recently, central non-ministerial state bodies were created according to various procedures and had a varying accountability relations, especially as regards bodies subordinate to the council of ministers. A recent inventory of all state bodies subordinated to the council of ministers commissioned by the government counted some one hundred such bodies. In response, about 15 of these bodies have already been re-integrated in ministries, while the mandates, functions, structures and procedures of others have been reviewed and changed. In the near future, decisions on the long-term future of these central non-ministerial bodies are expected in line with the new Law on Public Administration. It is envisaged that there will be three types of non-ministerial central offices — agencies, executive agencies and commissions — and that a clearer distinction will be made between implementing, advisory and regulatory functions.

Special mention should be made of a some especially important non-ministerial bodies, including the:

- *Bulgarian National Bank*

The Bulgarian National Bank is the central bank of Bulgaria.

- *National Statistics Institute*

The national statistics institute is an independent public body exercising statistical activity and providing statistical information. It is governed by a president and two vice-presidents who are appointed and dismissed by the national assembly. The national statistics institute exercises its activity according to the directives and regulations of statistical and other international institutions. All legal and physical entities are obliged to provide information necessary for its plans and programmes. This information can be used only for statistical purposes. Use of the information for other purposes is prohibited and carries administrative and penal responsibility.

- *Privatisation Agency*

The privatisation agency was established under the Law on the Transformation and Privatisation of State and Municipal Enterprises. Its task is to organise and control the privatisation of state enterprises and to execute privatisation under law. The privatisation agency is governed by a board of supervisors and an executive director. The board consists of seven members, three appointed by the council of ministers and four elected by the national assembly. The board of supervisors elects the executive director.

- *Bulgarian Foreign Investment Agency*

The Bulgarian Foreign Investment Agency was established in March 1995 as a government agency at the council of ministers. The main objectives of the agency are the promotion and monitoring of foreign investment. The agency is managed by a president and a vice-president, 27 civil servants and technical staff. There are six departments, including the departments for legal matters, investment policy, investment projects, international co-operation, information and public relations, and finances. There are 12 regional offices in the big cities. The core services of the agency include one-stop assistance and pre-and after-investment care. As part of its tasks, the agency provides macroeconomic data on Bulgaria, including the country's comparative advantages; up-to-date information on all existing foreign investment within Bulgaria; full details of companies offered for privatisation; detailed information on infrastructure investment projects; assistance for choosing the most appropriate form of investment; and legal advice and support for priority investment projects.

3.8. *Executive Budgeting Processes*

The main guiding law for the budgetary process is the Organic Budget Law, adopted in July 1996. This law determines the composition, adoption, implementation and accounting procedures of the state budget. The state budget includes the republican budget and the judicial authorities' budget. The budgets of the social insurance funds and of the municipalities are independent. The state budget is annualised, and the fiscal budgetary year starts on 1 January.

The principal outlines of the executive budgetary process are as follows. The Ministry of Finance undertakes medium-term three-year budget forecast. On the basis of this forecast, the main directions and terms for the composition of the annual budget are sent to all institutions in receipt of budgetary credits. Individual draft budgets are prepared in the institutions concerned, are then submitted to the Ministry of Finance, and are discussed between the Ministry of Finance and the institutions concerned. Substantial differences are settled by the council of ministers. The Ministry of Finance takes into account the changes made and prepares the draft budget for the next year, which is then adopted by the council of ministers. The council of ministers introduces the state budget Bill to the national assembly no later than two months before the beginning of the fiscal year.

3.9. *Advisory and Consultative Arrangements*

According to the new Law on Public Administration, the council of ministers, by legal Act, establishes standing and ad hoc consultative bodies, including councils, interministerial committees and working groups. These bodies may be chaired by the prime minister, a deputy prime minister or a minister. Consultative bodies may also be established by individual ministers. Their remit and membership are determined by the body that establishes them. These bodies may include representatives from academe, the private sector, NGOs and others. Consultative bodies are not authorised to take final decisions.

The executive often consults non-governmental organisations on various issues. Recently, the process of EU integration and the approximation of legislation have meant that growing use is made of foreign advice and expertise, especially on legislation.

4. Executive Linkages

4.1. The Executive and the Presidency

The president's main powers and responsibilities were set out in Section 1.3. Within the prerogatives vested in him, the president may issue decrees, addresses and messages. The president's decrees must be countersigned by the prime minister or the minister concerned. No counter-signature is required for decrees pertaining to the appointment of a caretaker government; the appointment of a prime minister-designate; the dissolution of the national assembly; the return of a Bill to the national assembly for further debate; the organisation and manner of action of the offices of the presidency and the appointment of their staff; the scheduling of an election or a referendum; and the promulgation of law.

Since the president represents the state in international relations and the council of ministers is responsible for the state's foreign policy, a mechanism for informal consultations and co-ordination regarding these activities has been established based mainly on custom and tradition.

The administration of the president has staff of 140, including technical staff, and mirrors the structure of the council of ministers.

4.2. The Executive and Parliament

The main legal provisions shaping formal communications between the executive and the national assembly include the constitution; the Law on Legal Acts (State Gazette No. 27/03 April 1973; note that new Law on Legal Acts was submitted by the Council of Ministers to the National Assembly in September 1998); Decree 166/1996 on the Structure and Functions of the Council of Ministers (State Gazette No. 61/19 July 1996); and the Regulations for the Sessions of the National Assembly.

The chief means by which the executive formally informs the national assembly include, first, questions and interpellations: deputies have the right to address to the council of ministers and to individual ministers questions and interpellations of current nature and public interest that concern their respective area of executive competence. The council of ministers and ministers are obliged to respond. A motion by one-fifth of the deputies is required to turn an interpellation into a debate on which a resolution is passed. Second, deputies have the right to address inquiries that relate to the main aspects of activity of the council of ministers, the prime minister or their subordinate administrations.

Ministers are free to attend the sessions of the national assembly and the parliamentary committees. They must be given priority in addressing the deputies. The national assembly and the parliamentary committees are free to order ministers to attend their sessions and respond to questions. The prime minister may ask the chairman of the national assembly to put an issue urgently on the agenda of the national assembly, but this happens only rarely.

The council of ministers monitors the implementation of the state budget through the Ministry of Finance and other state authorities. The national assembly controls the implementation of the state budget within the framework of its powers, according to Article 37, Paragraph 2 of the Organic Budget Law. The main authority for control the implementation of the budget lies with the national audit office.

The prime minister and all ministers have a secretary for parliamentary affairs on their staff.

4.3. *The Executive and Political Parties*

The constitution, the Law on the Election of Members of National Assembly, Municipal Councillors and Mayors (State Gazette No. 69/22 August 1991, with subsequent amendments) and the Law on the Political Parties (State Gazette No. 29/10 April 1990) contain certain provisions of relevance to party and coalition management. The statutes of the political parties contain additional procedures for entering into coalition agreements and decision-making between the coalition parties. Some of these procedures are of an informal nature. The ruling coalition government of the United Democratic Forces is based on a pre-election coalition agreement between the Union of the Democratic Forces and the People's Union.

The main rules governing party funding and expenditure are determined by the Law on Political Parties. The main principles include: political parties are non-profit organisations; and their income comes from membership duties, grants and subsidies from the state budget. No funding is allowed from foreign countries and home organisations. Individuals of foreign origin may fund political parties, but there are restrictions as to the sums permissible.

4.4. *The Executive and Organised Civil Society*

The procedure for the submission of laws and other legal Acts by the council of ministers to the national assembly suggests the possibility of interest groups and other associations being consulted during the pre-parliamentary stages of preparing legislation. Individual legal Acts also provide possibilities of co-ordination and consultation between the executive and interest groups, industry organisations, professional associations, and others. The Environment Law, for example, gives a legal basis for consultations between the executive and environmental groups. In addition, informal consultations play an important role.

On the basis of the labour code, a national tripartite co-operation council was established in 1990. Participants include the government, employers' representatives and trade unions' representatives. A decree of the council of ministers regulates the structure and functions of the tripartite council. It is headed by one of the deputy prime ministers in rotation. All legal Acts that are of interest to any of the members of the tripartite council may be subject to discussion. Decisions are taken by consensus.

4.5. *The Executive and the Media*

The executive provides information to the media through a range of channels. Press releases are distributed directly to all the central media, and if necessary, to the regional press, TV and radio. Press conferences, briefings, and interviews are held regularly, as are background seminars and similar arrangements.

Press briefings are regularly held following important meetings and other events. Journalists have access to the building of the council of ministers with their press card, and no special accreditation is needed. They may attend events that take place there. Journalists have the opportunity to meet the members of the council of ministers before its meetings and address their questions to the relevant people. During the course of the meeting, all decisions are communicated to the journalists, both verbally and in writing. If an issue is of particular importance, the relevant minister, deputy minister or expert provides briefings. All decisions are also communicated by the government information service (GIS). Press conferences on specific subjects are held regularly.

All significant events related to the overall activities of the executive, i.e. the council of ministers as an institution, individual ministries and other executive bodies, are reported in the government bulletin, which

is issued daily. Journalists may access it through the Bulgarian Telegraph Agency's electronic information system or directly through the GIS's e-mail.

The GIS is responsible for all contacts between the council of ministers and the media. It co-ordinates the work of the relevant public relations departments, ministries and other executive bodies. The head of the GIS is appointed by, and reports to, the prime minister. Co-ordination meetings between the GIS and public relations representatives of ministries and other executive bodies are held monthly. The government bulletin is prepared on the basis of daily contacts between the GIS and the relevant public relations departments. Once a week, the GIS collects information about the executive's future plans and events.

Each minister acts as spokesperson in his or her particular field of expertise so as to ensure high-level briefings for the media and other interested parties. Other individuals who are authorised to speak on behalf of the executive include the deputy ministers, GIS officials, public relations officers and as experts who are appointed on an ad hoc basis.

The government has an Internet Web site, which is still under construction. The Web site address is <http://www.bulgaria.govrn.bg>. Individual ministries also maintain their own sites.

5. Subnational Government

5.1. *Decentralised State Administration*

After the events of 1989, legislative efforts were made to reduce central representation at local level. This was done through the Local Self-government and Local Administration Act (State Gazette No. 77/17 September 1991; since amended on a number of occasions, most recently State Gazette No. 130/05 November 1998). According to the constitution, the territory of the country is divided into municipalities and regions. Other administrative territorial units and bodies of self-government may be established by law.

There are nine regions. They are administrative territorial units entrusted with the conduct of regional policy, the implementation of state government at the local level, and ensuring the co-ordination of national and local interests.

Each region is headed by a regional governor, who is appointed by the council of ministers. He is assisted by a deputy regional governor, who is appointed by the prime minister, and by the regional administration. The regional governor ensures the implementation of the state's policies, safeguards the national interests, upholds law and public order, and exercises administrative control.

The regional governor defines the functions and the number of the staff of the regional administration. There are typically six administrative units in the regional administration, dealing with state policy and territorial development; state-owned property; legal matters; defensive and mobilization preparation; civil defense; and administrative-economic services and subsidies. On average, they have a total staff of about fifty.

The regional governor has the power of supervision over the units decentralised state administration maintained by the line ministries, including the regional units of the Ministry of Agriculture, Forestry and Agrarian Reform; the Ministry of Regional Development and Public Works; the Ministry of the Interior; the Ministry of Health; the Ministry of Education, Science and Technology, and others.

The central bodies of state and their local representatives exercise control over the legality of the acts of the bodies of local government only when authorised to do so by law.

5.2. Regional Government

There is no elected regional government.

5.3. Local Government

Municipalities are the basic administrative territorial unit at the level of which self-government is practised. Self-government is regulated at this level through the Local Government and Local Administration Act (State Gazette No. 77/1991, with subsequent amendments).

Municipalities are juridical persons. They are free to associate in the solution of common matters, for example for delivering public services. When more than two-thirds of the municipalities join an association, it is considered to be a national one.

Citizens participate in the government of the municipality both through their elected bodies of local self-government and directly, through a referendum or a general meeting of the populace. The borders of a municipality are established following a referendum of the populace.

According to the Local Elections Law (State Gazette No. 66/25 July 1995), citizens of the Republic of Bulgaria who have a permanent address in the corresponding constituency have the right to elect municipal councillors and, the case of boroughs, councillors and mayors. The right to be elected as councillors or mayor belongs to Bulgarian citizens who have a permanent address in the corresponding constituency. The elections for municipal and borough councillors use a system of proportional representation. The elections for mayors are held on the basis of a majority system.

The body of local self-government in a municipality is the municipal council elected directly by the populace for a four-year term. The mayor is the body of executive power in a municipality. He is elected by the municipal council for a term of four years.

The basic functions of the municipal council include: to determine the policy of the municipality with regard to development, the preservation of the environment, and health, social, educational and culture activity, etc.; to determine its own structure (e.g. by establishing statutory or ad hoc committees); to determine the structure and the functions of the municipal administration; to pass the municipal budget; to set local fees; and to decide on the management of municipal-owned property and municipal enterprises and trade companies. A municipality is entitled to own municipal property which it must use in the interest of the local community.

Municipalities have their own budgets and independently govern them according to the Municipal Budgets Law, adopted in 1998. The relationship between the local budgets and the state budget is regulated by the Organic Budget Law (State Gazette 67/1991). Central funds can be made available in the form of subsidies, subventions or state revenue cessions. The amount of central funds to local government and the modalities for their allocation are determined in the annual State Budget Law.

A municipal council is free to challenge before a court any Act that encroaches on its rights.

The number of municipalities is 262 (as of September 1998), but there has been a tendency for their number to grow.

The capital of Bulgaria and cities with more than 300 000 citizens are subdivided into boroughs. Each borough has a directly elected mayor and a directly elected council.

At present, the Law on the Administrative and Territorial Division of the Republic of Bulgaria (State Gazette No. 63/1995) is being amended. The Legislative Programme of the Government also envisages that there will be amendments to the Municipal Budgets Law.

6. Personnel Management

6.1. *Legal Bases and Principles of the Public Service*

According to the constitution, state employees are the executors of the nation's will and interests. In the performance of their duty, they must be guided solely by law and must be politically neutral.

The Labour Code (State Gazette No. 26 and 27/1986, with some 20 subsequent amendments) and the Law for the Administration (State Gazette No. 130/1989) are the main legal bases on which the system of public employment is currently based.

The labour code creates fair and equal conditions for all employees and defines their general obligations. It concentrates more on formal rights of the workers and less on quality standards and the employers' interest in efficiency or the rule of law.

A Civil Service Law is at present undergoing its second reading in the national assembly. This law sets out the main principles governing the civil service and makes a distinction between "ordinary public employees" and "civil servants". The status, positions and mandates of political staff are also defined. The Civil Service Law is intended to raise the professional quality of staff so as to improve performance, and grants a certain degree of independence to staff executing public powers in order to prevent political abuse and other mismanagement. Once adopted, the law will enable the government to adapt public administration to changed needs, for example, to restructure, to cut costs or to reallocate personnel from one part of the civil service to another. The new law is intended to give public administration legitimacy in the eyes of the citizenry, and make citizens and other groups of state employees accept the features underlying a professional civil service. It is also intended to increase the attractiveness of the career in the public sector.

6.2. *Personnel Management*

The political responsibility for the development of personnel policy lies within the council of ministers. The new Law on Public Administration and yet to be adopted Civil Service Law confer secondary law-making powers to guarantee the effective implementation of regulatory instruments concerned with the civil service.

The minister of public administration will be given the power to issue administrative directions on common requirements and standards for the civil service. His activities will be supported by an administrative unit at the council of ministers.

The minister of public administration will further be responsible for overall personnel policy management. He will have the power to co-ordinate and supervise the secretaries-general in the ministries, i.e. the top civil servants in the central executive bodies. Annual reports will appraise the civil service of the central

state bodies. The minister of public administration will submit an annual report on the civil service to the council of ministers.

A civil service commission at the council of ministers will have responsibility for providing guidelines on how standards are to be applied at departmental level, monitor the implementation of rules, and lay down common procedures.

Recruitment, promotion and dismissal of civil servants within the individual central authorities fall under the authority of the head of the respective body. From 1999, this function will need to be exercised in compliance with the new laws and secondary legislation on public administration.

There is no centralised training budget at the central level of government but financial means are available at each ministry for the training of civil servants.

7. Administrative Oversight and Control

7.1. *Internal Oversight and Control*

Internal administrative oversight and control rely primarily on the supervisory activities of hierarchically superior administrative authorities and inspection-related supervision.

The higher administrative authority exercises internal control over administration by way of subordination. At the centre of government, the three deputy prime ministers supervise the state bodies directly subordinate to the council of ministers. Ministers supervise subordinate authorities and state-owned enterprises falling under their responsibility.

At local level, both the regional governor and the local units of the central state bodies exercise oversight and control. As there is not always an inspection body at the regional or the local levels, inspection-related supervision is usually carried out by specialised units at the ministries and by some other central state bodies.

The Ministry of Finance is the key authority in internal financial control.

7.2. *External Audit and Control*

The national audit office (NAO) is independent of the executive in carrying out its tasks. The NAO consists of a chair and 10 members appointed by the national assembly for a nine-year term. The NAO examines the lawful and expedient execution of the state budget, municipal budgets and other budgets adopted by the national assembly. The NAO submits to the national assembly reports on the execution of the state budget and the budget expenditure of the Bulgarian National Bank for the preceding year no later than one year after the close of the budget year.

The activities of NAO are mainly limited to the control of legality and probity.

7.3. *Public Redress*

The courts supervise the legality of the Acts and actions of the administrative bodies. Citizens and juridical persons are free to contest any administrative Act that affects them, except those expressly listed by the

laws. The supreme administrative court exercises supreme judicial oversight as to the precise and equal application of the law in administrative justice. In the first instance, citizens can approach the district courts. The supreme administrative court may review the decisions of the district courts. All challenges to the legality of Acts of the council of ministers and the individual ministers, and of other Acts established by law, are ruled upon by the supreme administrative court.

At present, almost all executive bodies have departments to which citizens can appeal. They are regulated by ordinances of the relevant bodies themselves. There is no ombudsman or a similar institution.

The constitutional court provides binding interpretations of the constitution; rules on challenges to the constitutionality of the laws and other Acts passed by the national assembly and the Acts of the president; rules on competence suits between the national assembly and the council of ministers, and between the bodies of local self-government and the central executive branch of government; rules on the compatibility between the constitution and international instruments concluded by the Republic of Bulgaria prior to their ratification, and on the compatibility of domestic laws with the universally recognised norms of international law and the international instruments to which Bulgaria is a party; rules on challenges to the constitutionality of political parties and associations; rules on challenges to the legality of the election of the president and vice-president; rules on challenges to the legality of an election of a member of the national assembly; and rules on impeachments by the national assembly against the president or the vice-president.

The constitutional court acts on an initiative from not fewer than one-fifth of all members of the national assembly, the president, the council of ministers, the supreme court of cassation, the supreme administrative court or the chief prosecutor. A municipal council may also bring a challenge insofar as it concerns a competence suit concerning relations with the central executive branch. Citizens cannot appeal directly to the constitutional court.

The constitution provides for the citizens' right to freedom of information. Several laws contain provisions that detail the citizens' rights of information, for example, the Environment Law, the Law on Regional Power, the Law on Statistics, the Law on the National Bank, and the Law on the National Audit Office.

It is expected that during the course of 1999, a law to regulate citizens' rights to freedom of information will be adopted.

8. Administering European Integration

8.1. The Institutional Framework of EU-Related Policy-Making

The highest level decision-making body in Bulgarian EU-related policy-making is the council of ministers. The council of ministers is expected to hold a monthly special meeting devoted to European integration (EI) issues. In addition, such issues can be put on the agenda through the normal agenda-setting procedure. There is no institutionalised system of subcommittees of the council of ministers.

The council of ministers is the only authoritative decision-making body on European integration issues. However, there is a EI mechanism which is centred around the foreign minister and the Ministry of Foreign Affairs. The co-ordinating structure for EI issues involves the council for European integration (CEI). The CEI consists of the deputy ministers responsible for EI, the deputy chairs of the most other executive bodies, the foreign policy secretary of the president, and representatives of other named state institutions, such as the national bank. The decisions taken in the council are advisory to the minister of foreign affairs, and they are not binding on the ministries and other institutions represented in the council.

The CEI is supported administratively by the European integration department in the Ministry of Foreign Affairs.

The co-ordination mechanism also includes the inter-institutional committee for European integration. This consists of the heads of departments of EI units or, if there is no such unit, officials responsible for EI in the ministries. The committee acts as a preparatory committee to the CEI, but also as a forum for the discussion of the problems faced by EI units in the different parts of the administration. Any issues that cannot be resolved at the level of the committee will be referred up to the CEI.

A system of working groups has been set up under the co-ordination mechanism. There are currently 30 such working groups, covering the different areas of the process of screening the *acquis communautaire* in preparation for future membership negotiations. The working groups are set up by the CEI, on the proposal of the department of European integration at the Ministry of Foreign Affairs. Responsibility for the management of each of the working groups is assigned to a relevant line ministry. The latter both chairs the working group and supports its secretariat. The department of European integration at the Ministry of Foreign Affairs has representatives in all the working groups. The tasks of the working groups were defined in a CEI meeting on 18 September 1997 and include the development of draft laws related to the approximation of legislation. The working group will also participate actively in the *acquis* screening process. Each working group will delegate five persons to take part in the screening process.

The main support structure for the European integration policy-making system is the department of European integration at the Ministry of Foreign Affairs. At present, the department has a staff of some 22, a figure that is expected to rise in the near future. The main tasks of the department are: to design and manage the implementation of the National Strategy for Accession to the EU; to manage the structures set up under the Bulgarian Association Agreement; to manage the screening process; to act as secretariat to the CEI and the Inter-Institutional Committee; to provide policy support to the Minister of Foreign Affairs; to participate in all working groups; and to manage the aid co-ordination process.

8.2. *Managing the Approximation of Laws*

The Ministry of Justice and Legal European Integration (MOJLE) is the body responsible for managing and co-ordinating the approximation of laws. A new system of ten expert groups has recently been set up by the MOJLE. These expert groups, consisting of representatives of the legal departments of the line ministries, will support the work on compliance control assigned to the MOJLE by giving advice on issuing certificates of compliance. However, the MOJLE also intends to use the expert groups to discuss issues related to the approximation of legislation.

The European integration department at the MOJLE acts as support structure. This department is developing its role in supporting the law approximation process. The Department also co-ordinated the development of the National Programme for the Adoption of the *Acquis*, and the Ministry of Foreign Affairs seconded two civil servants to the EI department at the MOJLE to provide assistance and ensure co-ordination. The nomination of the deputy minister of justice as the Bulgarian National Contact Point for Institution Building will further add to the importance to this department, which will support the deputy minister in her new role. The department currently has a staff of 15.

8.3. *Implementing the Acquis Communautaire*

In March 1998, the government adopted the National Programme for the Adoption of the *Acquis*. Following the requirements of the European Commission, the programme describes in some detail the actions needed to reach the objectives set out in the Accession Partnership. An analytical examination of

the *acquis* (“screening”) started in April 1998. The Ministry of Justice and European Legal Integration co-ordinates the activities under the programme.

The legislative council at the Ministry of Justice and European Legal Integration and the legal department at the council of ministers co-ordinate and control some of the activities through the law drafting procedures.

The Law on Legal Acts, recently submitted to the national assembly, includes the obligation to check compliance of laws and other legal Acts with EU legislation. When a draft legal Act is submitted to the council of ministers, it is obligatory to prove in writing that it is in line with the EU legislation. A statement of the legislative council at the Ministry of Justice and European Integration and of the legal department of the council of ministers has always to be attached which comments on the compliance with the EU law and/or the implementation of the *acquis*.

9. Plans for Reform and Modernisation

The Programme of the Bulgarian Government *Bulgaria 2001* defines public administration reform as an important priority. The programme envisages a complete reform of the state administration in line with the requirements of the Bulgarian Constitution and the contemporary European standards of institution-building.

In implementing its Programme Bulgaria 2001, the council of ministers approved in March 1998 the Strategy for the Establishment of a Modern Administrative System in the Republic of Bulgaria. The strategy is an integral part of the Bulgarian National Pre-accession Strategy.

To achieve its objectives, the strategy envisages that the council of ministers will submit for approval to the national assembly several Bills, including a Law on the Organisation of Administration; a Civil Service Law; a Law for Access to Information; a Law on Legal Acts; and a Law for Amending the Public Procurement Law. As was noted, the majority of these laws have already been submitted to the national assembly. Accordingly, chief issues currently under consideration concern the implementation of the new laws and the adoption of necessary secondary legislation.

The minister of public administration has been given responsibility for the overall management of administrative reform. It is planned to establish a special unit for this purpose at the council of ministers. A state administration commission to supervise the career management of the civil servants will also be established at the council of ministers.

10. Key Statistics

10.1. Budgetary Data

Total State Expenditure (in Millions BGL)

	Consolidated Budget Programme		of which: State Budget	
	1998 Law	1998 Estimates	1998 Law	1998 Estimates
Total expenditures	7 568 559.6	8 187 573.5	4 169 771.4	4 451 916.1
Expenditures	7 557 593.3	8 167 721.1	3 268 812.7	3 276 712.5
Capital expenditure	309 641.5	621 554.8	123 398.1	264 533.7
Consumption	7 247 951.8	7 546 166.3	3 145 414.6	3 012 178.8
Transfers	-10 966.3	-19 852.4	-900 958.7	-1 175 203.6
of which:				
• to Social security budget			-198 581.5	-335 334.6
• to local budget (net)			-434 913.2	-561 506.4
Deficit	-400 310.0	218 445.8	-610 826.1	-105 783.7
GDP	23 180 300.0	22 429 700.0		

Budget of Central Government and Central Institutions
(in thousands BGL)

Main Central Institutions	Expenditure	
	1998 Law	Estimation
National Assembly	171 154.00	171 233.31
National Statistical Institute	50 839.58	50 487.90
Bulgarian National Radio	165 031.21	165 439.20
Bulgarian National Television	212 512.54	213 174.66
Bulgarian News Agency	11 050.00	11 050.00
President's Administration	24 962.91	24 982.64
Council of Ministers	57 733.77	95 388.07
Archives Head Office	19 639.91	19 800.47
Lozenets In-patient Hospital	61 512.57	61 719.63
Foreign Investment Agency	139 767	140 316
Government Commission for Commodity Exchanges and Marketplaces	366 027	474 247
National "Energy Efficiency" Agency	194 590	194 968
Constitutional Court	580 873	580 873
Committee for Protection of Competition	478 798	480 826
Ministry of Foreign Affairs	669 578.57	669 578.57
Ministry of Finance	38 982.23	39 091.32
State Financial Monitoring	46 446.46	55 308.63
Tax Administration	386 590.46	498 800.10
Customs Department	209 200.00	219 584.31
Economic Analyses and Forecasting Agency	225 180	226 122
Ministry of Labor and social Policy	44 973.37	138 159.81
Ministry of Culture	283 282.05	290 207.02
Ministry of Industry	68 696.89	68 892.90
Ministry of Regional Development and Public Works	296 786.04	357 180.71
Road department	377 685.92	377 685.92
Ministry of Education and Sciences	1.04E+08	1 117 239.04
Industrial micro-organisms and cellular cultures central bank	93 220	94 066
National Agency for Assessment and Accreditation	178 483	178 935

Main Central Institutions	Expenditure	
	1998 Law	Estimation
Ministry of Health	1.62E+08	1 652 809.47
St. Ekaterina University Hospital	46 091.97	46 155.59
Alexandrovska University Hospital	126 577.29	127 103.69
Orthopaedic University Hospital — Gorna Bania	1 863 410	1 869 902
Children's University Hospital	22 112.56	22 232.01
St. Anna University Hospital	13 275.00	14 044.25
Queen Joanna University Hospital	57 197.30	57 500.40
University Maternity Hospital	31 678.81	31 809.93
4th kilometre Neurological and Psychiatric University Hospital	13 316.93	13 397.76
St. Ivan Rilski University Hospital	19 671.39	19 790.59
Endocrinology and Gerontology University Hospital	12 380.00	12 445.08
St. Sofia Phtysiatic University Hospital	13 345.70	13 424.76
Ministry of Transport	218 058.77	264 925.13
Vocational Schools at the National Railway Company	627 934	634 056
Ministry of Agriculture, Forests, and Agricultural Reform	359 174.28	362 063.35
Ministry of Environment and Water	80 483.08	80 704.27
Committee of Energy	35 383.13	36 616.25
Committee for Utilization of Nuclear Energy for Peaceful Purposes	12 288.60	12 311.63
Ministry of Justice and Legal European Integration	15 895.74	17 007.58
Ministry of Trade and Tourism	92 092.26	91 654.80
National Committee for Trade	715 827	720 347
Committee for Standardization and Metrology	34 004.24	48 307.39
Committee of Post Offices and Telecommunications	32 178.74	32 265.81
Committee for Youth and Sports	18 658.79	18 778.47
Agricultural Academy	473 813.68	430 149.26
Patent's Office in the Republic of Bulgaria	15 093.10	19 324.26
Higher Attestment Commission	55 396	86 679
Center for European Studies	16 434	16 434
Foreign Humanitarian Aid Agency	142 950	143 506
Agency for Bulgarians Abroad	226 490	226 997
Agency for Privatization	811 751	816 382

10.2. Personnel Data

It is very difficult to provide proper figures because the Civil Service Law has not yet entered in force, and there is no statistical data about the number of “ordinary employees” or “officials” nor about the distribution according to grade and rank.

At the centre of government, i.e. the council of ministers, the ministries and the state bodies subordinate to the council of ministers, there are approximately 3 700 civil servants, 2 700 technical staff, and 100 political staff.

Total staff in the regional administrations numbers about 4 200.