



REPUBLIC OF MACEDONIA  
CIVIL SERVANTS AGENCY

**NATIONAL SYSTEM  
FOR COORDINATING CIVIL  
SERVANTS TRAINING AND  
PROFESSIONAL DEVELOPMENT IN  
THE REPUBLIC OF MACEDONIA**

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<sup>®</sup> While the utmost care has been taken into preparation of this working version, it should not be considered an official translation of the National System for coordinating civil servants training and professional development in the Republic of Macedonia. The translation has been prepared by the DFID PAR Project and is based on the Macedonian text provided by the Agency for Civil Servants.

## **I. INTRODUCTION**

1.1. Under the Law on Civil Servants, the Agency for Civil Servants (CSA) is responsible for giving opinion and advice on the training and professional development of civil servants and co-ordinating those activities.

1.2. The document defines the **training policies** and **systems** for the civil servants in the Republic of Macedonia, which will enable the CSA, state bodies, the courts and the municipalities to meet their objectives that are established by a law - to realise the full potential of all Macedonian Civil Servants in creating a professional and competent civil service, capable to deliver high quality services to all those whom they serve.

1.3. The paper serves as a basis on which the CSA, in cooperation with all the state bodies employing civil servants, will be able, through partnerships, to establish relevant and appropriate midterm strategy, plans of activities and resources for the professional development.

1.4. This document:

- explores and describes the essential role of training and professional development of civil servants in achieving the goals of the Republic of Macedonia (Section 2)
- reviews current provision of and attitudes to training and professional development, which form the background against which future training policies and systems will be developed (Section 3)
- defines the main principles and postulates of the national training policy and professional development of civil servants (Section 4)
- describes the demand led model for training (Section 5)
- explores risks implications for successful implementation and proposes future actions (Section 6)

### **I.1. Consultation Process**

1.5. This document is a result of the joint efforts of all the bodies employing civil servants which were involved in a broad consultation process that was initiated by the CSA and that took place from June until August 2004. The consultation process began in late June 2004 with the presentation of the draft version of this document to the state secretaries and the secretaries-general of the bodies referred to in Article 3, paragraph 2 of the Law on Civil Servants. The process continued within the bodies and by the end of July these submitted their opinions, comments and remarks to the CSA. It ended with a symposium at which the representatives of these bodies jointly discussed all the key issues concerning the civil servants training policy and system. Hence, the solutions regarding the training policy and system envisaged in this document reflect the common views of all Article 3 paragraph 2 bodies.

### **I.2. Definitions**

1.6. For the purposes of this document, the following definitions apply:

a) “Article 3, paragraph 2 Bodies”: This term is used to describe all the public bodies and municipalities employing Civil Servants as defined in Article 3, paragraph 2 of the Law on Civil Servants (see Annex 1)

b) “human resources development capacities”: means those officials within Article 3, paragraph 2 Bodies who are responsible for advising senior managers and line managers on staff management and training procedures; the application of the law on civil servants within those bodies; and for liaising with the CSA on the provision of data and on the development of HR management procedures.

c) “Generic/corporate/horizontal training”: means training which is centrally designed for, and delivered to, groups of civil servants across Article 3, paragraph 2 Bodies, adding more value by enabling cross-sections of civil servants to work and learn together, share information and develop strategies all of which are necessary to create co-operation, co-ordination, *esprit de corps* and consistency of approach.

d) “Funding mechanisms”. The following mechanisms apply: “centralised funding” for training means funds are allocated to a single centralised body or directly to training institutions and individual bodies receive training free of charge. “Decentralised funding” means that funds for training are allocated to the budgets of individual bodies that manage such funds and pay for training they procure. “Mixed funding”, which applies in many countries, means a system in which funds are allocated directly both to central bodies and training institutions and also to individual bodies.

## II. WHY IS A TRAINING POLICY AND A TRAINING SYSTEM NECESSARY FOR MACEDONIAN CIVIL SERVANTS?

2.1. In the past 14 years, the civil servants training in Republic of Macedonia could be described, generally, as an *ad hoc*, disorganised activity. Main reasons for that are:

- lack of nationally defined training policy;
- uncoordinated processes for human resource management between individual bodies and employers of civil servants; and
- budget restrictions.

2.2. As a result, there has often been no detectable or effective, relationship between the training of civil servants, the needs of their administrative bodies and the contribution from such training towards more effective performance of functions. Although there are exceptions, in most cases the improvement of the quality of performance has been overshadowed by personal interests. There have been no strict criteria on who and under what conditions can have access to training. Without such criteria, subjective decisions have prevailed, not always based on realistic and identified needs. Moreover, the principle that all civil servants should have access to training, in any case, proved illusory because of budget limitations. The fact remains that the bulk of the training has been and still is financed and sponsored from foreign sources. Thus, it was and still is supply orientated, rather than being lead by demand based on identified training needs. In addition this entire period has been marked by the fact that, given the salary differentials, trained staff simply migrates to the private sector.

2.3. If we consider the current training situation in terms of the fact that it is mainly financed by international donors and organisations, the picture becomes even more alarming. Namely, the Republic of Macedonia has no unified database that would accurately indicate the amounts invested in training civil servants and other employees, through the various dedicated projects and programmes for training or those containing such components, during the past 14 years, let alone the total investments for such purposes, at a central or local level. In any case, the sums involve millions of euros.<sup>1</sup> The lack of such data is an additional sign of the absence of national policy in this sphere, i.e. lack of nationally coordinated management of investments that need channelling in support of the realisation of Macedonia's main policies and priorities. The Republic of Macedonia, among other things, cannot afford to let this situation persist, i.e. to continue to lack a national policy on this form of assistance to the state, by which it could at least:

- channel the funds to the agreed and aligned priorities;
- take part in measuring the quality of “assistance” received/the quality of the training provided; and
- measure the effects or the results from these important investments.

2.4. Although the reasons we referred to in 2.1., concerning the extremely poor condition in the sphere of civil servants training and professional development, continue to persist, the situation during the past 2-3 year has differed significantly from the one described above, primarily owing to the fact that certain segments of the state sector became increasingly aware that training, that is, investment in human resources, is key to the implementation of the multitude of reforms, as well as to the achievement of the strategic objectives of the Republic of Macedonia. The most illustrative examples for this come from the field of European integration, i.e. the European Integration Training Strategy

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<sup>1</sup> The “Superior Administrative Training” Project funded by the French Government, amounting to €1.5 million; The Training Programme for 600 Civil Servants from the Communities (PACE 1) funded by the European Agency for Reconstruction (EAR), amounting to €2 million; and the Training Component of the EAR funded Local Infrastructure Development Project, amounting to €3 million.

for Civil Servants, which was adopted by the Government in 2000 and the two ensuing operational plans for training (for 2001/2002 and 2003/2004); the provisions of the Law on the Budget of the Judiciary concerning the allocation of at least 2% of the above budget for training judges, civil servants and other staff in the courts. This is the first piece of legislation that explicitly and practically regulates the issue of training and its funding. Another example can be found in the provisions of the Law on Public Procurement, identifying programmed planning and realisation of training as necessary activities for the successful implementation of the Law.

2.5. This recent change in the awareness about the importance of training has been aided by the adoption of the Law on Civil Servants, above all because it defines the status of civil servants and the necessary requirements for their professional and competent performance.

2.6. Training and professional development are essential for continuous progress and development of administrations. The State Administration of the Republic of Macedonia is no exception. Several motives for its development and progress can be identified, Macedonia's European integration being among the most important ones.

2.7. In March 2004 the European Commission announced the European Partnership for Macedonia, which was based on the third annual Stabilisation and Association Report. The European Partnership defines the short-term and the medium-term priorities in many areas, including public administration. In this sense, a key short-term priority in the Partnership is the full implementation of the Law on Civil Servants and the strengthening of the CSA. On the other hand, in the medium term public administration reform must continue, its independence promoted and its professionalism and equitable representation strengthened. However, regardless whether the European Partnership refers to sector specific reforms and activities (judiciary, economy, financial management) or interdepartmental reforms and activities (decentralisation, public administration, equitable representation, corruption), it explicitly states that both in the short term and in the medium term it is necessary to implement measures for strengthening the capacities of the administration (centrally and locally) and ensure training leading to the achievement of the defined objectives.

2.8. EU accession, whilst being an important one, is not the only such driver. Administrative reform is essential in its own right if efficient, economic, fair, consistent, cohesive and sustainable public services and policies are to be delivered to citizens and taxpayers, within or outside the EU. Moreover, reform is a continuous process: technologies, economic and social circumstances and citizens' expectations are changing, sometimes very quickly and in unexpected ways. The response to such challenges will often require acquisition of new or previously unknown skills and, most importantly, always a maximised performance of the staff.

2.9. Macedonian civil servants are facing fast, wide-ranging and growing changes that cannot be implemented effectively, or at the right time, without civil servants having identified and acquired the necessary skills and knowledge, both in terms of strengthening their advisory skills (policy making) and delivering the work (policy enforcement). Effective policy advice-giving and policy co-ordination, consistent and high quality, service delivery, and civil servant capacity to respond to new circumstances are the hallmarks of an effective administration. Examples of categories of necessary skills include:

- Evidence based policy making
- Coherent public policy co-ordination
- Information collection and management
- Strategic service delivery management
- Development of citizen / client centred services
- Strategic economic guidance and facilitation
- Development of partnerships with civil society and the private sector.
- Civil Service Ethics

- Prevention against corruption
- Transparent public accountability
- Dealing with the public
- Team leadership.

2.10. Tackling this agenda requires a unified training and professional development system for the civil servants, which will be implemented on the basis of a coherent national training strategy.

2.11. The training policy must serve as the basis for developing a multi-annual strategy and appropriate and structured short-term training programmes.

2.12. Short-term training programmes should take full account of the needs of the civil service as a whole and of each of the ministries and other state administration bodies, state bodies, the judiciary and the municipalities. It is essential for each civil servant to develop a shared culture, encouraging co-operation and information sharing, as well as best practice across the bodies, as well as a shared set of ethical principles. For individual Article 3, paragraph 2 Bodies the acquisition of skills and knowledge specific to their own operations is fundamental. Formal, structured training is also the quickest route to increasing capabilities in core competences and related skills and knowledge and to facilitating the strengthening of capacity within the bodies. Traditional methods of learning a job from someone who is already doing it is important. But they have limitations when changes are constant and massive in scope and when too many jobholders are not in a position to perform the tasks to the required standards, in order to handle the challenges they face.

2.13. Finally, it is vital that all Article 3, paragraph 2 Bodies attract a share of high quality recruits from the labour market. In doing so, they face strong competition from other employers. They will often not be able to compete on salary. However, with a right strategy, they might be able to compete on the investment they make in their own staff, on job interest and on good quality staff management. All these are substantial challenges and international experience, both in the public and private sectors, has consistently shown that such challenges cannot be met without a positive training culture and strategies, as well as a systems which supports such a culture.

2.14. Establishing an organisational ‘ethos’ that actively supports the development of staff, with clear opportunities to acquire the necessary skills for achieving real job satisfaction, should increase the potential to recruit and retain the calibre of staff necessary, if civil servants are to meet the challenges of the future.

2.15. The key responsibility of the CSA is to provide a legal and policy framework for the professionalisation of Macedonian civil servants. Within this role the CSA, in full partnership with Article 3, paragraph 2 Bodies, must have a clear policy and strategy towards the provision of training and professional development for Macedonian civil servants, which will be implemented through a clearly defined national training system. For the policy, system and strategy to be effective they must be constructed in consultation with those it is to serve, so that it can rely on both political support and on the operational support of all civil servants.

2.16. The Law on Civil Servants provides only the general legal framework for the training and professional development of civil servants, which should serve as a basis for a detailed development of a comprehensive civil servants training system and for defining a national policy on civil servants training.

2.17. The Law stipulates that:

- the civil servant is entitled and obliged to receive professional training and professional development in line with the needs of the employing body (Article 24, paragraph 1);
- The Agency shall adopt an act defining a system for coordination of the civil servants’ professional training and development (Article 24, paragraph 2);
- Professional development and training shall be implemented on the basis of an annual programme adopted each year for the year ahead (Article 24, paragraph 3);

- The Programme of paragraph (3) of this Article shall be adopted by the body referred to in Article 3 paragraph (2) of the present Law, provided that an opinion by the Agency has been obtained (Article 24, paragraph 4).
- The funds required to cover the needs set out in paragraph (1) of this Article shall be provided from the Budget of the Republic of Macedonia and the budget of the municipality or the City of Skopje (Article 24, paragraph 5);
- The mutual rights and responsibilities of the body referred to in Article 3 paragraph (2) of the present Law and the civil servant who has been referred to professional training and development for the needs of the body shall be governed by a contract (Article 24-a, paragraph 1).
- The civil servant shall be entitled to take, at his/her own request and with the consent of the body, up to two years of unpaid leave of absence to undertake professional training and development not funded by the body (Article 24-a, paragraph 2).
- The civil servant shall be obliged to return to work within 15 days of the end of his/her unpaid leave referred to in paragraph (2) of this Article, where he/she shall be assigned to a post that corresponds to the position he/she had before leaving for professional training and development and to his/her professional qualifications (Article 24-a, paragraph 3).
- During his/her unpaid leave referred to in paragraph (2) of this Article, the civil servant's employment benefits shall be temporarily suspended (Article 24-a, paragraph 4).

2.18. These provisions raise a number of issues that need to be addressed in order to define the policy and the system for training civil servants. The most important among them are:

- Clear definition of **training objectives**, taking into account the following:
  - > the need for the training to contribute to the achievement of the national strategic priorities (European integration, decentralisation, fighting against corruption, equitable representation of communities in the administration/implementation of the Framework Agreement);
  - > the need for the training to support the immediate, medium-term and long-term objectives of the state administration (in the short-term there is an urgent need for training aimed not only at supporting and implementing the civil service reform but also at the public administration reform in general);
  - > the existence of a system of jobs in the state administration of the Republic of Macedonia that will primarily lead to relating the training objectives with the civil servants' further specialisation, and not with their career promotion.
- With these objectives in mind, defining the **content of the training** and particularly the ratio/balance between specialised/technical training (for the needs of the employing body) and the more general, i.e. horizontal training that should meet the needs of the state administration as a whole.
- Effective **coordination of the training activities** of the bodies (their annual training programmes) with the more general strategic objectives. This will require:
  - > A clearly defined long-term national policy on training, serving as a basis for realisation of CSA's coordinative role and for further development of such a policy;
  - > Clear and unambiguous picture of the responsibilities to coordinate the so called "generic", "corporate" or "horizontal" training and the degree of decentralisation in decision making related to specialised (technical) training;
- Establishing systems and a culture that will ensure equal access to training opportunities and resources: the civil servants are not only entitled to, but they are also obliged to receive training and professional development, while the individual bodies have a responsibility to



enable them to exercise this right and serve their duty. This, on the other hand, raises the issue of **funding mechanisms** (centralised, decentralised or mixed).

- Effective **training needs assessment**, taking into account the needs of the body, the individual groups and titles of civil servants and the needs of the individual civil servant (about whose needs information can be collected through the annual performance appraisal process) **and a realistic assessment of the priorities against the available funds**. The answer to this question will inevitably depend on the answer to the previous one.

- Ensuring that civil servants are **motivated to receive training** and to develop professionally, particularly in light of the fact that disciplinary measures are envisaged against those who decline to receive their designated training or professional development.

- Defining the **status of the training institutions** (parts of the administrative structure, public institutions, private and NGO organisations) that will take part in the realisation of the training.

- Establishing a rigorous **monitoring and evaluation** and ensuring that the results and effects of the training impact both future general policy and individual training programmes.

### **III. EXAMINING THE CURRENT SITUATION OF CIVIL SERVANTS TRAINING IN THE REPUBLIC OF MACEDONIA.**

3.1. The development of a coherent approach to training and professional development of Macedonian civil servants needs to take full account of the current legal mandates of the key groups involved in the process and the realistic assessment of how such mandates are currently discharged.

#### **III.1. Legal Mandate**

3.2. The four key subjects who are responsible for the training and professional development of civil servants are:-

- The Government of the Republic of Macedonia (GOM)
- CSA
- Article 3, paragraph 2 Bodies, specifically managerial officers responsible for co-ordinating HR activities and other sector and unit heads
- Civil servants.

##### **III.1.1 The Government of the Republic of Macedonia**

3.3. The GOM, in accordance with the Law on Civil Servants (Articles 24[5]) has a specific financial responsibility in respect of training and professional development of civil servants, i.e. the GOM, through the Budget of the Republic of Macedonia will assure to provide funds for covering training needs.

3.4. In addition, given the Secretariat's for European Integration responsibilities in respect of EU integration, the GOM is responsible for defining a training strategy and operational plans for achieving those objectives.

##### **III.1.2 The Civil Servants Agency**

3.5. The five main responsibilities of CSA in relation to training and professional development of Macedonian civil servants are stated in Articles 7 and 24 of the Law on Civil Servants:

- coordinate activities that concern the professional development and training of civil servants;
- monitor and ensure uniform application of human resources management procedures on the part of the Bodies provided in Article 3 paragraph 2 of this Law as well as a provision of appropriate advice;
- Promote civil servants' efficient and effective performance;
- Adopt an act defining the system for coordination of civil servants' professional training and development.
- Giving opinions to Article 3, paragraph 2 Bodies on annual programmes for training and professional development;

##### **III.1.3 Article 3 Bodies**

3.6. Specific references to the role of these bodies in the Law on Civil Servants are provided in Article 24 (3) and (4), as well as Article 24-a:

- "Professional development and training shall be implemented on the basis of an annual programme adopted each year for the year ahead."

- “The Programme of paragraph (3) of this Article shall be adopted by the body referred to in Article 3 paragraph (2) of the present Law, provided that an opinion by the Agency has been obtained.”
- “The mutual rights and responsibilities of the body referred to in Article 3 paragraph (2) of the present Law and the civil servant who has been referred to professional training and development for the needs of the body shall be governed by a contract.”
- “The civil servant shall be entitled to take, at his/her own request and with the consent of the body, up to two years of unpaid leave of absence to undertake professional training and development not funded by the body.”
- “The civil servant shall be obliged to return to work within 15 days of the end of his/her unpaid leave referred to in paragraph (2) of this Article, where he/she shall be assigned to a post that corresponds to the position he/she had before leaving for professional training and development and to his/her professional qualifications.”
- “During his/her unpaid leave referred to in paragraph (2) of this Article, the civil servant’s employment benefits shall be temporarily suspended”.

The secondary legislation imposes a duty on the Bodies referred to in Article 3, paragraph 2 to establish an appropriate organisational unit for human resources management, which will cover, among other things, the trainings and the professional development, as well as their implementation. In most Bodies, practice shows that this function is, at best, underdeveloped.

#### **III.1.4 Individual Civil Servants**

3.7. The responsibility of individual civil servants for their own development is referred to in Article 24 (1) and Article 24-a

- “The civil servant shall have a right and duty for professional development and training in accordance with the needs of the body where he/she is employed.”
- “The mutual rights and responsibilities of the body referred to in Article 3 paragraph (2) of the present Law and the civil servant who has been referred to professional training and development for the needs of the body shall be governed by a contract.”
- “The civil servant shall be entitled to take, at his/her own request and with the consent of the body, up to two years of unpaid leave of absence to undertake professional training and development not funded by the body.”
- “The civil servant shall be obliged to return to work within 15 days of the end of his/her unpaid leave referred to in paragraph (2) of this Article, where he/she shall be assigned to a post that corresponds to the position he/she had before leaving for professional training and development and to his/her professional qualifications.”
- “During his/her unpaid leave referred to in paragraph (2) of this Article, the civil servant’s employment benefits shall be temporarily suspended”.

Article 68 of the Law on Civil Servants refers to a disciplinary responsibility, in cases when the civil servants do not declines to receive the training designated by the body.

#### **III.1.5 Court Budget Council**

3.8. According to the Law on Court Budget, the Court Budget Council represented by the Supreme Court of the RM, the Appellate and the basic courts, the State Judiciary Council and the Ministry of Justice, allocates funds for the “Judiciary Authority” budget line of the Budget of the RM. During the course of this, at least 2% must be allocated to professional development of judges, civil servants, bailiffs and other employees of the courts (Article 4), represented as running costs of the Court Budget (Article 5).

### **III.1.6 The Municipalities**

3.9. A Memorandum of Understanding was signed among the CSA, the Ministry of Local Self Government (MoLSG) and the Association of Municipalities (ZELS) in October last year, in order to realise the coordinative role of the CSA. Its basic aim is establishing cooperation and coordination between CSA, MoLSG and ZELS in matters of training and development of civil servants employed by municipalities in order to strengthen the capacities of the local authorities. In order to realise the objective of the cooperation, these three parties established an institutional mechanism – trilateral Committee for Information Exchange, Coordination and Decision Making for professional development and training of civil servants in the municipalities. Committee's membership includes the Secretary General of the CSA, the Secretary General of ZELS and the State Secretary of MoLSG.

3.10. The main emphasis of the Memorandum is cooperation on the training of civil servants in municipalities, and the Trilateral Committee's role is to coordinate training, not organise or deliver training. There are regular formal meetings with donors, as well as additional meetings in order each of the sources to discuss training delivery. With the support of the UNDP a small technical secretariat of the Committee has been staffed. This body will enable the Trilateral Committee to perform its coordinative role and to define a local level training plan for civil servants.

### **III.1.7 Conclusion**

3.11. Whilst the law clearly mandates the training and professional development of civil servants, it does not provide details on how should training and professional development roles, responsibilities and relationships between key groups, be defined and implemented. Against this background, it is not surprising that it is impossible to obtain anything near an accurate picture of the current civil servants training activities, in terms of volume and training subject /curriculum, let alone the effectiveness of such activities. The exceptions to this generalisation are in respect of the training on European Integration, where a strategy has been in place for some time.

## **III.2. Analysis**

### **III.2.1 Demand Side Issues**

3.12. In such circumstances described in the previous paragraph, any analysis of the current training environment is bound to be highly impressionistic rather than based on facts and data analysis. It is clear that considerable effort is being devoted to training, largely through various donor initiatives. However, since there is no systematic or otherwise fashioned record keeping mechanism, there is no safe way to assess what type of training is being delivered, on what topics, to whom, by whom, or to how many civil servants. As a consequence, it is likely that there will still be both duplication and gaps in training provision, no necessary matching with the GOM priorities and certainly, lack of data on the achieved results. This situation is simply unacceptable. However, the initial question is how it has arisen.

3.13. As outlined in the introduction of Section 2, part of the explanation lies in the past activities. Historically, 'training' has been regarded as being part of the informal 'spoils system' and was much perceived as a reward, privilege or a vacation reserved for the privileged few, rather than a necessary instrument for improving individual and organisation performance. Subsequently, since the independence and the advent of huge donor investment in training and study visits, the widespread perception of training as a reward and a privilege has prevailed, despite attempts to change the attitudes of participants and line managers undertaking training programmes or study visits.

3.14. Training was traditionally characterised by its lack of relevance or connection to organisational objectives or to identified individual needs and was not taken seriously. Often employees selected for training were not appropriate ones, either in terms of organisational or individual needs. Training was not perceived to have any relevance to the work place or to job performance and there was no assessment of effectiveness or outcomes of training, or its value to respective body. Training provided by donors was not seen as an investment and was not valued.

3.15. The ongoing consequences of this perception and history are reflected in the lack of record keeping, the often ineffective and biased selection processes for training programmes and study visits and the erratic attendance and substitution of those participants who are selected for training. All this amounts to an appalling and invaluable waste of financial, human and material resources.

3.16. This legacy has been allowed to persist because, as mentioned above, there is no real clarity as to who is responsible for specific activities in relation to identifying, planning, designing, delivering, assessing or managing training. The CSA's responsibilities, according to the law, are very broad; the co-ordination role is not explained; there is nothing on what individual Article 3, paragraph 2 Bodies should do to fulfil their training and professional development responsibilities, other than their producing an annual plan, that in practice do not exist. However, the broad nature of the law with regard to training, is not to be criticised. Such provisions must be backed by clear, written and accepted definitions of the roles and responsibilities of the key partners, in particular the CSA and Article 3, paragraph 2 Bodies, in order to be fully and efficiently implemented.

3.17. A consequence of this lack of definition of roles and responsibilities is that there is no articulation – and possibly no appreciation - of the difference between corporate training (i.e. training which is centrally designed for, and delivered to, groups of civil servants across Article 3 Bodies, thus adding value by facilitating the development of esprit de corps and consistency of approach, by enabling cross-sections of civil servants to work and learn together, sharing information and designing strategies, all of which are needed to create cooperation and coordination) and ministry and other organisation specific training (training which should be undertaken through internally provided, Article 3 Body specific, programmes).

3.18. In turn this means that there is no dialogue to establish target groups and training priorities for civil servants, either as a whole or, in the absence of annual training plans, within individual Article 3, paragraph 2 Bodies.

3.19. If we take an even further step back, it is possible that these deficiencies stem from a lack of widespread understanding, throughout the public administration, of what 'training' is. There is an obvious tendency among the bodies to dwell and rely on the importance of formal qualifications, which may have little direct relevance to the job, to the detriment of job specific training. Providing relevant knowledge, and developing work related technical, interpersonal and managerial skills, are essential to modern governments but are not synonymous with academic prowess. Moreover, management and other related studies do not figure large in the Macedonian academic tradition.

3.20. More emphasis needs to be given to the specific skills and job needs of the staff, with clear acknowledgement that management skills of all sorts, including those for managing physical, financial or human resources are vital to the effective performance of a public administration job.

3.21. The lack of recognition of the importance of training is further manifested in the attendance patterns at trainings. Managers frequently allow only partial attendance, substitutions, they are recalling and withdrawing participants, at a short notice and without consultation, thus reducing the effectiveness of the learning process for the individual and for the group. To compound this problem there have been instances in which line managers have penalised individuals who have undertaken training. This severely damages the establishment of a training culture as well as reducing the overall capacity of Article 3, paragraph 2 Bodies. In any new approach to training, it will be vital to spell out the responsibilities of line managers in the training area and to ensure that their adherence to such responsibilities is monitored and reported upon in their annual performance appraisals.

3.22. When an issue is perceived to be of sufficient importance, for example in the context of EU accession, the need to train in new skills and concepts, co-ordination, strategy development etc. is clearly recognisable. In this context, the need for a targeted, demand-led programme is acceptable. But there is a real danger that the returns from this major investment of time and effort will be minimised if training in accession specific knowledge and skills is not done alongside the basic administrative skill and job specific training the majority of civil servants.

### **III.2.2 Conclusion**

3.23. For Macedonian civil servants there are deep-rooted difficulties in respect of the demand side of training and professional development equation, as laid out in the previous paragraphs. The key problems lie in the lack of:

- clarity of roles and responsibilities;
- any type of effective information base on past and current training interventions, making co-ordination, at best, very difficult;
- identification of real training needs, both at a state administration level (corporate/generic), as well as at a body-specific level, in connected with undeveloped capacities for human resources management; and
- systems to translate established needs into cohesive and relevant training provision.

3.24. These underlying demand side problems have inevitable major impact on the suppression of growth of domestic training provision capacity, both within the civil service and in the private/NGO sector.

### **III.2.3 Supply Side Issues**

3.25. As noted earlier, currently, donor contributions are a source for the overwhelming majority of training provided. Without a doubt, the bulk of this training is really needed, but due to lack of overall management and co-ordination, at any level, it is impossible to describe or assess the impact on training provided so far or to be sure that repetition, duplication or gaps in training provision have been kept to a minimum. The CSA relies on the co-operation of employers of civil servants in order to receive information: up to just recently, it has not been receiving training related information from the various international donors. In such circumstances, the CSA's ability to give advice to potential training providers amongst the donor community is hampered, as is its ability to give advice on what is and what is not effective.

3.26. At the same time, the absence of training records and sound training needs assessments, also hamper the beneficiary organisations' ability to negotiate donor training provision effectively and makes them simply accept what is offered to them. This in turn hinders the development of an effective supply-oriented training provision.

3.27. CSA has established a Civil Servants Register and approximately 90% of staff records for all Article 3, paragraph 2 bodies, have been stored and are available. This data, however, does not provide reliable information about civil servants' completed training, and the Register provides no proper way to analyse and utilise the data collected.

3.28. Whilst attempts have been made to monitor and assess the effectiveness of some of the donor provided training, particularly when training is provided through local companies, for example the DFID PAR Middle Management Training Programme, there exists a lack of expertise, within the CSA, to assess training processes or training delivery methods. This is an urgent priority which the CSA began to address.

3.29. There is a broader issue in respect of the training supply and the lack of a dynamic and responsive private sector in this field. The Republic of Macedonia does not yet have a distinctive training 'market' or training sector, easily accessible to the CSA and others. There are a few recognised training organisations in Macedonia offering only the core organisational skills required in modern public administration. Individual trainers, excluding university professors, also exist, but there is little evidence that the public administration makes use of their services. Experience suggests that there is a strong preference to approaching university professors for identified training needs, not covered by donors.

3.30. In practice, this frequently results in a 'traditional', knowledge based lecturing, most appropriate to university studies. There is little evidence that participative training is being more and more developed, apart from some donor led training with international trainers. It is widely

recognised, amongst training professionals, that modern, participative training methodology is the only effective methodology for generic and specialised skill training, particularly where inter-personal or team-work skills are involved.

3.31. The private and nongovernmental (NGO) training sectors are areas where, in the medium and long term, growth and development must be actively encouraged. Currently, there are a few instructions or 'rules' on training and there is a limited opportunity for new training providers to enter the market. One of the less helpful cultural attitudes towards service providers appears to be the reluctance to employ people who directly advertise themselves and their services. This is in contrast with the Western European experience where direct marketing is a common means of targeting potential clients.

3.32. Parallel to the lack of supply of services from the private and NGO sectors is the absence of any internal training capacity or expertise within the public service itself – the CSA and Article 3, paragraph 2 Bodies. This lack relates not simply to training delivery but to all aspects of the training process especially those for identifying training needs, the ways in which the needs might be met or for monitoring the outcomes. The absence of these skills is in fact a manifestation of a wider failure to create modern human resource management capacities in Article 3, paragraph 2 Bodies.

### **III.2.4 Conclusion**

3.33. All these issues need to be tackled. But they will not be solved overnight and donor provision is likely to be the main source of supply of training for some time to come. It is vital that it be more effectively co-ordinated than hitherto. However donors are not the only source and they will not remain in the Republic of Macedonia forever. Non-donor funding will be governed by the budget available, as well as the level of priority that the Government gives to training and the basis for allocating funds to the CSA (for generic training activities) and individual bodies. Considering the actual circumstances, the CSA, in the short term, will enjoy limited funding for training. In order to obtain budget allocations in the future, both for the purchase of training services from private and NGO sector providers and for the development of a internal training capacity, the CSA recognises that, along with a positive Government decision on this issue, it must develop capacity to (1) calculate training costs; (2) estimate the volume of training that may be delivered with different funding amounts, and (3) argue persuasively for the proper prioritisation of training demand. The CSA started to do this within the 2005 budget cycle. In addition, the CSA should also be an authoritative source of expertise and advice on which the rest of the system can draw. The rest of this document focuses on the necessary steps for systematic rectification of the identified gaps .

#### **IV. DRAFT STATEMENT ON NATIONAL POLICY ON TRAINING AND PROFESSIONAL DEVELOPMENT OF CIVIL SERVANTS IN THE REPUBLIC OF MACEDONIA**

4.1. This section sets the main principles and postulates of the national policy on training and professional development of civil servants in the Republic of Macedonia, in a form of a brief and concise policy statement.

4.2. The Acceptance of these principles and postulates by all relevant parties – the bodies in the three-tiered system of government and the municipalities, as employers of civil servants – is essential to the success of all future activities in this sphere, depending on the political commitment and will for cooperation, thus the proposed policy could indeed be called a national one.

4.3. Principles and postulates:

a) There is a strong commitment in the Republic of Macedonia to the development of a professional, competent, efficient, responsible, citizen and service oriented civil service, governed by high ethical principles and enjoying the respect of the citizens and the authorities.

b) This commitment is supported by the resolve to build coordinated, efficient and modern policies for civil service staff development and management that will demonstrate the stand that the state particularly appreciates fosters and develops its human resources.

c) Emphasising the importance of human resources development within the civil service, the Republic of Macedonia believes that, among other things, investments in professional development and training of civil servants are key to the future development and realisation of the strategic objectives of the Republic of Macedonia.

d) In this context, the Republic of Macedonia is strongly determined to implement a coordinated policy in the sphere of the training and professional development of civil servants, by creating and developing appropriate legal and institutional mechanisms, thus making it possible to maximise investments from the local budget and from other sources, especially with a view to achieving the following objectives:

- > EU and NATO Integration of the Republic of Macedonia
- > Decentralisation
- > Improving appropriate and equitable representation of the communities in the state administration
- > Prevention and suppression of corruption
- > Public administration reform
- > Judiciary reform

e) The Republic of Macedonia will encourage the development of a culture of continuous learning and positive attitude towards the training and professional development among the civil servants and managerial staff, contributing to the realisation of the individual and overall potentials of civil servants.

f) Recognising that civil servants are not only entitled but also obliged to develop themselves professionally, the Republic of Macedonia will make serious efforts and commit serious financial resources to these rights and duties, observing the principle of providing civil servants equal access to training opportunities, as well as upholding the need of having the right civil servants receiving the right training at the right time.

g) In order for the training and professional development to be conducted efficiently and effectively, and on a sustainable and continuous basis, the Republic of Macedonia will pay



considerable attention to the issue of local capacity building, promoting the development of the private and NGO training “market”.

## V. SYSTEM FOR TRAINING AND PROFESSIONAL DEVELOPMENT OF CIVIL SERVANTS IN THE REPUBLIC OF MACEDONIA

5.1. Western approaches to public administration emphasise the convergence of business and management practices (including human resource) in the public and the private sector. An international examination of both sector demonstrates the considerable time, money and energy complex organisations invest in training. This does not mean that all systems of human resource management, and specifically training and professional development, are identical. The training and professional development systems chosen by each individual organisation depend on the:

- type of the organisation's business
- internal organisation
- resources available
- the availability and cost of relevant skills on the labour market
- the availability and cost of training expertise
- the underlying organisational philosophy.

5.2. This is the case for Macedonian Civil Service, as well. Any system and strategy, in any area, depend on the circumstances in which they are to be achieved and must be based on reality and not fantasy.

5.3. This section describes the manner of implementation of the roles, responsibilities, relationships and processes, in the civil servants training and professional development system. These elements constitute the “model” of the system and are based on the vision, priorities and the current level of development of civil servants training in the Republic of Macedonia.

5.4. Essentially, the training and professional development systems for civil servants can be described in the following manner:

- **Divided responsibility for training and professional development between the CSA and the Article 3, paragraph 2 bodies**, where the CSA has an overall responsibility, in cooperation with the Article 3, paragraph 2 bodies, to coordinate the activities on a national level, primarily in terms of defining the objectives, priorities and the content of the training, as well as targeting donor funds towards the achievement of the defined objectives, priorities and contents, along with the responsibility for implementing generic/corporate training, whereas Article 3, paragraph 2 bodies will be responsible for specific/technical training within their domains;
- In the medium term, **a mixed funding system**, in which the CSA will handle funds from the Budget to implement generic training, while Article 3, paragraph 2 bodies will receive appropriate funds from the Budget to implement specific/technical training;
- Implementing training by mainly using the contracting-out principle, that is, **purchasing training from the private or NGO training provision market**, combined with the use of trainers from among the ranks of the state administration itself.

### V.1. Roles and Responsibilities

5.5. The essential starting point is to clarify the detailed roles of the key stakeholders – the CSA and the Article 3, paragraph 2 bodies, in the process of training and professional development.

#### V.1.1 The CSA

5.6. The CSA will assume the following roles and responsibilities for the training and professional development of Macedonian civil servants:

- To devise, in co-operation with Article 3, paragraph 2 Bodies, a training strategy for all civil servants in the Republic of Macedonia.
- To take overarching responsibility for co-ordinating and monitoring the implementation of the final agreed strategy
- To be responsible, in close consultation with Article 3, paragraph 2 Bodies, for establishing, designing and delivering and, initially, financing, high level generic training in line with the priorities of the GOM.<sup>2</sup>
- Support and assist the development of capacities to manage training within Article 3, paragraph 2 Bodies and to be a centre of expertise on which others can draw in developing best practices.
- To be responsible for defining and conducting the trainer accreditation process.
- Develop and manage a consistent training assessment process to be applied across the whole range of training provision.
- Gather, analyse and implement the results of data analysis and to implement the results from the data analysis relating to training and training assessment.

5.7. A critical role in the early stages of CSA's development will also be to improve co-ordination of donor training effort. This will include:

- information gathering and analysis, from all available and relevant sources, about donor training and development contributions.
- identification of potential duplications of and gaps of donor's activities
- provision of advice and support to Article 3, paragraph 2 Bodies in their negotiations with donors
- When necessary, and in co-operation with employers of civil servants and the Unit for Coordination of Foreign Assistance in the Sector for European Issues, negotiating with donors to provide both generic, as well as specific and technical training which is customised to Macedonian conditions.

5.8. This co-ordination of donor activities is part of the wider role of co-ordination of the overall training and professional development provision and extends to donor provided training, as well as to private NGO sector provided training.

5.9. In essence, the role of the CSA will be to safeguard the training strategy, the owner of high level generic training, and to provide training and professional development expertise, support and assistance to Article 3, paragraph 2 Bodies.

#### **V.1.2 Article 3, Paragraph 2 Bodies**

5.10. The roles and responsibilities of Article 3, paragraph 2 Bodies in the training and professional development of Macedonian civil servants will be the following:

- to be responsible for the establishment, design and delivery of body-specific trainings, from induction through to high level specific skills.

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<sup>2</sup> *The corollary of this is that the scope of specific individual body training will be defined at the same time. Initially the CSA policy would be to provide, at the point of delivery, corporate training "free of charge", and the budget for this purpose would be further re-allocated to Article 3, paragraph 2 Bodies so that the system could move to a repayment based system. This would improve responsiveness to the needs of individual bodies and will increase motivation for receiving a relevant quality training. As part of this financial aspect of the CSA's role will be the role to negotiate formulae for initial levels of training funding, with the Ministry of Finance.*

- to perform internal training needs analysis and, where appropriate, in partnership with the CSA.
- to develop capability to draw up costed annual training plans containing the financial impact, as well as to organise and deliver technical and body-specific training, for their own bodies, including engaging their own human resources.
- to develop capacities for assessing training effectiveness
- to provide specialist trainers for generic training programmes and occasionally, provide such programmes for special areas (for example finance)
- to develop accurate and comprehensive training records
- to co-operate in the provision of information and data analysis to the CSA

5.11. 5.11. These roles will be achieved through the work of the staff dealing with HR management processes within Article 3, paragraph 2 Bodies, who with CSA's support, will need to develop skills for performing the key responsibilities and introduce best practice mechanisms in these areas.

5.12. In parallel to the CSA's own vision of creating a continuous learning culture, Ministries and other Article 3, paragraph 2 Bodies will have an important task of creating a training culture, internally, for line managers and the rest of the staff. This will mean spreading the understanding of what skills training is and why such training is a key vehicle through which change, progress and increased efficiency and effectiveness can occur. This will mean moving away from traditional views that academic qualifications or knowledge alone train people to do jobs, as well as emphasising the need that all should identify and use each situations and opportunity to learn.

## **V.2. Coordination Mechanisms**

5.13. The coordination mechanisms actually mean establishing necessary institutional structure in order to realise the coordination of the training and professional development policy for civil servants and they serve as basis on which the system will operate. The experience so far has demonstrated that although the CSA has the legal responsibility to coordinate the training and professional development activities, its responsibility cannot be undertaken without the appropriate institutional mechanisms.

5.14. It is particularly important for all the Article 3, paragraph 2 bodies to be included and represented in the institutional structure, but it is just as important to ensure that such structure will be organised in such a way as to be capable to function efficiently.

5.15. Therefore, the state administration, which covers the civil servants in all the three-tiered bodies of central government, as well as the municipal civil servants, is divided into four larger groups, so that the institutional structure for training coordination could be established.

5.16. The first group will cover the civil servants from the executive authority, i.e. the Government and the state administration bodies (the ministries with their subordinate bodies, the independent state administration bodies and the administrative organisations). The second group will involve the Parliament of the RM and the independent bodies of the state, except the State Judicial Council and the Public Prosecutor's Office. The third group will involve the civil servants of the courts, the ones of the Public Prosecutor's Office and the State Judicial Council, while the fourth group would cover those civil servants of the municipal administration.

5.17. A working body (committee) will be established for each of these groups, and will be composed as shown in the chart overleaf.

5.18. Practically, this system is already in place in the municipal administration. As mentioned before, a trilateral Committee for Coordination of Municipal Administration Training has been established for this purpose, consisting of the Secretary General of the CSA, the State Secretary of the

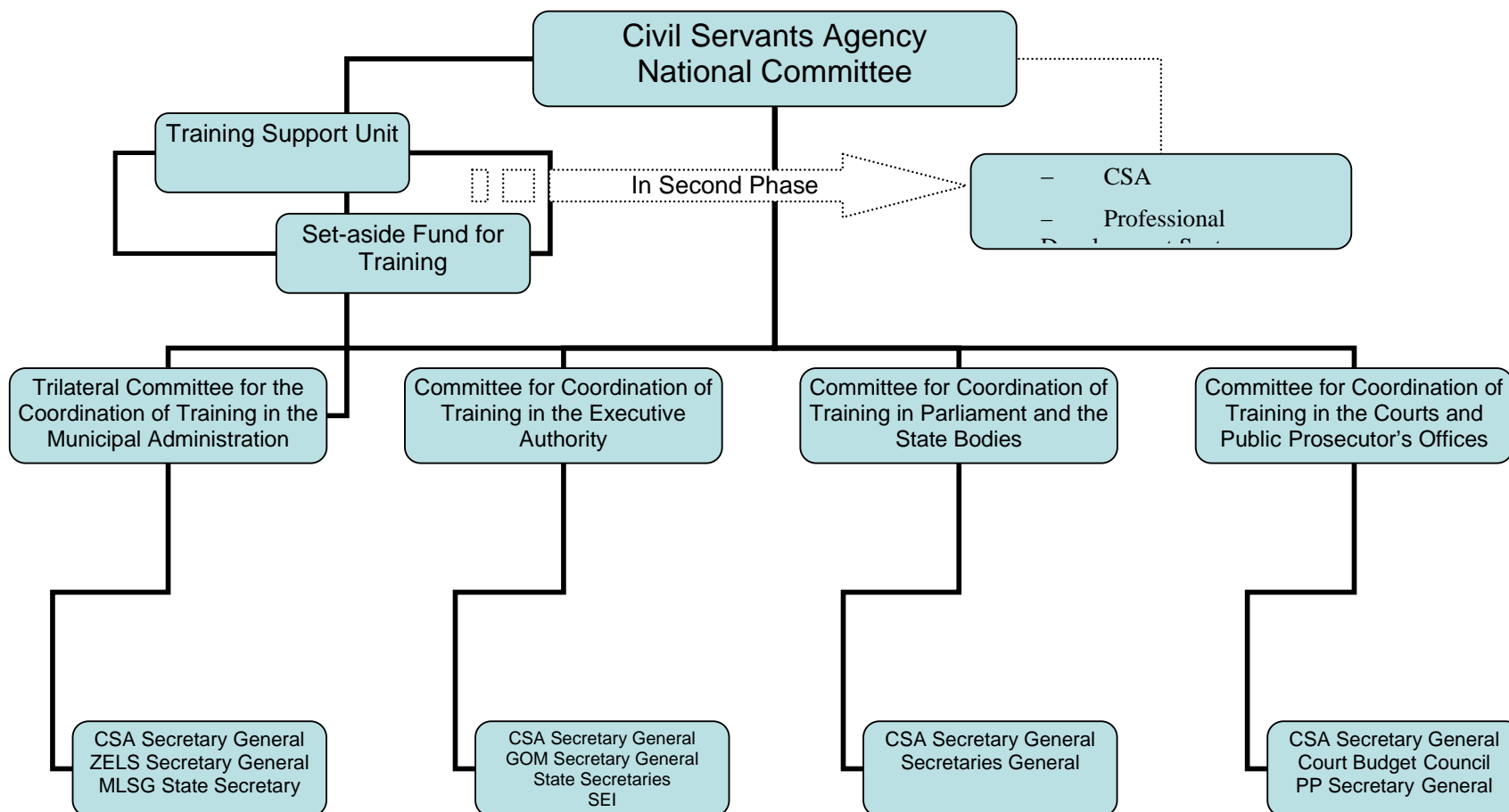
MoLSG and President of the Union of Local Self Government Units (ZELS). The system will be complete when, as suggested, the remaining bodies are established.

5.19. All bodies (committees) will have chair persons who, together with the CSA, would comprise a National Committee for Coordination of Training and Professional Development of Civil Servants. The task of this committee will be to:

- harmonise stances among the four bodies in order to define the strategic course of civil servants training;
- define the annual programme for priority needs for training and professional development, along with a draft budget.

5.20. The Committee will convene as necessary and at least once a year, during the beginning of the budget process for the forthcoming year.

# National System for Coordinating Civil Servant Training and Professional Development



### **V.3. Managing Training Supply**

5.21. In the short term, the main providers of training, that is, the supply side, are likely to continue to be donors. This is, of course, a non-sustainable position. There is therefore a need to develop private/NGO sector training providers as well as from the administration, through the development of full and part-time trainers in the CSA and Article 3, paragraph 2 Bodies. This will take a long time and the transition to a healthier and more versatile supply side will need careful management.

5.22. Therefore establishment of a state training institution is not suggested, particularly not in the short and medium terms. There are manifold reasons for this. Namely, experiences from developed Western Europe countries show that in countries where institutions have not been privatised yet, i.e. which have not moved to a free market economy and payment for services, vast financial resources are required in order to operate such a state institution. In circumstances when the RM exercises a strict budgetary policy and rationalises its administration in order to encourage and quicken economic development, the establishment of such an institution and funding it from the state budget would hardly qualify as a priority, at least not as a medium term one. On the other hand, funding is not the only issue that needs addressing when considering this option. More importantly, neither the administration nor the private and NGO sectors have enough qualified professional staff that could work in an institution such as this. On several occasions this document highlights local training capacities which are yet to be developed, particularly such for training in the public sector. Therefore, there is no justification for insisting on establishing such an institution when this would only be a sheer furnishing of premises without the appropriate staff, and it would be only hypocritical to call such premises a training institution, given the examples from several East European countries. Such countries established so-called training institutions, but those institutions have either played a merely coordinative role – a role this document suggests that the CSA should play – or assumed a lesser role of handling operational-level of managing donor funds for training. Finally, the Macedonian experience, based on the current level of development and on how our administration currently operates, leads to a conclusion that, under the wings of a well planned and well managed policy for promoting the private and NGO training market, motivated and skilled professionals will develop much sooner and particularly in these two sectors, rather than in the public sector. The time the Republic of Macedonia has to make real and efficient progress, in this area, does not leave room for experiments unlikely to succeed.

5.23. Hence, it is suggested that training should be purchased from the private and the NGO sector, while at the same time developing the training provision capacities within the civil service, particularly in specific areas where expertise is mainly concentrated in the public sector.

5.24. In order to facilitate success of this model, considerable investment needs to be made in developing the necessary training management and training delivery expertise in terms of knowledge, skills, attitudes and experience in both the CSA and Article 3, paragraph 2 Bodies, as well as in the NGO and private sectors. The key areas of training expertise required initially are:-

- strategic and operational training management
- detailed and specific training needs identification and analysis
- training design based on participative methodology and specified learning objectives
- training delivery skills (in Article 3, paragraph 2 Bodies, the NGO/private sectors and a small internal capacity in the CSA itself.)
- assessment of the effectiveness of training at individual, team and organisational levels
- use of appropriate data to manage the training process, at both strategic and operational levels.

5.25. Attracting donor assistance for the implementation of this programme should be a priority and the existence of a clear strategy for the training and development of Macedonian civil servants, to which all are committed, is essential to securing funding.

5.26. It will, of course, take time to put such a programme into place. In the interim, progress can be made in the following manner:

- the CSA will put into place a training programme for its own staff to start building its own capacity in all areas listed above
- the CSA is already investing time and effort, through the Middle Management Programme, in developing the local private/NGO sector training market. It will continue to seek further opportunities. The CSA will seek co-operation with Article 3, paragraph 2 Bodies in identifying private/NGO sector providers and building a database of training provider areas of expertise and effectiveness, on which all can draw.
- Article 3, paragraph 2 Bodies could begin building into their own donor training arrangements, a request that any future training programme must include a training of trainers component.
- Article 3, paragraph 2 Bodies could, once there is an agreed strategy, begin to identify those of their staff who wish to develop expertise in this area – and are prepared to make a long-term commitment

#### **V.4. Funding the Training**

5.27. The majority of completed and ongoing training, over the recent years, has been financed by donors, which, by their nature, are finite, non-sustainable and difficult to negotiate and manage in order to achieve optimum effect. An agreement on GOM-provided funding formula is therefore essential.

5.28. There needs to be a set-aside, increasing annual budget for training and professional development of civil servants, which will provide gradual move from a shared financing between the CSA and Article 3, paragraph 2 Bodies, to a full allocation of funds to the latter and a shift towards a repayment system for generic training.

5.29. In the initial stages, when the CSA will receive a proportion of the allocation for training, such training will be provided to Article 3, paragraph 2 Bodies, without charge. Each of the bodies would use their portion of the allocated funds for categories of training for which they are responsible.

5.30. When budgets are allocated entirely to Article 3, paragraph 2 Bodies, they will than ‘purchase’ categories of training they do not provide internally, from the CSA and other providers. Such a transition will take several years to achieve and will depend on the speed of development of training skills and training capacity in the private sector.

5.31. The proposed basis for the allocation of funds from the budget for training and professional development should be based on a target percentage equal to the annual expenditure on civil servants salaries. The CSA has submitted a request asking 0.3% of the total expenditure on civil servants salaries be allocated to horizontal trainings. However, the CSA believes that this percentage, along with the funds from the budgets of the individual Article 3, paragraph 2 bodies should be increased to 1% in 2006 and 1.5% in 2007.

5.32. Also, the balance of payment between the CSA and Article 3, paragraph 2 Bodies will have to be reviewed, once the size of target groups for the CSA-provided training categories is established in relation to the size of internal training target groups in each of the bodies.

#### **V.5. Overview**

5.33. The basic model outlined above is the model typically applied in the EU and OECD countries. It:



- recognises the need of having a common training philosophy among the various arms of public administration of the Republic of Macedonia
- provides elements of generic training when it is likely that it adds value to the training
- provides autonomy to Article 3, paragraph 2 Bodies in areas specific to them
- provides an Advisory and Expertise Centre on which all can draw; and
- provides data on which to judge the volume of activities and their effectiveness.

5.34. Alternatives to the above are, to either carry on with the current work, with all the deficiencies and waste of human potential outlined earlier in this document, or to define highly centralised training arrangements, which, inevitably, will be diminished to their lowest common denominator and will be of use to no-one.

5.35. The success or the failure of this approach essentially depends on building a relationship between the CSA and the other employers of civil servants, based on mutual interest, dialogue and co-operation.

5.36. In committing to the future system, it is also necessary for all parties to have realistic expectations about what is achievable in the short term. As is clear from the above analysis, not only does the Macedonian Public Administration has to foster a new culture and new ways of work in this, as in other areas, it also has to build the capacity and expertise, in the CSA and elsewhere, in order to manage training effectively – and foster development of individuals and organisations able to supply training. This is a serious and long term endeavour requiring a real commitment to making it work.

## **VI. RISKS TO THE IMPLEMENTATION OF THE TRAINING STRATEGY**

6.1. Based on the foregoing chapters, several key issues, having a forceful impact on the successful development and effectiveness of the civil servants training system in the Republic of Macedonia, can be identified. These are:

- lack of sufficient expertise and experience in the CSA, with regard to managing the supply and demand of training and professional development for Macedonian civil servants
- the minor development of the HR units in Article 3, paragraph 2 bodies, and absence of experience and expertise in performing training functions.
- the temporary nature of the vast majority of current training provision implemented by the donor community
- the paucity of Macedonian public or private sector training provision
- the need for a realistic budget allocation for necessary training in a period of strict budget limitations.

6.2. If these issues are not addressed immediately, consistently and with creativity and commitment, by all stakeholders, the training of Macedonian Civil Servants will continue to be fragmented, ineffective and insufficient in meeting the needs sought by the strategic priorities of the RM.

6.3. The task the CSA and Article 3, paragraph 2 bodies are facing is enormous and its achievement must be mapped in gradual steps. The timeframe for implementation of this training strategy for Macedonian Civil Servants, will be one measured in years rather than months.

6.4. The key areas that need addressing immediately are:

- a) Agreeing the medium and long term civil servant training priorities on a national level by means of a strategic document;
- b) In cooperation with the Article 3, paragraph 2 bodies, establish coordination mechanisms, i.e. the processes for bilateral and multilateral communication, management, information gathering and analysis, which will be the means for undertaking coordination, cooperation, discussion, consideration and transfer of all questions, reactions and information regarding training, particularly in relation to donor training activities ;
- c) Develop training and support programmes to ensure building capacities and expertise necessary for the CSA to perform its roles and responsibilities;
- d) Developing training and support programmes to ensure those responsible for HRM processes in Article 3, paragraph 2 bodies have the knowledge and skills to perform the agreed roles and responsibilities;
- e) Agree with the Ministry of Finance the levels of funding for the three forthcoming years.



## VII. ANNEX 1

### Law on Civil Servants

(“Official Gazette of the RM” No. 59/2000, 112/2000, 34/2001, 103/2001, 43/2002, 98/2002, 17/2003, 40/2003, 85/2003 and 17/2004, 69/2004 and 81/2005)

#### Article 3

(1) Civil servant is a person who performs professional, normative-legal, executive, administrative-supervisory activities and decides upon administrative matters in accordance with the Constitution and law.

(2) Civil servant as defined in paragraph (1) of this Article is a person employed in the state administration bodies, in the municipal administration and in the administration of the City of Skopje and in the expert services of: the Parliament of the Republic of Macedonia, the President of the Republic of Macedonia, the Government of the Republic of Macedonia, the Constitutional Court of the Republic of Macedonia, the Supreme Court of the Republic of Macedonia, the courts, the Republic’s Judiciary Council, the Ombudsman, the Public Prosecution, the State Electoral Commission, the State Commission for Prevention of Corruption, the Directorate for Protection of Personal Data, the Commission for Protection of Competition, the Civil Servants Agency and the State Audit Office.

(3) The provisions of this Law shall apply to persons employed in institutions entrusted with public authority and in institutions performing activities of public interest, if it so prescribed by law.

(4) A person employed in the body referred to in paragraph (2) of this Article, who performs administrative-technical or support tasks shall not have the status of a civil servant and the general labour regulations shall apply to him/her.

(5) The provisions of this Law shall not apply to military or civilian personnel serving in the Army of the Republic of Macedonia, to uniformed personnel in the Ministry of Internal Affairs, to staff in penal-correctional or juvenile detention institutions, the forestry police, the judiciary police, financial police or to staff in the Customs Administration, or to persons with special duties and authority employed in the Ministry of Defence, the Ministry of Internal Affairs, the Intelligence Agency, the Public Revenue Office and the Customs Administration, or to the authorised state auditors or persons with special duties and tasks of state audit employed in the State Audit Office, or to staff in the Directorate for Civil Aviation performing activities and tasks of aviation and expert personnel that are of interest to air traffic safety, unless it is otherwise prescribed in another law.