



Regional School of Public Administration (Phase 1)

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TRAINING NEEDS ASSESSMENT

The Steering Committee is invited to:

- **Take note** of the synthesis document developed by the Secretary
- **Invite the Secretary** to develop the future ReSPA training programme along those lines

Note from the ReSPA Secretary on the regional Needs for Training October 2007

At the 4th session of the Steering Committee, the Chair asked the Secretary to produce a Regional Training Needs Analysis based on Country specific, sector specific Training Needs Analysis produced endogenously in the countries and entities, or similar reports produced by donors in the last years. This “regional training needs analysis” is necessary for the development of the 2008 and subsequent year’s programmes of work. It is important to note at this stage that there have not been, so far, a regional Training needs analysis performed supporting and validating in substance the creation of ReSPA.

The Secretary, invited the Steering Committee Members to provide the ReSPA Team at the OECD with topical reform Strategies documents, modernisation plans, programmes of work of the existing Schools and institutes of public administration in the region, and more widely, any document supporting a better understanding the existing competency gaps and needs for training in public administration in the respective countries and entities in the Region. In parallel, the ReSPA team at the OECD did review past and current EC, World Bank, Council of Europe, UNDP (etc.) reports on the countries and entities of the region, as well as the most recent Sigma assessment reports.

ReSPA Incentives

In public administrations, being trained is either a statutory right or an obligation for civil servants. In order to meet those rights and obligations, national civil services organise their system of training delivery which might vary in format, scope, size and modalities. Irrespective of the institutional modalities, the training being delivered in that framework is formally recognised by the civil service system. This recognition brings benefits, i.e. incentives, to individual civil servants to follow the proposed training as it can be a precondition for promotion, a preparation for horizontal mobility, etc. ReSPA is not part of a national system of civil service training and, by design, will remain a regional institution serving all national administrations of the signatory governments. At this stage of ReSPA development, following courses at ReSPA is not providing individual civil servants with incentives to follow ReSPA modules additional to the national ones.

A challenge for ReSPA in Phase 2 will be to **create incentives for governments** to formally recognise ReSPA and incorporate it in the list of institutions to which governments can contract-out some of their training, **and for civil servants** to find enough advantage in being trained at ReSPA instead of following courses at other, non national, established training centres. At the same time ReSPA should not develop as a competitor to national Civil Service Training Centres. The price/quality ratio of ReSPA training should be favourable to both trainees and government using ReSPA to train their civil servants. But since most of the training being delivered in the region to date is largely paid for by international donors, it is generally felt that training is cost-free.

In order to meet this challenge, ReSPA should propose **training contents** which are not already proposed in similar schemes in the Western Balkans region, or for the Western Balkans region. ReSPA might also wish to propose acceptable and effective **course design and training modalities and durations** which are different from what is traditionally developed and offered in the region. In order to gradually build up its reputation, ReSPA will have to propose quality teaching, either by contracting internationally renowned trainers, or by providing trainees with direct access to EC and EU practitioners otherwise difficult to reach. ReSPA should also make its **learning environment and conditions attractive** enough to promote cross fertilisation and networking. It is to be recognised that the **EU and EC backing** (be it political, technical or financial) **is a distinctive comparative advantage** of ReSPA in the region. Finally, **avoiding the creation of negative incentives** to ReSPA is just as important as creating positive incentives. National capacities and systems of civil service training are still weak in the region and should not be endangered by the emergence of ReSPA. In no way should ReSPA be competing in

substance (training contents), or budget-wise with the emerging civil service training capacities in the region.

This paper is based on the written contributions received by the ReSPA team at the OECD between April and July 2007, pursuant to the request made by the Chair of the Steering Committee to the Secretary to deliver a regional Training needs analysis in July 2007. **Table 1** indicates the different documents used to compile this “needs assessment”.

A methodological reservation should be expressed at this stage: while all countries and entities have provided the ReSPA team at the OECD with the available documents, we have noticed that each report has been drafted by different consultants/experts, using different methodologies with country-specific agendas and priorities. In other words, compiling data of diverse quality, without knowing the background objectives of the authors, nor the context in which they were produced, might not be the most adequate basis to deliver a methodologically coherent and professionally solid region-wide Training Needs Analysis. It is to be noted that for the Public Procurement sector, the ReSPA team at the OECD, in cooperation with the ILO-International training Centre in Turin, is doing a systematic review of the sectoral needs for training in the Western Balkans. The final report is expected at the End of 2007, early 2008 and will be submitted to the Steering Committee for consideration.

Public administration is by nature country-specific. In turn, practical training aiming at supporting the knowledge and implementation of national rules, laws, regulations, procedures, understanding national administrative and institutional systems, etc, are, *de facto*, not subject to regional training, unless for comparative analysis. This leads the ReSPA team at the OECD to conclude that **country specific knowledge based training cannot be the core of the future ReSPA curricula**. Country specific knowledge training is nonetheless essential, but should largely be developed at national level in the respective schools and institutes of training, if and when they are developed in the national administrative systems. ReSPA will complement the training efforts done at national level where and when a horizontal/regional dimension is adding value. ReSPA should not be a substitute for endogenous training. To date, not all signatories of the ReSPA protocol of cooperation have yet established a viable, stable and functioning system of training of their own civil servants. However, progress is observed in cases toward the creation of a national civil service training capacity. (See **table 2** for a synthesis of the domestic civil service training systems). Supply driven training is delivered in mass by donors (and) through the national civil service training systems. Still, a minority of senior civil servants is over-trained, while the majority of civil servants are under-trained. One of the reasons for this situation is that knowledge of foreign languages is a discriminating factor to access internationally proposed training programmes.

Most countries and entities of the region did not do systematic job descriptions, job evaluations and staff performance assessments. Therefore, the ReSPA team at the OECD does not have a competency profile of the senior civil servants in a Western Balkans Government. We do not have, either, a knowledge base of the “current” senior civil servant (based on a compilation of performance evaluations). In other words, we do not have a common and accepted indication of the competency gaps that ReSPA training must bridge.

Table 3 provides us with a synthesis of the different needs as they have been identified across the region on national basis. It is important to note that national reports, given the methodological differences, do not necessarily name the same needs for training the same way. The ReSPA team at the OECD has exercised its professional judgement to compile the needs identified in a limited number of thematic clusters as follows.

We note that the main needs are, in order of priority:

- **Management and strategic planning skills.** This need has been identified in all seven Countries and entities.
- **HRM.** This need has been identified in 5 of seven Countries and entities.
- **Civil service ethics, client-service culture.** This need has been identified in four of seven Countries and entities.

- **PA and good governance principles.** This need has been identified in four of seven Countries and entities.
- **Training management.** This need has been identified in four of seven Countries and entities.
- **European Integration.** This need has been identified in four of seven Countries and entities.
- **Public finance.** This need has been identified in three of seven Countries and entities.
- **Negotiation skills.** This need has been identified in three of seven Countries and entities.
- **Policy-making and coordination.** This need has been identified in two of seven Countries and entities.
- **Project management.** This need has been identified in two of seven Countries and entities.

The purpose of **Table 4** is to provide us with a complementary approach to the above described needs for training: We have taken the Sigma portfolio of activities and reports in 2006 and 2007, and have translated governance gaps (institutional, legal, procedural, etc.) into potential needs for human capacity development. With few exceptions for which the information is not available, the table indicates that Sigma has worked in almost all the ReSPA countries and entities on all the horizontal management systems. Looking at the work done by Sigma, we also understand that, in most cases, the substance of the work is country specific.

Using the latest available EC progress reports¹ and Sigma assessment reports, the following themes for training emerge across the region:

The following table indicates the areas for training, the associated priority target populations and a series of more detailed themes for which modules could be developed further.

Area	Target populations	Themes
Civil service	Staff at the Central CS management units, but also from the HRM Units in the line ministries	<p>Understanding the scope of the CS Act/Law</p> <p>Improving recruitment practices</p> <p>Helping Senior civil servants managing the interface between administration and politics</p> <p>Performance appraisal, Job classification, job evaluation, etc.</p> <p>Dealing with conflict of interest, promoting ethics in Administration, the fight against corruption</p> <p>Modernising the curriculum for the administrative examination (adaptation to public administration reform requirements).</p>

¹ See http://ec.europa.eu/enlargement/key_documents/reports_nov_2006_en.htm

Law drafting and Regulatory Impact analysis	Lawyers in central legal offices and departments Lawers and drafters in line ministries	Improving the quality of legislation, ensuring its clarity and thus legal certainty and providing more reliable information on its future impact, (Improving implementability and increasing compliance with the EU).
Policy making	Policy Advisers in the PMO, the European Integration Office and in the Line ministries	Increasing capacities to provide policy advice in line ministries. Developing training for EI policy-making and co-ordination
Administrative oversight	Staff working in oversight bodies such as the Ombudsperson's office or the administrative justice system Staff n the Judiciary, including Judges	Aligning Judicial Review mechanisms and methods with European Standards. Strengthening accountability mechanisms and the capacities of the responsible bodies. Enhancing transparency in the administration.
Ethics promotion and the fight against corruption	Civil Servants in central institutions, line ministries, local government, the judiciary, etc.	Anticorruption and Ethics training for civil servants and other public servants to produce effective and sustainable results in changing administrative culture and making integrity a daily commitment in the public service.
External Audit	Auditors Members of Parliament seating in the budget/audit committees Senior management in line ministries and Centre of Government	Development and implementation of a financial attestation audit process and audit of financial management systems; Improving readability of the annual audit report ; Further training to raise awareness among the nearest stakeholders – i.e. parliament and the government – regarding the role and function of an audit institution.
Public Internal Financial Control	Staff in the Central Harmonisation Units and other Financial Management Control units Senior management in line Ministries and spending Units	For the Central Harmonisation Units to continue to strengthen their internal structure, capacities and relations with line ministries, agencies and other PIFC-implementing bodies. Training the staff of

		<p>the Units in order to provide consistency amongst Financial Management Control-related texts, such as the PIFC Law and the Organic Budget Law.</p> <p>Training managers on managerial/personal accountability and financial management and control.</p> <p>Developing the awareness of managers with regard to internal control and internal audit policies and functions.</p>
Public Expenditure Management	Staff in the Budget department	<p>Strengthening MOFs in the key areas of budget preparation, treasury, and accounting. Strengthening of the administrative capacity, in particular with regard to monitoring budget implementation compared to budget plans.</p> <p>Methods used for preparing the medium-term fiscal framework.</p> <p>In the Budget Preparation area - linkages between the budget and overall and sectoral planning.</p> <p>Training to stake-holders: MoF, line ministries, parliament, SAI, etc. upon adoption of OBL.</p>

Data on the Public Finance item listed above gives interesting indications to ReSPA: it shows a dual understanding of financial management. A macro dimension indicating interest for better understanding of the way the state manages the public purse, and a micro dimension showing interest of individual managers to better administer the budget of the institution, service, unit, they are responsible for. Training-wise, the macro dimension (managing the public purse) in the Western Balkans is also covered by the Center of Excellence in Finance based in Ljubljana. (See: www.cef-see.org).

It is interesting to note that Sigma is paying great attention to issues such as policy-making, policy-coordination, the quality of regulations, law drafting, etc, while those issues are not considered a high priority in the Country's Training Needs Analysis reports considered in Table 3 (see above).

Conclusions

The request of the Chair of the Steering Committee was to compile a document synthesising the needs for training identified at national level expecting one could derive enough commonalities to build up the ReSPA training agenda for the next few years. While all documents show major

needs for training, it is felt that a lot of the needs for training can be answered, in priority, at national level, because public administration development and reforms are country specific.

The classical incentives (value for money, and linkage with career development) will have little effect in the Region for the establishment of ReSPA. The alternative incentives identified and upon which ReSPA will have to build-up are a strong “European” identification granting access to EU and EC practitioners otherwise difficult to access, course design, modalities and training quality. This direct access to European practitioners from EU institutions and from EU Member Countries will be a key asset of the future ReSPA which will constitute a distinct advantage over the existing domestic supply of training aiming at preparing the public administrations of the beneficiaries to EU membership.

In substance, there is region-wide demand to support the development of management and strategic planning skills, better management of Human resources in government, development of professional competencies, including ethical and anti-corruption capacities, a service and client orientation, and more generally, better governance principles. The need to develop law-drafting skills and impact assessment capacities in view of EU Integration is also highlighted. Policy-making and coordination have been identified across the region as an important topic for training, and in particular in view of coordinating the European Integration process in government. Contributing to the improvement of administrative oversight and administrative justice is also an essential factor to meet the accountability criterion of the European Administrative Space. The increasing importance of expenditure management across the region is generating needs for technical and comparative training on financial management, including Public Internal Financial Control, and expenditure management skills. Finally, independent and oversight institutions such as the Ombudsperson offices or the Supreme Audit Institutions generate specific needs for training which could also be, in part, answered by ReSPA.

The needs for training on European integration issues *sensus stricto* are not as widely expressed as it was initially foreseen. However, the Sigma papers indicate clearly that the EU accession process is a major contextual and influential factor to public administration reform at national level. It is proposed that ReSPA should address the EUI dimension, but in a complementary way to the national training delivered on the matter, i.e. by focussing on comparative administration in the EU in addition to the classical “European” training (EU institutions, decision-making processes, etc) which could be developed and delivered at national level.

Regional Training Needs Analysis

Table 1: Sources of information – documents submitted/available in the countries/entities

	TNA	Training Programme 2007	Long-term training strategy	Training system documents	PAR documents	ReSPA specific contribution	Ljubljana conference contributions	Progress Reports and Sigma assessments
Albania	x						x	x
Bosnia-Herzegovina	x	x	x			x	x	x
Croatia		x	x			x	x	x
the former Yugoslav Republic of Macedonia				x			x	x
Montenegro	x	x		x				x
Kosovo (under UNSCR 1244)		(x)			x			x
Serbia	x	x	(x)					x

(x) These documents have not been submitted to ReSPA however they are mentioned in other sources.

Table 2: National Civil Service Training Systems

Albania	TIPA and its partner government institutions have undertaken the effort of designing a multi –year training strategy that would respond to the demands of the Albanian participation in the SAP/SAA and the European integration processes. With donor support the training concentrates on different aspects related to European integration, as well as development of managerial, cooperation and negotiation skills.
Bosnia-Herzegovina	There is no central horizontal in-service training institution. Most training is provided by different donors, often in support to different CSAs and their training units. Coordination of training activities (and training strategies) among different institutions and at different levels of government remains weak. Training is being provided in the areas of European integration, management, strategic planning as well as ICT and HRM by both the state and entity level.
Croatia	Training in European integration issues is well developed, and the same evaluation seems to hold for some special branches of the administration, such as customs or finance. General training under the leadership of the CSOA remains limited, importantly due to financing constraints.
the former Yugoslav Republic of Macedonia	Training needs and priorities remain to be largely developed. Neither a general training strategy nor a training programme have been adopted yet. A policy document entitled “National System for Co-ordination of Training and Professional Development of Civil Servants in the former Yugoslav Republic of Macedonia”, adopted by the CSA in October 2005, is still the most comprehensive document on the issue.
Montenegro	A training strategy has been adopted. Two studies on training needs assessments have been carried out and some training modules exist on five topics: Legal, Finances, Public Relations, EU Integration and IT. However, systematic training is still not in place. Training remains mainly supply-driven as neither are sufficient staff allocated to this task in HRMA nor are sufficient funds for training earmarked in the national budget.
Kosovo (under UNSCR 1244)	Training courses are developed on all horizontal issues: in legal drafting, including impact assessment, budget and finance, IT, general administration, general management, HRM and specific municipal issues. According to the PAR Strategy, one of the priority actions is the development of a strategy for the training of civil servants. At the same time, KIPA has in fact developed a strategy for its institutional development, which includes basic training components and specific training.
Serbia	A training strategy was adopted by the government in 2005. The HRMS has prepared a Programme of Civil Service Training for 2007, which was adopted by the government on 29 March 2007. The main areas of the 2007 programme are organisation of the administration, the civil service system, modern management of the administration, public finance, European integration, and training of trainers.

Table 3: Country/Entity Training Needs (as per individual country/entity training needs analyses and strategic plans)

	Management skills/strategic planning	HRM	Civil Service, ethics, client service culture	Public Administration and good governance principles	Training development , delivery and assessment	European integration	Public Finance	Policy-making and coordination	Negotiation skills	Project management
Albania	X		X		X	X			X	
Bosnia-Herzegovina	X	X		X	X	X	X	X		
Croatia	X	X	X		X				X	
the former Yugoslav Republic Macedonia	X		X	X				X		
Montenegro	X	X		X		X	X			X
Kosovo (under UNSCR 1244)	X	X			X		X			
Serbia	X	X	X	X		X			X	X

Table 4: Potential areas of training (based on the work carried out in Sigma in 2007)

	External Audit		PIFC		Public Expenditure Management		Public Procurement		Public Service	
Albania	x	Audit methodology, institutional capacity/framework for audit, development of audit strategy, impact assessment of audit, relations between audit institutions and parliament	x	Relations and coordination amongst different FMC frameworks, managerial accountability in the PIFC framework, anti-fraud policies, organisational frameworks for PIFC, status and HRM for internal auditors, internal audit methodologies	x	Organic Budget Law, budget process, parliament's role in the budget process; strategic/medium-term budgeting	x	New instruments and methods in the procurement system (new EC directives), institutional framework/capacity of the procurement authorities, public procurement review mechanisms, concessions, public-private partnerships	x	Regulatory governance, regulatory quality (legislative drafting)
Bosnia-Herzegovina	x		x		x		x		Information unavailable	
Croatia	x		x		x		x		Institutional frameworks/capacity for HRM, administrative procedures, administrative justice, regulatory governance and regulatory quality (legislative drafting in particular), HRM, ethics, quality management in public service, performance-related pay systems	
the former Yugoslav Republic of Macedonia	x		x		x		x			
Montenegro	x		x		x		x			
Kosovo (under UNSCR 1244)	x		x		x		x			
Serbia	Information unavailable		x		Information unavailable		x			x

In **bold** are these areas which were identified by the signatories themselves in their training needs analyses and strategic plans. The signatories also identify a broader area of '**public finance**' as an area in which training would be required