

REPUBLIC OF SRPSKA GOVERNMENT

**STRATEGY FOR THE
TRAINING AND DEVELOPMENT
OF CIVIL SERVANTS**

2007-2010

**Banja Luka
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Please note: mentions of the term 'civil servant' in this Strategy also includes other employees working for Ministries and Agencies

1. DRIVERS FOR CHANGE

1.1. Creating a Civil Service for the 21st Century

The **Vision** for this Strategy for Training and Development in Republika Srpska is shared by the Public Administration Reform Strategy for BiH:

‘to develop a public administration that is more effective, efficient and accountable and provides better services to the Government and citizens and in accordance with European Union standards’

It is recognised that it is important to build efficient and accountable institutions because these form part of the basis for the continued socio-economic development of Republika Srpska.

The overall **Purpose** of this Strategy is:

‘to increase the capacity of Ministries, Republican Administrations, Republican Administrative Organisations (hereinafter: civil service bodies) in the Republic of Srpska by improving the availability, relevance, quality and variety of training and development opportunities on a planned and continuous basis for all civil servants in RS’

This Strategy has been developed in partnership with civil service bodies and experts from the National School of Government and sets out the objectives for the CSA.

1.2. The Main Challenges

The Strategy has a key role in motivating people and enabling them to clearly and precisely recognize their own needs and to make efforts to perform their assignments in a better way with a focus on directly supporting business goals. To enable the administration to become more efficient and effective, this means doing the right things in the right way. The Strategy provides the environment to develop skills that all civil servants should have. It will enable them to achieve good standards in accomplishing their work though some flexibility is required to achieve these aims. Lessons learned must be implemented in the work place.

Administrative development is not a goal in itself. The term good administration relates to the work of the authorities’ institutions and the civil service, as well as to the way of providing services for the citizens. It recognises the importance of equal rights and that all decisions regarding civil servants, including the recruitment of new staff members and selection of training and development opportunities, will be based on unbiased and professional opinions.

It is accepted that under-performing or poorly functioning ministries and institutions are barriers to development. The Strategy for Training and Development of Republika Srpska civil servants will be focused on the following aspects of good administration:

- a) impartiality: all citizens and ethnic groups will have equal access to services and will be treated equally by civil servants

- b) services oriented towards citizens: meeting the needs of citizens, organisations and businesses
- c) transparency and accountability: all civil servants will be trained to be take responsibility for their work
- d) professionalism: civil servants will display up-to-date expertise, ethical values, cultural understanding and skills when providing opinions, making decisions and communicating with citizens
- e) ministers: civil servants will provide ministers with the appropriate advice and help that is needed to the required quality and timescale to support the aims and objectives of the ministry

The fundamental purpose of training and development is to provide new knowledge and skills that are needed to perform every day working assignments to required standards. It represents a systematic approach to learning and development which provide knowledge, skills and attitudes to civil servants for their particular job and to meet the needs of the institution.

Training and development activities will comply with the following principles:

- a) supports the organisation's goals
- b) involves improving the skills and knowledge for all civil servants according to need
- c) that the new knowledge and skills can be applied in the workplace
- d) supports continuous professional training for new and existing civil servants
- e) represents good value for money

The skills or competencies that are required by all civil servants vary according to their role and responsibility but the main categories that are required include:

- | | |
|----------------------|------------------------|
| Managing people | Managing change |
| Delivering policy | Operational delivery |
| Corporate management | Professional expertise |
| Financial management | Communications |

There is a lack of capacity in the provision of appropriate training and development activities and this could limit the amount of training and development activities that could be delivered. This lack of capacity has sometimes been obscured by the provision of training and development activities by donors. The problem is not just a restriction on meeting current needs (if additional funds became available) but there is a significant risk that future needs will not be met because of the lack of growth in capacity.

1.3. European Union

Preparation for membership of the EU by BiH is expected to increase rapidly during the lifetime of this Strategy and will make new demands on the BiH and RS administrations. This Strategy allows for the training and development of civil servants to take over new responsibilities and duties coming in the pre-accession period. These new responsibilities will require an increased understanding of EU policies, legislation, regulations and institutions. Further information is provided in annex (3.3.)

1.4. The Key Areas for Capacity Building of Civil Servants

Increasing demands to improve standards and to meet new challenges are ever-present factors in the lives of modern day civil servants, not just in Europe but across the world. Ministries need to recognise the importance of developing a learning culture within their organisation to meet these challenges and that an appropriate response is required to improve the skills and knowledge of civil servants. Staff already recognise that they could do their job better if they had appropriate training and development. This Strategy will help address the main challenges such as providing new knowledge and building on existing competencies such as people management and communication.

The CSA has received views and opinions about the training and development needs of civil servants from the civil servants themselves and the CSA monitors the results and feedback from existing training courses. This process will be continued and expanded during the life of this Strategy. This should lead to an increase in understanding by Ministers about their requirements from the civil service and this will enable senior managers to help all civil servants meet these requirements.

During 2006, Training Needs Questionnaires were issued to staff in certain number of ministries. Analysis of the questionnaires leads to the following key conclusions:

- a. Less than 50% of staff completing questionnaires benefited from training in the last 2 years
- b. 55% of staff said training would help them to do their job better
- c. 65% of staff would like IT training
- d. 40% of staff would like communications training
- e. 37% of staff would like training in work planning skills

Drawing on information provided by the questionnaires, the Civil Service Agency of Republika Srpska has identified the following as the key areas for training of civil servants:

1.4.1 Organisational

- Impact of new technologies on jobs and how work is organised
- New and amended policies and regulations and their implementation
- Management re-organisations
- Improved internal communication systems

1.4.2. Individual

- Increasing competencies to improve work performance
- Improvements in work planning
- Improvements in computer literacy
- Increasing skills in foreign languages
- Improved personal communication skills

The Strategy has a special emphasis to build and implement a culture of continuous learning because this is necessity for all areas of the civil service.

Whilst recognising that individuals have responsibility to consider their own training and development needs, it is necessary also for government, senior managers and line managers to initiate, encourage, and enable civil servants to develop their potential. Developing the full potential of staff meets individual as well as organisational needs.

2. RESPONSE TO CHALLENGES

2.1. The RS Civil Service Agency

The role of the Civil Service Agency (hereinafter: RS CSA) is defined in the Law on Administrative Service in RS Administration 2002. It has a leading role in the reform programme, and in relation to that, development of policies and practices for human resources management within the whole civil service. The CSA has a leading role in defining and meeting the civil servants' needs for training and development. The Strategy for Training and Development for the RS Civil Service, led by the Civil Service Agency, has the key role in the process of managing the knowledge and information that are fundamental for capacity building and improvement of civil servants in the period between 2007 – 2010.

The Civil Service Agency will constantly and continuously connect goals, purposes, and ranges of training and development of civil servants, especially initiating and creating priorities for training, to bring it in line with requirements of state and public administration reform in RS.

2.1.1. CSA and Ministries working in partnership

The CSA RS recognises the importance of developing closer relationships with Ministries and agencies to achieve a better understanding of customer needs. The CSA will develop its information systems and the information they hold on a data base; this has already been supplemented during 2006 with reports from several Ministries providing additional important statistical information. The CSA will extend support to Ministries to help them manage the issue of training needs questionnaires to all their staff during 2007 and with analysis of the data. Consideration will also be given to whether the exercise should be completed during 2010 to measure progress and to inform future training and development strategies. The CSA will also hold annual meetings with each Ministry (and agency?) to discuss topics of mutual interest and to exchange and publicise examples of good practice.

The RS CSA will encourage civil service bodies to use the technique of 'intelligent customers'. This involves active participation in the analysis of training and development requirements of their staff, making comments on the design and delivery of training and development programmes and to evaluate the results of training and development activities and to make recommendations re future planned activities.

2.1.2. Training for Trainers

Most training needs are currently being met by various means including foreign donors. An important additional resource will be available from 2008. A training programme will start in early 2007 to train a cohort of 12 trainers and they will be available to train civil servants from 2008. They will provide a substantial and sustainable resource. These civil servants will be drawn from a mixture of civil service bodies and will participate in training in 2007 involving 5 modules to recognised EU standards. The work of this cohort of trainers will be co-ordinated by the Civil Service Agency; each trainer is expected to work as a part-time trainer devoting up to 25% of their time to training activities and the remainder to their normal duties within their Ministry.

2.1.3. Aspects of Training arrangements

The RS CSA will follow the three basic and constant models of training (further information on these models can be found in Annex (3.2.) - priority will be given to models 1 and 2:

1. Induction training for new civil servants
2. Management and personal skills training for existing civil servants
3. Professional training for existing civil servants

The RS CSA recognises that priorities for training and development include:

- Leadership and top management development programmes (see Annex (e) - 'Shaping the Future')
- Training for Trainers (see annex (f))
- Improvements to training on Human Resource Management including the information management system, recruitment and performance management
- Information technology
- Internal and external communications
- Equal Opportunities

The RS CSA recognises the importance of equal opportunities and diversity and will itself follow these principles in all its activities and it further recognises that unequal treatment, prejudice or harassment discredits the civil service as a whole. The RS CSA will help through training and development activities to prevent discrimination on the grounds of someone's sex, sexual orientation, status as a married person or a civil partner, race, colour, nationality, ethnic origin, religion, beliefs or because of a disability, pregnancy or childbirth, or subsequent maternity leave or because they are a member or non-member of a trade union.

Delivering training and development activities is likely to involve one or more of the following but the exact choice depends on several factors including the needs and the availability of courses/programmes to meet those needs (see also Annex (3.1.):

1. traditional training courses
2. on-line learning
3. coaching and mentoring
4. conferences
5. study visits
6. Secondment programmes and study leave
7. communication meetings
8. in-house magazines
9. sharing of knowledge between colleagues and teams.

The process of planning the training or developmental activity is based on logical phases and these include:

- a) analysing the need for training or development
- b) planning and producing the programme and securing resources
- c) appointing an organisation to deliver the training or development activity
- d) delivering the activities
- e) reporting and evaluation

The challenge of a lack of capacity in the provision of appropriate training and development activities could limit the amount of training and development activities that could be delivered. The RS CSA will develop this capacity whenever possible through the encouragement of existing and new entrants. The training for trainers programme will also make an important contribution to increasing capacity in RS.

Improved information on training and development opportunities was expressed as a requirement by responses to the training needs questionnaire. The RS CSA will develop its website to improve the provision of information and access to learning with links to training and development organisations. This will form a key part of the encouragement given to civil servants to participate in learning opportunities and the RS CSA will develop more attractive methods to help people learn.

The RS CSA will further develop relationships with BiH state bodies and Federation partners and others to co-ordinate training and development activities. One objective of this co-operation will be agreement on raising standards. It is likely that considerable co-operation will be required on training and development activities connected to preparations in BiH to meet EU standards across a wide range of topics and activities.

2.1.4. Training and Development of RS CSA staff

The CSA also recognises the need to encourage further training and development for its own staff and will develop a programme for organisational and staff development as a model for other organisations. The programme will include training and development activities that will help the RS CSA and staff implement this Strategy.

2.1.5. Key Objectives for the RS Civil Service Agency

	Goals
1	The RS CSA will work closely with the civil service bodies to raise standards and increase the relevance of all training and development activities to meet business needs. The HRD Network will meet at least 4 times per year.
2	The work of the cohort of trainers will be co-ordinated by the RS CSA from 2008 and will deliver training and development activities to a high standard to meet the needs of the civil servants and their ministries.
3	The RS CSA will develop training and development capacity whenever possible through the encouragement of existing and new entrants without sacrificing the need to maintain and improve standards using evaluation and other techniques.
4	The RS CSA will respond to the increasing importance of information technology across government by increasing the availability of training and development activities for information technology. Part of this response will include the expansion of its website during 2007 to provide training and development information and opportunities across a wide range of topics.
5	The RS CSA will further develop relationships with BiH state bodies and Federation partners and others to co-ordinate training and development activities and will meet them on a regular basis to review progress and to exchange information
6	During 2007 the RS CSA will develop an internal training and development programme to help provide the necessary skills for staff implementing this Strategy

2.2. The Human Resources Development Network

An important development during 2006 was the establishment of the Network to assist with co-operation across various levels. Its membership consists of Secretaries of all Ministries and several Agencies. The terms of reference for the group include:

- a) Providing a forum for discussion between civil service bodies about human resource management and training and development
- b) To encourage discussion by partners on best practice and to share knowledge and experience
- c) To consider and make recommendations to the RS CSA about human resource development issues
- d) To assist with co-ordination of activities by civil service bodies and thus reduce the risk of duplication or contradiction

2.3. The Quality Framework for Training Providers

The RS CSA recognises the importance of selecting high quality external training providers. In order to designate training providers as Registered Training Organisations (RTOs) the RS CSA has drawn up a list of key selection criteria that all providers are required to meet (see Annex (3.4.)).

2.4. Information Technology

IT is increasingly used to transform how governments conduct their business, what they do, and how they relate to citizens and society. IT used correctly is a very powerful tool for internal and external use. This includes business processes, e-services, and the provision of information. This Strategy reflects the importance of helping develop the IT skills of civil servants. It is also recognised that the use of IT for training and development purposes will also increase during the period covered by this Strategy and the CSA will encourage self-study and on-line learning.

2.5. Evaluation

The main purpose of evaluation is to improve the quality of training. It is not just about forms and questionnaires (though without these one cannot collect data) but about taking action and continuously improving designs, responding to changing customer requirements and reviewing costs and benefits. Although, it is important to take into account learning methods, the learning environment and content, the most important aspect is 'by how much have the training and development activities helped people do their jobs better'. It is important to take account of the views of the various parties affected by training and development: senior managers, line managers, individual learners themselves and the training function, before drawing conclusions. The four levels of evaluation (according to the Kirkpatrick model) are:

- a) Reaction - how effective the training was and how it can be improved.
- b) Learning – what knowledge was learned, skills developed and attitudes changed.
- c) Behaviour – what change in job behaviour occurred as a result of the training.
- d) Results – what are the tangible results and how they compare with the costs.

The RS Civil Service Agency will establish mechanisms to collect and analyse data and introduce systems to improve training and development activities.

2.6. Financing

The RS Budget will include the training and development programs for civil servants in the way that they will provide annually 0,50 % of their gross salary budget for civil servants.

The Civil Service Agency, Ministry of Administration and Local Self-Government and Ministry of Finance will take into consideration other sources of financing the training and development including external and other internal sources. External sources (donors) are likely to be international organisations and individual countries but any funding offered should address the priorities set out in this Strategy.

Annex 3.1.

Development Options for Training

The Strategy for Training and Development of Civil Servants in Republika Srpska recognizes the following types of training and development activities. These are based on the development interventions supporting the learning process of the civil servants.

- 3.1.1. *Standard or customised training.* ‘Standard courses’ are those that have been designed to meet requirements for training and development in a standard or general way and are likely to meet the needs of most customers. Course details are published in advance and if people believe the course is likely to meet their needs, they apply for a place. However, if a standard course requires changes to meet the specific needs of an organisation, it become ‘customised training’.
- 3.1.2. *Open or closed courses.* Open courses involve participation of people from various different bodies or organisations and a closed course involves participants from only one organisation. These models of training can be standard or customised.
- 3.1.3. *Mentoring.* Mentoring includes supporting and encouraging participants to adopt and implement new knowledge in the work place and bridge the gap between the training room and the work place. Mentors should have knowledge and experience and have the trust and respect of the person being mentored.
- 3.1.4. *Conferences.* This form of learning can prove to be very efficient and effective because it can involve a range of interests and large numbers of participants. Important subjects of current interest are elaborated by recognized academics, experts and public and private sector workers. Conferences provide for active participation in the discussion and deeper analysis of issues and problems, and provide for greater understanding of issues, re-affirmation of knowledge and/or elimination of prejudices or incorrect conclusions.
- 3.1.5. *Study visits.* Study visits provide an opportunity for participants to directly observe the work of other people in a similar situation to their own. An illustrative example of this kind of training would be a visit to countries that have recently become European Union members and to observe and discuss good practice. It is expected from such visits that the participants implement the knowledge they gained at their work place.

Annex 3.2.

Three Basic and Constant Models of training

3.2.1. INDUCTION TRAINING FOR NEW CIVIL SERVANTS

All employees in the civil service need induction training when joining the civil service. Responsibility for this training will be divided between the Civil Service Agency and the appropriate civil service body. The RS CSA will provide half a day training course for newly employed people in the civil service and will be organized every three months. The course will cover a wide range of issues related to the entire civil service, such as the Law on Administrative Service in the Republika Srpska Administration, policy on human resource management, continuous professional development, and training. The appropriate Ministry or Agency will provide training related to the specifics of that Ministry or Agency such as range of activities, goals, the organisation's structure, informatics, personnel policies, and procedures, methods of communication and coordination within that body.

3.2.2. MANAGEMENT AND PERSONAL SKILLS TRAINING FOR EXISTING CIVIL SERVANTS

Providing training in the field of management or personal skills development is additional to training provided in the field of professional skills. For example, a manager with a large team to manage may require training on human resources management, coaching skills, people skills, leadership skills, or finance skills. This training could be provided internally or externally.

3.2.3. PROFESSIONAL TRAINING FOR EXISTING CIVIL SERVANTS

In accordance to the regulations of the Law on Administrative Service in the Republika Srpska Administration, opportunities will be given to the civil servants to improve their professional skills through training programmes during their service engagement. Such training will be provided within the institutions or by external organisations.

After the technical training is finished within the Programme of the senior civil servants development, the RS CSA will, through consultations with the network of representatives for training and development, create a plan for expanding the training on the entire service. It is extremely important to establish a strategy which covers the entire service.

Annex 3.3.

Relationship between the Strategy and European Integration

The Strategy of European Integration clearly and precisely defines rules and principles of entering the European Union, and that is a logical road of development for Bosnia and Herzegovina and Republika Srpska. The integration into European Union process will be demanding for BiH and RS administration, and will require total engagement of the authorities to fulfil the conditions arising from the process of integration into the European Union. The Strategy is building a model of systematic training for civil servants based on modern administrative principles and high quality professional knowledge and skills.

The aim of the training covering this area should be complete and detailed. The goal implies at the same time, providing civil servants with essential and fundamental knowledge on the key aspects of integration in EU. The Strategy goal in this area, would also intend to enable civil servants of Republika Srpska an insight into:

- a) the history of European Union,
- b) development and transformation of the European Union institutions
- c) strategy of European Union policy
- d) European Union documents,
- e) European Union legislation,
- f) Principles of adjusting and unifying rights of European Union

According to this Strategy, the civil servants of Republika Srpska will gain knowledge and skills which will be used for achieving sustainability and stability of institutions and should help with the following:

- a) ensuring democracy, the rule of law, human rights and protection of minorities
- b) functioning of the market economy and handling the challenges of competition inside and outside the EU
- c) gaining knowledge and skills related to the European legislation and its institutional frameworks and its efficient implementation.

At the same time, it means that the Strategy follows modernisation in a wider sense of public administration, stressing the connection between European integration and civil service reform in Republika Srpska.

Annex 3.4.

The Quality Framework for Training Providers

The Civil Service Agency will use the following criteria to establish whether prospective training providers should be appointed as Registered Training Organizations (RTOs):

1. They must have a system of planning and realisation of quality training for all its activities.
2. They must follow the regulations of the Law on administrative service in Republika Srpska administration.
3. They must have effective procedures for financing the running of the business.
4. They must have effective administration and registration.
5. They must have a principle of equal access and transparency and they must provide consultation service which will help participants to define and achieve wanted results in implementing knowledge on their work place.
6. Marketing and advertising training services and estimation must be done in an ethical way.
7. The design and content of the training must be of sufficient quality
8. Methods used for training
9. Ability of staff to design and run a training
10. Number of trainings run annually
11. Estimation on how successful trainings were and the instructor's grade system
12. Understand civil service reform in Republika Srpska
13. Devotion to development and improvement of the public administration reform in Republika Srpska

Perception of these factors confirms the conclusion that this is a total set of criteria and standards that has to be fulfilled by the training providers, and that it covers all the aspects of the organization, accreditations and certifying training

Annex 3.5.

Shaping the future

The training is intended for the programme of accelerated capacity building for the Assistant Ministers and Secretaries in the Republika Srpska and the RS CSA. It should be emphasized that this is not a classical training programme, but a series of seminars and workshops for senior civil servants.

There will be two groups, with 20 participants per group, a total of 40 participants who are senior civil servants of Republika Srpska.

The goals of this training programme are designed for the Assistant Ministers and Secretaries to:

- 3.5.1. increase their personal awareness of the civil service system and to develop personal abilities*
- 3.5.2. give them impression of security and ability to take over the initiative and to successfully handle the assignments they get*
- 3.5.3. to overcome and eliminate obstacles hindering improvement, development and success*
- 3.5.4. to recognize specific issues and problems in their own ministries, where the inevitable and justified change is needed*
- 3.5.5. to set up a good practice and to be a model for quality and successful work to the others*
- 3.5.6. to increase dedication and accountability in work of employed civil servants.*

Annex 3.6.

Training the Trainers

The overall aim of this programme is to build capacity within the CSA and individual Ministries by identifying and training a small group of staff to be 'in-house' trainers.

The proposal involves delivering a structured programme for 12 people from the RS civil service to be trainers during 2007 and they will be a resource of internal trainers ready to deliver courses to their colleagues in 2008.

The training delivered by these trainers will complement and not duplicate training provided by other organisations. It will be provided in locations and at time convenient to the participants and Ministries. Training delivered by experienced civil servants can often be much more relevant to the needs of civil servants than training delivered by external organisations.

As the level of demand for training is not known at this stage, it is difficult to estimate the amount of time that the trainers will spend on training and development. It is unlikely that the trainers will work full as trainers but they could spend up to 25% of their time on training staff during the course of each year.

An internal selection process will be used to select the trainee trainers.

The training programme will involve 5 modules each taking 2 or 3 days:

1. Introduction to Training Design
2. Presentation Skills and Techniques
3. Needs Analysis and Evaluation
4. Facilitation Skills
5. Consolidation of Learning

Recruitment to the programme is expected to start in January 2007 and actual training will begin in March. Completion of the training is expected to be in November 2007.

Annex 3.7.

Financing

The RS Budget will include the training and development programs for civil servants in the way that they will provide annually 0,50 % of their gross salary budget for civil servants.

It should be planned in accordance to the RS CSA economical code (04113001).

Reviewing The Central Personnel Data Base Registry, it has been confirmed that there is 3850 civil servants currently employed in the RS civil service.

Calculations will be done based on the annual gross salary budget for civil servants in amount of 1.748,00 KM and it will be multiplied with the number of RS civil servants (3850) and again multiplied with 12 months = 80.757,600,00 KM.

It means that if the proposal for basis for accounting is being accepted it means that the available fund should be 104,88 KM annually or 8,74 KM monthly per a civil servant.

Stated budget resources would be used for implementation of the RS Civil Service Training and Development Strategy for 2007, 2008 and 2008, but in consultation with the Ministry of Finance and with an approval by the RS Government. It should be used for:

- Training before joining the civil service (volunteers and probationers),
- Training for Trainers
- Professional Training
- Issuing magazine "Modern government"
- For International Scientific gathering to present results of the civil service reform process, its modernisation in the light of European integrations, and
- For issuing Compendium and Practicum