



## **STRATEGY**

FOR CIVIL SERVANTS TRAINING IN THE REPUBLIC OF  
MACEDONIA  
2009 - 2011

**1<sup>st</sup> September 2008**

***„Building a professional, dynamic and motivated civil service and providing a culture of continuous learning at all levels of civil service “***

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## SUMMARY

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Continuous learning is a key factor for upgrading effectiveness and efficiency in the operation of the bodies and in reaching their goals. Only through learning would civil servants be able to acquire knowledge, skills and views that they need to improve the quality of their work and develop their motivation towards further development and promotion. Accordingly, the culture of learning means awareness of the importance of learning in carrying out responsibilities of the body and the local self-government. It is a culture that encourages constant reconsidering of the manners of working, internal procedures and motivation in order to promote the organization on the whole and achieve results.

The Civil Service in the Republic of Macedonia is a compound structure. Civil servants are employed in different bodies of the executive and legislative power, as well as in the units of local self-government. Each of the bodies has its own role, goals and manner of operation in the system. However, to the end of reaching high quality at all levels of the state, regardless of whether civil servants execute affairs related to policy-making or providing services to citizens, a uniform training system should be established which will ensure development of civil service by gaining knowledge and skills necessary for executing responsibilities with best quality and achieve the strategic goals.

The Civil Servants Training Strategy refers to the civil servants employed in the bodies of the central and local government. The Strategy defines the goals and principles, the training system and target groups, as well as the mechanism of financing and the risks related to the establishing of the training system of civil servants.

The Strategy aims to establish a sustainable, stable and comprehensive training system and development of the civil servants that will satisfy the different needs of the bodies and of the civil servants as individuals, and contribute at the same time to the achievement of strategic goals of the state and of the bodies employing civil servants.

In this general framework, the Strategy will focus on reaching the following objectives:

- Developing a sustainable and stable system of high-quality training with clearly defined training goals in accordance with the needs of the target groups;
- Building capacities of the Training Coordination System of the civil service;
- Developing a sustainable and stable system for financing trainings;
- Developing a culture of continuous learning and development of human potentials in the civil service.

To the end of reaching these goals, i.e. ensuring that quality, professionalism and expertise of civil servants in the Republic of Macedonia is constantly maintained and upgraded at all levels of civil service, it is necessary to establish a **training system** which will provide:

- Continuous upgrade and development of relevant knowledge and skills to enable civil servants to work in high-quality, effective and efficient manner in accordance with the needs of the body where employed and their personal needs;
- Uniformity of knowledge and skills of civil servants which will ensure quality at all levels of the civil service and economical exploitation of internal potentials;

- Gaining knowledge and skills that are equal in content and quality with those developed in European countries, contributing in this way to internationalization of civil service in the Republic of Macedonia;
- Balance between training supply and demand through a sustainable system of planning and coordination of training.

Main characteristics of the civil servants training system in the Republic of Macedonia include, inter alia, as follows:

- Clear goals of the training to contribute to upgrading the quality of civil service's capacities on the whole, raising at the same time the level of knowledge and skills, which will help reach the goals of the bodies and increase the effectiveness of work.
- Training programmes fully harmonized with the identified training needs. The systematic approach and high-quality realization of the training shall be based on the Annual Training Programme for generic training, which is adopted by the Civil Servants Agency.
- Programmes and modules will be continuously developed and updated on the basis of the analysis of training needs and the Annual programmes of the bodies in order to be able to satisfy the needs of civil servants and bodies they are employed in.
- Target groups are defined rather at horizontal than at vertical i.e. hierarchy level. It means that target groups are defined at functional level, i.e. according to the responsibilities and tasks the civil servants are performing or should be performing.
- In order to provide sustainability and stability of the training system and training realization, CSA shall form a special organizational structure within its structure to be responsible for planning and realization of civil servants training.
- Trainings shall be conducted by external and "internal" (from the civil service) trainers, who will be responsible for conducting the programmes according to the criteria defined in advance.
- The work of the trainers will be monitored on a regular basis to find out whether the trainer is conducting the training according to expectations and defined criteria.
- Providing adequate resources is a key prerequisite for successful implementation of the Strategy goals. In order to establish a system which will provide relative stability and sustainability, the bodies employing civil servants shall, in the first year of the implementation of the Strategy, design a restricted budget programme for specializing training which shall amount at least 0,5% of the maximum amount of the civil servants' salary mass. On the other hand, the Civil Servants Agency shall be in charge of the budget funds intended for realization of the Generic Training Programme. This amount shall be revised after the first year of application to establish that it is appropriate and real, with a tendency to increase constantly.

The Civil Service Agency has the primary responsibility in implementing, coordinating and monitoring the Strategy. In doing so, CSA shall cooperate with the bodies employing civil servants with the aim to provide coordination and realization of the defined measures and activities.

## **1. INTRODUCTION**

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The potentials of civil service are key factors for further development of market economy and for building out a competitive and modern society. The environment in which civil servants operate in the Republic of Macedonia is changing constantly, and the pressures for changes, both internal and external, are permanent and their intensity is increasing.

The candidate status of the Republic of Macedonia imposes new obligations, and the anticipated process of approximation towards the European Union through negotiations will bring changes at a fast pace. The development of market economy implies effective and efficient administration. Economic entities, both domestic and foreign, expect open, equitable and flexible conditions on the market in order to be able to focus on achieving its business results through fair open competition. In addition, citizens' expectations for high-quality and more efficient services have increased through the process of decentralization.

At the same time, internal environment is changing, too. New ways of work have been introduced in administration, which set the accent on achieved results. Successfulness is no longer measured by resources spent, but through the effects of the achieved results and the changes caused by Government's policies and measures. This way of work requires good planning of all available resources and constitutes a basis for different way of management in the organizations of the public sector.

All this points out the need of professional and motivated civil service at all levels of the state, which will be able, through its knowledge and skills, to respond to external and internal challenges and act in accordance with the highest standards and norms. A new and comprehensive approach is needed towards building and developing a civil service, which will reflect the message that human resources in administration constitute a long-term investment rather than a loss. In addition, a new and sustainable way of carrying out trainings is necessary, one that will provide development of the civil service on the whole, and also state bodies, local self-government and civil servants as individuals.

### ***1.1. Scope and Structure of the Civil Servants Training Strategy***

Civil Servants Training Strategy pertains to the civil servants employed in the bodies of the central and local government<sup>1</sup>.

During the preparation of the Strategy, the Law on Civil Servants and the secondary legislation adopted by the Government, as well as the acts adopted by the Civil Servants Agency (hereinafter: CSA) that pertain to the implementation of the Law, will be taken into consideration. Other relevant documents prepared by CSA or other bodies and organizations in the Republic of Macedonia have also been taken into account, including the National System of Coordination of Expert Training and Development of civil servants in the Republic of Macedonia, the Strategy for EU – training of the employees of the state administration in the Republic of Macedonia in the process of EU approximation, and the Strategy for Training in the local self-government. Special emphasis was set on the theory related to the issue of training and training systems available in the foreign literature, as well as on the practical experience of EU countries, particularly on the experience of the newly accessed EU member-countries.

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<sup>1</sup> The employees of the legislative, executive and judicial power constitute the corpus of employees of the bodies of the central authority. During the preparation of the Strategy, the Assembly of the Republic of Macedonia adopted the Law on Judicial Service, which provides for exemption of civil servants employed in the Courts from the Law on Civil Servants, but with suspended application from 1.1.2009.

The basic training policies and the civil servants training coordination system of the Republic of Macedonia are defined in the National System of coordination of expert development and training of civil servants in the Republic of Macedonia

In this context, the Strategy defines the goals and principles, the training system and target groups, as well as the manner of financing and the risks related to the establishment of the civil servants training system. The Action Plan on implementation is an integral part of the Strategy for Civil Servants Training in the Republic of Macedonia.

The Strategy has a three-year framework, but some of the measures and activities will be being carried out even longer than this time dimension. Therefore, the Strategy is a developing document, and the anticipated measures and activities will be monitored and assessed on a regular basis. The findings from the monitoring and assessment process will be used in updating the Strategy and Action Plan.

With the adoption of this Strategy, the Government of the Republic of Macedonia confirms its commitment towards strengthening the system of promotion in career, based on merits in the civil service, and developing an efficient and professional civil service which will be prepared to cope with all challenges that will arise during carrying out and achieving strategic goals of the Republic of Macedonia.

## **2. GOALS AND BASIC PRINCIPLES**

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### **2.1. Strategy Goals**

Civil service in the Republic of Macedonia is a compound system in which each of the bodies in the system has its own role, its own goals and manner of operation. In order to achieve quality at all levels in the country regardless of whether civil servants perform affairs related to policy making, its implementation and supervision or provide services to citizens, a uniform training system should be established, which will ensure that the civil service will acquire knowledge and skills necessary for high-quality performing of responsibilities of the bodies whose employees hold the status of civil servants, and achieve the strategic goals of the country.

Accordingly, the vision of this Strategy for civil servants training is as follows:

**Building an expert, professional and motivated civil service and providing a culture of continuous learning at all levels in the civil service.**

The general goal of the Strategy is:

- To establish a sustainable, stable and comprehensive training system and development of civil servants which will satisfy the different needs of the bodies and civil servants, as individuals, and contribute, at the same time, to the achievement of strategic goals of the country and of the bodies employing civil servants.

When implementing the general goal, the Strategy will focus on the achievement of the following individual goals:

- Development of a sustainable and stable system of high-quality training with clearly defined training goals in accordance with the needs of the target groups;
- Building capacities of the training coordination system of civil service;
- Development of a sustainable and stable system of financing trainings;
- Development of a culture of continuous learning and development of human potential in the civil service;

### **2.2. Basic Principles**

In order to provide consistent approach in further mid-term and long-term development of the civil servants training system, the Strategy shall be based on the following basic principles:



### ***Needs and priorities***

- Training shall be based on the needs defined and formulated in context of the strategic
- Priorities of the Government, strategic plans of each of the bodies and their Annual Training programmes;
- The goals of the training shall derive from the system of assessment of civil servants by which constant development of the civil service will be provided;
- Key role in providing and promoting the culture of learning, in determining the training priorities, and in the process of planning and monitoring the professional development and training of civil servants lies in the Secretary, the immediate superior and especially the divisions of human resources.
- The civil servant shall actively participate and contribute to determining the needs of training and expert development;
- The training policies shall be defined in cooperation with all participants in the training coordination system.
- When developing the civil servants training system care will be taken for economic solution which will give best results;
- The development of the training system shall be carried out in phases by defining concrete goals and indicators to be monitored and updated on a regular basis.

### ***Standards and quality assessment***

- The training and the development of the civil service will be based on best practices;
- The training and the trainers shall comply with the quality standards which will be regularly monitored and upgraded;
- The evaluation of the training involves best practices. When evaluating the effects of the training, a selective, focused and practical approach shall be used;
- The training system shall include a mechanism which will ensure that the attendance at the training and the successful completion of the training programs are at a satisfactory level.

### ***Learning***

- The culture of continuous learning shall be promoted in all bodies;
- The culture of changes in the behavior of civil servants in context of their views, expectations and abilities shall be promoted;
- Learning shall be focused on developing adequate knowledge and skills to help civil servants execute their tasks in a high-quality manner.

### **3. REVIEW OF THE THEORY AND COMPARATIVE EXPERIENCE RELATED TO TRAINING**

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#### **3.1. Definition of Training**

*In accordance with the theory, the development of human resources is a "process through which the development of the individuals and of the organization may reach full potential. Education is a key factor in that process because it directly and continuously influences the formation of not only knowledge and skills but also the character and culture, the aspirations and achievements of a person. Training is a short-term, systematic process through which the individual is enabled to surmount certain tasks or skills and acquire knowledge according to standards defined previously"<sup>2</sup>.*

The main objective of the training is to help organizations reach their goals by developing their vital means – the people employed in the organization. Training means investing in people to enable them to better execute the tasks given and best use their natural abilities.

Concrete training goals are:

- Develop abilities of employees with a view to improve the quality of their work;
- Help the employees to develop themselves within the organization as much as possible so that the organization could satisfy the future needs of human resources from its internal potentials;
- Reduce the learning time for the employees that are for the first-time-employed on a particular job, promoted or re-assigned to another job and in that way ensure that they will be able to execute their tasks in a competent and efficient way.

The process of training planning and implementation consists of the following phases:

- Identifying the needs – structured analysis of the problems and weaknesses to be solved through training;
- Defining the process of learning – analysis of the knowledge and skills necessary to reach the goals defined in the process of identifying training needs;
- Preparation of the training programmes – content and techniques to be used in the training. The programme should satisfy the training needs and the goals to be reached;
- Defining the techniques, the location and the trainers – analysis of the techniques to be used in the training, as well as the place where the training is to be conducted (on the job, in a classroom etc). The decision on who will conduct the training, i.e. foreign or domestic trainers, depends on the type of the training and the goals to be reached;
- Conduct of the training – application of effective methods of training to enable the employees to acquire the necessary knowledge and skills;
- Training assessment – monitoring of the quality of employee's work after his/her completing of the training to see whether the goals of the training have been reached.

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<sup>2</sup> Harrison, Rose (1993) Human Resource Development Strategies and Approaches, Panagiotis Kousiouris, [www.nsrf.gr/ecoman/word/humanresourcedevelopment.doc](http://www.nsrf.gr/ecoman/word/humanresourcedevelopment.doc).

The assessment of the training also contributes to further enhancement of the training goals and programme.

### **3.2. Training in the Public Administration – Comparative Experience**

The training in the public administration has always been important, but its importance is even more emphasized in recent time with the process of globalization, the fast changes in the processes of work and the technological progress. Starting from the '60-es in the past century, administration training systems were established in most of the developed OECD member-countries. The systems differ because there are different factors that affect the basic structure of the training system. For instance, the training system in unitary countries is mostly centralized. The central training institution may have regional centers, but most often it is the one that establishes the training strategies and programmes. In the federal countries though, the system is decentralized, i.e. there are training centers at federal level, but also at the level of each state, region or local government. Each of them has its own training goals, strategies and programmes.

The experience of the developed countries and the newly-accessed EU member-countries shows that the training system in the civil service and its characteristics depend on several factors, of which the following are the most important:

#### **3.2.1. The system of civil service – a system of career v. a system of jobs**

**The System of career**, as the term itself defines, is a system where the employee may expect that he/she will spend large part of his/her working time in the public administration. The characteristics of this system are:

- Job safety (which means that the salaries are most probably lower than those in the private sector, but the health insurance and the old age benefits, as well as the severance pay when leaving the service are better due to the length of service in the organization);
- Safety against early termination of employment (which means that the employee is required higher standards in his/her behaviour and work. The employees must not profit from the job safety by reducing their standards in working;
- Beginning one's duties is at the lowest level, and each civil servant shall develop a career through upgrade of qualifications, promotion, gradual increase in salary and salary supplements, and all of this implies existence of a system of training and assessment of work;
- Promotion shall be based on merits, but long-term employment means that everyone shall get some satisfaction from the system (for instance: the system may incorporate possibilities for fast advancement in the system or yearly increase in salary on condition that the employee receives good grades for his/her work;
- Promotion may also be accomplished through mobility (promotion to a higher level in another organization or another location by direct transfer or open competition. It means that civil servants should have a good generic training to be able to reach higher standards in work regardless of the job place they were assigned to;
- Jobs are most frequently filled out by means of internal competitions, by exclusive application of the principle of competition and merits.

**The system of jobs** implies filling job vacancies through open competition for candidates from outside and inside the civil service. Candidates already employed in the civil service shall not be given preference in the selection. Key characteristics of this system are:

- The employed shall not expect promotion within the system's framework and should leave service as soon as the need for which he/she has been employed terminated;
- Salaries may be higher in order to reflect the risk of open market with certain health and old-age benefits;
- The candidate is selected on the basis of the qualifications and experience he/she has acquired before beginning duties.

„Pure“ systems of career or jobs are rare. Most frequent is the combination of elements from the two systems, which primarily depends on the level of development of the civil service, and of the state in general. In this regard, in the developed countries dominate elements of the system of career, whereas in the countries in transition and less developed countries dominate elements of the system of jobs.

### **3.2.2. Previous education of the civil servant – training before beginning his/her duties or during service**

Additional factor that influences the system of training is the candidate's education before beginning his duties. In some systems, greater attention is paid to the level of candidate's education than to the type of education and vice versa.

The systems of career usually give way to employing candidates that possess general knowledge and skills, with an accent to specific education, as are law or economy. In these systems training was introduced at the end of the '60-ies, except in France where certain view was maintained that the ones that have completed ENA know everything, and started thinking about training as early as in the '80-ies. In the systems of jobs, however, it was long estimated that training is not necessary. Still, since the beginning of the '90-ies the need of training was recognized and introduced.

Today, in all countries, upon the candidate's beginning of his/her duties, great attention is paid to his/her continuous training to ensure that his/her knowledge and skills are constantly upgraded to suit all the requirements for accomplishing the tasks in the service.

### **3.2.3. Financing the training**

The third defining factor of the training system is the financing. There are two basic models in relation to training financing by the state – financing the training provider (i.e. the training institution) which is obliged to prepare, organize and realize the training; or financing the training applicants (i.e. the ministries and other bodies that need training). However, to a large extent , the systems of training financing are combined.

According to the first model, the institution responsible for conducting the training, receives funds directly from the state budget. The institution prepares programmes, invites the institutions from the administration to nominate candidates for training, and the candidates, i.e. the bodies do not pay for that. The strength of this system is simplicity, while weakness is that the offer may not reflect the real needs of the bodies or civil servants.

According to the other model, administration bodies decide on the allocation of funds for training in their budgets. Then they “buy” the training, in the quality and quantity that they think they need, from state-owned or private institutions dealing with trainings. The strength of this model

is that the training precisely reflects the needs of the civil servants and care is taken for the quality and applicability of the lessons learned. Weakness is that the funds may be liable to re-use for other purposes provided that the body finds out to have a shortage of funds or no employee's interest for training. Due to the decentralization of this model it is very difficult to define the total funds from the state budget spent on training. In addition, this model implies that each of the bodies has highly developed function of human resources management and development in order to be able to assess the training needs, plan the training and evaluate the application of the acquired knowledge and skills. Therefore, this model is more adequate for the developed systems where there are good capacities of human resources management and development in administration.

There are two combined models as well. In one of them, the institution responsible for coordination of training receives financial resources for the training, but provides a competitive process through which the bodies save entry for their candidates and thus make pressure on the institution to respond to the bodies' needs, i.e. "buyers" of training. According to the other combined model, the state directly finances the fixed costs of the institution and the costs for development of training modules, but the institution itself should provide financial resources for the training realization costs by charging the "buyers" of training. This is a good model viewing it from the aspect of providing financial basis from the state, but the institution should be competitive in order to attract candidates for training and thus provide additional financial resources.

### **3.3. The System of Civil Service in the Republic of Macedonia**

Although the Constitution of the Republic of Macedonia does not contain provisions to define the special status of the civil servants, certain constitutional principles influence the defining of the system and the basic principles which the civil service complies with. Thus, the principle (right) of equal access to jobs, and with it to the civil service, is defined in Article 32 of the Constitution. The work of the civil servants according to the Constitution and the laws derives from Articles 8, 50 and 51, whereas the principles of competence and expertise in their work derive from Article 58 of the Constitution.

The need to regulate the status, rights and duties of civil servants in a separate law is discussed in the Public Administration Reform Strategy which was adopted by the Government of the Republic of Macedonia in 1999, wherein the following need was emphasized: "the state should ensure protection of a certain level of quality, professionalism and neutrality in the work of the administration, rather than define better and safer working conditions for the civil servants ..."<sup>3</sup>. With regard to the system of civil service, the Strategy defines that a system will be developed in which the elements of the system of jobs will be dominant because this system is most adequate to the conditions in the country, and at the same time it was concluded that the results from the system of career would be visible after a longer period of time and that this system would be too big a burden for the budget because of the guaranteed lifelong status of civil servants.

With the adoption of the Law on Civil Servants in 2000, the principles of professional, efficient, liable, politically neutral and service-oriented civil service were founded. In its application so far, the Law underwent a few changes which in general were motivated by the need of improving, postponing or harmonizing certain solutions through which the system of the civil service developed.

In accordance with the Law, the civil servants are not only employed in the state bodies and the local self-government, but also to a great extent are proponents of state authorizations since

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<sup>3</sup> Strategy for Reform of the Public Administration, May 1999, Government of the Republic of Macedonia, pg.13.

they prepare laws and other regulations. In a word, they execute normative and legal affairs, propose measures and policies or issue opinions on the basis of expert analysis, carry out and supervise the enforcement of laws and regulations. Accordingly, civil servants in the Republic of Macedonia constitute part of the managerial machinery of the state.

### **3.3.1. The civil service development progress**

Quality, expertise and professionalism are included in the priorities of the development of civil service. The Law on Civil Servants has adequate mechanisms to ensure that these priorities will be observed and upgraded. Thus, when being employed, candidates will have to fulfill the general requirements for employment in the civil service and additionally to demonstrate that they possess other qualifications and expertise that are necessary for the job, the latter being accomplished through an interview and an expert exam. During the service, the civil servant has the right and duty to training and expert development by which continuous upgrading of his/her quality and expertise will be ensured. Furthermore, the results from the work and the personal qualifications of the civil servants shall be assessed on an annual basis, and the quality of their work shall be motivated and rewarded with a career supplement.

The need of development of civil service through training and expert development of civil servants was formally introduced with the adoption of the Law on Civil Servants<sup>4</sup> in 2000. In compliance with the Law, the civil servant has the right and duty to training and expert development in accordance with the needs of the body where employed. Training and expert development shall be carried out by in a planned manner, by preparing an annual programme which each body is obliged to adopt in the current year for the next year. The annual programmes of the bodies should focus on the specialized trainings, and devote a chapter to presentation of generic training needs. These needs shall constitute the basis of the Annual Programme for generic training, which is prepared by CSA. In addition to issuing opinions on the annual training programmes, CSA is responsible for coordination of activities related to training and expert development of civil servants. The Law also provides for the funds needed for trainings to be supplied from the budget of the Republic of Macedonia and the budgets of the municipalities, i.e. the City of Skopje.

In October 2005, CSA defined the basic principles of the training policy and the civil servants training and expert development coordination system. The "National System of Training and Expert Development Coordination of Civil Servants in the Republic of Macedonia"<sup>5</sup> provides for shared competences for training and expert development between CSA and the bodies employing civil servants. CSA has the general competence, in coordination with the bodies, over coordination of activities at national level, in terms of: (a) establishing the goals, priorities and contents of training; (b) directing donor funds towards defined goals, priorities and contents; and (c) planning and carrying out generic (or general) training. The bodies employing civil servants are obliged to establish and organize specialized (or technical) training according to their needs.

As for the financing, a mixed system of financing trainings is planned to be built in the mid-term, where CSA should have at its disposal budget funds for realization of generic (or general) training, and the bodies employing civil servants to allocate adequate budget funds for realization of specialized (technical) training. The realization of the training should evolve mainly under the principle of "buying" services for training the private and non-governmental sector, in combination with use of trainers from the state administration.

In 2000, the Government of the Republic of Macedonia adopted the "Strategy for EU – training of

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<sup>4</sup> Law on Civil Servants ("Official Gazette of RM" No. 59/2000, 112/2000, 34/2001, 103/2001, 43/2002, 98/2002, 17/2003, 40/2003, 85/2003, 17/2004, 69/2004, 81/2005, 61/2006 and 36/2007).

<sup>5</sup> "Official Gazette of RM" No. 91/2005).

the civil servants in the state administration of the Republic of Macedonia in EU accession processes". This document presents the needs of education, training and dissemination of knowledge on a new issue on which the administration has not been prepared so far. The Strategy uses a systematic approach in addressing the needs, challenges, methods of training realization, target groups, the topics' levels and range in delivering the EU/EI training, the cooperation and coordination at home and the cooperation and coordination with EU services.

In 2007, the Government of the Republic of Macedonia adopted the "Strategy for Adequate and Equitable Representation of Community Members", which contains a special part on training. The following areas were identified as priority ones: training for heads of departments of human resources management; specific training programmes intended for the newly employed at all levels, for respect towards human values; development of the capacity for improving professional qualifications; specialized trainings in accordance with the needs of the community members which are minority; language training for civil servants and other employees in two language places and training for officials who manage the bodies referred to in Article 3 paragraphs 2 and 3 from LSUs, obliged to adopt annual plans for adequate and equitable representation (participation) of community members.

The process of decentralization has, as a large reform project, imposed the need of civil servants training at local level. In order to establish an institutional mechanism for exchange of information, coordination and decision-making in the area of training and expert development of civil servants in the municipal administration, in 2003 was formed the Trilateral Committee<sup>6</sup> for training coordination. The Training Strategy in Local Self-government (2006 – 2010) was passed by the Trilateral Committee and adopted by the Government of the Republic of Macedonia in 2006. The aim of the Strategy is to provide a strategic approach in the coordination of training and expert development of civil servants in local self-government.

In the past period, CSA prepared and adopted a few secondary legislations and other documents which regulate in detail the provisions of the Law. In addition, the Government of the Republic of Macedonia adopted a Decree on Internal Organization of the State Administration Bodies<sup>7</sup>, which provides for establishment of units of human resources management in the bodies, which answer directly to the Secretary General or the official managing the body.

### **3.3.2. Why is it necessary to establish a training system?**

In spite of all of these efforts and concrete steps to provide a structured and harmonized approach in providing training to civil servants at all levels of the country, anticipated results were not achieved. Most of the trainings were financed by foreign donors, but in the past two years it seems that the financing of trainings from the central budget has been on the increase. Analyses conducted so far show that the key causes of this state include:

- Insufficient understanding of the function of human resources management and development, and in compliance with the provisions of the legal regulations and secondary legislation in this sphere at all levels of the state;
- Understanding that civil service management and development are exclusive competence of the highest political level;
- Lack of programmes for generic training which will reflect the needs of civil servants;

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<sup>6</sup> The Trilateral Committee was established with the signing of the Memorandum of Cooperation between the Ministry of Local Self-government, the Civil Servants Agency and the Community of Local Self-government Units.

<sup>7</sup> "Official Gazette of RM" No. 91/2005.

- Lack of a system of regular allocation of specialized funds for training and expert development in the bodies employing civil servants;
- Insufficient and inadequate manning of the organizational units responsible for human resources and their exclusive dedication to manage personnel records and administrative affairs;
- Insufficient understanding of the role of CSA in the system of civil service;
- Insufficient capacity of CSA to coordinate and plan the training.

In order to ensure that quality, professionalism and expertise of civil servants in the Republic of Macedonia will be continuously maintained and upgraded at all levels of civil service, it is necessary to establish a **training system** which provides:

- Continuous building and development of relevant knowledge and skills to enable the civil servants to work in a high-quality, effective and efficient manner in accordance with the needs of the bodies where they are employed and with their personal needs;
- Uniformity of knowledge and skills of civil servants which ensures quality at all levels of civil service and cost-effectiveness in exploiting internal potentials;
- Acquiring knowledge and skills equal by content and quality with those developed in the European countries and contributing to internationalization of the civil service in the Republic of Macedonia;
- Balance between supply and demand of training through a sustainable training planning and coordination system.



#### 4. TRAINING NEEDS ASSESSMENT

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In the past two-three years, several analyses on the training needs in civil service were made in the framework of certain projects. Having in mind the existence of these reports, as well as the time limitation to prepare the Strategy, the training needs were presented based on the existing analyses as well as on the Annual Training Programme for civil servants for 2008, which was prepared by CSA. Hence, the training needs of civil servants at central and local level have been generalized on the basis of the following documents:

- Analysis of the training needs<sup>8</sup> made in 2006, the main goal of which was to define the needs of: (1) training related to European integration processes; (2) training in computer skills; and (3) training in foreign languages. The target groups were employees of the ministries and other state administration bodies, which participate in the process of European integration on different grounds.
- Analysis of the training needs of civil servants in the local government<sup>9</sup> for 2007 (carried out in 2006) with the objective: (1) to identify national annual priority areas and themes for training civil servants in local self-government, and (2) to serve in the preparation of the National annual training programme for civil servants in local self-government. Target groups of this analysis were civil servants in local self-government in all three groups.
- Analysis of the training needs<sup>10</sup> carried out in 2007 with the objective: (1) to define what knowledge/skills civil servants in the state administration need in relation to generic trainings; (2) to assess the real situation of what knowledge/skills the existing civil servants in the state administration possess in relation to the set benchmark; (3) to assess the deviation of the civil servants' knowledge and skills in relation to the set benchmark; and (4) to identify future needs in relation to generic trainings which will constitute the basis on which to define the training programme. Target groups of this analysis were civil servants at central level employed in the executive, judicial and legislative power from all three groups of civil servants.
- Annual training programme of civil servants for 2008 prepared by CSA, which gives sublimed data from the Annual Training Programmes for 2007 submitted by the state administration bodies at central and local level.

The analyses of the above documents have shown that there is large convergence of training needs in relation to the generic contents expressed at central and local level. The themes could be grouped in the following 4 groups:

- **Planning and analysis of policies**
- These include the themes<sup>11</sup>: strategic planning; strategic planning and local development; policy analysis; preparation of legislation;

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<sup>8</sup> Analysis was made at the request of the Secretariat of European Issues, under the project GOFRE financed by the British Government.

<sup>9</sup> Analysis was made under the project "Support of the training system of the administration in local self-government" which is carried out in partnership with the Ministry of Local Self-government, CSA and LSU's Community to support the Trilateral Committee. The project is financed by UNDP.

<sup>10</sup> Analysis was made under the Project "Training Policy for civil servants from the central administration in the Republic of Macedonia" realized by CSA and supported by FIOOM - Macedonia.

<sup>11</sup> The themes were given generally and should be taken as themes including a dozen of sub-themes related to the general theme.

- **Management**

It includes the themes: management in the state sector; financial management and internal audit; management of project cycle; human resources management, management of (municipal) property; accessing donors and using donor aids;

- **European Union and European Integration**

It includes the themes: institutional and legal framework of EU; techniques of legislation transposition and its use; planning and management of EU pre-accession assistance (IPA system and structures; preparation of project documentation); EU policies and practices; use of EU databases;

- **Public administration, civil service and procedures**

These include the themes: administrative procedure; public administration system; civil service system; local self-government; ethical behaviour; office work and procedures; communication; coordination; work with clients; e-government and information – communication technology.

Additionally, in all analyses was stated the need of learning foreign languages and computer skills.

With regard to the qualitative assessment of trainings carried out in the previous period, the following weaknesses were found out: insufficient use of interactive methods of learning with greater accent set on the theoretic part rather than on the practical application of concepts; non-existence of standardized programmes; short duration of training courses etc.

All findings and conclusions expressed in the analyses of training needs and in the qualitative analyses of the trainings given by civil servants are taken into account when defining the proposal programmes and modules and the development of the training system which will provide quality and reaching anticipated goals.

## 5. PRINCIPLES OF THE CIVIL SERVANTS TRAINING SYSTEM

Having in mind the concrete goals of the Strategy and aiming to realize them in the next three-year period, this part of the Strategy lays down the key measures and activities, which will contribute to their realization. The planned measures and activities given below are connected to each of the concrete goals<sup>12</sup> of the Strategy directly contributing to their operationalization.

**Goal1. Developing a sustainable and stable system of high-quality training with clearly defined goals of the training in accordance with the needs of the target groups**

### 5.1. Training Goals and Target Groups

In order to develop the quality of civil service's capacities on the whole, thus increasing the level of knowledge and skills to help the bodies reach the goals, and the effectiveness of work in executive and legislative power, as well as in local self-government, the following goals of generic training are defined:

- Develop policy-making and planning capacities with a special emphasis on analytical abilities of civil servants to cope with the changes and successfully contribute to reaching strategic goals of the country and the goals of the bodies in which they are employed;
- Develop management capacities in order to enable development of the bodies and introduce modern techniques of effective and efficient management of organizations, as well as develop human resources which will be the key factor for modernization of state administration;
- Upgrade the knowledge of all civil servants on EU structures and institutions with a special emphasis on EU policies and its impact on the national legislation and the availability of EU support funds ;
- Develop capacities of high-quality and efficient provision of services to citizens and business entities by which to contribute to building confidence in the state administration;

In order to be able to reach these goals and provide systematic and high-quality training realization, CSA will prepare, based on the Annual Generic Training programme, a Catalogue of trainings. It will present individual modules of training , their goals and target groups, duration and timetable of realization. In the beginning, the Annual Generic Training Programme and the Catalogue will focus on the themes established in the following five areas:<sup>13</sup>:

- 1. Strategic Planning and Policy Making Programme** – the objective of trainings in this area shall be to upgrade the knowledge and skills of civil servants on strategic planning at common and organizational level; planning local development; programme planning, design and implementation; budget planning; policy making and analysis; techniques and tools for assessment of policy and legislation impacts; preparation of legislation and acts;

<sup>12</sup> See Chapter 2 – **Goals and basic principles** above in the text.

<sup>13</sup> **Note:** the themes given in each of the programmes are given only for orientation purposes. They may but don't have to be suitable to individual modules. When preparing the Catalogue of training programmes maybe the number of themes and modules will increase or reduce, depending on the needs and resources.

**Target groups:** secretaries and managerial civil servants, as well as expert civil servants who work in the positions of policy-making and planning and standardizing, in the bodies of the central and local government.

2. **Management**– the objective of the trainings in this area this programme shall be to upgrade the knowledge and skills of civil servants in managing the organization; managing the budget, project cycle management; human resources management; delegation of responsibilities; coordination and communication at vertical and horizontal level; management of property and public procurements; management of data and information;

**Target groups:** managerial and expert civil servants at central and local level who perform functions of management and other tasks that support the management.

3. **European Union** – the objective of training in this area shall be ill be to upgrade civil servants' knowledge and skills on EU institutions and structures; EU policies and legislation; analysis of EU legislation and its legislation; techniques of transposition; IPA instrument and other EU funds; EU policies and practices; communications with EU institutions and negotiation; EU administrative premises and principles of the administration;

**Target groups:** managerial and expert civil servants at central and local level who perform tasks related to the process of Europeasn integration

4. **Public Administration and Civil Service** – the objective of training in this area shall be to upgrade civil servants' knowledge on the system of public administration and the civil service; administrative procedure; office work and archive operations; work with service users; ethics in working; communication and presentation skills; computer skills and e-government; one-stop system; foreign languages;

**Target groups:** expert and expert-administrative civil servants and civil servants-beginners who have direct contact with service users.

5. **Integration of the members of communities in the civil service and public administration** – objective of trainings in this area shall be easier integration of the members of the communities and promotion of their values at all levels of the civil service.

**Target groups:** managerial, expert and expert-administrative civil servants.

From the description of the **target groups** in each of the areas one can see that they are defined rather at horizontal than at vertical .i.e. hierarchical level. It means that the target groups are defined at functional level i.e. according to the responsibilities and tasks the civil servants perform or are supposed to perform. The advantages of this approach are:

- Greater flexibility and availability of programmes and modules of civil servants from all hierarchy levels;
- Easier defining of the participants in the training by the organizational unit responsible for human resources or by other managerial civil servant in the body;
- Choosing modules which fully satisfy the needs of the body and of the individual;
- Saving funds since there will be no need to repeat approximately the same themes or modules with only different "weight" for each hierarchy level of civil servants.

Due to the importance of the role of secretaries in the effective and efficient management of the bodies in the central and local government and reaching their priorities and goals, being a special target group, a special training programme is prepared for them, which will include themes from the four priority areas, by which they will acquire knowledge and skills which co-act with their role and competences in the system.

This system offers creation of appropriate balance between supply and demand. Depending on the needs of the civil servants, the bodies will be able to choose modules, i.e. combination of modules which will satisfy their needs. On the other hand, the offer of CSA shall have available modules which provide relevance of the themes and quality of training implementation.

## **5.2. Training Realization**

In order to provide sustainability and stability of the system and realization of the training, and thus reach the goals of the training defined in the Strategy, in the frameworks of CSA, which is legally competent<sup>14</sup> "to coordinate activities related to training and expert development of civil servants" a special organizational unit<sup>15</sup> shall be formed to be responsible for planning and carrying out the training of civil servants.

### **5.2.1. Building capacities of CSA**

Essential importance in the first year of the implementation of the Strategy has the building and particularly, the personnel strengthening of the Department of Training in the Civil Servants Agency.

In parallel with the establishment of the Department of Training and the employment of sufficient number of civil servants that will be able to perform their tasks in an optimal manner, a specialized programme for their training will be designed to prepare them for their tasks. It is especially important that this be accomplished in the first year, since CSA represents, through this organizational structure that is responsible for training, the basic column to carry the weight of the carrying out of not only the Strategy, but the training system, too.

In direct relation with the carrying out of the Strategy and the training system is the need of existence of premises where to carry out the training of civil servants, and which will be fully integrated in the Department of Training in CSA. These premises shall have the basic function to provide physical conditions for carrying out the training of civil servants, regardless of their place of working. The premises shall be used by the institutions of the central and local The use of the premises shall be free of charge since their maintenance is ensured through the budget of the Republic of Macedonia/CSA.

The first premises have been established and are functioning in Bitola, in the first place to support the carrying out of the activities of civil servants training in the local administration, whereas the next ones are planned for Skopje.<sup>16</sup>

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<sup>14</sup> Article 8 paragraph 2 indent 5 of the Law on Civil Servants (LCS) – revised text.

<sup>15</sup> Department of Training.

<sup>16</sup> The premises shall be placed in the business space building of "Nova Makedonija", in which the Government of the Republic of Macedonia provided, with a decision, space of a total area of ~550m<sup>2</sup>. The central budget of RM provided financial support for reconstruction and renovation of the premises. These will also include the library and 4 classrooms two of which shall be specially intended for computer training and language laboratory. The equipping of the premises shall be provided through funds from the budget, and eventually by the donor community.

### **5.2.2. Responsibilities of the Department of Training**

The Department of Training shall hold the key role in the analysis of generic training needs, the organization of the training, and in providing and monitoring the quality of training and trainers. Accordingly, the Department of Training shall work on the providing all conditions that are needed for carrying out the training and reaching the training goals.

To be more concrete, the Department of Training shall have the following responsibilities:

- Analysis of the generic training needs according to previously adopted Methodology;
- Monitoring of the implementation and upgrade of the Methodology for training needs analysis;
- Preparation the draft-annual generic training programme;
- Preparation of the Catalogue of programmes;
- Monitoring of the carrying out of the trainings and their enhancement and upgrading on an annual basis;
- Monitoring and evaluation of the quality of trainers' work;
- Building a unique network of external trainers and trainers from the civil service;
- Defining methodologies for evaluation of training impacts i.e. training effectiveness;
- Accomplishing close cooperation with organizational units responsible for human resources management in the bodies and in the municipal administration and giving advice on the analysis of training needs, training planning and realization, as well as all other aspects contributing to the building of the training system
- Cooperation with domestic and foreign/international institutes, universities and organizations dealing with training, including the donor community.

### **5.2.3. Trainers**

Trainings shall be carried out by trainers who are responsible for designing and carrying out individual modules. The selection of the trainers, as well as the amount to be paid for each training carried out, shall be decided on the basis of established criteria and standards.

In order to provide trainers of relevant practical experience, the list of trainers shall include civil servants as well. To increase their capacities for carrying out trainings, a specialized training of trainers shall be organized.

The quality of trainer's work shall be constantly monitored and evaluated. In this way, the list of trainers shall be built and upgraded and the competition increased, including the quality of trainings.

### **5.3. Commitment of the Civil Servants and the Quality of Acquired Knowledge and Skills**

In accordance with the Law, civil servants have the right and duty to training and expert development in compliance with the needs of the body where they are employed. In order that

this legal provision is realized and the training goals reached, civil servants should regularly attend the training and fully commit to acquiring knowledge, skills and views provided for in the programme of the corresponding module.

In function of equal treatment and realization of the civil servants' right to training, in accordance with the recently adopted National System of Training and Expert Development of Civil Servants in the Republic of Macedonia<sup>17</sup> "all civil servants have the basic right to training and expert development for 5 days annually". The exercise of this right shall be monitored in the bodies of the civil service through establishing adequate mechanisms in the framework of the human resources units. This figure shall be revised after the first year of its implementation, to ensure that it is proper and realistic.

However, having in mind the fact that it would be impossible always to include all civil servants in certain trainings, it is especially significant to establish a practice of transferring and sharing knowledge, skills and materials acquired in the course of the trainings. This can be obtained by preparing announcements from trainings and organizing workshops or presentations.

## **5.4. Training Quality**

The quality of training has an essential importance in reaching the vision of the Strategy and the training goals. Therefore, the Strategy provides for the following measures towards providing quality of training and response to the demands of civil servants expressed in the analyses of training needs carried out so far.

### **5.4.1 Quality of Training modules**

When defining the content of the training, special attention shall be paid to it be adapted to the civil service. In doing so, the accent shall be set on the regulations and the practices that are relevant for that area, so that the civil servant is able to see the applicability of what he/she is learning. In addition, when defining the content, one should always have in mind the context of EU, particularly how the knowledge and skills could be used in the process of accession.

Each of the modules will have a theoretical and a practical segment. Depending on the content of the module, i.e. the relation of the theoretical and the practical segment will be about 40: 60% in relation to the total content. Additionally, the following will be defined for each module:

- Clear training goals
- Anticipated knowledge and skills which the civil servant should possess after completion of the training
- Target groups for which the training is intended;
- Curriculum and duration of the training;
- Additional literature in the relevant area for further information and self-teaching.

### **5.4.2. Quality of trainers**

In order to provide quality of trainers, the system of control of quality and assessment of trainer's work shall be introduced. The work of the trainers shall be monitored on a regular basis to see if the trainer carries out the training according to the defined criteria and standards. Trainers

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<sup>17</sup> "Official Gazette of RM", No. 85/2008.

receive feedback information from listeners and employees of the organizational structure responsible for training in order to improve the methodology of work and the quality of carrying out of training.

#### **5.4.3. Evaluation of the training**

Evaluation shall be carried out immediately after completion of the training by means of structured questionnaires in which the key elements of the training, such as the manner of its realization, expectations, content of programmes etc., will be assessed.

In this way, information will be obtained to help further development and adapting of the module's content and the manner of their realization, thus contributing to continuous upgrading of training quality.

### **Goal 2. Building capacities of the training coordination system of civil service**

The Training Coordination System has a key importance in the realization of the training system and the accomplishment of the goals of the Strategy. Therefore, in the initial period since the start of implementation of the Strategy, special attention and efforts should be paid to building capacities and strengthening the system of training coordination and realization in order to create conditions for successful implementation of the Strategy and its further upgrading.

In accordance with the National Training and Expert Development Coordination System, key elements of this system are CSA – Department of Training, the Council of Training and the Expert Working Group.<sup>18</sup>

#### **5.5. Building Capacities of the Human Resources Management Units in the Bodies and in Local Self-government**

The units of human resources management are the second key column in the implementation of the Strategy. Without capacities in these units for analyses of training needs, trainings planning, analysis of jobs, keeping records of civil servants and the trainings they attended and carrying out other key tasks in these units, one can not expect sustainability and stability of the training system and implementation of the Strategy's goals. All the better that the heads of these units constitute the expert working group for trainings, which is an operational link in the system of planning and coordination of trainings.

The Government of the Republic of Macedonia, in August 2007 adopted the Decree on the principles of internal organization of the state administration bodies<sup>19</sup>, which provides for the bodies to form units of human resources management, which shall answer for their work to the Secretary or to the official managing the state administration body. Depending on the size and complexity of the body, besides units, sectors can be formed too, and employ an optimal number of civil servants needed to execute the tasks. Key tasks, i.e. responsibilities of the units are described in the Book of Regulations on systematization of jobs in the bodies in which the employees are civil servants.

The Strategy for training local self-government 2006 - 2010 provides for the units of local self-government to form organizational structures responsible for human resources management. In order to provide effective realization of the system of training and development of civil servants

<sup>18</sup> National System of Coordination of Training and Expert Development of Civil Servants in (RM ("Official Gazette of RM" No. 85/2008).

<sup>19</sup> Official Gazette of RM No. 105/2007.



in the local self-government, special attention should be paid to the training of civil servants responsible for human resources.

With the formation of the human resources management units and their equipping with adequate profiles, conditions for developing a network of human resources management units which shall have significant role in the functioning of the training system. Therefore, in the initial period of the implementation of the Strategy, special attention shall be paid to the training<sup>20</sup> and development of capacities of the units of human resources management in the bodies of the central government and local self-government, so that they can understand their role and acquire knowledge and skills to help them perform their new responsibilities in an efficient manner.

### **Goal 3. Developing a sustainable and stable system of financing trainings**

The provision of adequate funds for implementation of the Strategy is a key precondition for successful reaching of Strategy's goals. The new National System for Coordination of Training and Expert Development defines the means and resources through which training and expert development will be financed and anticipates to introduce a **mixed financing system**, by which CSA shall finance generic trainings, whereas the bodies finance specialized trainings. Also, this document provides for the projected percentage for financing generic trainings and expert development not amount less than 0.5% from the mass of salaries for all civil servants.

The need of adequate financial resources for realization of trainings is confirmed in a few other documents:

- The Strategy for training at local level (2006 -2010) provides for financing in the initial phase (2006 – 2008) to be dominant from donor sources, in the mid-term phase (2008 – 2010) to have combined financing with participation of municipal, state and donor funds, while in the long-term phase (from 2010) combined financing with municipal, state and other (EU) funds. In addition, this Strategy provides for establishment of a Training Fund consisting of restricted funds from the Budget of RM and donors interested in investing trainings at local level.
- The National Development Programme (2007 – 2009)<sup>21</sup> provides for a total of 6 million EUR in the part of investment needs for establishing and realizing a sustainable system of continuous training of civil servants at central and local level in the period covered in the National programme. Calculations have been made on the basis of the projects and programmes identified by the relevant ministry as "investment needs".
- The document „Measures and activities towards realization of main priorities for EU accession" (2008) as one of the measures provides for the Ministry of Finance and CSA to review the possibility of increase of the budget of CSA and individual budgets of budget users related to training programmes in order to find a systematic solution on financing trainings where 0.5% of the civil servants' salaries is proposed to be allocated for that purpose.

It is certain that there is commitment and awareness of the need to find a solution for a sustainable and stable training financing system; however, due to limited budget funds, as well as insufficient understanding of the need to develop civil service through training and expert

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<sup>20</sup> CSA supported by the GOFRE Project shall, by the end of 2008, carry out a specialized intensive programme for training heads of human resources management units, and then in continuity continue with training of other employees in these units.

<sup>21</sup> See [www.mf.gov.mk](http://www.mf.gov.mk)

development and thus accomplish effectiveness and efficiency in the state administration, the realization of the funds has not reached the expected level so far.

The pressure for larger investments in training civil servants has been intensified with the advancement of the EU accession process. The process of harmonization of the national legislation with that of EU affects the introduction of new responsibilities in state administration the realization of which requires quantitative and qualitative changes in administration and these will need to be partly satisfied through reassigning the existing and employing new civil servants and their training.

To the end of providing stability, and in the first place financial sustainability of the system, not only in the initial period from the implementation of the Strategy, the Government of the Republic of Macedonia shall guarantee, in accordance with the legal regulations, continuous allocation of funds restricted for training. Namely, the competent Ministry of Finance ensures that the budget circular letter shall always contain guidelines for the budget users employing civil servants to allocate funds from their budgets for realization of their own programmes for specialized training. On the other hand, CSA shall dispose of budget funds for realization of the programme for generic training.

In the first three years of Strategy's implementation, major part of the funds shall be invested in establishing the training system and equipping the facilities where training is to be carried out. As soon as the initial costs for establishing the training system stabilize, the funds used for training shall gradually increase and the percent of coverage of civil servants in the trainings shall follow.

In the first year of Strategy's implementation, the bodies employing civil servants shall establish a restricted budget programme for training which is at least 0.5% of the maximal amount of the mass of salaries of civil servants (this amount shall be established by the Ministry of finance).

This amount shall be revised after the first year of application to ensure that it is adequate and realistic, with a tendency to increase.

Besides the financing by the budget of the Republic of Macedonia, the support of the donor community is expected to continue. In this regard, CSA shall work on the strengthening of relationships with all donor agencies in the Republic of Macedonia in order to promote the Strategy's goal and provide financial support for its implementation.

<b>Goal 4. Developing a culture of continuous learning and development of the human potential in civil service</b>
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Continuous learning is a key factor for improving effectiveness and efficiency of the bodies' work and reaching their goals. Only through learning will civil servants acquire knowledge, skills and views, which are needed for improvement of the quality of their work and development of their motivation for further development and promotion. Accordingly, the culture of learning means awareness of the importance of learning in the realization of responsibilities of the body and of the service on the whole. It is a culture which encourages constant re-examining of manners of operation, internal procedures and motivation with a view to promoting the organization on the whole and ensure accomplishment of the results.

The first step in developing the culture of learning is to prepare mid-term strategies for training civil servants in each body and in municipal administrations. Strategy planning and preparation should be done in the framework of the process of strategic planning which has been carried out in the past few years. In accordance with the Law on Budgets, each budget user should prepare a three-year strategic plan which reflects the goals of the body for the next period, the programmes through which the goals will be reached and all measures, including the ones

pertaining to the development and training of civil servants, to be taken within the body towards implementation of the strategic plan of the body and achievement of its goals.

Besides formal programmes for generic training offered by CSA, the bodies employing civil servants will promote other ways of formal and informal learning, for example, participation in seminars, lectures, conferences and workshops or learning by means of a mentor during everyday work.

The units of human resources management should introduce a system within the body which will facilitate the exchange of information and findings acquired or learned by civil servants who attended all forms of formal learning (conferences, seminars, workshops, study tours etc) through forming (electronic) libraries with materials and publications which were used or through organizing special meetings at which key messages and lessons learned will be presented. In this way, the effects of the presence of individuals having had the possibility to attend the event will be increased.

The effects of learning, whether through formal or informal trainings, will be visible and useful for the individual and for the body only if acquired knowledge and skills could apply in the everyday work of civil servants. Therefore, immediate superiors and general/state secretaries in the bodies have the key role in:

- Providing participation of civil servants in generic trainings carried out by CSA;
- Planning the participation of those civil servants who really need adequate trainings from which they can gain knowledge and skills necessary for their job;
- Providing conditions for the civil servant to apply what he/she learned on his job;

In order to provide conditions for implementation of this role, it will be necessary to supplement and change the Law on Civil Servants which will provide for a provision on the obligation of the immediate superior, secretary and official managing the body to encourage training and expert development and provide conditions for fulfilling the civil servants' right and duty to training and expert development.

Civil servants should not be passive receivers of knowledge, but strive to upgrade their knowledge and skills through personal upgrading using different methods of learning, like using internet for collecting information and additional literature or acquiring comparative experience in the area they work. This is especially important in context of the EU integration.

The Government of the Republic of Macedonia, through the Secretariat of European Issues and CSA shall develop specific cooperation with universities in the country, which offer programmes for public administration and programmes related to EU. This cooperation should be directed to adapting or introducing new programmes which will respond to the needs of the civil service in order for the new personnel educated in these universities to fully respond to the requirements and needs of the administration. In addition, cooperation will deepen through research directed to strengthening the capacities of state administration and through participation of university professors and other experts in designing and carrying out the training programme.

At the same time, relationships with foreign universities, centers or institutions dealing with education or training and expert development of civil servants will be built, with a view to exchanging experience regarding the systems, contents and methods used in other countries.

## **6. STRATEGY IMPLEMENTING AND MONITORING**

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The Agency of Civil Servants has the primary responsibility to carry out, coordinate and monitor the Strategy. In carrying out measures and activities, CSA shall, together with the key factors in the process of training coordination – SEI Secretariat for European Issues and the General Secretariat of the Government of the Republic of Macedonia in the first place - cooperate with the bodies employing civil servants in order to provide coordination and realization of defined measures and activities.

Upon adoption of the Strategy for Training Civil Servants by the Government of the Republic of Macedonia, CSA shall accomplish intensive communication and organize formal and informal meetings (conferences, round tables etc) with all interested parties to provide understanding of the Strategy's goals, anticipated measures and activities, as well as responsibilities of interested parties.

In order to monitor the progress of implementation of the Strategy in a systematic way, an Action Plan shall be prepared to contain concrete measures and activities for each and individual goal, responsible parties for their implementation, indicators of success, deadlines and financial implications.

At the beginning of the third year from the Strategy's implementation, activities of planning further activities of developing the training system in the next three-year period shall commence.

In doing so, the advancement and accomplishments in carrying out the Strategy in the past period shall be taken into consideration. In this context, we should consider the possibility of conducting research related to the development and management of the civil service and issuing publications and translations of literature from this area.

## **7. STRATEGY IMPLEMENTATION RISKS**

Having in mind the weaknesses and the reasons of the non-systematic approach to training and the existing state given in the introductory part of the Strategy, the following key factors can be distinguished as key risks, which can significantly affect the implementation of the Strategy and the achievement of planned goals:

- Failing to allocate or allocating insufficient budget funds to adequately support the establishment of the training system and its undisturbed functioning;
- Insufficient capacities of organizational units responsible for human resources management in the bodies and in local self-government;
- Insufficient capacities in CSA to be dedicated to implementation of the Strategy and achievement of its goals;
- Restricted market of trainers who can able to respond to the standards of quality realization of trainings;
- Poor cooperation with and support by the bodies of the civil service in the process of implementation of the Strategy.