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ReSPA-News, Issue No. 2
DECEMBER 2007

Dear Reader,

Welcome to ReSPA-News. Our newsletter is a joint effort by all ReSPA members and others interested in public administration training in the Balkans. We aim to keep you up-to-date with the latest developments in training in the region and to keep you informed about past and future activities of ReSPA itself. Each subsequent issue will have a special focus, suggested by ReSPA Members, to share experience and encourage your feedback.

This is the second and last issue of ReSPA-News in 2007. We shall move to a regular cycle of 4 issues per year in 2008.

We hope you will find ReSPA-News valuable and encourage you to contribute your ideas and content.

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RESPA WEBSITE

ReSPA's new website went on line in July 2007. It now includes more information on how ReSPA works, our partner institutions, and our activities and outputs. We have also added a Documentation Centre, which all ReSPA members contribute to and benefit from.

We look forward to your visit at www.respaweb.eu

***** Next issue of ReSPA newsletter covering the first quarter of 2008 will contain information on the ReSPA institutionalisation process launched at the end of 2007 as well as key decisions in this area.**

Production Team:

Editor-in-Chief, Mina Vojinovic, HRMA, Podgorica
Production Assistant: Françoise Drouillon
Should you wish to contribute to our newsletter, please contact Mina Vojinovic at minavojin@yahoo.com

This newsletter has been produced with the financial assistance of the European Union. Views expressed herein do not necessarily represent the official views of the European Union. Neither do they necessarily reflect the views of the OECD, its Member countries or of the beneficiaries participating in the activity.

❖ **NEWS FROM THE REGION**

TRANSLATION OF SIGMA PAPERS INTO ALBANIAN FINANCIAL SUPPORT BY NISPACEE

One of the main tasks of TIPA is to carry out systematic training of civil servants and to work out training materials, manuals and textbooks and constantly update them. The training materials should be designed and made available to civil servants in different formats, such as printed and internet based materials. The creation of training materials and textbooks will enable the process of self-learning among civil servants thus allowing to combine classroom learning with independent work. This combination is bound to increase the efficiency of civil service training and make it possible for most of the civil servants to acquire the relevant expertise within a short period of time. Additionally, the training materials can be effectively used by the ministries and agencies during in-house training.

TIPA already has experience in publishing Sigma Papers No. 23, 26, 27 and 31 in Albanian and delivering those to the public administration institutions in Albania, Kosovo and Macedonia.

The Sigma Papers which are now to be translated are as follows:

1. Organizing the Central State Administration: Policies and Instruments, **Sigma Paper No. 43.**
2. The Role of Ministries in the Policy System: Policy Development, Monitoring and Evaluation, **Sigma Paper No. 39.**

3. Enlargement of the European Union: An analysis of the Negotiations for the Countries of the Western Balkans, **Sigma Paper No. 37.**

The translated Sigma Papers will be published and distributed by the TIPA to Albanian ministries and agencies, libraries and University of Tirana, trainers and lecturers of TIPA. The translated Sigma papers will also be delivered to the Kosovo Institute for Public Administration and European University of Tetova, Macedonia and will be made available to civil servants through TIPA's web-page.

The translation costs will be covered by NISPACEE, while the publishing will be funded from the TIPA's budget. The planned number is 200 copies of each of the Sigma Papers (No. 43, No. 39, No. 37). This activity will be promoted in due course.

Prepared by:
Emira Mitrushi
TIPA, Albania
e.mitrushi@itap.gov.al

For more information, please contact:
Mr Fatmir Demneri
TIPA Director
f.demneri@itap.gov.al

POLICY FOR ATTRACTION AND RETENTION OF YOUNG AND HIGH EDUCATED EMPLOYEES INTO THE CIVIL SERVICE OF THE REPUBLIC OF MACEDONIA

Continuously striving for the development of an independent, professional and efficient civil service, in September 2007 the Civil Servants Agency (CSA) adopted the “Policy on attraction and retention of young and high educated employees into the civil service”, aimed at ensuring adequate human resource management and its constant promotion.

This article gives an overview of the present conditions in the country and already undertaken activities for their improvement, and provides recommendations on how to improve current situation of the civil service into the new pluralistic environment.

What has been done?

- » Government had signed Protocol of Cooperation with the universities, declaring that every year top 100 students will be employed into the civil service;
- » CSA had signed a Contract for Cooperation with the universities for providing the students an opportunity to volunteer into various state institutions, and hence gain experience for their future employment;
- » CSA had introduced “apply on-line”, system that made the process of employment more transparent, simple and efficient;
- » Government is providing scholarships for international undergraduate studies on EU issues, with an obligation for the scholars to work within civil service for the period of 2 years after graduation to contribute the process of European integration of Macedonia;
- » Government decided to raise the civil servant’s salaries for 10% each year in the next 3 years;
- » Law on volunteer work was adopted, providing for, firstly, making contract for volunteer work

and yet retaining all rights (social and health insurance) guaranteed under the regulations on unemployment, and secondly, volunteer work (recorded in the volunteer work book) can be used as working experience when applying for job.

What needs to be done?

- » Develop different programs for increasing the employment and for maintaining existing work posts;
- » Provide scholarships for training abroad (minimum 250 young people per year for the following 4 year period, totalling 1000);
- » Provide scholarships (minimum top 500 pupils and 1000 students per year);
- » Encourage volunteering for young people that don’t have work experience in order to improve their skills and readiness for employment;

Recommendations

- » Strengthening the role (legally and financially) that CSA has in the system of civil servants training, not only in training coordination, but also in providing training according to the training needs assessment of different ministries, municipalities and other state institutions;
- » Maintaining and enforcing the Register of Civil Servants in the CSA, in terms of promoting and supporting the system of permanent training;
- » Promotion of the System of fast track in the carrier, especially for young and perspective civil servants, so they can reach more easily middle manager positions, as a way of motivating them;

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- » Promotion of the System of senior civil service that will help to professionalize top managerial positions including secretaries and directors of the bodies within ministries. This measure, together with the previous one, can be a serious instrument of increased direct competition to the private sector.

Prepared by:

Anamarija Andreska, Junior Associate on
analytical issues (professional development)
Civil Servants Agency, Republic of Macedonia
Jurij Gagarin 15, MK-1000 Skopje

Tel.: +389 2 3094 220; Fax: +389 2 3082 937

E-mail: a.andreska@ads.gov.mk

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SIXTH FESTIVAL OF ADULT EDUCATION IN PODGORICA, MONTENEGRO

The sixth Festival of Adult Education took place from 29 October to 10 November 2007 under the slogan «Investment into Education is the Right Choice» in several towns throughout Montenegro. The main organiser of the event was the Centre for Vocational Education and Training while the co-organisers were the Chamber of Commerce, Human Resources Management Authority, Directorate for Development of Small and Medium Sized Enterprises, Gender Equality Office, University »Milun Bozovic« from Podgorica, European Movement in Montenegro and NGO Development Centre. The Festival started on 29 October with the activity of the Chamber of Commerce hosting a foreign expert and ended on 9 November when a special meeting of the Council for Adult Education was held.

The Festival of Adult Education has been organised several years now and represents a unique event at which the most prominent institutions and organisations involved in adult education take part. This event is designed to help identify in an informal and festive way the circumstances and possibilities for adult learning. Despite the informal character of activities, there are some important and serious tasks and goals to be achieved. The mission of the Festival is to promote adult learning, to help create an environment that encourages adult learning and to bridge the gap between those who make use of the adult learning advantages and those to whom the mentioned advantages are unavailable.

Within the framework of the Festival of Adult Education, the Human Resources Management Authority organised a Round Table entitled «Significance of vocational education and training in reform processes and EU integration» on 6 November 2007. The round table gathered local experts and stakeholders. The meeting was addressed by Mrs Svetlana Vukovic, the Director of the Human Resources

Management Authority, Mrs Nada Vojvodic, representative of the Secretariat for European Integration, Mr Dragan Djuric, Head of Capacity Development Unit at the UNDP Office in Podgorica, Ms Renata Vitez, Resident Twinning Advisor (Twinning Project with the Republic of Serbia and the Republic of Montenegro “Institutional capacity building regarding the European Integration Process”) and Mr Momcilo Radulovic, Secretary General of the European Movement in Montenegro. Participants at the event were also the representatives of the Bureau of Education, Police Academy and all the ministries and government agencies.

The Round Table was aimed at presenting the training needs and offer to the relevant representatives of Montenegrin public administration. The event was opened by Mrs Svetlana Vukovic who presented the civil service training system and identified the main problems in its implementation. This was followed by a presentation on „Civil Service Training for EU Integration“ given by the representative of the Secretariat for European Integration. Mr Dragan Djuric of UNDP Podgorica presented the Public Administration Capacity Development Programme and the experiences gained so far. Ms Vitez shared Slovenian experience in civil service training while the Secretary General of the European Movement in Montenegro discussed the co-operation between the NGO sector and the Government of Montenegro in the field of EU integration.

Apart from this activity, the Festival comprised several other activities: launching of the Community of Adult Education and Training Providers, organisation of the seminar for adult education and training managers, organisation of workshops on gender equality and others.

It was concluded that sharing experiences and presenting various forms of work and achievements in permanent education was necessary for promoting this activity, informing potential users and reminding professionals and public of the importance and necessity of

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permanent education. To allow, support and encourage all forms of formal and informal learning and to adjust the systems and regulations accordingly as well as to keep all the stakeholders — employers, training organisers and users — informed, is necessary to avoid the risk of widening the gap between the needs and capacity. This will in turn help implement the public administration reform, boost the production and economic growth and rise the living standard in Montenegro.

Prepared by,

Mina Vojinovic
Human Resources Management Authority of
Montenegro
Jovana Tomasevica bb

Tel: +382 81 202 290

E-mail: minavojin@yahoo.com

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MONTENEGRO SIGNED THE SAA

Montenegrin officials and EU signed the Stabilisation and Association Agreement (SAA) — international agreement that settles the legal framework for mutual co-operation and gradual nearing to the EU standards — on 15 October 2007 in Luxemburg. The Agreement which is one of the key steps towards EU membership was signed by the Montenegrin Prime Minister Zeljko Sturanovic and Portuguese Foreign Minister Louis Amado, as well as European Commissioner for Enlargement Olli Rehn. The agreement contractually settles the Montenegro – EU relations, which have now become institutionalized. For the Agreement to take effect, it should be ratified by the parliaments of all 27 EU member states and this process usually lasts 2-4 years. So far, Estonia has ratified the SAA between Montenegro and the EU.

Montenegro is the fourth Western Balkan country — along with Macedonia, Croatia and Albania — to sign the SAA. The SAA enables Montenegro an access to pre-accession funds, which are provided by the EU to candidate-countries of the Western Balkan region. In the period 2007-2009, the country will count on €30 million assistance from the EU's new programme on the Western Balkans (IPA). The Stabilisation and Association Agreement (SAA) also opens up trade between the EU and Montenegro. However, Montenegro — which counts only 650,000 inhabitants — has to carry out a series of economic and political reforms before it opens access talks. Draft-conclusions of the EU ministerial meeting call on Montenegro to strengthen the public administration capacity and the rule of law, to step up the fight against organised crime and corruption, and establish independent judiciary.

Montenegro signed the SAA after more than seventeen months of negotiations and seven

months of translation. The Agreement provides a five-year timeline for the implementation of its provisions. Early next year the Montenegrin Government intends to adopt a comprehensive national plan for integration of Montenegro into the EU (NPI), elaborating complete internal agenda and addressing not only the adoption and implementation of Acquis, but also other obligations arising from the political, economic, legal and institutional accession criteria. It will be the mechanism co-ordinating the reforms and controlling the progress made. This should enable Montenegro to submit an application for EU membership during the next year.

Prepared by,

Mina Vojinovic
Human Resources Management Authority of
Montenegro
Jovana Tomasevica bb

Tel: +382 81 202 290

E-mail: minavojin@yahoo.com

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❖ **COUNTRY PROFILES**

MACEDONIAN CIVIL SERVANTS AGENCY AND ITS ACTIVITIES

In modern societies, where difficult and complex policy decisions have to be made and carried out, a permanent and stable professional civil service is essential. Macedonia is no exception to this rule. Civil servants are in positions of trust, whether proposing and developing new policies or giving advice and implementing decisions. They make things happen and their performance is reflected in the overall achievements. They work in positions in the state and local authorities, and they need to know where their powers begin and end. Their rights, duties and responsibilities must be clearly defined.

As a member of the European family, Macedonia must have a civil service which will ensure that our country can operate successfully within the European Union. This is why, in July 2000, the Law on Civil Servants introduced the Civil Servants Agency that was formally established on August 29, 2000, when its first Director was appointed.

The Agency is an independent state body with the status of a legal entity. The Agency is responsible and submits an annual report on its operation to the Parliament of the Republic of Macedonia. The report covers its responsibilities, the activities it has undertaken, the successes and deficiencies, and any instances of central or local authority bodies violating or failing to comply with the Law on Civil Servants. The Ministries, other state administration and local government bodies are obliged to cooperate with the Agency and enable it to exercise its legal responsibilities.

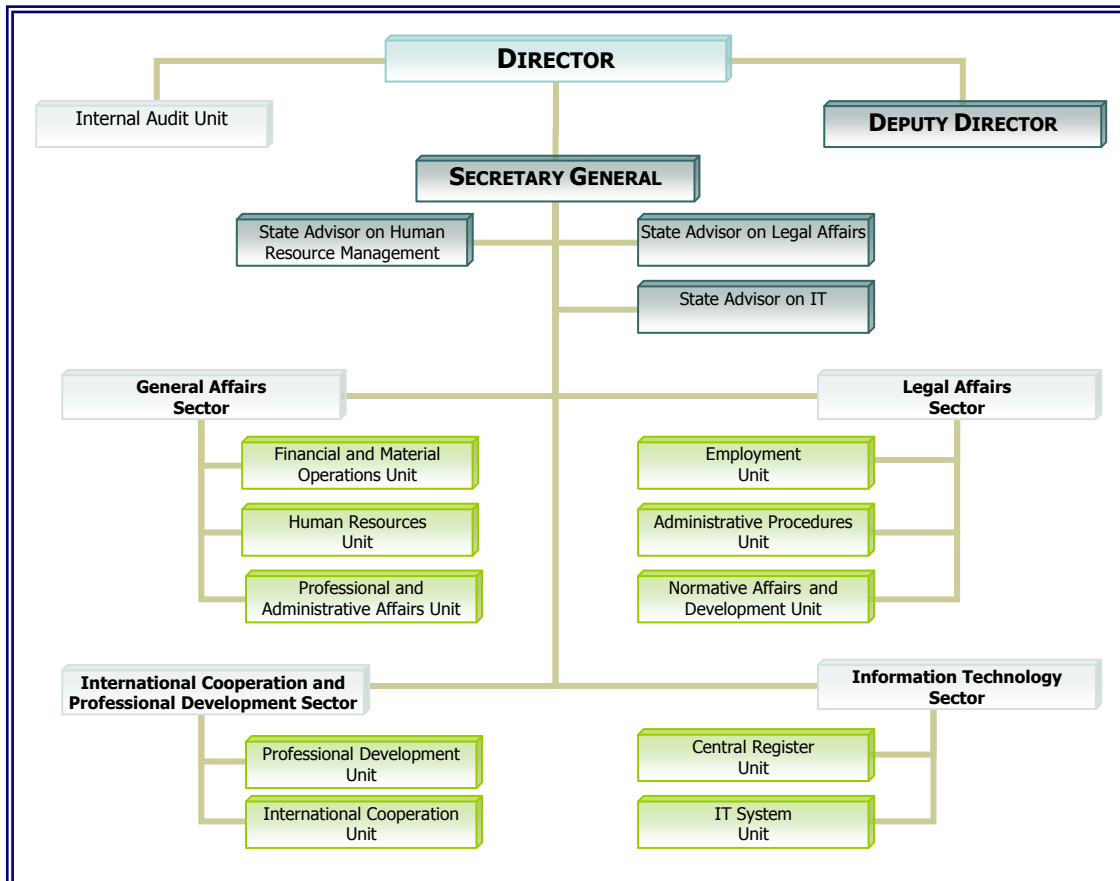
It is headed by a Director who has its deputy, with a six-year term of offices, who are appointed and can be dismissed by the Parliament of the Republic of Macedonia. The

executive head of the Agency is the Secretary General, who is appointed from among the ranks of the Agency's managerial civil servants. He/she is supported by the state advisors and heads of sectors. ->

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Macedonian CSA Organisation Chart

The Mission of the Civil Servants Agency is to promote and maintain the development of a professional, skilled, efficient, non-political, service-oriented, responsible, transparent and ethical civil service.

The Agency is responsible for providing services to the bodies of the central and local authorities and for ensuring that they are performed in a timely fashion. It also gives advice and opinions concerning regulations applying to civil servants and coordinates the application of common standards and principles across the civil service. It has no management function within the bodies of the central or local authorities. In other words, the day to day decisions on employment, the structure and internal organisation of the central and local authorities' bodies and the issues concerning disciplinary liability are discretionary responsibilities of the

bodies. The Agency's function in relation to these is to act as a regulator and watchdog of the Law on Civil Servants and related secondary legislation.

In this regard, the Agency has four basic functions, which means it provides four categories of services to the bodies that employ civil servants:

1. Independent protection of, and care for, the civil service regulations and the principles on which they are based
 - » Monitors and analyses the existing legal regulations, as well as their uniform and consistent implementation, including the Civil Servants' Code of Ethics;
 - » Prepares and adopts new civil service bylaws; and

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- » Provides opinions and gives consent on individual aspects of the Law on Civil Servants.
2. Common framework for human resource development and management
- » Makes, implements and coordinates human resource management policies;
 - » Makes the policy on civil servant recruitment, based on the principles of professionalism and competence, appropriate and equitable representation and equal opportunities for all;
 - » Makes policies on civil servants' salaries and allowances, appraisal, professional development, training and disciplinary liability;
 - » Introduces organisational and performance standards for the entire civil service, including rank and job descriptions and classifications;
 - » Develops and implements the National System for the Co-ordination of the Civil Servants' Professional Development and Training;
 - » Promotes efficient and effective performance of civil servants; and
 - » Maintains a Register of Civil Servants.
3. Independent mechanism for selection and employment of civil servants
- » The Agency is a recruitment centre for civil servants. It arranges the public vacancy announcements, implements the professional examination as the starting point for entry into the civil service and takes part in the internal transfer of civil servants, in cooperation with the bodies of the state and local authorities.
4. Second instance system for protection of the civil servants' rights
- » As a second instance authority, it decides on appeals and grievances by civil servants against the decisions and executive rulings that their superiors have made; and
 - » The Agency prescribes the rules that are to be followed, when deciding on appeals and grievances as a second instance authority.
 - » How does the Agency implement the Law and who is responsible for its performance?

Prepared by:

Metodija Dimovski
MS, Secretary General of the Civil Servants
Agency Republic of Macedonia
Jurij Gagarin 15, MK-1000 Skopje

Tel.: +389 2 3094 212; Fax: +389 2 3082 937

E-mail: m.dimovski@ads.gov.mk;
m.dimovski@mt.net.mk

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CIVIL SERVICE TRAINING IN B&H

The beginnings of civil servants training in Bosnia and Herzegovina (B&H) have greatly affected the manner in which it further developed. Training needs have been identified by different international organisations which held trainings accordingly. These programmes have been implemented within a wide spectrum of internationally financed projects that sometimes have not been harmonised. Hence it is no surprise that the results have not been consistent. Some training programmes have achieved excellent results while on the other hand some were far from it. A training subject was often well selected but presented to a wrong target group or at the wrong time and not for appropriate seniority level. Some of the lecturers and respective organisations that deliver training have not been at the guaranteed level of competence and quality.

Many indicators clearly show that B&H following a period of conflict and civil war has fallen behind most other states of Central and Eastern Europe in its economic, political and social development. To recover the loss, public administration has emerged as a critical factor in providing the appropriate environment for economic growth, and the essential stimulus. As such, public administration reform is recognised as overdue in B&H, as a key step in building environment for change.

Public administration reform started with donor assistance. But the piecemeal nature of this assistance, probably as a response to the extraordinary complexities of the public administration structures and associated political environment, and the need to disaggregate the field into manageable domains, has resulted in a fragmented approach to the reforms and the potential loss of a strategic perspective. However the need for reform, and for a strategic approach, has been restated

clearly and forcefully at the highest level, within the couple of last years.

It was obvious that the creation of a respected and professional civil service is an important step on the road to reform. In 2002, new legislation included Civil Service Laws at the state level and in Republika Srpska (RS), with another in the Federation of Bosnia and Herzegovina (FBH) following a year after. These are fully implemented as key building blocks in the reform of public administration. Enacting laws provides a framework, but this by itself, does not represent implementation. This is important, because the creation of a modern public administration is not about making changes to laws or regulations, but about changing people's attitudes, behaviour, styles of conceptualising and undertaking their work. Hence the issue of how the public service is organised, and how human resources are managed and developed is of the essence.

Provided they are implemented properly, Civil Service Laws are essential to the management in public administration. Their purpose is to promote the creation of new professional ethics built on accountability and transparent values, dedicated to the delivery of public services in a cost-effective way, to the best standard, for the whole population. The goals are to facilitate good governance, to ensure the delivery of public benefits, impartially and at a reasonable cost, and to establish government as a model employer.

The reform of public administration is impossible without the development of human resources. This implies a large investment in training and education in the upcoming years:

- to enhance the capacity of the new generation of civil servants;
- to achieve visible and measurable improvements in standards of performance and service;
- to match improvement in professional integrity and ethical standards with commensurate rewards.

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The context of this brief is therefore to show the development of civil service in Bosnia and Herzegovina at all government levels. The focus is the approach to training and education as the engine of change within the public service, to achieve a modernised civil service capable of promoting the economic, social and political transformation essential to the long term viability of the state of B&H.

Several reviews have shown that the Civil Service Agencies need to get in charge of the training and human resources management in general. In order to accomplish that, Civil Service Agencies at the state and entity level, together with Brcko District must be trained themselves and acquire necessary skills to identify training needs, build training curriculum, estimate proposals of those that provide training and trainers, to select the most effective and relevant training programmes and to make final evaluation.

Core elements of the civil service training system in Bosnia and Herzegovina are the Agency for Civil Service B&H, Agency for Civil Service Federation B&H, Agency for Civil Service Republic of Srpska, Brcko District Human Resources Department and Coordinator Office of Public Administration Reform. These institutions represent key elements in future human resources development within the ongoing process of public administration reforms following in line with the global process of changes towards a more efficient and effective government at all levels of authority.

Civil Service Agency of Bosnia and Herzegovina

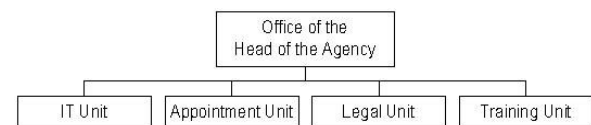
Inaugurated as a government-wide human capital management agency by High Representative, Lord Paddy Ashdown in June 2002, the Civil Service Agency of Bosnia and Herzegovina has made a number of remarkable accomplishments in the field of civil service human resources management. Within the governmental reform process, the CSA has successfully implemented several key initiatives within the Bosnian government.

Operational as from February 03, 2003, Civil Service Agency has been managing all essential segments of government reform initiatives. In addition to the original mission of maintaining transparency and equality in the civil service practices, the Agency has been designing and implementing a variety of reformative measures to manage the necessary changes in the government. Direct reporting to the Council of Ministries and support from the Office of High Representative in Bosnia and Herzegovina has enabled the Agency to be independent from the influence and pressures of the government ministries or special interest groups.

From the outset, the CSA has had three main mandates:

- 1) reviewing the appointments of current civil servants to determine if they are properly appointed;
- 2) developing a recruitment and selection process to staff the state ministries and other common institutions; and
- 3) training of civil servants.

Organisation structure is presented in the figure below:



CSA B&H Organisation Structure

When speaking of its focus activities, it must be noted that, from the beginning of this year, the CSA B&H has issued 100 public vacancy notices. Also, this was the final year of the European Computer Driving Licence project which started in 2001, financed by EC and in co-operation between the CSA B&H and the Swedish National Centre. Having come to an end, it has now been transferred to the Association of Informatics of B&H.

Next year, the CSA will sign a contract for implementation of human resources

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management information system for B&H civil servants. End of this year and outset of the next year is crucial for the delivery of EU integration training for approximately 800 servants who will be included in this training. Finally, the CSA B&H can boast to have 8000 active users of newsletter daily updated with new information on activities of this service.

Some of the most important trainings conducted or co-organised in the past period by the Agency are:

- European integration training
- Human resources management - advanced training for HR specialists
- Senior civil servants' management training
- Strategic planning and policy making
- Foreign languages
- Information technology training
- Preliminary training for newly employed personnel

Next year will be crucial for CSA B&H, as then it will make evaluation of its strategic objectives and to evaluate the implementation of the framework documents and functioning of the training system, and to make proposals for revisions if necessary.

When it comes to improving co-ordination of training in state administration and between various levels of government in 2008, it will be necessary to ensure regular consultations with the Training Co-ordination Working Group established in 2006, in relation to the planning of training and creation of possibilities for informal networking of officials responsible for training co-ordination in state institutions.

Year 2008 also means development of recommendations for the system of reporting and collection of data on civil service training activities for electronic decentralised Human Resource Management Information System. It is imperative to design and conduct training on implementation of decentralised HRM Information System which is only possible once the contract has been signed.

Next year CSA B&H plans to continue training for HR managers/specialists as planned and to introduce new cycle of HRM continuous professional training for newly recruited HR managers/specialists by using local trainers trained during the past phase.

Releases done by the Agency include several documents which provide information on the work of the institution, but other than that, the Agency keeps an electronic library of the documents recommended for reading by all government employees.

In 2008, as in the past years, it is also imperative to work on developing and piloting new training modules in institutional communication. According to the agenda, Training of Trainers on public administration principles and administrative procedures will continue next year as well.

Implementation of training in accordance with the approved curricula, evaluation of the pilot programmes and preparation of proposals for extension of activities will continue into the next period.

Civil Service Agency of Federation Bosnia and Herzegovina

The Civil Service Agency of Federation B&H was established under Federation B&H Civil Service Law. In autumn 2003, the Government of Federation B&H issued a declaration on the establishment of Civil Service Agency FB&H. This followed the adoption of the Law on Civil Service at Federation B&H level.

The first director was appointed in March next year due to government procedures and the fact that it was a newly established government body in charge of human resources management.

The Agency's organisation structure is presented in the figure below:

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CSA FB&H Organisation Structure

The main responsibility of CSA FB&H is to monitor implementation of the Law on Civil Service, as well as to provide for efficient and good quality administration based on public administration reform.

In February 2005, the Agency conducted the revision of all civil servants posts at Federation B&H government level. As a result, all the departments are now in the database.

Some of the most important trainings conducted or co-organised in the past period by the Agency are:

- Elementary PC training,
- MS Office – Access databases training,
- Training on implementation of Law on Employees at State Service Bodies,
- Training on implementation of B&H public procurement procedure,
- Training on Law on Organisation of Administrative Bodies of Federation of B&H and Directive on Principles for Establishment of Internal Organisation of Federal Administrative Bodies and Federal Administrative Organisations,
- Human Resources Management training – top management training,
- Law on Civil Service – training on practical implementation,
- Budgeting Law implementation training.

Apart from organising training which is its major function, the Agency has done some publishing work and has so far developed publications as follows:

- Human resources management guide - November 2005
- Latest news in the Agency for 2006 - March 2007
- Latest issue of General Exam Manual - March 2007
- Latest news in the Agency for the period May - June 2007

Civil Service Agency of Republic of Srpska

The Civil Service Agency of the Republic of Srpska was established under the Republic of Srpska Civil Service Law as an autonomous and independent body which reports to the Government.

The Agency has been operational since 1 September 2002 by appointment of its Director and other resources. The Agency has been established with the task to monitor the implementation of the Republic of Srpska Civil Service Law, and to provide for, in co-operation with other participants in the reform, efficient and good quality administration based on best practice of other states.

The Agency has built the normative and legal framework for the implementation of reforms, established unified rules and the procedure for

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selection, appointment and nomination of civil servants, and has prepared the agreed list of experts used when forming selection committees. With the assistance of international donors, the Agency has developed a Communication Strategy. According to the internal database, the Agency counts 3858 civil servants.

Under the assumption that the civil service reform in the Republic of Srpska must be focused on those to whom it relates (civil servants), and carried out in co-operation with the bodies of republican administration, the Agency has established focal points (reform teams and contact persons) to be a firm connection between their organisations and the Agency. In co-operation with international donors, the Agency calls working or consultative meetings on a monthly basis, in order to instruct senior civil servants and to include them in the discussion of all the reform components. The experiences so far have only justified the institution of a focal point (reform teams and contact persons).

Training of civil servants which is to be a central component and a prerequisite for the building of a professional and skilled civil service which gratifies tax payers and all citizens of the Republic of Srpska, has an important role in the civil service reform. The Government of Republic of Srpska has not allocated even minimum funds to the Republic of Srpska Civil Service Agency for training of civil servants, though it had adopted the Strategy and thereby obliged itself to allocate three percents of the civil servants' salary over the following three years for that purpose.

The Communication Strategy is aimed at raising the awareness and upgrading the level of understanding of its role and function, and of the reform in total.

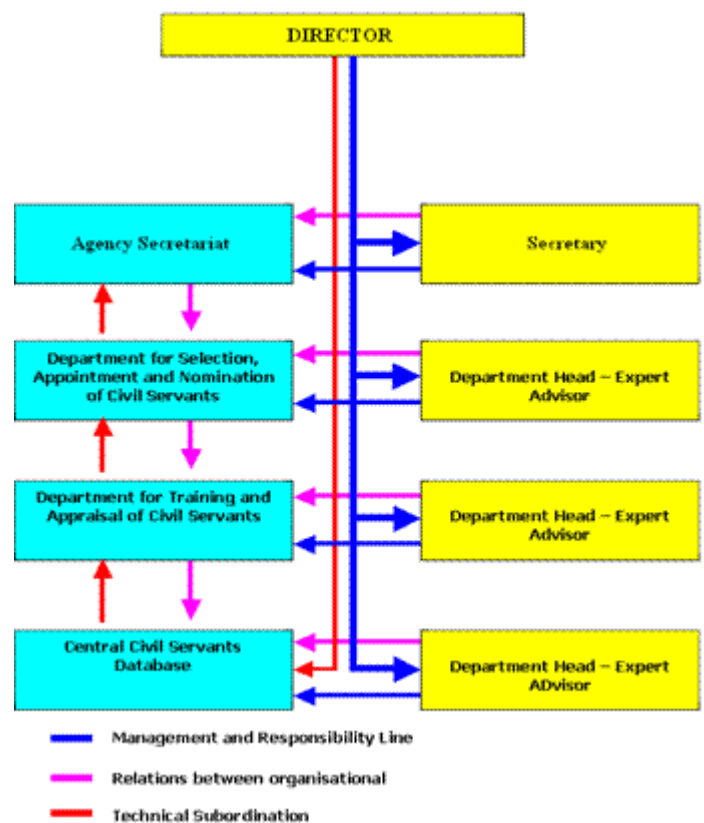
The Agency has adopted its logo, and developed other activities like press conferences, focus groups, discussion forums and specialised publications which so far include:

Strategic documents:

- Strategy for training and development of civil servants 2007-2010;
- Action plan for training and development of civil servants in the period of 2007-2008;
- Developing a training, learning and development strategy and Action Plan for the Republic of Srpska Civil Service;
- Republic of Srpska Government Action Plan for Training, Learning & Development of Civil Servants 2003-2006.

Documents to advise applicants:

- Decrees and rulebooks, information on implementation with explanations
- Implementation of the Law on Civil Service in the RS Administration and Rulebook on Unified Procedures for Recruitment, Selection and Appointment of Civil Servants – additional information



Agency's organisation structure as established by the Rulebook on Internal Organisation

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Brcko District Human Resources Department

A specific feature of Bosnia and Herzegovina's constitutional arrangement is that one city is a district and, as such, has more authority than local self-government. BD HR Department was established as an autonomous and independent body which reports to the Mayor under the Brcko District Law on Civil Service in Government Institutions, Statute of BD, and Law on Executive Authority. HR Department is a sub-department of the Administrative Support Department which is quite specific in regard to other departments considering that more than 60 percent of overall activities is providing professional and administrative support to Mayor himself. The rest is provision of services to citizens.

This department, due to harsh reform changes encompassing BD government in 2006, has been without a head for half a year.

Human Resources Sub-Department as part of its daily tasks has to manage efficient governing by delivering necessary training, to harmonise procedures within B&H, to ensure compatibility with EU best practice and standards, to run organisation of administration, to define clear assignment of duties, to co-ordinate work and ensure inter governmental co-operation, to monitor work, evaluate and control, to hire new staff when needed. This all should be carried out while making sure that the right people are at right place and that younger population with fresh ideas gets a chance to work.

Public Administration Reform Coordinator's Office

The Public Administration Reform in B&H Coordinator's Office has been established by the Decision of the Council of Ministers in October 2004, following the recommendation of the Feasibility Study for B&H. Establishment of the Office was a response to the needs of citizens for a more efficient and accountable public administration at all the government levels,

capable of accepting the obligations in the process of B&H integration into the EU.

The Office is a driving force of the public administration reform in B&H, and its most important role is to co-ordinate reform activities between the Council of Ministers, entity governments and government of Brcko District, closely co-operating with the Delegation of European Commission in B&H.

In 2006, the Office prepared, and governments on all levels adopted the National Strategy of Public Administration Reform and Action Plan 1 with measures for its implementation. Based on the aforementioned strategic documents, the Office coordinates, directs and monitors the public administration reform aimed at improving, in line with the best European practices, organisational structure of public administration capable of implementing the entire process of integration of B&H into the EU and becoming a part of the European administrative space. One of the tasks of the Office is management of the Public Administration Fund as well.

The vision of the Office is improvement of public services through public administration reform, while its mission is initiation, co-ordination and promotion of the reform on all levels, with the aim of protecting the interests of the citizens of B&H. One of the tasks of the Office is also the management of the Public Administration Reform Fund.

The work of the Public Administration Reform Coordinator's Office is transparent and includes regular reporting to supervisors, co-operation with civil society and media, and public promotion of public administration reform as well as the achieved progress.

Organizational structure of the Office is defined by the Rulebook on Internal Organization and Systematization of Posts in the PARCO.

The Project "Support to the Office of the Coordinator for Public Administration Reform –

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B&H" commenced on 12 September 2005, with foreseen duration until 12 January 2008.

The Project is financed by EC Delegation in B&H, and conducted by Human Dynamics Hulla and Co. KG. The Project's objective is to assist in setting up the Office of the PAR Co-ordinator and in the elaboration of the PAR Strategy and the action plans of the Strategy. Moreover, to further develop the capacity of the PARCO Office to implement the PAR Strategy, with the overall objective of achieving a more effective and efficient public administration in B&H. Furthermore, the aim of the Project is to assist in the reform of B&H public administration to enable it meet the EU Integration process requirements.

Since the PAR Strategy and its Action Plan 1 were adopted by the governments in B&H in 2006, the TA Team supported PARCO in the preparations for the Strategy implementation, as well as in training and education of PARCO staff through seminars, workshops, a study tour, and internal trainings held by international experts. In addition, six senior experts were hired as immediate assistance to the respective Reform Area Co-ordinators within PARCO. TA Team also provided a number of short-term experts to assist in development of key strategic documents, as well as the models for their implementation, and monitoring and evaluation.

Currently, the TA Team in co-operation with PARCO is developing a methodology for Action Plan 2 of the PAR Strategy, which deals with the reform of seven core sectors of public administration that will also support the creation of the institutional underpinnings for the European Integration process of B&H.

Prepared by:

Toni Santic, Aid coordination associate Sector
for strategic planning, aid coordination and
European integration

Ministry of Justice of B&H
Marsala Tita 40, Sarajevo

Tel.: +387 (0)33 555 865; 555-866

Fax: +387 (0)33 471 468

E-mail: tonisantic@hotmail.com;

t.santic@mpr.gov.ba

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ON THE AGENDA



At the 4th session of the Steering Committee, the Chair requested a Regional Training Needs Analysis to be produced based on country specific, sector specific Training Needs Analysis produced endogenously in the countries and entities, or similar reports produced by donors in the last years. The resulting “**regional training needs analysis**” forms the basis for the development of the 2008 and subsequent programmes of work of ReSPA. It is the first such analysis performed for the region.

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

In order to meet this challenge, ReSPA should propose training contents which are not already proposed in similar schemes in the Western Balkans region, or for the Western Balkans region. ReSPA may also propose acceptable and effective course design and training modalities and durations which are different from what is traditionally developed and offered in the region. In order to gradually build up its reputation, ReSPA will have to propose quality teaching, either by contracting internationally

renowned trainers, or by providing trainees with direct access to EC and EU practitioners otherwise difficult to reach. ReSPA should also make its learning environment and conditions attractive enough to promote cross fertilisation and networking. It is to be recognised that the EU and EC backing (be it political, technical or financial) is a distinctive advantage of ReSPA in the region. Finally, **avoiding the creation of negative incentives** is just as important as creating positive incentives. National capacities and systems of civil service training are still weak in the region and should not be endangered by the emergence of ReSPA. In no way should ReSPA be competing in substance (training contents), or budget-wise with the emerging civil service training capacities in the region.

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

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while the majority of civil servants are under-trained. One of the reasons for this situation is that knowledge of foreign languages is a discriminating factor to access internationally proposed training programmes.

These considerations provided the background for the first analytical attempt in assessing the competency gaps the ReSPA training is to bridge. The analysis will continue over the coming years, based on the experiences in implementation of the programme of work and additional information collected.

Meanwhile, the 2008 Indicative Work Plan produced by the ReSPA team on the basis of the regional TNA was approved in principle by the SC Members in their 5th meeting in Pristina in November 2007. The final Work Plan for 2008 is to be adopted at the next SC meeting in January 2008.

STEERING COMMITTEE MEETINGS

The Steering Committee of ReSPA was established in accordance with the Protocol of Cooperation on the Creation of the Regional School of Public Administration signed in Brussels on 2 May 2006.

The Steering Committee consists of the representatives of the Protocol signatories from Albania, Bosnia and Herzegovina, Croatia, Kosovo (under UNSCR 1244), former Yugoslav Republic of Macedonia, Montenegro and Serbia. The Member appointed by the European Commission chairs the Steering Committee.

The role of the Committee is to provide guidance and review progress in the implementation of the ReSPA institutionalization, training and networking agendas. According to article III.3 of the

Protocol, the Steering Committee holds at least two and no more than four formal sessions in each calendar year (of which the calendar can be consulted). The sessions are as a rule held in the Western Balkan region.

In 2007, three meetings of the Steering Committee were scheduled and held. The 3rd SC meeting took place in Podgorica in January and the 4th in Brussels in April. The **5th Steering Committee meeting** of ReSPA took place on 7 November 2007 in Pristina.

At the 5th session of the Steering Committee, the Chair informed the Steering Committee members of the steps taken by the EC and the ReSPA team at the OECD to institutionally link ReSPA with the European Institute for Public Administration (EIPA), at least during the first years of ReSPA's activities, as well as the steps to identify the location of ReSPA in the region leading to physical development of the institution by late 2008/early 2009.

The **6th SC meeting** will take place in Paris on 30 and 31 January 2008. A decision on the future location of ReSPA will be taken at this meeting.

The **7th SC meeting** will take place on 23 and 24 April in Maastricht. This session will be devoted to meeting with corresponding EU Civil Service learning institutions, organisations sharing the same objectives, and formalising the bilateral relations between the ReSPA signatories and EIPA.

The working language of the Steering Committee is English and all related documentation and communication is thus in this language. All meetings result in the adoption of formal decisions, which are also published on the ReSPA website after their formal approval by the Steering Committee.

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REGIONAL SCHOOL OF PUBLIC ADMINISTRATION (ReSPA)

The concept of the Regional School of Public Administration in the Western Balkans was developed with the objective to boost regional co-operation in the field of Public Administration, strengthen administrative capacity and develop human resources in line with the principles of the European Administrative Space. In the SAp perspective, ReSPA is one of the mechanisms through which countries and entities have agreed to develop co-operation in the perspective of, eventually, joining the European Union (EU).

The ultimate goal of ReSPA is to help the participating countries and entities meet the Copenhagen and Madrid criteria. To this end, on 2 May 2006, the ReSPA Protocol of Co-operation was signed at Ministerial level under the auspices of the EC Commissioner Rehn, demonstrating a high degree of commitment and ownership of all regional stake-holders and of the EC to the long-term development of ReSPA.

ReSPA Members

Albania, Bosnia and Herzegovina, Croatia, Kosovo (under UNSCR 1244),
Former Yugoslav Republic of Macedonia, Montenegro and Serbia

ReSPA Phase 1 started as of 1 November 2006 and will last for about two years. During this phase, the European Commission chairs the Steering Committee composed of delegates from the seven countries and entities of the region and is assisted by the OECD based on the experience capitalised in the Sigma programme. In this phase, ReSPA's work programme consists of the training and networking activities, as well as of the activities to develop ReSPA's own institutional and management set-up with the objective of establishing the School in the Western Balkans at the beginning of Phase 2 (2009). Finally, in Phase 3, from 2012 onward, ReSPA might develop into a more comprehensive model combining both academic education and professional training dimensions.

ReSPA Networking

Representatives of ReSPA participate in meetings of prominent professional networks:

NISPAcee Annual Conference (Kiev, May 2007), NSPSPA Conference on the Impact of Europeanisation on the Public Administration (Bucharest, May 2007), XIX International Conference on Training and Development of Senior Civil Servants (Tallinn, June 2007), International Congress of Administrative Sciences (Abu Dhabi, July 2007) and EGPA Annual Conference (Madrid, September 2007)