Re**SPA**

Regional **S**chool of **P**ublic **A**dministration (Phase 1)

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CIVIL SERVICE TRAINING SYSTEMS IN THE WESTERN BALKANS REGION

An overview of the Civil Service Training Systems in Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, Montenegro, Serbia, and Kosovo under UNSCR 1244/99

December 2008

Contents

Acronyms and Abbreviations

General

CARDS	Community Assistance for Reconstruction, Development and Stabilisation *(EU Programme)*
CEE	Central and Eastern Europe
CS / CSs	Civil Service / Civil Servants
CSA	Civil Service Agency
CSR	Civil Service Reform
CSRA	Civil Service Reform Act *(US, 1978)*
CSTN	Civil Service Training Needs
CSTS / CSTSs	Civil Service Training System(s)
CTP	Central Training Provider(s)
EC	European Commission
EU	European Union
ISO	International Organization for Standardization
HR	Human Resources
HRM / HRD	Human Resources Management / Human Resources Development
MoU	Memorandum of Understanding
NA	Data Not Available
NGO / NGOs	Non-governmental Organisation(s)
NISPAcee	The Network of Institutes and Schools of Public Administration in Central and Eastern Europe
OECD	Organisation for Economic Co-operation and Development
OSCE	Organization for Security and Co-operation in Europe
PA	Public Administration
PAR	Public Administration Reform
PHARE	Programme of Community Aid to Central and Eastern European Countries *(Pologne-Hongrie: Assistance à la Restructuration des Économies)*
ReSPA	Regional School of Public Administration
SIDA	Swedish International Development Agency
Sigma	Support for Improvement in Governance and Management (a joint initiative of the OECD and the European Union, principally financed by the EU)
TC	Training Curricula
TNA	Training Needs Assessment
ToT	Training of Trainers
ToTC	Training of Training Co-ordinators
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
WB	World Bank
WBR	Western Balkans Region (including *Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, Montenegro, Serbia, and Kosovo under UNSCR 1244/99*)

Albania

DoPA	Department of Public Administration, Ministry of the Interior
TIPA	Albanian Training Institute for Public Administration

Bosnia and Herzegovina

BiH	Bosnia and Herzegovina *(state)*
FFBiHFBiH	Bosnia and Herzegovina Federation *(component political entity)*
BD	Brcko District *(de facto autonomous entity)*
CSA / CSAs	Civil Service Agency / Civil Service Agencies
RS	Republika Srpska *(component political entity)*

Croatia

ALD	Academy for Local Democracy
CSOA	Central State Office for Administration
CSTC	Civil Service Training Centre

Former Yugoslav Republic of Macedonia

CSA	Civil Servants Agency
fYR Macedonia	former Yugoslav Republic of Macedonia
LGU / LGUs	Local Government Unit(s)
LSG	Local Self-Government
ZELS	Association of the Units of Local Self-Government *(Zaednica na Ednicitze na Lokalnata Samouprava)*

Montenegro

HRMA	Human Resources Management Authority
SCSTM	Strategy for Civil Service Training in Montenegro (2008-2012)

Serbia

HRMS	Human Resources Management Service
PGPT	Programme of General Professional Training
SEIO	Serbian European Integration Office

Kosovo under UNSCR 1244/99

GERAP	Group of Experts for Public Administration Reform
KIPA	Kosovo Institute for Public Administration
SPAR	Strategy for Public Administration Reform
UNMIK	United Nations Interim Administration Mission in Kosovo
UNSCR	United Nations Security Council Resolution

NB: In order to obtain a clearer text, abbreviations are not systematically used.

FOREWORD

This publication provides a comparative overview of the Civil Service Training Systems in the Western Balkans, including Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, Montenegro, Serbia, and Kosovo (under UNSCR 1244/99).

It has been produced with the financial assistance of the European Union provided to the project on the Regional School of Public Administration (ReSPA) supported by the Organisation for Economic Co-operation and Development (OECD).

ReSPA was launched with the objective of boosting regional co-operation in the field of public administration, strengthening administrative capacity and developing the human resources of member administrations, in line with the principles of the European Administrative Space. In the context of the Stabilisation and Association Process, ReSPA is one of the mechanisms through which its members have agreed to develop regional co-operation in the perspective of eventually joining the European Union.

Prior to the entry into force of the International Agreement establishing ReSPA, the Steering Committee, composed of the representatives of ReSPA members and chaired by the European Commission, has provided guidance and reviewed progress in the implementation of the ReSPA institutionalisation, training and networking agendas. It has been supported by in-country operational contacts, who have also been instrumental in providing substantive contributions to the numerous ReSPA activities. The ReSPA team at the OECD has at the same time ensured implementation of the 2006 Protocol of Cooperation between ReSPA members, and thus the development and implementation of various tasks and activities.

"Strengthening the research base of training and education for public administration (…) for comparative research on topics of immediate interest" has been among the tasks mandated by the ReSPA Protocol of Cooperation. To this end, the compendium on the Civil Service Training Systems (CSTSs) in the Western Balkans provides a comparative factual overview of the training systems in place in the public administrations of the ReSPA members. It is of a descriptive nature and intended as a source of factual information rather than a prescriptive study. Thus, the focus has been placed on the comparative analysis of the CSTSs and on the synoptic tables, which provide individual ReSPA member profiles as well as a regional thematic overview. The publication should be of interest to civil servants in ReSPA administrations and to experts working in the area of civil service development or on broader public administration reform issues. It should also serve as a useful reference to ReSPA administrators.

The publication was prepared with the support of ReSPA members. The in-country operational contacts in the region – Ms. Anamarija Andreska, Mr. Dalibor Copic, Ms. Adela Golub, Mr. Berat Jashari, Ms. Milena Lazarevic, Ms. Emira Mitrushi, Mr. Toni Santic and Ms. Mina Vojinovic – carried out a pioneer task of producing the original country/entity reports, acting under the responsibility of the ReSPA Steering Committee. On the basis of individual reports, the first analytical overview and a compilation of all contributions were prepared by Mr. Vedran Dulabic, Assistant to the Chair for Administrative Science, Faculty of Law, University of Zagreb, and Ms. Tijana Vukojicic, lecturer at the Social Science Polytechnics in Zagreb. The resulting draft report was supplemented with factual and theoretical information and revised by Mr. Aderito A. Sanches, International Consultant. Ms. Inga Stefanowicz, Administrator at ReSPA/OECD, provided guidance to contributors and shaped the final report, supported by advice from the experts at Sigma/OECD: Mr. Francisco Cardona, Mr. Edward Donelan, Mr. Nicolas Dubois and Mr. Julio Nabais.

PART ONE

REGIONAL OVERVIEW OF CIVIL SERVICE TRAINING SYSTEMS

An analytical comparative overview of civil service training systems
in the Western Balkans region

1.0. Introductory Remarks

This report offers an overview of the civil service training systems (CSTSs) in seven countries/entities of the Western Balkans region: Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia[1], Montenegro, Serbia, and Kosovo under UNSCR 1244/99[2]. Its objectives are to facilitate the exchange of information and experience in the region and to serve as a reference document for ReSPA and the national institutions in charge of co-ordination of training for public administration.

Ten important aspects regarding the CSTSs of these countries/entities are explored and compared along the following lines[3]:

1. main training objectives (identification of the objectives of training and the overall situation);

2. legal framework (Do civil servants have the right or an obligation to undertake training? What are the links to career development?);

3. funding of training activities (Who pays for the training? Are there foreign sources of funding?);

4. central training institutions (a look at existing institutions and a clarification of their status);

5. teaching personnel (basic information on the trainers used);

6. needs assessment of practices and contents of training (How are training needs determined? How are the contents of training selected?);

7. development of training curricula (Are the curricula demand-driven or supply-driven? Who is responsible for developing the training material?);

8. target groups (At whom is training targeted?);

9. types and formats of training (What training formats are on offer?);

10. prevalent training methodologies (What are the most common training methods, techniques and tools used by trainers?).

This document is based on reports produced by officials and/or civil servants within the administrations under review. It provides the first overview of the civil service training systems in the WBR countries/entities, as well as a better understanding of the overall situation, the regional imbalances and the current structural problems at stake. It focuses on a comparative analysis of the individual situations.

The core text is divided into two parts. The first part offers a comparative analytical overview of the civil service training systems in the region. This part is therefore organised by topic to cover the ten main areas of analysis listed above. The second part summarises in two synoptic tables the most relevant information provided by the ReSPA contributors. In the first table data are presented by country/entity. In the second, the same data are presented by topic.

Finally, a third table has been added, providing indicative statistical data and analytical ratios. This pioneer undertaking should also be considered with caution due to the

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[1] The former Yugoslav Republic of Macedonia will hereafter be referred to as "fYR Macedonia".

[2] In accordance with UN Security Council Resolution 1244, since June 1999 the province of Kosovo has been governed by the UN Interim Administration Mission in Kosovo (UNMIK); hereafter in this report it will be referred to as "Kosovo".

[3] This framework is inspired by the comparative study, *OECD: Country Profiles of Civil Service Training Systems,* Sigma Papers No 12, Paris, 1997.

uncertainty of the underlying data. It demonstrates however, the analytical potential of comparative data-gathering with application of a harmonised methodological approach[4].

1.1. Objectives of Training

All Western Balkan countries/entities have officially endorsed objectives regarding civil servants' training. In some cases, these objectives are stated in the overall policy or strategy document setting the fundamental principles for overall public administration reform. In other cases, the objectives of civil service training are included in the mission statements of the newly established training institutions.

Key Common Objectives

Although the presentation of these objectives may vary slightly in different country/entity reports, one can distinguish four main groups:

1. Serving citizen's demands: Citizens are more and more perceived as clients, consumers or customers of the administration, in a similar way as it happens in the private sector. Strengthening such a service-oriented approach has become one of the main objectives of the CS training.

   The underlying ambition is for the public administration to understand and satisfy the citizens' legitimate requirements.

2. Raising the level of professionalism in civil service: The main aim of this objective is to increase the current knowledge, skills and competences of civil servants, enabling them to effectively and efficiently take up duties of an increasingly complex nature.

   This objective, complementing the first one, is intended to improve the quality of the supply by offering better, friendlier and less costly public services.

3. Including modern technology in the everyday work of public administration. A generally shared idea among the countries/entities under review is that civil servants should also be trained to make use, in their everyday work, of new technology, such as electronic mail and Internet communication. Two closely related organisational and communication concepts, e-government and e-administration, are widely recognised as important assets in the modernisation of public administration.

4. Preparing for European membership: Future EU membership is one of the basic political goals in the WBR. The stimulating, but also demanding, task of preparing for EU membership lies, first and foremost, upon the shoulders of civil servants. Acquiring EU-related knowledge has therefore become a major objective of in-service training programmes for civil servants.

In addition to these four shared key objectives, there is also a general concern with capacity-building and institutional development. Every country/entity is in the process of strengthening its CSTS institutional settings and improving training-related regulation.

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[4] Although still composed of raw indicative data, Table C may offer an example of the type of useful information that can be obtained from comparisons among countries based on figures and analytical ratios. According to the data received for the preparation of this report, the ratio "population/civil servants" is almost 30 times higher in Albania than in Montenegro (and around 45 times higher in Albania than in Kosovo). The analysis of other columns in the tables reveals many other striking discrepancies and "imbalances" that should stimulate thought and help acquire a deeper understanding of the overall situation in the region.

Country/Entity-specific Priorities

Although the four main objectives are commonly present in the region, they are not treated with equal consideration by all countries/entities. Every administration is guided by a customised and "weighted" combination of these goals, one that is adapted in each case to meet the current and future needs of the country/entity as defined by the decision-makers. Moreover, additional, more punctual objectives are usually included in each country/entity CSTS development programme.

Thus, according to the individual country/entity reports, capacity-building and institutional development objectives are prominent in Albania[5], and are also given special attention in Croatia, Montenegro, and Kosovo[6]. FYR Macedonia, where a position-based CS system has been adopted, was still in the process of establishing the basis for a new CSTS[7] at the time of compilation of this report.

EU-related training – strongly supported by the EC – has been given much attention in Serbia (by the Serbian European Integration Office – SEIO), BiH and Croatia (with substantial aid received from the Danish co-operation and other donors)[8]. This type of training is also given high priority in fYR Macedonia and Montenegro.

In the Macedonian administration, an interesting approach has been taken to local government training, with a decentralised policy for local government training and professional development to be implemented at three different levels: local (LGUs), inter-institutional and national.

Depending on the situation, other training objectives have been set. In BiH Republika Srpska, for instance, training of trainers, training of decision-makers and managers (top managers and leaders, HR managers), as well as training in the areas of communication, information technology and equal opportunities, are listed among the top priorities in the updated (2007-2010) Strategy for Training, Learning and Development of Civil Servants.

Civil Service Training and Public Administration Reforms

CS training is widely understood by countries/entities in the region as intimately linked to the objectives and processes of public administration reforms and the related HRM modernisation efforts. The common main goal for civil service training is to obtain a modern, professional and competent workforce in the administration delivering quality public services to citizens and legal persons. This goal includes proficient contributions at all levels of government and, in the EU candidate countries, effectiveness and efficiency in the process of integration.

These links are often explicitly recognised, such as for instance, in the legal and policy documents of BiH, Croatia, Montenegro, Serbia and Kosovo[9].

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[5] This is apparent in TIPA's seven main objectives, and especially in its *objective n° 6*, related to the category "Improving Structures, Procedures and Systems": *Develop the internal capabilities and capacities of TIPA and enhance its capacity to manage resources.*

[6] KIPA's second objective is *to develop and constantly increase KIPA's capacities.*

[7] The *National Policy Document (2005/2006)* and the *Strategy for Training of the Local Government* were two important steps forward in this direction. However, other important steps still remain to be undertaken.

[8] EU-related training programmes are delivered in Croatia under the responsibility of the *Ministry of Foreign Affairs and European Integration.*

[9] Synoptic table B provides overall comparative information about the legal status of civil servants (see especially items n° 1, 5 and 9). Other relevant and informative documents are available at the **documentation centre** of the ReSPA website: www.respaweb.eu and on the websites of the countries'/entities' central training institutions/agencies.

1.2. Legal Framework

Shaping an appropriate legal framework for the status of public servants, within a modern human resource management policy, is one of the key components of the institution-building process in a contemporary public administration. A number of factors heavily depend upon the quality of this status. Among the most significant, for instance, are the general levels of motivation and competence of the administration workforce (i.e. its willingness to perform well and the quality of its know-how), the quality of the leadership and of the overall organisation and efficiency of the work.

Within this context, the whole set of HRM/HRD regulations is paramount. Regulations applying, for instance, to recruitment, compensation, employment security and advantages, advancement opportunities, expected/imposed ethical conduct and performance evaluation will impact the overall performance and quality of the public services provided by the administration.

An adequate and well-balanced combination of all of these regulations is crucial. A productive workforce (whatever the sector: public, private, associative) has to:

- have the willingness to do the job (motivation policy);

- possess the know-how to do it (competence management and training policies);

- have, in each adequately identified and delimited position (with well-defined job descriptions), the resources and room to manoeuvre that will allow its agents to operate in accordance with expected high, or at least satisfactory, quality standards (organisation and management strategies).

Thus training remains one of the major concerns of HRM/HRD in national administrations.

Overall Situation in the Western Balkans Region

The present report looks at various aspects of the civil service training regulations. Among them is the approach to participation in training programmes and activities, differentiating between the right and the obligation to participate in training.

In most of the Balkan countries/entities reviewed, according to the new laws and regulations in force[10], participation in training activities and programmes is considered both a right and an obligation on the part of civil servants. This new "double bind" between civil servants and training programmes exists in the respective regulations of BiH[11], Montenegro[12], Serbia[13], and Kosovo[14], as well as in Croatia, according to the most recent legislation[15].

Some legal and policy documents are very detailed in this respect, and clearly establish the *obligation* for civil servants to undertake necessary training (e.g. Croatia[16]). At the same time, senior staff in public bodies have to allow civil servants to attend the corresponding training programmes.

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[10] These new laws and regulations were adopted in the period 1999-2007, and for most of these countries/entities, in the period 2003-07.

[11] *Law on the State Service in the Institutions of Bosnia and Herzegovina* (2002, with several amendments since 2003).

[12] *Law on Civil Servants and State Employees* (2004, with amendments in 2005).

[13] *Civil Servants Act* (2005).

[14] *Administrative Directive n° 2003/2* (section 13), implementing *UNMIK Regulation n° 2001/36.*

[15] *Law on Civil Servants* (July 2005), completed by the 2007 *Decree on Forms, Modalities and Conditions for Training and Education of Civil Servants.*

[16] *Strategy on Vocational Training and Professional Improvement of Civil Servants 2005-2009* (October 2004).

In Albania, the Civil Service Law of November 1999 granted civil servants the *right* to improve their professional skills and to take part in training activities. The administration, on the other hand, was charged with the duty of providing them with such training.

In some cases, the entitlement to training is supplemented by the right to further education (education outside the public administration). This right is often linked to an obligation to work in a given state authority for a certain amount of time after completion of such education (Montenegro, Serbia). Furthermore, in some of the countries/entities[17], specific collective agreements for civil servants also contribute to the civil servants' professional development possibilities.

Civil Service Training and Career Advancement

The links between CS professional training and career advancement are most clear in Croatia and Serbia. Interestingly, these countries represent two different approaches to the issue. In Croatia, the new Civil Servants Law (2005) establishes a direct link between attendance in training, assessment of the work efficiency of civil servants, and their career advancement[18].

In Serbia, only an indirect link exists. The Civil Servants Act (2005) does not provide for any explicit association between professional training and promotion. However, promotion is heavily dependent upon the results of annual performance appraisals. As training helps to improve performance, an indirect link does exist. The Government Regulation on the Appraisal of Civil Servants does not mention training as the appraisal element either. Again, training is only indirectly linked to the results of professional appraisals.[19]

There is, however, another type of link between professional appraisal and training. If a civil servant's performance is considered unsatisfactory, he/she may be sent to additional professional training in order to increase his/her chances of receiving a better mark in the "special appraisal". This special appraisal is conducted only for those whose performance was considered unsatisfactory in the ordinary appraisal process.[20]

Both approaches have their drawbacks and benefits. Although it is a sound practice to link career development to the level of competence of civil servants (the same happens with motivation, integrity and capacity to positively contribute to team work), at least three critical problems appear in systems with links between training received and career advancement.

First, training is not an aim in itself. It is only a means to improve professional skills, knowledge and competence. This means that training actions should be carefully assessed for their quality, effectiveness, impact and efficiency. One should establish whether the new competences and skills were indeed acquired by the trainees, and if they really contributed to a better performance and a smoother and more efficient operating of the administrative units and services; or if they were worth the money, time and resources invested.

When training is linked to advancement, those who acquire additional skills and competences by means other than institutional training may be disadvantaged. Although it seems natural to link the training received to career development, it may be more appropriate to link career advancement to actually proven competences. These

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[17]   Among them Croatia and entities of BiH: Federation of BiH, Republika Srpska.

[18]   Several brief comments in the draft reports suggest that this is also the case in other countries/entities (e.g. RS, in BIH).

[19]   According to the *Regulation*, the appraisal criteria are: achieved results in carrying out tasks attached to the post of employment and the specified working objectives, autonomy, creativity, initiative, precision and diligence, co-operation with other civil servants, and other abilities required for the job (Article 10 of the Government Regulation on Appraisal of Civil Servants, "Official Herald of the Republic of Serbia", no. 11/2006).

[20]   Zlatanovic, I. and S. Antonijevic (2007), *Professional Development of Civil Servants in the Republic of Serbia,* DIAL, Belgrade, p. 8.

competences should therefore be regularly assessed. This can be done, for instance, as is the case in academia, through relevant and, as much as possible, standardised and objective competitive examinations.

A second problem faced by several countries (including WBR countries) when embarking on the training of the whole workforce, or at least a significant part of it, has been the high cost and critical lack of resources - not only financial, but also human and institutional resources - for such an undertaking. Even in countries where considerable resources are devoted to civil service training, only a limited proportion of civil servants benefits from training programmes in any given year.

Finally, when career advancement is linked to training opportunities, problems may arise if equally qualified civil servants do not benefit from equal access to training programmes and activities (a predictable consequence of the lack of resources). In such case, they may feel disadvantaged, which in turn may cause a loss of motivation, a degradation in the employer-employee relationship and, finally, in deterioration of performance, causing further institutional problems[21].

1.3. Funding

Foreign Aid

During the 1990s, in-service training programmes in Western Balkan countries/entities were developed and financed with the assistance of various donors and foreign aid programmes. This approach widely opened the door to international expertise and useful exchange of knowledge and experience. A significant part of training remains financed in this way in most administrations in the region (e.g. Albania, BiH, fYR Macedonia, Serbia, and Kosovo).

However, remuneration of in-service trainers is increasingly understood as a responsibility of the state budget. As a consequence, there has been a gradual shift in the sources of funding. Civil service training has become an important component of the human resources management of the governments, and the tendency is that funding is therefore increasingly channelled through central budgets and other public sources.

Present Situation

At present, the main funding sources for civil service training include:

- central budget funds transferred directly to the relevant training institutions: This first modality of financing has been used for the development and implementation of training programmes;

- central budget funds transferred to line ministries and other administrative bodies, primarily for specialised training;

- Donor organisation funds allocated to the reinforcement and capacity development of newly established training institutions.

Individual civil servants attending in-service training programmes are not required to bear the costs of participation. As a rule, central training institutions do not sell training on the market either.

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[21] Another motivation problem, linked to the lack of encouragement to attend training, is mentioned in the Montenegro report.

Common Patterns and Current Trends

Most administrations of the region already have a funding system based on state contributions. Only fYR Macedonia was still in the process of establishing such a system at the time of compilation of this report. A common shared approach in the region is to earmark a percentage (e.g. 2 or 3%) of the civil servants' total allocation for salaries to the funding of training[22].

Donor contributions are generally expected to decrease in the coming years. Although they are still an important source of funding in most of the countries/entities, the new legislation, strategies and institutional settings give priority to the use of domestic sources of financing (e.g. fYR Macedonia, Montenegro). For the time being, however, these internal sources alone are not sufficient to allow a smooth functioning of the training systems in virtually any country/entity.

In some cases (e.g. Montenegro) a decentralised system has been established. The funds are allocated to individual institutions of the state administration. In most cases, however, a combination of both centralised and decentralised sources of funding is used. This appears to be the prevalent trend. Also in Montenegro, a move in this direction is now envisaged.

Municipality budgets are to contribute to the funding of training of elected representatives (e.g. in Macedonian municipalities). International funds have also been supporting this type of training.

1.4. Training Institutions and their Legal Status

The civil service training systems in the Western Balkan countries/entities fall under the responsibility of the newly established, specialised central training institutions. All countries/entities in the region now have their own central administrative bodies/authorities co-ordinating the training activities and advising the government on matters related to CS training. Although addressing the same objectives (improving the proficiency, knowledge and skills of the public administration workforce), these institutions have adopted different organisational patterns.

These institutions are usually closely linked to the main authorities in charge of public administration reforms (with more general concerns, including civil service modernisation, but also other key issues, such as devolution and administrative simplification). They are, in all countries/entities, a major component of the institutional settings in charge of the civil service/HRM reform. This fact could lead to the conclusion that there is an intention to link training to reform needs, at least as an aspiration. In all cases the CS training institutions are very recent. The list includes TIPA in Albania, three ACS in Bosnia and Herzegovina[23], CSOA in Croatia, CSA in fYR Macedonia, HRMA in Montenegro, HRMS in Serbia[24], and KIPA in Kosovo.

In a compact administration, a country/entity authority for public administration may be in charge of supervising the CS reform and training. This is the case of the Kosovo Institute of Public Administration (KIPA), the responsibilities of which include, amongst others, CS modernisation and CSs' training. A more common pattern charges CS agencies and HRM

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[22] This percentage is lower in the current preparatory work in fYR Macedonia for the establishment of a state funding system. The suggested initial percentage is 0.3% (for horizontal training to be managed by the CSA). This figure should gradually increase to 1.5% in the coming years.

[23] *Agency for Civil Service of Bosnia Herzegovina (*operating at *country level), Agency for Civil Service of the Bosnia Herzegovina Federation, Agency for Civil Service of Republika Srpska.* The *Brcko District Sub-Department for Personnel and Salaries* has similar responsibilities.

[24] The mission and specific responsibilities of SEIO, in Serbia, will be discussed later.

authorities with the responsibility of the overall co-ordination and management of the CS training programmes and activities. This is the case in BiH, Croatia, fYR Macedonia, Montenegro, and Serbia. Training may be a responsibility of specialised units within these agencies and authorities, as is the case in Croatia, where CSOA has its own Civil Service Training Centre[25]. Finally, the Albanian TIPA (Training Institute of Public Administration) is an autonomous body specifically commissioned to co-ordinate and manage CS training, although it is formally an organisational unit of the Department of Public Administration (DoPA) under the Ministry of the Interior.

Legal Status

The CS training institutions were set up under various legal arrangements and within different institutional settings. Nevertheless, they share several common features. They usually have similar mandates and missions and all aim at creating a competent and more accountable civil service. They are usually created by specific regulations and are often accountable directly to the Prime Minister and/or to the Cabinet. TIPA (Albania) operates under a legal framework set up by two governmental decrees: the Government Decree on the Establishment and Functioning of the Training Institute of Public Administration and the Training of Civil Servants[26], which was amended in 2004[27]; and the Government Decree "On Functioning of the Training Institute of Public Administration[28].

CSOA[29] (Croatia) was established in 2004 as the main institutional body responsible for promoting and implementing CS reforms. CSOA is headed by a state secretary, appointed by the government, who is directly answerable to the Prime Minister.

In Serbia, the main CS training institution is the Human Resources Management Service (HRMS), established in 2005 by the Civil Servants Act (article 158)[30]. HRMS is a central government office, with no subordination to any line ministry. As is the case of CSOA in Croatia, its director is directly accountable to the government and to the President of the Government (Prime Minister).

The same is the case of SEIO (Serbian European Integration Office), another important government institution offering training to civil servants in Serbia. SEIO has a much more specialised mandate. It provides only EU-related training (inter alia: introduction to the European Union, EU policies, EU law, harmonisation of national legislation with the *acquis communautaire*). Just like HRMS, SEIO is a central government service, the director of which is directly subordinated to the government and to the Prime Minister[31].

The high administrative position of these institutions provides them with an appropriate standing and, in principle, with stronger political support, thereby adding legitimacy to their CS modernisation efforts. This is particularly important in their relations with line ministries, allowing a balanced approach across the various branches of government.

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[25] Four out of CSOA's 14 departments have HR-related responsibilities: the *Civil Service Legal Affairs Department*, the *Human Resources Planning and Management Department*, the *State Administrative Examinations Department* and the *Civil Service Training Centre.*

[26] Decree of the Council of Ministers n° 315 (23.06.2000).

[27] Decree of the Council of Ministers n° 242 (16.04.2004).

[28] Decree of the Council of Ministers n° 714 (18.11.2005).

[29] *Central State Administrative Office for Public Administration of the Republic of Croatia* (in short: *Central State Office for Administration*).

[30] This is the legal basis of HRMS, whose organisation and competencies are more thoroughly defined by the *Government Regulation on Establishing the Human Resources Management Service*, "Official Herald of the Republic of Serbia" no. 106/2005.

[31] In practice, SEIO's Director is responsible to the Deputy Prime Minister in charge of *European Integration Affairs* (the Prime Minister delegated this responsibility to him). Unlike HRMS, SEIO has not, strictly speaking, a legal basis. It was created on 14 March 2004 by a government regulation *(Official Herald of the Republic of Serbia" no. 75/05 and 63/06)*, in accordance with the *Serbian Law on Government*, which allows the government to create government services through secondary legislation (government regulations are pieces of secondary legislation in the Serbian legal system).

Co-ordination

The responsibility for in-service training has shifted with the establishment of the new institutions. Line ministries are no longer solely responsible for the development and implementation of in-service training. Their action now has to be combined with the contributions of the central training authorities. A common pattern in the countries/entities under review gives the central training institutions responsibility for organising "horizontal" training activities, while more vertical, specialised (sectoral) training is placed under the responsibility of line ministries. This solution does not clearly eliminate a risk of overlap or conflict and good co-ordination mechanisms, together with a clear division of responsibilities, are needed to ensure a smooth functioning of the system (communication, interaction and co-ordination difficulties were mentioned in several individual background reports).

Some of the countries/entities also established special institutions for local self-government training. A recent example is the *Croatian Academy of Local Democracy*. These more specialised institutions satisfy the training needs of local self-government institutions.

Also, training related to the EU *acquis* and to the EU integration process is sometimes under the responsibility of specialised administrative offices (e.g. in Serbia).

The diversification of training co-ordination authorities (for line ministries, local government, European matters) makes it easier for these authorities to carry out their duties. On the other hand, however, this specialisation requires co-ordination among the respective institutions and the authorities involved in the creation and implementation of training programmes for civil servants.

Other training providers are common in most WBR countries/entities. Among them are universities and schools, private sector companies and donor-supported programmes and projects. The synoptic tables provide additional information on individual country/entity situations.

In sum, all WB countries/entities have recently revamped their administrative systems for CS training. They have created separate central training institutions that are to become, in each country/entity, the focal points for the professional development of civil servants, contributing to the overall modernisation of public administration. In addition, they have created a regional school of public administration (ReSPA), which is in itself an important development, fostering co-operation among the various training institutions and contributing to their individual training efforts.[32]

1.5. Training Personnel

Central training institutions combine, as a rule, key administrative and pedagogical functions. They play an important role in the design and implementation of the administrative and financial regulations governing civil servants' training and professional development. They act as an "in-service central training secretariat" responsible for planning, organising and evaluating training programmes designed to satisfy the previously identified training needs.

In order to fulfil these objectives, training institutions regularly conduct training needs assessments, manage pools of experts and trainers, publish training manuals, give information on training opportunities as well as on the pertinent regulatory framework, collect data regarding attendance, etc. They serve as *co-ordinators* and *facilitators* for the design, implementation and evaluation of adequate, well-adapted CS training

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[32] Synoptic table B provides comparative information about central training institutions in the WBR (items n° 2, 3, 4 and 5).

programmes. Their pedagogical teams are therefore asked to design, or help design, and develop in-service training curricula, to facilitate the implementation of these curricula, to contribute to the evaluation of the results, and to keep track of these results and analyse them in order to take stock and identify best practices for future action. In order to strengthen the in-house capacity, the training programmes for trainers (ToT) and training co-ordinators (ToTC) also have to be organised.

An appropriate number of experienced co-ordinators and pedagogical experts are needed to carry out all of these tasks successfully. Most of the newly established training institutions in the region are still in their early stages of development, with *limited permanent staff*[33]. There is still, therefore, a general need to reinforce the capacity of the teams. Also the practices and methods used for keeping the databases of trainers (internal, external, international) and training experts[34] up to date require improvement.

Pools of Trainers

The numbers of trainers are reported to have increased since 2005. According to the information collected from the various central institutions, the overall situation has also significantly improved in most countries/entities:

-   TIPA, in Albania, already has a roster with a considerable number of trainers offering quality service in the area of public administration. TIPA has also been organising ToT programmes for trainers specialising in various fields.

-   In Kosovo, where significant efforts have been made to benefit from international and regional experience[35], KIPA teams of trainers are able to develop, prepare and deliver regular training for both ministerial and municipal staff. A ToT programme was implemented in close co-operation with other training providers[36].

-   In Bosnia and Herzegovina, where periodic public tendering processes for the selection of new trainers have been organised, all agencies use teams of internal and external trainers. These agencies have also been improving and updating their databases of trainers.

-   In Croatia, approximately 150 trainers (mostly civil servants) were contracted in 2007 by the CSTC. The same year, about 50 civil servants passed a ToT examination and obtained a trainer's licence.

-   In Montenegro, about 100 trainers, with various competence profiles, were contracted by HRMA. ToT programmes have also been offered. A total of 48 trainers completed a ToT course organised by HRMA in co-operation with PARIM.[37]

-   In Serbia, both HRMS and SEIO use pools of trainers combining a variety of professional competencies and skills. The organisation of basic and advanced ToT

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[33]   In general, the institutional experience of the new staff is also thus far limited. In some cases the new teams have just been formed. Example: following the appointment, in May 2004, of the director and of one senior staff member of the *Civil Service Training Centre* of CSOA in Croatia, the recruitment of the whole staff (a total of 13 persons at the CSTC, and 10 more in the HR Department of CSOA) was completed only in March 2007.

[34]   This has to do, more generally, with the overall need to improve *institutional information management*. There is a similar need to reinforce the capacity to update on an ongoing basis, through a network of well-managed databases, other managerial, administrative and technical data related to other *information needs* (e.g. training and institutional *regulations*, in-country and regional training *actors*, other *logistic, financial and administrative data* linked to the organisation of training activities, *statistical records*).

[35]   KIPA's staff has benefited from contacts and exchanges with experts from several other countries (in particular the U.K., Germany and Italy). KIPA's programme designers have taken advantage of technical and methodological exchanges with TIPA in Albania, and with the Finnish and Lithuanian Institutes of Public Management.

[36]   Especially Pillar III (OSCE).

[37]   *Public Administration Reform in Montenegro Project*. For this ToT programme, HRMA engaged experts from Slovenia.

programmes is one of the key concerns of HRMS, in order to enlarge the pools of trainers and improve their professional competence and level of expertise.

- In fYR Macedonia, where the situation seemed less favourable at the time of compilation of this report, institutional efforts have been made to develop the training capacity of both the CSA and the line institutions.

Recruitment of Trainers

On the basis of the information collected, common patterns regarding the origin of trainers can be identified throughout the WBR countries/entities under review.

Institutional pools of trainers who facilitate and improve the quality of learning are usually composed of a combination of experts and other resource persons from various sectors. **Academic institutions** have always been among the most important sources of expertise and knowledge. Thus, when it comes to in-service training, public administration relies heavily upon university staff. Virtually all countries/entities in the region have been widely using this valuable source of expertise.

Another significant proportion of trainers come from the **public administration** itself. Experienced and knowledgeable civil servants have served as trainers on many occasions (e.g. in Albania, Croatia or Montenegro). Nevertheless, the technical and pedagogical preparation of pools of regular trainers who are capable of meeting the main ongoing training needs remains of concern in most administrations under review.

Several ToT programmes have been developed to this end (this was namely the case in Albania, Croatia and Serbia)[38], and training modules and manuals have been prepared (this was also done in Montenegro). The first generation of civil servant trainers is already operational. These new trainers have already made an important contribution to in-service training. According to the information collected by ReSPA in country operational contacts, more than half of all trainers come from the public administration in several of the WB administrations. This is the case, for instance, in Albania, where approximately 55 % of the trainers are civil servants[39].

Finally, some trainers come from the private sector, while others are chosen from among international and foreign expert consultants in a particular country. Such practices stimulate the development of a consultancy market, which, over time, can become one of the vital sources of expertise, together with the academic and public administration sectors.

Selection of Trainers

Selection methods vary according to the situation. In some cases, a training institution benefits from a pool of experts developed under various previous reform projects. In other cases, public tendering is used in order to find appropriate candidates for the trainer positions.

Practices of public tendering for the recruitment of trainers exist in Bosnia and Herzegovina, as well as in Montenegro. In the latter, trainers are not full-time employees of HRMA, which only plans and organises the implementation of several training curricula

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[38] In Croatia, according to the reports received, there is a strong concern to improve the quality of CS training, not only for top managers in the academic sphere, but also for civil servants operating at lower levels. In Serbia, HRMS' aim is to develop (and regularly upgrade) a pool of trainers within the civil service, who undergo specialised training of trainers in their areas of expertise. HRMS intends thus to gradually strengthen the training capacity within the public administration for training civil servants in a set of selected fields. As the number of qualified trainers-civil servants increases, the number of external experts-trainers is expected to gradually decrease, although the use of external trainers will not be completely abandoned. They will still be used for all training where domestic expertise is not yet developed or where the objective is to share experiences of other countries.

[39] Data from TIPA; the two other main providers are universities (22%) and the private sector and NGOs (23%).

for civil servants, while it engages university staff, training providers from the private sector or civil servants for the execution of the programme. The same pattern is observed in other countries/entities.

Both Serbian training institutions use a combination of university staff and practitioners, both domestic and foreign, in the organisation of their training activities. Neither HRMS nor SEIO has permanent faculty employed as such, although some of their employees serve on a regular basis as trainers in their areas of expertise. However, HRMS intends to develop in the coming years a national pool of qualified trainers, with expertise in several key professional areas of competence, through a sustained and gradual programme of training of trainers.

The same institutional ambition regarding the development of a national training capacity is shared by Croatia and Albania. In Croatia a first group of 22 trainers was trained in 2004, in matters related to performance improvement, leadership and HR management. In 2007, the CSTC developed and started to deliver its own basic ToT programme for 36 additional trainers. Civil servants are highly interested in this programme, as it is a prerequisite for obtaining a trainer's license. ToT programmes also exist in Kosovo and in Montenegro.

In sum, the most current practice by far is to use external trainers whose fields of competence and expertise answer the demands of the planned training activities. These trainers may be practitioners, lecturers, resource persons and experts coming from academia, public administration institutions, private companies selling training services, and foreign aid projects. Several countries/entities - Albania, Croatia and Serbia, but also Kosovo and Montenegro - are undertaking institutional efforts in order to develop national pools of specialised trainers.

Compensation of Trainers

As a general rule, trainers are always compensated for their work. In all countries/entities, resources from foreign assistance have been widely used until now. They have co-funded many training activities, at both central and local levels, and helped finance the establishment of the first generation of trainers, through a number of ToT programmes.

The domestic financing is, however, increasing. Most of the funds used to compensate the training personnel now come from the central budgets, under the special budget item dedicated to in-service training.

According to the information gathered, rules for rewarding CS trainers have not yet been established in fYR Macedonia. In several other countries/entities, however, governmental and institutional rules already exist and are used to compensate both internal and external trainers. This is the case in Albania, BiH, Croatia and Serbia[40].

In Serbia, trainers are contracted on a case-by-case basis. The remuneration policy varies among the institutions providing training and depends on the source of funding. Trainers are normally compensated for their training activities. They sign a service delivery contract with the respective training institution. Normally, the contract signed by the trainer gives a service description, such as the provision of a given lecture/presentation/workshop as the contractual obligation of the trainer, as well as specifies the fees that are to be paid for the provision of these services.

All trainers hired by HRMS are entitled to remuneration and accordingly receive it. As SEIO's training activities are mainly financed through donor projects, its remuneration

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[40] Information about the ways in which trainers are compensated is missing in the country/entity reports of Montenegro and Kosovo. HRMA *(Montenegro)* and KIPA *(Kosovo)* regularly contract with training providers to carry out planned training activities, and already have a considerable number of trainers offering their services through these contractual procedures.

practices depend on the donor. External donors have different remuneration policies. Some provide fees regardless of whether a trainer is a civil servant or an external expert, while others are not inclined to compensate trainers who come from the civil service.

In Croatia, the Decree on the Forms, Modalities and Conditions for Training and Education of Civil Servants, in force since February 2007, regulates a number of key issues pertaining to the compensation of trainers. This decree:

- distinguishes between two types of training and education of civil servants: (i) training and education answering the needs of the civil service (compulsory and voluntary); and (ii) training and education answering civil servants' personal needs; the cost of training and education answering the needs of the civil service are to be fully covered by the state budget;

- makes a distinction between six training and education official categories41; classifies the persons engaged in the implementation of education and training programmes for civil servants as lecturers, instructors and trainers, and introduces trainer licences;

- establishes the following rights of civil servants engaged in the implementation of training and education of civil servants:

  • the right to be absent from their place of work for the purposes of implementation of the education and training programmes and activities in which they are engaged, with compensation of salary;

  • the right to a reduced scope of work in order to compensate the trainers for the time they spend in the preparation and implementation of their training activities, and other activities that are necessary to properly carry out their training duties; this reduction of their workload and working time is established on a pro-rata basis;

  • the right to be remunerated for preparing and implementing the education and training programme (or part of it), and for analysing and assessing the approved programme for the purpose of possibly having it supplemented or changed; the amount of the corresponding remuneration is established in accordance with the legal and regulatory provisions in force.

The decree also lists the duties of civil servants engaged as trainers. Immediately after its entry into force, the government supplemented it with the Decision on Fees for the Work Performed on the Training and Education of Civil Servants.[42] The regulation in Croatia is also interesting, as it tackles another important problem in guaranteeing the quality and relevance of the training provided by the new trainers, namely the official certification for the newly acquired training competences and skills. Certification of trainer competences also increases the motivation of the new trainers.

The WBR countries/entities may have to further explore the solutions related to the legal status and working conditions of the civil servants who work as part-time or full-time trainers (accommodated working hours, other non-monetary forms of compensation and motivation), as has already been done in Croatia.

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[41]   1) Introductory programmes; 2) Specialised programmes intended for specific groups of civil servants; 3) Personal development programmes; 4) Career development programmes (for civil servants wishing to be promoted); 5) Management programmes; 6) Other programmes (e.g. training of trainers, training of mentors, scholarships, and study visits).

[42]   On 15 February 2007.

1.6. Needs Assessment and the Contents of Training

Training needs assessment (TNA) is the first step in the design and development of training programmes. It is a crucial and decisive activity to ensure their relevance and effectiveness. Before any professional training takes place, the actual needs and expectations of the various groups of trainees must be determined.

This is usually done through a systematic approach, with contributions from various levels and perspectives to obtain a comprehensive picture of the situation. *Permanent dialogue* among the parties involved and a combination of *top-down and bottom-up approaches* should increase the *relevance* and *quality*, as well as the *effectiveness* and *efficiency* of the training effort.

Firstly, TNA is necessary at the *policy and strategic level,* in order to take into account the government policy and its main goals. This type of overarching assessment is normally carried out under the responsibility of the *HR policy-makers within government* (e.g. DoPA in Albania). It allows the identification of *priority training sectors* and the assessment of their strategic importance[43].

Secondly, taking into account the specific mandate and missions of each *line ministry* (or the mandate of each *local government* unit), TNA is carried out at a lower sectoral or "ministerial" level in order to identify the *target groups* requiring sector-specific training to develop the relevant *skills, competence and knowledge*[44] over the following operating period (usually a year).

Many of the needs identified at this level will be *horizontal*, i.e. found in several sectors[45], in which case the *central training institution* may develop the relevant *training packages*, *programmes* and *courses*. It can also serve the specialised needs of a routine character (e.g. induction training). At the same time, in each ministry, sector or institution the *vertical* (sector-specific) training needs have to be satisfied. The information obtained about the strategic needs of the government and the institutions has to be supplemented by the information coming from the civil servants themselves. Their judgment of the requirements of their jobs, as well as their professional development needs, will be important to note.

Training Needs Assessment in the Western Balkans Region

According to the data collected, CS training needs assessment is carried out in all Western Balkan countries/entities, albeit apparently not always in a systematic and coherent way. Links between the different scales of assessment (government, ministries, directorates, operational units) or between different perspectives related to specific aims (improving effectiveness in public administration, developing local self-government capabilities, facilitating EU integration) seem to be underestimated. Overlaps, duplication and gaps in the global training offer are thus reported to be a frequent phenomenon. Also the division of responsibilities in the process does not seem to be always well understood.

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[43] For example: core professional skills and competences needed in certain line ministries with priority missions, skills and competences urgently needed for improving the quality of local self-government; important and urgently required competences and knowledge related to the EU integration process.

[44] Determining and comparing these *expected* and *existing* "skills, competence and knowledge" profiles of the selected *target groups* is one of the main steps and responsibilities of TNA. This may be done through a specific combination of TNA methods. The right combination to be used depends on the situation.

[45] An obvious illustration of this are the needs of large homogeneous categories of civil servants sharing the same type or level of responsibility in different administrative bodies (e.g. decision-makers and top managers, senior managers, operations managers, human resources managers, financial managers, law specialists, …). The same happens with cross-sector training needs related to the adoption of new values and attitudes within the civil service, or to the EU integration process.

Compliance with Government Policies and Priorities

In a number of cases (for instance, in Serbia and in fYR Macedonia), the relevant training institutions define the training objectives in line with the country/entity strategic goals. In the case of the Macedonian training plans, the government's approval is necessary for training policy documents, with a corresponding monitoring and evaluation system established.

Still, comprehensive TNAs encompassing the whole of the government are very recent in the region. Where implemented, they help devise global country/entity training strategies. These strategies are therefore even more recent. Some of them have only been implemented since 2007. These global assessments also help design a core set of training packages and courses to satisfy the identified needs.

Sometimes, however, even when a broad assessment is carried out, the more structural, strategic goals are not well balanced with the current needs of operational units. In Croatia, for example, the first comprehensive CS TNA was conducted in 2003 for the development of a training strategy, which would take into account both the goals of the overall civil service reform policy and the current needs of various categories of civil servants. It focused for the most part, however, on the existing training needs of civil servants. The corresponding report was mainly informative, and it was used to highlight immediate problems and training needs of civil servants. The findings and conclusions of this assessment were, nevertheless, taken into account in the wider context of HRM/HRD in the Croatian civil service. They helped devise the new Civil Service Training Strategy and prepare the Feasibility Study for the Establishment of a Training Institution for Civil Servants in Croatia.

Further evidence of ad hoc mechanisms ensuring the compliance of training programmes with government policy objectives was provided in the contributions of fYR Macedonia, Serbia (where a rather complex mechanism for the joint improvement of training programmes has been developed), and BiH (where the central training agency provides annual progress reports, taking into account the main policy goals of the state).

Local Self-government and European Integration

While some countries/entities have only used TNA for their central administration, others have also designed and conducted specific TNAs for local self-government. The approaches of WBR countries/entities are also diverse when it comes to the delivery of training for local self-government. In order to enhance the skills for local governance, some have designed and developed specifically configured packages of training modules (including in fields such as strategic planning, tax collection, local and regional development, budgeting procedures, public property management, good governance with the involvement and active participation of citizens, and tax management for small business). Other countries/entities, however, have preferred to incorporate a specialised module into their more general training programmes.

Training related to EU integration is also offered through a set of targeted activities. Many groups and categories of civil servants are concerned. TIPA in Albania, for instance, offers courses on EU-related matters designed for 11 different target groups. The specific needs have therefore to be identified properly. TNA in this specialised area was largely inspired and financially supported by EU projects.

A specific example in this area comes from Serbia, where SEIO defines the objectives for its training activities in accordance with the EU integration process[46]. In the new

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[46] Hence, for instance, in 2007 SEIO training activities focused on the following topics: the co-ordination system for the EU integration process; management of EU funds; contents and implementation of the *Stabilisation and Association Agreement*; preparation for the design of the *National Plan for the Adoption of the* Acquis (the latter is called in Serbia the *National Programme for Integration*); and a number of sector-specific issues and other relevant topics.

regulatory setting established to manage training at the national level, the Government of Serbia officially adopts every year a Programme of General Professional Training. HRMS drafts this programme in co-operation with SEIO (regarding the EU-related training), with the Ministry of Finance (for public finance and project cycle management training), and with other institutions, as may be required.

Training Courses and Packages

In most of the WBR countries/entities several specialised courses have already been designed and implemented to satisfy the training needs of specific groups of civil servants. This is the case namely in Albania, BiH, Croatia, Montenegro, Serbia, and Kosovo.

In addition to the TNAs and ToT programmes carried out, countries/entities have also implemented several training packages. The packages are used to facilitate training in a number of professional areas. In Albania, for instance, TIPA uses a comprehensive package of training modules to train decision-makers, senior managers, operations managers, HR managers and several other categories of civil servants. Tailor-made courses are offered in addition to these "standard" courses.

Training courses and packages are – and should remain – flexible. This requirement is acknowledged in the individual country/entity reports. According to some of the reports, the contents of the standard courses are regularly being updated in order to adapt them to the development of new demands, ideas, managerial methods, legislation and technology. Regular needs assessments help revise, update and adapt the contents. The quality of the respective assessments therefore has to be guaranteed.

Training needs related to civil servants' regular duties and to current work are usually assessed on a regular basis in all countries/entities of the region. These assessments encompass priority needs for specific target groups. In Croatia, for example, four groups have been identified, operating at various institutional levels: top management (executive level); professional level; general support level; and politically appointed post-holders in the civil service.

Training Needs Assessment Methods and Tools

Methodologies used for the assessment of civil servants' training needs are similar in all countries/entities under review. As is the case in other training institutions throughout the world, they include *questionnaires*, *surveys* and *interviews*, as well as the *content*, *objectives* and, more generally, *desk analysis*.

Most of the input information is provided by the participants, managers, and heads of units, or it is taken from key official documents, academic analyses (e.g. Serbia) and other useful sources. The methods used partly depend on the scale on which the assessments are carried out. Comprehensive TNAs designed to help prepare global training strategies and programmes in the region have so far used a combination of several methods.

In Serbia, for example, both HRMS and SEIO conduct training needs assessment through a combination of several methodological approaches. The first data taken into account are the participants' responses to the evaluation questionnaires filled out at the end of each training event. The responses are analysed and categorised annually, and plans for future training activities are made on this basis. In addition, both HRMS and SEIO conduct the training needs interviews with senior officials in various public administration institutions. SEIO also conducts analyses of the annual progress reports of the European Commission and other relevant documents of the EU. In late 2006, in order to design the first General Training Programme (2007), HRMS carried out a small TNA on a small sample of civil servants.

Other WBR countries/entities also pay special attention to the EC Progress Reports in the perspective of EU integration. In some cases, in particular in Montenegro, sectoral legislation is also taken into account in the TNA process.

Overall, the TNA practice seems comparable across the region. Also, similar training needs have been found in several key areas. These include general management, policy-making, HR management, communication and information management, public finance management, public procurement, project cycle management, basic administrative skills, EU-related competences and computer-related skills.

There are also, however, more specific needs that are mentioned in the individual country/entity reports (e.g. BiH, fYR Macedonia, Montenegro, and Kosovo). These needs derive, as a rule, from country-specific political and historical conditions.

1.7. Target Groups – Development of Training Curricula

Training programmes and curricula for civil servants are derived from the *training needs assessments*. The needs may be identified for all or at least a large number of civil servants (horizontal needs) or for specific categories among them.

Target groups are identified according to the particular sector (e.g. health, justice, public works) and within this sector the global area of work (e.g. technical, administrative, direction and co-ordination) as well as the relevant sub-area (e.g. financial management, HR management). Finally, the specific responsibilities linked to the posts and included in the job descriptions are also noted to account for the hierarchical level of responsibility within each area and sub-area.

In the groups thus identified, the needs, expectations, and intended added-value with regard to the skills, competence and knowledge to be acquired are supposed to be similar.

Appropriate identification of target groups together with a comprehensive TNA help design adequate contents and methods for training activities. In other words, (i) training design and curricula development, (ii) definition of relevant target groups, and (iii) TNA are always closely related.

Evaluation of training activities and institutions in terms of their relevance, technical and methodological quality, effectiveness and impact of training can also be used to assess and validate training curricula. As a result of periodic assessments, the contents of the training courses may be modified, adapted or renewed at regular intervals. This is a normal step in the preparation and continuous updating of training materials, as it helps to maintain the high quality standards of professional training.

Target Groups for Civil Service Training in the Western Balkans Region

All countries/entities under review provide or prescribe training for all categories of civil servants employed in their public administrations. However, their methodological approaches and classification frameworks are not uniform. Target groups are often defined using different sets of criteria. In spite of this, many similarities do exist among the countries/entities regarding the final profiles of civil servants to be trained.

In some countries/entities (e.g. Albania, Croatia, Serbia), substantial and comprehensive training programmes with specialised courses have been designed for particular groups of civil servants. In Albania, these groups have been divided into three broad categories, determined on the basis of the training contents. In Croatia another type of classification was preferred, on the grounds of the objectives pursued. Finally, in Serbia the adopted

classification uses two main criteria linked to the civil servant's institutional position and routine tasks.

As a general rule, the annual training programmes currently implemented in several countries/entities specify the target groups for each training activity[47]. Although training is usually designed to cover the needs of all levels of civil servants, some categories of public employees have benefited from special attention. Among them are those with managerial responsibilities, HRM/HRD specialists[48], and persons working in local self-government[49].

Apart from BiH, which reported on the formal responsibilities of the CSAs and the Law on Civil Service as an institutional mechanism for ensuring training consistency across the various hierarchical levels, none of the countries/entities referred to such mechanisms. In addition, none of them has reported on the mechanisms to ensure training consistency across the various levels of government.

Civil Service Training Curricula

All countries/entities in the region have established institutional and methodological mechanisms to ensure that the training curricula implemented meet the actual needs of the target groups for which they have been designed. This is mainly done through a continuous training assessment process. The most commonly applied method for assessing the effectiveness of training is the evaluation of training modules, which combines two sources of information.

Firstly, the participants' personal assessments of the relevance and quality of the courses attended are collected and analysed. Secondly, inquiries are carried out in order to verify whether, and to what extent, the final expected results of the training were obtained. Within this context, and according to the information collected by ReSPA's in-country contacts, all WBR countries/entities carry out evaluations of the long-term effects and impacts of training activities.

In addition to the evaluation of training course – which allows *ex post* content adjustments – some countries/entities emphasise the need for establishing adequate prerequisites to ensure that the contents of training curricula are indeed oriented towards the actual needs of civil servants. This is carried out during the pre-validation phases of the training curricula. For instance: in Serbia, every public administration institution authorised to adopt its own programmes of specialised professional training has to ensure that all civil servants' needs have been taken into account. In fYR Macedonia, the process of curricula accreditation should *a priori* guarantee the quality of the training offered.

In sum, according to the information gathered, training programmes in the WBR countries/entities are, as a rule, designed in line with the TNAs and evaluated to obtain feedback from participants, with a view to subsequently improving them. More advanced techniques, such as benchmarking (identification and adoption of best practices), are also emerging, for example in Albania.

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[47] More information on the identification of target groups and the training offered to them is provided in section 1.8, Types of Training.

[48] Montenegro is an exception, with no specialised training in this area.

[49] There are only a small number of cases, however, where special training programmes for local civil servants or council members are operating. In most countries/entities only a separate module with municipal issues is delivered.

1.8.   Types of Training

The types of CS training depend firstly on the administrative position and status of the training candidates. These may be (i) candidates to CS posts, (ii) newcomers within CS units, or (iii) civil servants occupying posts in the public administration.

Three main types of training respond to the related training needs. In-service training courses represent the most common type of training in the public administration. It is the only continuous kind of training providing both competence and skills-enhancement opportunities for staff remaining in their posts, or for those anticipating promotion. Less commonly delivered, but of equal importance, are pre-entry training programmes, providing an overview of basic topics, useful for candidates to CS, and induction training, giving an initial preparation to those who take up a new post.

Types of Training Offered in Western Balkans Region Countries/entities

The individual country/entity reports do not refer to pre-entry training. This may be the case because pre-entry training activities remain within the curricula of universities or specialised schools.

Induction training is provided in all countries/entities under review, mostly as a separate category of training open to new recruits. Some countries/entities do not plan any special type of training for this category, and include relevant topics in their general training curricula (e.g. Serbia and Kosovo).

In-service training programmes are the most frequent type of training in the public administration in the WBR countries/entities. The ongoing modernisation and Europeanisation processes require constant updating of knowledge and skills within the public administration. In-service training is therefore routinely delivered throughout the region. This type of training is generally offered as a set of specialised programmes designed for specific groups of civil servants. It is open to every civil servant who needs to improve or update his/her knowledge and skills, or to acquire new skills and competences in line with the government policy objectives and strategic goals (such as EU integration or e-government).

It is thus possible to assert that most WBR countries/entities introduced both induction training and in-service training. Training activities and modules are usually categorised according to: (i) the specific area of competences they develop, in other words the main topic or subject of the training (e.g. HR management, effective communication or legislation skills), and (ii) the hierarchical level of the trainees within their institution.

Trainee Selection Criteria

As far as the criteria used to select trainees are concerned, the situation varies across the countries/entities of the region.

Some countries/entities, such as BiH and Croatia, have incorporated selection criteria and preconditions in the official training regulations and documents. Others, like Albania and Serbia, rely mostly on the decisions of the appointing institution. Finally, in some cases no clear selection criteria have yet been identified.

Overall, at least in several countries/entities, greater transparency and consistency in the methods used to select the beneficiaries of training may be needed. The selection process may have significant implications for the effectiveness and efficiency of the CS working units, and also for the motivation of personnel. The issue may also be of interest and relevance for ReSPA when more and more civil servants in the region will benefit from ReSPA's training offer. The selection methods could then be the subject of further and deeper analysis.

1.9. Training Methodologies

The choice of training methods, techniques and aids (tools) is normally decided by the pedagogical teams and training experts (training designers, facilitators) depending on the intended training outcomes[50], the number of trainees, and the time available. Sometimes the choice also depends on the location where the training will take place and the available local equipment and facilities[51], and on the participants' "entry profiles" (already acquired knowledge and skills), their capacity to learn and, to a certain extent, their interests and preferred learning styles (adjusted, tailor-made training).

Experienced trainers use a number of training methods[52], techniques[53] and aids, which can be combined to offer good quality training. Three of the more frequently used training techniques - presentations, discussions, teamwork - may be used on virtually all occasions and, intelligently combined, they are sufficient to successfully deliver the training.

Through ToT programmes, candidates who wish to become trainers learn how to adequately use the most helpful training methods, techniques and aids. Ultimately, the choice of training methods and learning scenarios widely depends on the trainers' preferences. ToT is often associated, however, with the design and production of specialised training packages combining (i) a thematic professional manual (containing the main information on the topic to be acquired by the trainees); (ii) a trainer's guide (suggesting, for each part of the training, the use of suitable learning scenarios: selected combined methods, techniques and aids); (iii) the adequate training aids to be used by the trainers (transparencies, slides, PowerPoint presentations,…); and, where necessary, (iv) useful additional documents.

Coaching by training experts is an essential part of all ToT programmes. Advanced ToT programmes help improve and broaden the professional experience and know-how of new trainers.

Training Methodologies in the Western Balkans Region

Frequently supported by foreign aid, most of the countries/entities under review have strived to improve the level of expertise of the trainers in charge of the CS training as well as to increase their numbers.

As mentioned in section 1.5 of this report, a number of ToT programmes have been designed and implemented to this effect, with several countries/entities already disposing of a significant number of newly accredited, specialised CS trainers. Further steps in this direction are also planned. In Serbia, advanced ToT programmes are now envisaged in order to improve the new trainers' professional capacity. In addition, comprehensive CS training strategies have been devised in several countries/entities, and a considerable

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[50] Thus, the acquisition of new *theoretical knowledge* and *key concepts ("nouveaux savoirs"*, as the French usually say*)* requires mainly an adequate combination of *presentations* and *discussions*. New practical skills *("nouveau savoir-faire")* are usually best learned through a well-thought-out combination of brief *presentations*, *practical exercises*, "*mises en situation*" (with relevant problem-solving situations) and *teamwork*. Finally, the new *competences related to interpersonal interaction and communication* and to the choice of *adequate behaviour ("nouveau savoir-être")* require a combination of *presentations* and *discussions*, *mises en situation*, *role play* and *teamwork*.

[51] The choice of location may sometimes be linked to methodological requirements of the selected training modalities. This is the case, for instance, with "on-the-job training", a training modality used to improve skills mainly at the operational (non-managerial) level.

[52] For instance, *assertive methods*, *interrogative/dialectic methods*, *learning by doing.*

[53] Over 30 useful training techniques and types of "learning scenarios" have been identified by training experts. However, in the great majority of the training situations, a fewer number of combinations is sufficient to achieve high-quality training (e.g. *presentations* followed by *discussions*, very useful to improve theoretical knowledge, and *teamwork* or *practical exercises* followed by a mixture of *discussions* and *presentations*, to help acquire analytical and practical skills).

number of training packages have been prepared, namely in Albania, Croatia, Montenegro, Serbia, and Kosovo (see details in section 1.7).

Regarding the methodologies, all countries/entities in the WBR favour interactive learning scenarios and methods as opposed to lecturing. Interactive methods encourage the active participation of the trainees and the exchange of ideas and experience.

Teamwork, thematic discussions and problem-solving all play an important role in this participatory type of training. Workshops with learning objectives are also, for the same reason, highly valued. Other participatory training methods mentioned in the country/entity reports include case studies, critical incident analysis, role-playing, and shared projects. They complement the classical (less participative) presentations and demonstrations.

Lessons Learned

Certain lessons can already be drawn from the training implementation experience to date. For instance, in the area of EU integration training, the best results have usually been achieved through discussions about the experiences of the "old" and the "new" EU Member States.

SEIO (in Serbia) has widely used this approach in the design of EU-related training programmes. It offers participants an opportunity to learn about the general principles and rationale of certain EU policies, while at the same time finding out how these policies have been introduced into the domestic systems of EU newcomers. This information is invaluable for countries in the process of European integration.

Regarding the duration of training sessions, Croatia, based on earlier experiences, now often provides short courses of one to two days so as to not interfere with civil servants' regular duties.

Finally, evaluation tools are sometimes included in the training material from the outset in order to obtain more comprehensive feedback from participants.

This progress notwithstanding, the countries/entities under review may need to undertake further efforts. The new training strategies have in some cases been implemented only since 2007. Central training institutions and agencies in the region, both at the country/entity and regional level, are also very recent and may still need to accumulate experience.

More qualified and operational trainers may still be needed. Moreover, those already trained, accredited or certified need to be retained in the system, and this may constitute another challenge for the administrations in the region. As a rule, basic ToT programmes should be followed by more advanced ones, as well as by professional development opportunities to motivate the trainers. The ultimate training impact will depend first and foremost on the proficiency and professional quality of the pedagogical teams and trainers who prepare and deliver the training programmes.

1.10. Conclusions

The role of the public administration acquired a new meaning with the social and economic transition in the Western Balkan countries/entities. Without effective and efficient public institutions and professional public servants, the expected reforms and political goals are difficult to achieve. Special institutions for in-service training of civil servants have become, in this context, key players in implementing the policies for economic and social reform, and their importance and contributions are now widely acknowledged.

Institution-building efforts to strengthen the country/entity and regional capacity for good quality and appropriate training for civil servants have intensified in recent years. As a result, civil service training systems have undergone important enhancements in all of the WBR countries/entities reviewed. The adoption of new civil service regulatory frameworks has brought elements of modern human resources management into public administration institutions. Notwithstanding the differences between the reviewed countries/entities, they share certain important achievements: new central civil service training institutions/agencies have been established; legislation and strategy papers have been adopted; funds devoted to covering the costs of training programmes have been allocated; etc.

Reform of the public administration is a "work in progress" for any country, as it constantly needs to adjust to the changing social, economic and political conditions. Similarly in the WBR, further challenges lie ahead, in particular to enhance institutional capacity and improve co-ordination. To this end, seven technical/methodological recommendations are offered here for possible reference:

1. Institutional, managerial and pedagogical capacity of the newly established central training institutions may require further reinforcement. This capacity can only be built over time, supported by continued appropriate funding, clear regulatory mechanisms and dedicated professional staff.

2. Central training institutions, line ministries and local self-government units may benefit from improved co-ordination. As a consequence of the present development of the individual civil service training systems, co-ordination problems and institutional overlaps can become a frequent phenomenon. Clear co-ordination mechanisms (e.g. sustained institutional dialogue with regular meetings, joint training programmes, inclusion of beneficiary organisations in the development of training curricula [see below, item n° 4]) may help avoid these problems.

3. Shift from donor funding to domestic funding of training should be among the core objectives of civil service training strategies. Funding of in-service training should be a responsibility of the state budget and donor funding should decrease over time. A possible CS training funding mechanism could be established through the earmarking of a percentage of the total CS salary allocation in the central budget.

4. Development of training curricula may benefit from the involvement of the relevant beneficiary organisations. In order to be relevant and effective, training courses should be designed to respond to the beneficiaries' needs. Support from the recipient organisations is more easily obtained when these organisations are actively involved in the development of training curricula.

5. An approach to training as both the right and obligation of civil servants may be further strengthened. Clear provisions may prescribe the kinds of in-service training programmes that civil servants, depending on the situation, are obliged to attend (general and specialised types of courses, how many days/courses per year, etc.).

6. Selection criteria for attendance of training programmes should be relevant, coherent and transparent. Moreover, all categories of civil servants should have equal access to training. Adequate prerequisites for access to training should be explicitly defined.

7. Links between the level of professional competence and career advancement may need to be strengthened. Career development of civil servants should be connected to professional competence enhancements. In that respect, training courses and professional development opportunities should be offered on a regular basis.

The Role of ReSPA

ReSPA, which will become institutionalised in the region in 2009, is intended not only as a training provider operating at regional level, where civil servants from seven different administrative systems will be trained, but also as the nucleus of a network of existing training institutions in the region. This position will enable ReSPA to play an advisory role vis-à-vis its members.

In practical terms, ReSPA may boost the effectiveness and coherence of regional efforts to increase the professional capacity and performance of public administrations in the region, and in particular:

1. In line with the mandate of ReSPA, regional advanced ToT and ToTC programmes could support the development of the training capacity of the various country/entity administrations. Benefiting from access to EU professional networks and international expertise, ReSPA can undertake to develop high-quality ToT and ToTC schemes for current and future trainers/training co-ordinators in the region.

2. ReSPA may be helpful in establishing regional training quality standards and methodological guidelines for the benefit of country/entity central training institutions and co-ordinating agencies.

3. ReSPA will have to develop its own capacity to negotiate with donors and funding agencies and set up a reliable funding system. It should also strive to develop its capability to offer assistance to country/entity central institutions through a pool of highly qualified regional experts. These experts could provide, as necessary, assistance to country/entity teams in charge of TNA and training design and co-ordination. Ideally, they could also help perform institutional assessments and programme evaluations, and help design training strategies and policies.

4. Finally, the development of ReSPA's own capacity as a regional training provider, guided by the principles similar to those applied in individual ReSPA member training institutions, will be the major challenge for ReSPA in the coming years.

Part Two

TABLES

► **Table A: Civil Service Training Systems in the Western Balkans Region (by country/entity)**

► **Table B: Civil Service Training Systems in the Western Balkans Region (by topic)**

► **Table C: Statistical Data and Raw Indicative Analytical Ratios**

TABLE A

CIVIL SERVICE TRAINING SYSTEMS IN THE WESTERN BALKANS REGION COUNTRY/ENTITY PROFILES

Albania
Bosnia and Herzegovina
Croatia
Former Yugoslav Republic of Macedonia
Montenegro
Serbia
Kosovo under UNSCR 1244/99

1. Civil Service System
2. Responsibility for Training Policies
3. Overall Strategic Objectives
4. Central Training Providers (CTP)
5. Main Functions of the CTP
6. Target Groups
7. Needs Assessment
8. Funding of Training
9. Training Personnel
10. Types and Contents of Training
11. Quality Control

ALBANIA (1/3)

Profile (2007)	Population	Civil Servants	Participants	Trainers	Courses	Training Days	State Budget Support [SBS] (€)	Donors' Support (€)
	3 500 000	2 600	4 489	139	288	798	281 064	68 000
	Population Density	Population/Civil Servants	Civ. Servants /Participants	Civ. Servants /Trainers	Civ. Servants /Courses	Civ. Servants /Training Days	SBS/Civil Servants	Donors' Support /Civil Servant
	128	1 346	1,7	18,7	9	3,3	108	26

1. Civil Service System / Coverage	Position-based Civil Service System. **The Civil Service Law** applies to regional and local levels. The Parliament approved the Civil Service Law in November 1999. This Law establishes a legal and administrative framework intended to facilitate the development of an effective Civil Service in Albania. According to the Civil Service Law, civil servants shall have, amongst others, the right to improve their professional skills and to benefit from training activities. On the other hand, the Administration has the obligation to provide them with such training.
2. Responsibility for Training Policies	The Department of Public Administration **(DoPA)**, under the Ministry of the Interior, sets up the general policies on training and decides on the activities of the main training provider. The Training Institute of Public Administration (**TIPA)** is the central training provider. It is responsible for the organization and delivery of training programmes.
3. Overall Strategic Objectives	TIPA Strategic Plan 2006-2009 gave priority to the following four topics and concerns: Effectively responding to the Civil Service development needs - Improving the quality of services and products (client-based, custom care-orientated organization) - Improving structures, procedures and systems - Developing quality financial management. The new Strategy Document for Public Administration Modernization (2009-2013) was still under draft at the time of writing.

ALBANIA (2/3)	
4. Central Training Provider (CTP)	**TIPA** *(Training Institute for Public Administration)* is the central training provider. *Legal status*: TIPA is an organizational unit of the Department of Public Administration. On June 23, 2000 the Council of Ministers approved Decree n° 315. This Decree sets out the 'Establishment and Functioning of the TIPA and the membership of the TIPA Advisory Board. In the Albanian training market there are also private organizations that develop and sell their own training programmes. Many of these programmes are relevant to the Public Administration. They target civil servants, as well as other groups: fiscal administration and local authority agents, diplomats, business people, etc.
5. Main Functions of the CTP	1. Training needs assessment. 2. Design and implementation of training programmes. 3. Training evaluation. 4. International cooperation. 5. Library of training.
6. Target Groups	Two comprehensive training packages were designed by TIPA (General Training Centre, GTC): see item n° 10. The Fiscal Training Centre (FTC) designed another training package. All these packages had clearly specified target groups. 1. *First package*: there are 10 specific target groups, covering **all managerial levels** within the Civil Service in Albania, as well as **several functional groups** (the range of beneficiaries extends from newcomers to top level managers, and includes both line staff and specialists). 2. *Second package*: there are 11 target groups, with EU-related functions, working in different Government and Administration Departments. 3. *FTC package*: this more specialized package has been designed for civil servants working for the **Fiscal Administration**.
7. Needs Assessment	**Training Needs Assessment** uses a combination of top-down and bottom-up approaches, with prevalence given to the global Administration needs and concerns. This participative methodology helps to have the training of civil servants focused on the general needs of the Government as a whole, the specific needs of every Administration Department, and the personal needs and expectations of each civil servant.

ALBANIA (3/3)

8. Funding of Training	TIPA financial resources come from: - Resources allocated by the State Budget ; - Contributions and grants from several donors, both national and foreign ; - Contributions of different institutions whose employees benefit from TIPA programmes. Training is mainly **free of charge.** For 2007, the budget for training was 13.5 mil Al lek (payroll: 38 %, training activities for local authorities: 20 %).
9. Training Personnel	TIPA has already a roster with a considerable number of **trainers** offering quality service for the development of Public Administration. These trainers have been selected from central and local institutions (officials in charge of drafting laws and regulations, as well as national or sectoral policies, top level civil servants, experts), teaching staff from universities, trainers from other training centres and from the non-governental sector, best practicioners. In adddition to that, Training of Trainees (ToT) is being run in different fields of training. Trainers are normally compensated for their teaching activities. They sign a service delivery contract with the relevant training institution.
10. Types and Contents of Training	TIPA offers training within two training centres: the *General Training Center* (**GTC**) and the *Fiscal Training Centre* (**FTC**). As mentioned above (item n° 6), GTC offered in 2006-2008 training services through two main comprehensive packages: 1st - **Managerial capacity and related skills** This package was created to cope with the increased need for sound, effective and efficient managerial practices, in keeping with the more general concern about the modernization and reform processes in the Albanian Civil Service. 2nd - **Competencies related to cooperation with the EU** This package was created as a response to the need for new competencies and skills prompted by the signing by Albania of the Stabilisation and Association Agreement. Finally, FTC offered a third training package: 3D- **Fiscal administration (taxation and customs)**.
11. Results & Training System & Policies Evaluation and Quality Control	Training quality assessment is based on evaluations carried out at the end of seminars and courses (questionnaires and post-training evaluation surveys). In 2007, TIPA carried out a self-assessment using the Common Assessment Framework (CAF). Based on the results of this self-assessment, *Quality Indicators* both for the training cycle management process and for the main internal management procedures were developed and have been implemented.

BOSNIA AND HERZEGOVINA (1/3)

Profile (2007)	Population	Civil Servants	Participants	Trainers	Courses	Training Days	State Budget Support [SBS] (€)	Donors' Support (€)
	4 530 000	***	***	***	***	***	***	***
	Population Density	Population/Civil Servants	Civ. Servants /Participants	Civ. Servants /Trainers	Civ. Servants /Courses	Civ. Servants /Training Days	SBS/Civil Servants	Donors' Support /Civil Servant
	88	***	***	***	***	***	***	***

1. Civil Service System / Coverage	Position-based System combined with Career System There is in BiH a legal framework specifying the formal training rights and obligations of Civil Servants, at all Government and Administration levels. According to the **Civil Service Law**, Civil Servants have both the right and the obligation to undertake training. This Law has been completed by a series of regulatory decisions taken by the **Agency for Civil Service (ACS),** later on adopted by the Council of Ministers.
2. Responsibility for Training Policies	The **Public Administration Reform Coordination Office** (PARCO) is the main driving force of the Public Administration Reform in BiH. Its main role is to coordinate reform measures and activities between the Council of Ministers, entity Governments and the Government of the Brcko District, all closely cooperating with the EC Delegation in BiH.
3. Overall Strategic Objectives	In the **National Strategy Document for 2007-2010**, the main training objectives are related to the following six priority areas: 1. Leadership and top management development programmes; 2. Training of Trainers; 3. Improvement of training on Human Resource Management, including the information management system, recruitment, and performance management; 4. Information technology; 5. Internal and external communication; 6. Equal Opportunities. This Strategy envisions a continued effort towards the modernization of human resources policies within the BiH Public Administration. The overall goal is to develop a professional, politically impartial, nationally balanced, ethical, stable and responsive public service, one which would be both widely respected and capable of delivering effective service to Governments and citizens alike.

***   Detailed and differentiated data for BiH (state level), FBiH, RS and BD are given at the end of this synopsis on the country.

4. Central Training Providers (CTP)	**Civil Service Agencies (CSA-s)** have key responsibilities in the design of policies dealing with training of civil servants, and ensuring their professional development. They submit proposals for the development of the CS training system and for the improvement of the training strategy. Institutions and learning centres offering training for the Civil Service in BiH are (2008): - BiH Civil Service Agency; - FBiH Civil Service Agency; - Srpska Republika Civil Service Agency; - The Brcko District Sub-Department for Personnel and Wages; - Faculty of Public Administration – based in Sarajevo, and recognised by the Federal Government; - Centres for training of judges and prosecutors; **-** Directorate for European Integration; **-** Other training providers, such as universities and private sector companies/schools.
5. Main Functions of the CTP	1. Training needs assessments. 2. Development and implementation of training programmes. 3. Training evaluation. 4. International cooperation. 5. Specific training actions related to the job position and career development of civil servants.
6. Target Groups	Target groups benefiting from training programmes are: decision-makers (heads of departments, other high level officials); institutional managers (heads of sectors, assistant managers, heads of organizational units); public servants, as well as other employees working for State authorities and/or for Cantonal and local self-government. According to the Civil Service Law, Civil Service Agencies also have responsibility for ensuring training consistency across the different levels of the hierarchy.
7. Needs Assessment	**TNA** is carried out in all Civil Service Training Systems. The BiH Civil Service Agency assesses the global horizontal training needs of the Administration, prepares priority proposals for the training of civil servants and more generally plays an important role in the development of a National CS Training Strategy. The methods most often used in **TNA** in BiH are quite straightforward: questionnaires, interviews, content analysis.

BOSNIA AND HERZEGOVINA (3/3)

8. Funding of Training	Bosnian and Herzegovina Civil Services operate under three training **budget systems**: centralised, decentralised, and a mixture of both. Financial resources come from different sources. As a matter of fact, the majority of the training programmes are co-funded by donor agencies. BiH CSA is mainly run on its own budget. Other funds come from the EC (CARDS/IPA), or as a result of many bilateral MoU signed with the donor community.
9. Training Personnel	All Agencies use teams of internal and external trainers. They have recently been committed to the development of their databases of **trainers** who are not permanent staff of the Agency (Civil Servant field experts, as well as experts coming from other areas or sectors).
	A periodical public tendering process allows an updating, at regular intervals, of these databases. Depending on the context, trainers may be paid by both budgetary and extra-budgetary modes of compensation.
10. Types and Contents of Training	BiH CSA Training Priorities for the coming year, set up as a result of the previous annual evaluation, are:
	- European integration;
	- HR management advanced training;
	- Senior CS Management training;
	- Strategic and policy planning;
	- Foreign languages;
	- Advanced IT training;
	- Introductory training for newly employed personnel;
	- Acquired skills reinforcement training;
	- Social skills development in working environments;
	- BiH Institutional managerial capacity building.
	The Training Programme is intended to link up with the overall Government policy objectives. Monitoring actions carried out by the Board for Training and Development of Civil Service and by a Working Group for Training of Civil Servants are intended to make sure this link is maintained.
11. Results & Training System & Policies Evaluation and Quality Control	As a rule, feedback is collected to get relevant information helping the development of further training programmes and activities, and to facilitate coordination and organizational tasks.
	The main concern of these evaluations is: 'to what extent have the training and development activities enabled trainees to do their jobs better?'

	Population	Civil Servants	Participants	Trainers	Courses	Training Days	State Budget Support [SBS] (€)	Donors' Support (€)
BOSNIA AND HERZEGOVINA (2007): DETAILED DATA (as received from the country CSA resource persons)								
BiH (state level)	-	2 200	2 546	60	87	200	150 000	NA
FBiH	-	5 996	1 589	14	71	111	140 000	19 193
RS	-	3 515	490	10	7	260	50 000	53 000
BD	-	862	850	18	14	NA	NA	NA

CROATIA (1/3)

Profile (2007)	Population	Civil Servants	Participants	Trainers	Courses	Training Days	State Budget Support [SBS] (€)	Donors' Support (€)
	4 437 460	55 000	6 300	147*	60*	620*	272 109*	640 000*
	Population Density	Population/Civil Servants	Civ. Servants /Participants	Civ. Servants /Trainers	Civ. Servants /Courses	Civ. Servants /Training Days	SBS/Civil Servants	Donors' Support /Civil Servant
	79	80,7	8,7	374*	917*	88,7*	5*	11,6*

1. Civil Service System / Coverage	Position-based Civil Service and State System (equal opportunities, merit-based system)
	In July **2005** the new **Law on Civil Servants** was adopted, establishing a legal framework for the creation of a new system of HR management and civil servants training. The Decree on Forms, Modalities and Conditions for Training and Education of Civil Servants (hereinafter: the **"Training Decree"**) was adopted by the Government in January **2007** and came into power in February. The Government of the Republic of Croatia adopted the Decision on Fees for the Work Performed on the Training and Education of Civil Servants on 15 February 2007.
2. Responsibility for Training Policies	At the end of **2003**, the overall competence for pushing and coordinating public administration reform activities was given to the *Central State Office for Administration* (**CSOA**). Included in its prerogatives is the organization of human resources planning, management and development, as well as in-service training and education of civil servants.
3. Overall Strategic Objectives	In October **2004**, the Government of the Republic of Croatia adopted the *Strategy on Training and Professional Improvement of Civil Servants* (hereinafter: **"Training Strategy"**) for the **2005**-**2009** period, whereby the necessary framework of a new civil servants training and education system was set. The goal of the Training Strategy is to improve the general level of skills and qualification of civil servants at all hierarchical levels. This goal is to be achieved through the establishment of a new training and professional development system for civil servants, designed to improve their independence, professional competence, effectiveness and efficiency. Improved levels of motivation, enhanced by advancement opportunities and competitive salaries, and increased manpower flexibility, sought through a set of measures including horizontal mobility, are also among the key concerns and objectives of this new strategy.

*   Data related to the horizontal training programs delivered by the Central State Office for Administration only. No centralised training register exists for specialised training programmes delivered to public servants by other institutions. The total amount provided for training and education of public servants in the 2008 State Budget equals 12.790.000 € (4.700.000 € for civil servants).

CROATIA (2/3)	
4. Central Training Providers (CTP)	The main providers of training for Public Administration are : the *Civil Service Training Centre* (**CSTC**), a unit under CSOA; the Ministry of Foreign Affairs and European Integration *(Diplomatic Academy)*; the Ministry of the Interior *(Police Academy)*; the Ministry of Justice *(Judicial Academy)*; and the *Academy for Local Democracy* (**ALD**). Training in the area is also provided by other institutions and/or organizations, such as UNDP, USAID, the Urban Institute, the Norwegian Cooperation, Universities in Zagreb, Rijeka and Osijek, as well as the National Union of the Associations of Cities and Associations of Municipalities.
5. Main Functions of the CTP	1. Training needs assessments. 2. Development and implementation of training programmes. 3. Training evaluation. 4. International cooperation. 5. Specific training actions related to the job position and career development of civil servants.
6. Target Groups	Current training targets all level of civil servants. In addition, specialized training is offered to groups dealing with EU related matters, as well as to agents and elected officials working for Croatian local self-government units.
7. Needs Assessment	For the purpose of TNA, civil servants have generally been classified into three main categories, according to the scope of their work, the tasks they are responsible for, and the level of institutional responsibility they have: executive level (top management); professional level; general support level.

8. Funding of Training	With the *2007 Training Decree*, the Government adopted a *Decision on Fees for the Work Performed on the Training and Education of Civil Servants*, as well as the *Annual Plan for Horizontal Training and Education Programmes for Civil Servants.* Corresponding funds come from the **CSOA** budget.
	Horizontal training programmes are **free of charge** for civil servants.
	Budget allocated for **2007**: 2 million Kuna. Additional 273 000 Kuna are provided for operational costs of CSTC. Salaries of HR and CSTC staff are not covered by these funds but by other CSOA budgetary positions.
	(**2008 Budget**, 6 million Kuna; expected results: 80 training programmes, 500 education activities, 7 500 participants).
9. Training Personnel	In 2007 the CSTC contracted **147 lecturers and trainers**, mostly civil servants, for the implementation of horizontal programmes and other activities. CSTC is responsible for organising and developing a pool of qualified trainers. Also in 2007, 49 civil servants have successfully taken the ToT examination and qualified for a trainer's licence.
10. Types and Contents of Training	The **CSTC** annual Plan is divided into 6 **training programme categories** *(2007 Training Decree)*:
	- Introductory programmes (new and mid-career civil servants);
	- Specialized programmes for specific groups of civil servants;
	- Personal Development programmes;
	- Career Development programmes;
	- Management Training programme
	- Other (tailor made) training activities
	The **Ministry of Foreign Affairs and European Integration** offered training on EU related matters.
	The **Academy for Local Democracy** offered training and education for elected officials and employees of the Croatian local self-government on a number of topics of interest to local self-governments (e.g. financial management, public procurement, HR management, rights on access to information, training programmes on EU topics, public administration advanced courses, etc).
11. Results & Training System & Policies Evaluation and Quality Control	**Quality** assessment is based on training evaluations at the end of the training seminars and courses.

FORMER YUGOSLAV REPUBLIC OF MACEDONIA (1/3)

Profile (2007)	Population	Civil Servants	Participants	Trainers	Courses	Training Days	State Budget Support [SBS] (€)	Donors' Support (€)
	2 061 315	12 530	352	-	21	230	-	-
	Population Density	Population/Civil Servants	Civ. Servants /Participants	Civ. Servants /Trainers	Civ. Servants /Courses	Civ. Servants /Training Days	SBS/Civil Servants	Donors' Support /Civil Servant
	80	164,5	35,8	-	596,7	54,5	-	-

1. Civil Service System / Coverage	**Civil Service** System of Job Positions with strong Career Elements Following the *National Policy Document* in 2005/2006, the *Government of the Former Yugoslav Republic of Macedonia* and the *Trilateral Committee for Coordination of Training for the Municipal Administration* adopted a National **Strategy for Training of the Local Governments**, which targets not only civil servants but also elected local representatives. The goal of this *Strategy* is to provide for the establishment and development of a sustainable training system for local self-government, based on the institutional setup and the CS strategic priorities and objectives for training and professional development established by the National Policy.
2. Responsibility for Train. Policies	Pursuant to the Law, the *Civil Servants Agency* **(CSA)** is responsible for coordinating the activities pertaining to the professional development and training of civil servants, as well as for promoting efficiency and effectiveness among civil servants.
3. Overall Strategic Objectives	In 2005, CSA produced a reference document for the organization of training for CS: **The National System of Coordination of the Training of Civil Servants in the Former Yugoslav Republic of Macedonia**. This document defines the basic principles of the training policy, the division of roles between **CSA** and every administrative body employing civil servants, the structures for training coordination, the funding model and the general rules for the provision of training. The main objectives are, at present, related to the improvement of structures, procedures and systems, and financial management. The *2009-2013 Strategy of Reform on Public Administration* was under draft at the time of writing.

4. Central Training Providers (CTP)	CSA is the national central agency. CSA's "**National System of Coordination of the Training of Civil Servants in the Former Yugoslav Republic of Macedonia**"[54] specifies the general rules for the provision of training for civil servants.
5. Main Functions of the CTP	The roles and responsibilities of **CSA** include, *inter alia*: - Overarching responsibility for the development of a global strategy for training civil servants in the country, the coordination and monitoring of the implementation of this strategy, and the assessment of its results; - Needs assessment, design, delivery and funding of high level generic training, in line with the priorities and decisions of the Government; - Development and management of a consistent training evaluation process to be applied across the whole range of training activities for civil servants; - Collection, analysis and diffusion of data relating to training, implementation of the recommendations about best practices; - Improvement of the coordination of the donors' actions and other initiatives contributing to the training effort.
6. Target Groups	There are three main target groups: civil servants with managerial responsibilities, expert civil servants, and expert-administrative civil servants. In addition, for the local level of governance, there is a group of elected representatives *(council members)*. It is the declared intention of fYR Macedonia to encourage the development of a culture of continuous learning and positive attitude towards training and professional development among **civil servants and managerial staff.** The aim is to work towards the fulfilment of the potential capacities at both the individual level and at the level of the civil service workforce as a whole.
7. Needs Assessment	In practice, the training system is based on the strategic training and professional development priorities and objectives established by the National Policy. This includes the assessment of priority training needs, the planning, coordination and implementation of training programmes and activities, the monitoring of training quality, and the evaluation of results and impact. Planning of training starts with a global training needs assessment (**TNA**), for different categories of civil servants. A provisional training programme is developed on the basis of this assessment. The results of the assessment are analysed and exposed in a report submitted to the Coordination Committee. Finally, this Committee sets up the national annual training priorities for the different groups of civil servants.

FORMER YUGOSLAV REPUBLIC OF MACEDONIA (3/3)

8. Funding of Training	The national policy for the development of a training system in fYR Macedonia makes provision for an allocation of **funds from the budget** dedicated to training and professional development, based on a target percentage of the annual expenditure on civil servants salaries. The national policy also states that training of the civil servants and elected representatives at the level of Local Government should be funded by a combination of central Government budget, municipality budget and donor funds.
9. Training Personnel	Both CSA and the line institutions are expected to develop some capacity for training delivery about very specific topics, where personal experience and practical knowledge will be of essential interest. In other words, the idea is to establish a pool of civil service practitioners, together with clear rules regarding their engagement and rewarding.
10. Types and Contents of Training	Based on the training objectives and contents, three main **types of training** have been identified: (1) Induction training (mandatory training for all newly employed in the LGUs); (2) Generic training (offering knowledge and skills common to all groups of CS, irrespective of the specificities of their job positions); (3) Specialized training (offering job specific knowledge and skills). The contents of these three types of training should be adapted to the hierarchical level and institutional responsibilities of the target groups. The managerial group is supposed to receive more management oriented training, while training for the expert group shall focus on practical, "technical" knowledge in relevant areas. Some of the most important training topics include: management of the administration, strategic planning, policy making and implementation, project management. The Training Strategy for **LGUs** identified a fourth type of training, relevant to Local Government. This type of training is included in a "Package Training for Elected Representatives".[55]
11. Results & Training System & Policies Evaluation and Quality Control	**Training quality** shall be monitored through: the definition of curricula standards; the development of standards for trainers and training providing organizations; the certification and accreditation of curricula and trainers /training providing organizations; the evaluation of the training results and impact. **Training effectiveness** is to be monitored through the evaluation of the short-term effects and long-term impact.

MONTENEGRO (1/3)

Profile (2007)	Population	Civil Servants	Participants	Trainers	Courses	Training Days	State Budget Support [SBS] (€)	Donors' Support (€)
	620 145	12 640	2 173	45	103	138	556 574	28 691
	Population Density	Population/Civil Servants	Civ. Servants /Participants	Civ. Servants /Trainers	Civ. Servants /Courses	Civ. Servants /Training Days	SBS/Civil Servants	Donors' Support /Civil Servant
	45	49	5,8	281	122,7	91,6	44	2,27

1. Civil Service System / Coverage	Position-based Civil Service and State System. The **Law on Civil Servants and State Employees** applies to both central and local levels. This Law was adopted on April 21, 2004 *(Official Gazette of the Republic of Montenegro, No. 27/04)*. Some minor amendments were added in 2005. The Law defines the competencies of the **Human Resources Management Authority** (**HRMA**), as well as the financing system.
2. Responsibility for Training Policies	**HRMA** assists State authorities in the implementation of the Administration human resources policy, with special emphasis on **training** and, more generally, on civil servants professional development. HRMA was established in October 2004, in accordance with Article 28 of the *Regulation on the Organization and Work of the State Administration (Official Journal of the Republic of Montenegro, No. 54/2004)*. It covers all the important functions in the field of human resources management and development in the State Administration.
3. Overall Strategic Objectives	**The Strategy of Civil Service Training in Montenegro** (**SCSTM**) for **2008-2012** was prepared by **HRMA**, and subsequently adopted by the Parliament (December 2007). This **SCSTM 2008-2012** tackles all the main issues relevant to the development of human resources in Public Administration in accordance with EU standards, while taking into account the current needs of Montenegrin Public Administration. The document outlines future activities related to the training of civil servants and State employees in the 2008-2012 period, in agreement with Montenegrin and international regulations.

MONTENEGRO (2/3)

4. Central Training Providers (CTP)	The aforementioned **Law** (Article 115) defines the competencies and functions of the **Human Resources Management Authority** as follows: - Preparing draft programmes for training and other programmes for human resources development; - Providing professional assistance to the Government in relation to human resources management; - Assisting State authorities in the implementation of the national policy for the development of the Administration's human resources. **HRMA** is also covering training for local authorities **(State Employees)**.
5. Main Functions of the CTP	These four institutional duties are among the main responsibilities of HRMA: 1. Preparing draft programmes for training and other programmes for human resources development; 2. Providing professional assistance to the Government; 3. Carrying out training needs assesment; 4. Monitoring the quality of training activities, through regular training evaluation (including assessment of *effectiveness* and *impact*).
6. Target Groups	All levels within the civil service system are targeted, from the highest ranking officials and managing persons to lower catogories of civil service personnel and newly employed staff. The **2007** *Training Programme for Civil Servants and State Employees* specifies the target group for each of the training programmes or actions offered.
7. Needs Assessment	**TNA** is carried out mainly through questionnaires, with both standardized multiple choice and open answers. Based on the results of the analyses of these questionnaires, HRMA defines the annual *Training Programme for Civil Servants and State Employees*. However, no systematic training needs assessment has been carried out since 2005, despite the fact that HRMA has in the meantime adopted « TNA Methodology - Systematic Civil Service Training and Development ».

MONTENEGRO (3/3)

8. Funding of Training	Approved State funds are allocated to individual institutions of the State Administration system (decentralized financing model). Different donors also contribute to the financing of training. The total amount is at the disposal of HRMA, acting as the central coordination and executive agency. Training is mainly **free of charge.** From May 2007, HRMA started continuous implementation of training funded by the State budget.
9. Training Personnel	Trainers are chosen among experienced persons coming from the Public Administration (experts, practicioners), from the private sector, and also from academia (university lecturers and researchers). The total number of **trainers** (with various competency profiles) contracted by the HRMA is around 100.
10. Types and Contents of Training	The **Training Programme** for civil servants is divided into several modules. These are some of the main modules: - Public Administration and State Authorities; - Management within the State Administration; - State Administration: Financial and Budgetary current operations; - General Tasks of the State Administration Authorities; **-** Communication within the State Administration; - International co-operation and "European affairs".
11. Results & Training System & Policies Evaluations and Quality Control	**Quality monitoring** is based on: - evaluations at the end of the training seminars and courses; - questionnaires; - opinion polls and surveys; - interviews with key TNA participants.

SERBIA (1/3)

Profile (2007)	Population[56]	Civil Servants	Participants	Trainers	Courses	Training Days	State Budget Support [SBS] (€)	Donors' Support (€)
	7 500 000	27 800	1 151 (SEIO)*	164	134**	359**	NA*	NA*
	Population Density	Population/Civil Servants	Civ. Servants /Participants	Civ. Servants /Trainers	Civ. Servants /Courses	Civ. Servants /Training Days	SBS/Civil Servants	Donors' Support /Civil Servant
	97	270	-	166,5	207,5	77,5	-	-

1. Civil Service System / Coverage	Position-based Civil Service and State System Article 10 of the **Civil Servants Act** specifies that a civil servant has both the *right* and the *obligation* to get training in matters that correspond to the needs of the State Authority. Later on, the *Civil Servants Act* distinguishes between professional (vocational) training and "additional education". Articles 96-97 regulate professional training, while articles 98-99 deal with additional education of civil servants.
2. Responsibility for Training Policies	The main national civil service training institution, established by the *Civil Servants Act* (Article 158), is the **Human Resource Management Service (HRMS)**. HRMS is a central Government body. Its organization and competencies are broadly defined in the *Civil Servants Act*, and more thoroughly specified by a subsequent Government *Regulation*. Another prominent government institution that provides training is **the Serbian European Integration Office (SEIO)**.
3. Overall Strategic Objectives	General training programmes for the public administration institutions have so far been prepared for 2007 and 2008 by the Human Resources Management Service in cooperation with the Office for European Integration and other institutions. They are adopted by the Government.

*   Data non available for HRMS (no institutional training database still exists). At the time of the production of the country/entity contribution, neither of the two institutions had precise data on State budget support.
**   Data for SEIO and HRMS *(together).*

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[56] Without data on Kosovo-Metohija under UNSCR 1244.

SERBIA (2/3)	
4. Central Training Providers (CTP)	**HRMS** is responsible for programming, organising and implementing all general training, the so-called "horizontal topics".

SEIO offers only EU-related training. All State authorities also have competence to organize training in their respective fields of action.

In the Serbian training market there are private organizations that develop their own commercial training programmes. Many of these programmes are relevant to the Public Administration. They target civil servants, as well as other groups: diplomats, businessmen, international organizations, etc. |
| 5. Main Functions of the CTP | **HRMS** main responsibilities are:

1. Development of training programmes and provision of training;

2. Periodical assessment of the training needs;

3. Training evaluation;

4. International cooperation. |
| 6. Target Groups | The two main criteria used for creating **target groups** are: the civil servants' area of responsibility, and their hierarchical level within the Administration.

Both **HRMS** and **SEIO** provide training for all levels of civil servants (all managerial levels and lower levels as well).

HRMS and **SEIO** offer exclusively **in-service training** (training for those already employed in the Public Administration), although a majority of the training activities are also open to apprentices who are being trained to become civil servants prior to the State professional examination. |
| 7. Needs Assessment | Both **HRMS** and **SEIO** conduct training needs assessment **(TNA)** through a combination of several data-collecting methods.

The data taken into account when assessing training needs are: the participants' responses to the evaluation questionnaires filled out at the end of each training event; additional information gathered through interviews with senior officials in various Public Administration institutions; etc.

SEIO produces analyses of the EC annual progress reports and other relevant documents of the EU, in order to identify, more generally, the areas of the *Acquis* on EU integration. SEIO has also developed a questionnaire that is addressed twice a year to specifically defined target groups in order to offer tailor-made training programmes, and then completes the information thus gathered by interviews. |

8. Funding of Training	According to the *Civil Servants Act,* financial resources for professional training are provided by the **budget** of the Republic of Serbia (Article 96). This means that the main national training institution, **HRMS**, has a budget provided by the State, which covers most of the activities anticipated by the HRMS training programme. **SEIO** has a much smaller budget for training activities. Other sources of financing are therefore necessary to complement the parsimony of State funds. External donors (mostly international) provide considerable financial support to the training activities of both **HRMS** and **SEIO**. None of the two main government institutions providing training sells their services to external beneficiaries. Training is mainly **free of charge.**
9. Training Personnel	Both **HRMS** and **SEIO** use pools of **trainers** including practitioners and academic staff, both domestic and foreign.

10. Types and Contents of Training	There are two types of **training programmes** foreseen by the Serbian *Civil Servants Act* (Article 97).
	- The *Programme of General Professional Training* (PGPT) is submitted by HRMS every year and adopted by the Government. HRMS is also responsible for its implementation.
	  PGPT is produced to answer the horizontal needs for professional development of civil servants. It is designed to help create/reinforce a set of general, common skills and competences needed by all civil servants, regardless of the institution in which they work.
	  This Programme also reflects the common needs of all State authorities regarding shared tasks and concerns, such as administrative, human resources and financial management, law drafting, etc.
	- More specialized training, offered by individual institutions.

11. Results & Training System & Policies Evaluation and Quality Control	**Quality monitoring** is based on evaluations at the end of the training seminars and courses. The participants' responses to the evaluation questionnaires filled out at the end of each training event also contribute to TNA.

50

KOSOVO UNDER UNSCR 1244/99 (1/3)								
Profile (2007)	Population	Civil Servants	Participants	Trainers	Courses	Training Days	State Budget Support [SBS] (€)	Donors' Support (€)
	2 126 700	71 068*	1053	NA	44	134	164 145	NA
	Population Density	Population/Civil Servants	Civ. Servants /Participants	Civ. Servants /Trainers	Civ. Servants /Courses	Civ. Servants /Training Days	SBS/Civil Servants	Donors' Support /Civil Servant
	195	*30*	*67,5*	*-*	*1 615*	*530*	*2,3*	*-*

1. Civil Service System / Coverage	**Kosovan Civil Service** is regulated by **Administrative Directive No. 2003/2**, implementing UNMIK regulation no. 2001/36. This general administrative and regulatory framework applies to both central and local levels.
2. Responsibility for Training Policies	The Government of Kosovo, through the Ministry of Public Services, is the authority ultimately in charge of designing, implementing and assessing CS training policies.
3. Overall Strategic Objectives	Based on the preparatory work carried out by the *Group of Experts for Public Administration Reform* (GERAP, including also government officials and civil society representatives), and on GERAP proposals to the Kosovo Government, the Ministry of Public Services sets up a **Strategy for Public Administration Reform** (SPAR), for a 5-year period (beginning in 2007).
	This strategy features eight priority training areas, closely linked to the main problems and issues to be addressed by the Government:
	1. Human Resources Management; 2. Institutional Network. 3. Communication with the Citizens. 4. Public Administration Management. 5. e-Government. 6. Financing of Public Administration. 7. Anti-corruption measures. 8. Policies and Legislation.
	A detailed **Action Plan**, developed separately, gives a full overview of all actions to be carried out in order to meet the eight strategic objectives. The *Action Plan* also identifies the leading institutions, the budget requirements and the timeline for the implementation of each action.

KOSOVO UNDER UNSCR 1244/99 (2/3)

4. Central Training Providers (CTP)	The *Kosovo Institute for Public Administration* **(KIPA)** is the central training provider. It is responsible for the organization and delivery of training programmes. Training for Local Authorities is offered by **KIPA**, by different agencies and international offices located in Kosovo (UNMIK, OSCE, UNDP), and also by other donors.
5. Main Functions of the CTP	**KIPA** has several key responsibilities. The Institute: - implements the CS training strategy for Kosovo; - periodically assesses the training needs at local and central levels; - drafts appropriate programmes to answer the needs, and meet the new requirements and standards resulting from the institutional linking of Kosovo with the EU; - evaluates the results of training programmes organized for this purpose; - coordinates the training activities of Kosovo civil employees with the Provisional Institutions of Self-Government and Municipalities; - acts as a research institution for the development of Public Administration in Kosovo.
6. Target Groups	The expected beneficiaries of the training programmes of general management *(target groups)* are the heads of departments, divisions and sectors in the ministries and in executive agencies. Young civil servants of the Kosovo CS have been the main beneficiaries of more specialized training in communication skills.
7. Needs Assessment	**TNA** is understood as a comprehensive and methodical approach, with the following main steps: - existing training materials held by KIPA and other institutions are identified and adapted (to serve as *training modules*); - each Ministry plans the systematic delivery of these training modules to its staff (the Ministry specifies the level and the corresponding number of civil servants to be trained with each module). - each Ministry also plans the delivery of more specialized, "Ministry-specific" training, either by its own trainers or by private sector providers. - KIPA trains the trainers in line with the demands (potentially 5 trainers per Ministry). - each Ministry appoints a training officer who is responsible for planning and ensuring delivery, monitoring quality, providing feedback and contributing to the adjustment of the training programmes, and finally guaranteeing, with the line managers, that the training is followed up.

KOSOVO UNDER UNSCR 1244/99 (3/3)	
8. Funding of Training	**Budget** allocations by the Government of Kosovo, through the Ministry of Public Services, fund **KIPA** CS regular training programmes at both central and local level.
	International and national donors are also involved in supporting KIPA training activities.
	Training is mainly **free of charge**.
9. Training Personnel	Well-qualified **trainers**, both local and international, have been involved in the training of civil servants.
	KIPA has been committed to increasing the capacity of its staff members, who have participated in a series of training programmes, seminars and conferences, within and outside the country.
	KIPA teams of trainers are now able to develop, prepare and deliver regular training for both Ministerial and Municipal staff.
10. Types and Contents of Training	KIPA Annual Plan is divided into 8 **training categories**:
	- General Management
	- General Administration
	- Budget and Finance
	- Human Resources
	- Municipal Issues
	- Legislation and EU Related Matters
	- Information Technology
	- Public Procurement.
	Local Authorities are included as beneficiaries. They receive training in different areas and on various topics, within the comprehensive category: " Municipal Issues".
11. Results & Training System & Policies Evaluation and Quality Control	There are four models of evaluation, used according to the nature of the training: *scientific model*, *system model*, *illuminative model* and *intervening model*.
	The *system model* is the most frequently used by the Kosovo administration: quality assessment is based on *training evaluations at the end of the training seminars and courses*.

TABLE B

CIVIL SERVICE TRAINING SYSTEMS IN THE WESTERN BALKANS REGION
COMPARISONS BETWEEN ReSPA MEMBERS

1. Civil Service System
2. Responsibility for Training Policies
3. Overall Strategic Objectives
4. Central Training Providers (CTP)
5. Main Functions of the CTP
6. Target Groups
7. Needs Assessment
8. Funding of Training
9. Training Personnel
10. Types and Contents of Training
11. Quality Control

Albania
Bosnia and Herzegovina
Croatia
Former Yugoslav Republic of Macedonia
Montenegro
Serbia
Kosovo under UNSCR 1244/99

1.	CIVIL SERVICE SYSTEM / COVERAGE (1)
Albania	Position-based Civil Service System. **The Civil Service Law** applies to regional and local levels. The Parliament approved the Civil Service Law in November 1999. This Law establishes a legal and administrative framework intended to facilitate the development of an effective Civil Service in Albania. According to the Civil Service Law, civil servants shall have, amongst others, the right to improve their professional skills and to benefit from training activities. On the other hand, the Administration has the obligation to provide them with such training.
Bosnia and Herzegovina	Position-based System combined with Career System There is in BiH a legal framework specifying the formal training rights and obligations of Civil Servants, at all Government and Administration levels. According to the **Civil Service Law**, Civil Servants have both the right and the obligation to undertake training. This Law has been completed by a series of regulatory decisions taken by the **Agency for Civil Service (ACS),** later on adopted by the Council of Ministers.
Croatia	Position-based Civil Service and State System (equal opportunities, merit-based system**)** In July **2005** the new **Law on Civil Servants** was adopted, establishing a legal framework for the creation of a new system of HR management and civil servants training. The Decree on Forms, Modalities and Conditions for Training and Education of Civil Servants (hereinafter: the **"Training Decree"**) was adopted by the Government in January **2007** and came into power in February. The Government of the Republic of Croatia adopted the Decision on Fees for the Work Performed on the Training and Education of Civil Servants on 15 February 2007.

1. CIVIL SERVICE SYSTEM / COVERAGE (2)

Former Yugoslav Republic of Macedonia	**Civil Service** System of Job Positions with strong Career Elements Following the *National Policy Document* in 2005/2006, the *Government of the Former Yugoslav Republic of Macedonia* and the *Trilateral Committee for Coordination of Training for the Municipal Administration* adopted a National **Strategy for Training of the Local Governments**, which targets not only civil servants but also elected local representatives. The goal of this *Strategy* is to provide for the establishment and development of a sustainable training system for local self-government, based on the institutional setup and the CS strategic priorities and objectives for training and professional development established by the National Policy.
Montenegro	Position-based Civil Service and State System. The **Law on Civil Servants and State Employees** applies to both central and local levels. This Law was adopted on April 21, 2004 *(Official Gazette of the Republic of Montenegro, No. 27/04)*. Some minor amendments were added in 2005. The Law defines the competencies of the **Human Resources Management Authority** (**HRMA**), as well as the financing system.
Serbia	Position-based Civil Service and State System Article 10 of the **Civil Servants Act** specifies that a civil servant has both the *right* and the *obligation* to get training in matters that correspond to the needs of the State Authority. Later on, the *Civil Servants Act* distinguishes between professional (vocational) training and "additional education". Articles 96-97 regulate professional training, while articles 98-99 deal with additional education of civil servants.
Kosovo under UNSCR 1244/99	**Kosovan Civil Service** is regulated by **Administrative Directive No. 2003/2**, implementing UNMIK regulation no. 2001/36. This general administrative and regulatory framework applies to both central and local levels.

2.	RESPONSIBILITY FOR TRAINING POLICIES
Albania	The Department of Public Administration **(DoPA)**, under the Ministry of the Interior, sets up the general policies on training and decides on the activities of the main training provider. The Training Institute of Public Administration (**TIPA)** is the central training provider. It is responsible for the organization and delivery of training programmes.
Bosnia and Herzegovina	The **Public Administration Reform Coordination Office** (PARCO) is the main driving force of the Public Administration Reform in BiH. Its main role is to coordinate reform measures and activities between the Council of Ministers, entity Governments and the Government of the Brcko District, all closely cooperating with the EC Delegation in BiH.
Croatia	At the end of **2003**, the overall competence for pushing and coordinating public administration reform activities was given to the *Central State Office for Administration* (**CSOA**). Included in its prerogatives is the organization of human resources planning, management and development, as well as in-service training and education of civil servants.
Former Yugoslav Republic of Macedonia	Pursuant to the Law, the *Civil Servants Agency* **(CSA**) is responsible for coordinating the activities pertaining to the professional development and training of civil servants, as well as for promoting efficiency and effectiveness among civil servants.
Montenegro	**HRMA** assists State authorities in the implementation of the Administration human resources policy, with special emphasis on **training** and, more generally, on civil servants professional development. HRMA was established in October 2004, in accordance with Article 28 of the *Regulation on the Organization and Work of the State Administration (Official Journal of the Republic of Montenegro, No. 54/2004).* It covers all the important functions in the field of human resources management and development in the State Administration.
Serbia	The main national civil service training institution, established by the *Civil Servants Act* (Article 158), is the **Human Resource Management Service (HRMS)**. HRMS is a central Government body. Its organization and competencies are broadly defined in the *Civil Servants Act*, and more thoroughly specified by a subsequent Government *Regulation*. Another prominent government institution that provides training is **the Serbian European Integration Office (SEIO)**.
Kosovo under UNSCR 1244/99	The Government of Kosovo, through the Ministry of Public Services, is the authority ultimately in charge of designing, implementing and assessing CS training policies.

3. OVERALL STRATEGIC OBJECTIVES (1)	
Albania	TIPA Strategic Plan 2006-2009 gave priority to the following four topics and concerns:
	Effectively responding to the Civil Service development needs - Improving the quality of services and products (client-based, custom care-orientated organization) - Improving structures, procedures and systems - Developing quality financial management.
	The new Strategy Document for Public Administration Modernization (2009-2013) was still under draft at the time of writing.
Bosnia and Herzegovina	In the **National Strategy Document for 2007-2010**, the main training objectives are related to the following six priority areas: 1. Leadership and top management development programmes; 2. Training of Trainers; 3. Improvement of training on Human Resource Management, including the information management system, recruitment, and performance management; 4. Information technology; 5. Internal and external communication; 6. Equal Opportunities.
	This Strategy envisions a continued effort towards the modernization of human resources policies within the BiH Public Administration. The overall goal is to develop a professional, politically impartial, nationally balanced, ethical, stable and responsive public service, one which would be both widely respected and capable of delivering effective service to Governments and citizens alike.
Croatia	In October **2004**, the Government of the Republic of Croatia adopted the *Strategy on Training and Professional Improvement of Civil Servants* (hereinafter: "**Training Strategy**") for the **2005**-**2009** period, whereby the necessary framework of a new civil servants training and education system was set. The goal of the Training Strategy is to improve the general level of skills and qualification of civil servants at all hierarchical levels. This goal is to be achieved through the establishment of a new training and professional development system for civil servants, designed to improve their independence, professional competence, effectiveness and efficiency. Improved levels of motivation, enhanced by advancement opportunities and competitive salaries, and increased manpower flexibility, sought through a set of measures including horizontal mobility, are also among the key concerns and objectives of this new strategy.

3.	OVERALL STRATEGIC OBJECTIVES (2)
Former Yugoslav Republic of Macedonia	In 2005, CSA produced a reference document for the organization of training for CS: **The National System of Coordination of the Training of Civil Servants in the Former Yugoslav Republic of Macedonia**. This document defines the basic principles of the training policy, the division of roles between **CSA** and every administrative body employing civil servants, the structures for training coordination, the funding model and the general rules for the provision of training. The main objectives are, at present, related to the improvement of structures, procedures and systems, and financial management. The *2009-2013 Strategy of Reform on Public Administration* was under draft at the time of writing.
Montenegro	**The Strategy of Civil Service Training in Montenegro** (**SCSTM**) for **2008-2012** was prepared by **HRMA**, and subsequently adopted by the Parliament (December 2007). This **SCSTM 2008-2012** tackles all the main issues relevant to the development of human resources in Public Administration in accordance with EU standards, while taking into account the current needs of Montenegrin Public Administration. The document outlines future activities related to the training of civil servants and State employees in the 2008-2012 period, in agreement with Montenegrin and international regulations.
Serbia	A national strategy for training of civil servants has not yet been devised. This remains an important task to be carried out by the State authorities in charge of the overall coordination of civil servants training. At present, the institutions in charge of **training set their own training objectives and missions.**
Kosovo under UNSCR 1244/99	Based on the preparatory work carried out by the *Group of Experts for Public Administration Reform* (GERAP, including also government officials and civil society representatives), and on GERAP proposals to the Kosovo Government, the Ministry of Public Services sets up a **Strategy for Public Administration Reform** (SPAR), for a 5-year period (beginning in 2007). This strategy features eight priority training areas, closely linked to the main problems and issues to be addressed by the Government: 1. Human Resources Management; 2. Institutional Network. 3. Communication with the Citizens. 4. Public Administration Management. 5. e-Government. 6. Financing of Public Administration. 7. Anti-corruption measures. 8. Policies and Legislation. A detailed **Action Plan**, developed separately, gives a full overview of all actions to be carried out in order to meet the eight strategic objectives. The *Action Plan* also identifies the leading institutions, the budget requirements and the timeline for the implementation of each action.

4.	CENTRAL TRAINING PROVIDERS (CTP) (1)
Albania	**TIPA** *(Training Institute for Public Administration)* is the central training provider.
	Legal status: TIPA is an organizational unit of the Department of Public Administration.
	On June 23, 2000 the Council of Ministers approved Decree n° 315. This Decree sets out the 'Establishment and Functioning of the TIPA and the membership of the TIPA Advisory Board.
	In the Albanian training market there are also private organizations that develop and sell their own training programmes. Many of these programmes are relevant to the Public Administration. They target civil servants, as well as other groups: fiscal administration and local authority agents, diplomats, business people, etc.
Bosnia and Herzegovina	**Civil Service Agencies (CSA-s)** have key responsibilities in the design of policies dealing with training of civil servants, and ensuring their professional development. They submit proposals for the development of the CS training system and for the improvement of the training strategy.
	Institutions and learning centres offering training for the Civil Service in BiH are (2008): - BiH Civil Service Agency;
	- FBiH Civil Service Agency;
	- Srpska Republika Civil Service Agency;
	- The Brcko District Sub-Department for Personnel and Wages;
	- Faculty of Public Administration – based in Sarajevo, and recognised by the Federal Government;
	- Centres for training of judges and prosecutors;
	- Directorate for European Integration;
	- Other training providers, such as universities and private sector companies/schools.
Croatia	The main providers of training for Public Administration are : the *Civil Service Training Centre* (**CSTC**), a unit under CSOA; the Ministry of Foreign Affairs and European Integration *(Diplomatic Academy)*; the Ministry of the Interior *(Police Academy)*; the Ministry of Justice *(Judicial Academy)*; and the *Academy for Local Democracy* (**ALD**).
	Training in the area is also provided by other institutions and/or organizations, such as UNDP, USAID, the Urban Institute, the Norwegian Cooperation, Universities in Zagreb, Rijeka and Osijek, as well as the National Union of the Associations of Cities and Associations of Municipalities.

4.	CENTRAL TRAINING PROVIDERS (CTP) (2)
Former Yugoslav Republic of Macedonia	CSA is the national central agency. CSA's "**National System of Coordination of the Training of Civil Servants in the Former Yugoslav Republic of Macedonia**"[57] specifies the general rules for the provision of training for civil servants.
Montenegro	The aforementioned **Law** (Article 115) defines the competencies and functions of the **Human Resources Management Authority** as follows: - Preparing draft programmes for training and other programmes for human resources development; - Providing professional assistance to the Government in relation to human resources management; - Assisting State authorities in the implementation of the national policy for the development of the Administration's human resources. **HRMA** is also covering training for local authorities **(State Employees)**.
Serbia	**HRMS** is responsible for programming, organising and implementing all general training, the so-called "horizontal topics". **SEIO** offers only EU-related training. All State authorities also have competence to organize training in their respective fields of action. In the Serbian training market there are private organizations that develop their own commercial training programmes. Many of these programmes are relevant to the Public Administration. They target civil servants, as well as other groups: diplomats, businessmen, international organizations, etc.
Kosovo under UNSCR 1244/99	The *Kosovo Institute for Public Administration* **(KIPA)** is the central training provider. It is responsible for the organization and delivery of training programmes. Training for Local Authorities is offered by **KIPA**, by different agencies and international offices located in Kosovo (UNMIK, OSCE, UNDP), and also by other donors.

5. MAIN FUNCTIONS OF THE CTP (1)	
Albania	1. Training needs assessments. 2. Design and implementation of training programmes. 3. Training evaluation. 4. International cooperation. 5. Library of training.
Bosnia and Herzegovina	1. Training needs assessments. 2. Development and implementation of training programmes. 3. Training evaluation. 4. International cooperation. 5. Specific training actions related to the job position and career development of civil servants.
Croatia	1. Training needs assessments. 2. Development and implementation of training programmes. 3. Training evaluation. 4. International cooperation. 5. Specific training actions related to the job position and career development of civil servants.

5.	MAIN FUNCTIONS OF THE CTP (2)
Former Yugoslav Republic of Macedonia	The roles and responsibilities of **CSA** include, *inter alia*: - Overarching responsibility for the development of a global strategy for training civil servants in the country, the coordination and monitoring of the implementation of this strategy, and the assessment of its results; - Needs assessment, design, delivery and funding of high level generic training, in line with the priorities and decisions of the Government; - Development and management of a consistent training evaluation process to be applied across the whole range of training activities for civil servants; - Collection, analysis and diffusion of data relating to training, implementation of the recommendations about best practices; - Improvement of the coordination of the donors' actions and other initiatives contributing to the training effort.
Montenegro	These four institutional duties are among the main responsibilities of HRMA: 1. Preparing draft programmes for training and other programmes for human resources development; 2. Providing professional assistance to the Government; 3. Carrying out training needs assesment; 4. Monitoring the quality of training activities, through regular training evaluation (including assessment of *effectiveness* and *impact*).
Serbia	**HRMS** main responsibilities are: 1. Development of training programmes and provision of training; 2. Periodical assessment of the training needs; 3. Training evaluation; 4. International cooperation.
Kosovo under UNSCR 1244/99	**KIPA** has several key responsibilities. The Institute: - implements the CS training strategy for Kosovo; - periodically assesses the training needs at local and central levels; - drafts appropriate programmes to answer the needs, and meet the new requirements and standards resulting from the institutional linking of Kosovo with the EU; - evaluates the results of training programmes organized for this purpose; - coordinates the training activities of Kosovo civil employees with the Provisional Institutions of Self-Government and Municipalities; - acts as a research institution for the development of Public Administration in Kosovo.

6.	TARGET GROUPS (1)
Albania	Two comprehensive training packages were designed by TIPA (General Training Centre, GTC): see item n° 10. The Fiscal Training Centre (FTC) designed another training package. All these packages had clearly specified target groups.
	1. *First package*: there are 10 specific target groups, covering **all managerial levels** within the Civil Service in Albania, as well as **several functional groups** (the range of beneficiaries extends from newcomers to top level managers, and includes both line staff and specialists).
	2. *Second package*: there are 11 target groups, with EU-related functions, working in different Government and Administration Departments.
	3. *FTC package*: this more specialized package has been designed for civil servants working for the **Fiscal Administration**.
Bosnia and Herzegovina	Target groups benefiting from training programmes are: decision-makers (heads of departments, other high level officials); institutional managers (heads of sectors, assistant managers, heads of organizational units); public servants, as well as other employees working for State authorities and/or for Cantonal and local self-government.
	According to the Civil Service Law, Civil Service Agencies also have responsibility for ensuring training consistency across the different levels of the hierarchy.
Croatia	Current training targets all level of civil servants. In addition, specialized training is offered to groups dealing with EU related matters, as well as to agents and elected officials working for Croatian local self-government units.

6. TARGET GROUPS (2)

Former Yugoslav Republic of Macedonia	There are three main target groups: civil servants with managerial responsibilities, expert civil servants, and expert-administrative civil servants. In addition, for the local level of governance, there is a group of elected representatives *(council members)*.
	It is the declared intention of fYR Macedonia to encourage the development of a culture of continuous learning and positive attitude towards training and professional development among **civil servants and managerial staff.** The aim is to work towards the fulfilment of the potential capacities at both the individual level and at the level of the civil service workforce as a whole.
Montenegro	All levels within the civil service system are targeted, from the highest ranking officials and managing persons to lower catogories of civil service personnel and newly employed staff. The **2007** *Training Programme for Civil Servants and State Employees* specifies the target group for each of the training programmes or actions offered.
Serbia	The two main criteria used for creating **target groups** are: the civil servants' area of responsibility, and their hierarchical level within the Administration.
	Both **HRMS** and **SEIO** provide training for all levels of civil servants (all managerial levels and lower levels as well).
	HRMS and **SEIO** offer exclusively **in-service training** (training for those already employed in the Public Administration), although a majority of the training activities are also open to apprentices who are being trained to become civil servants prior to the State professional examination.
Kosovo under UNSCR 1244/99	The expected beneficiaries of the training programmes of general management *(target groups)* are the heads of departments, divisions and sectors in the ministries and in executive agencies.
	Young civil servants of the Kosovo CS have been the main beneficiaries of more specialized training in communication skills.

7.	NEEDS ASSESSMENT (1)
Albania	**Training Needs Assessment** uses a combination of top-down and bottom-up approaches, with prevalence given to the global Administration needs and concerns. This participative methodology helps to have the training of civil servants focused on the general needs of the Government as a whole, the specific needs of every Administration Department, and the personal needs and expectations of each civil servant.
Bosnia and Herzegovina	**TNA** is carried out in all Civil Service Training Systems. The BiH Civil Service Agency assesses the global horizontal training needs of the Administration, prepares priority proposals for the training of civil servants and more generally plays an important role in the development of a National CS Training Strategy. The methods most often used in **TNA** in BiH are quite straightforward: questionnaires, interviews, content analysis.
Croatia	For the purpose of TNA, civil servants have generally been classified into three main categories, according to the scope of their work, the tasks they are responsible for, and the level of institutional responsibility they have: executive level (top management); professional level; general support level.

7.	NEEDS ASSESSMENT (2)
Former Yugoslav Republic of Macedonia	In practice, the training system is based on the strategic training and professional development priorities and objectives established by the National Policy. This includes the assessment of priority training needs, the planning, coordination and implementation of training programmes and activities, the monitoring of training quality, and the evaluation of results and impact. Planning of training starts with a global training needs assessment (**TNA**), for different categories of civil servants. A provisional training programme is developed on the basis of this assessment. The results of the assessment are analysed and exposed in a report submitted to the Coordination Committee. Finally, this Committee sets up the national annual training priorities for the different groups of civil servants.
Montenegro	**TNA** is carried out mainly through questionnaires, with both standardized multiple choice and open answers. Based on the results of the analyses of these questionnaires, HRMA defines the annual *Training Programme for Civil Servants and State Employees*. However, no systematic training needs assessment has been carried out since 2005, despite the fact that HRMA has in the meantime adopted « TNA Methodology - Systematic Civil Service Training and Development ».
Serbia	Both **HRMS** and **SEIO** conduct training needs assessment **(TNA)** through a combination of several data-collecting methods. The data taken into account when assessing training needs are: the participants' responses to the evaluation questionnaires filled out at the end of each training event; additional information gathered through interviews with senior officials in various Public Administration institutions; etc. **SEIO** produces analyses of the EC annual progress reports and other relevant documents of the EU, in order to identify, more generally, the areas of the *Acquis* on EU integration. SEIO has also developed a questionnaire that is addressed twice a year to specifically defined target groups in order to offer tailor-made training programmes, and then completes the information thus gathered by interviews.
Kosovo under UNSCR 1244/99	**TNA** is understood as a comprehensive and methodical approach, with the following main steps: - existing training materials held by KIPA and other institutions are identified and adapted (to serve as *training modules*); - each Ministry plans the systematic delivery of these training modules to its staff (the Ministry specifies the level and the corresponding number of civil servants to be trained with each module). - each Ministry also plans the delivery of more specialized, "Ministry-specific" training, either by its own trainers or by private sector providers. - KIPA trains the trainers in line with the demands (potentially 5 trainers per Ministry). - each Ministry appoints a training officer who is responsible for planning and ensuring delivery, monitoring quality, providing feedback and contributing to the adjustment of the training programmes, and finally guaranteeing, with the line managers, that the training is followed up.

8.	FUNDING OF TRAINING (1)
Albania	TIPA financial resources come from: - Resources allocated by the State Budget ; - Contributions and grants from several donors, both national and foreign ; - Contributions of different institutions whose employees benefit from TIPA programmes. Training is mainly **free of charge.** For 2007, the budget for training was 13.5 mil Al lek (payroll: 38 %, training activities for local authorities: 20 %).
Bosnia and Herzegovina	Bosnian and Herzegovina Civil Services operate under three training **budget systems**: centralised, decentralised, and a mixture of both. Financial resources come from different sources. As a matter of fact, the majority of the training programmes are co-funded by donor agencies. BiH CSA is mainly run on its own budget. Other funds come from the EC (CARDS/IPA), or as a result of many bilateral MoU signed with the donor community.
Croatia	With the *2007 Training Decree*, the Government adopted a *Decision on Fees for the Work Performed on the Training and Education of Civil Servants*, as well as the *Annual Plan for Horizontal Training and Education Programmes for Civil Servants.* Corresponding funds come from the **CSOA** budget. Horizontal training programmes are **free of charge** for civil servants. Budget allocated for **2007**: 2 million Kuna. Additional 273 000 Kuna are provided for operational costs of CSTC. Salaries of HR and CSTC staff are not covered by these funds but by other CSOA budgetary positions. (**2008 Budget**, 6 million Kuna; expected results: 80 training programmes, 500 education activities, 7 500 participants).

8.	FUNDING OF TRAINING (2)
Former Yugoslav Republic of Macedonia	The national policy for the development of a training system in fYR Macedonia makes provision for an allocation of **funds from the budget** dedicated to training and professional development, based on a target percentage of the annual expenditure on civil servants salaries. The national policy also states that training of the civil servants and elected representatives at the level of Local Government should be funded by a combination of central Government budget, municipality budget and donor funds.
Montenegro	Approved State funds are allocated to individual institutions of the State Administration system (decentralized financing model). Different donors also contribute to the financing of training. The total amount is at the disposal of HRMA, acting as the central coordination and executive agency. Training is mainly **free of charge.** From May 2007, HRMA started continuous implementation of training funded by the State budget.
Serbia	According to the *Civil Servants Act*, financial resources for professional training are provided by the **budget** of the Republic of Serbia (Article 96). This means that the main national training institution, **HRMS**, has a budget provided by the State, which covers most of the activities anticipated by the HRMS training programme. **SEIO** has a much smaller budget for training activities. Other sources of financing are therefore necessary to complement the parsimony of State funds. External donors (mostly international) provide considerable financial support to the training activities of both **HRMS** and **SEIO**. None of the two main government institutions providing training sells their services to external beneficiaries. Training is mainly **free of charge.**
Kosovo under UNSCR 1244/99	**Budget** allocations by the Government of Kosovo , through the Ministry of Public Services, fund **KIPA** CS regular training programmes at both central and local level. International and national donors are also involved in supporting KIPA training activities. Training is mainly **free of charge**.

9. TRAINING PERSONNEL	
Albania	TIPA has already a roster with a considerable number of **trainers** offering quality service for the development of Public Administration.
	These trainers have been selected from central and local institutions (officials in charge of drafting laws and regulations, as well as national or sectoral policies, top level civil servants, experts), teaching staff from universities, trainers from other training centres and from the non-governental sector, best practicioners.
	In adddition to that, Training of Trainees (ToT) is being run in different fields of training.
	Trainers are normally compensated for their teaching activities. They sign a service delivery contract with the relevant training institution.
Bosnia and Herzegovina	All Agencies use teams of internal and external trainers. They have recently been committed to the development of their databases of **trainers** who are not permanent staff of the Agency (Civil Servant field experts, as well as experts coming from other areas or sectors).
	A periodical public tendering process allows an updating, at regular intervals, of these databases.
	Depending on the context, trainers may be paid by both budgetary and extra-budgetary modes of compensation.
Croatia	In 2007 the CSTC contracted **147 lecturers and trainers**, mostly civil servants, for the implementation of horizontal programmes and other activities. CSTC is responsible for organising and developing a pool of qualified trainers. Also in 2007, 49 civil servants have successfully taken the ToT examination and qualified for a trainer's licence.
Former Yugoslav Republic of Macedonia	Both CSA and the line institutions are expected to develop some capacity for training delivery about very specific topics, where personal experience and practical knowledge will be of essential interest. In other words, the idea is to establish a pool of civil service practitioners, together with clear rules regarding their engagement and rewarding.
Montenegro	Trainers are chosen among experienced persons coming from the Public Administration (experts, practicioners), from the private sector, and also from academia (university lecturers and researchers).
	The total number of **trainers** (with various competency profiles) contracted by the HRMA is around 100.
Serbia	Both **HRMS** and **SEIO** use pools of **trainers** including practitioners and academic staff, both domestic and foreign.
Kosovo under UNSCR 1244/99	Well-qualified **trainers**, both local and international, have been involved in the training of civil servants.
	KIPA has been committed to increasing the capacity of its staff members, who have participated in a series of training programmes, seminars and conferences, within and outside the country.
	KIPA teams of trainers are now able to develop, prepare and deliver regular training for both Ministerial and Municipal staff.

10. TYPES AND CONTENTS OF TRAINING (1)

Albania	TIPA offers training within two training centres: the *General Training Center* (**GTC**) and the *Fiscal Training Centre* (**FTC**).
	As mentioned above (item n° 6), GTC offered in 2006-2008 training services through two main comprehensive packages:
	1st - **Managerial capacity and related skills**
	This package was created to cope with the increased need for sound, effective and efficient managerial practices, in keeping with the more general concern about
	the modernization and reform processes in the Albanian Civil Service.
	2nd - **Competencies related to cooperation with the EU**
	This package was created as a response to the need for new competencies and skills prompted by the signing by Albania of the Stabilisation and Association Agreement.
	Finally, FTC offered a third training package:
	3D- **Fiscal administration (taxation and customs)**.
Bosnia and Herzegovina	BiH CSA Training Priorities for the coming year, set up as a result of the previous annual evaluation, are:
	- European integration;
	- HR management advanced training;
	- Senior CS Management training;
	- Strategic and policy planning;
	- Foreign languages;
	- Advanced IT training;
	- Introductory training for newly employed personnel;
	- Acquired skills reinforcement training;
	- Social skills development in working environments;
	- BiH Institutional managerial capacity building.
	The Training Programme is intended to link up with the overall Government policy objectives. Monitoring actions carried out by the Board for Training and Development of Civil Service and by a Working Group for Training of Civil Servants are intended to make sure this link is maintained.

10.   TYPES AND CONTENTS OF TRAINING (2)

Croatia	The **CSTC** annual Plan is divided into 6 **training programme categories** *(2007 Training Decree)*: - Introductory programmes (new and mid-career civil servants); - Specialized programmes for specific groups of civil servants; - Personal Development programmes; - Career Development programmes; - Management Training programme - Other (tailor made) training activities The **Ministry of Foreign Affairs and European Integration** offered training on EU related matters. The **Academy for Local Democracy** offered training and education for elected officials and employees of the Croatian local self-government on a number of topics of interest to local self-governments (e.g. financial management, public procurement, HR management, rights on access to information, training programmes on EU topics, public administration advanced courses, etc).
Former Yugoslav Republic of Macedonia	Based on the training objectives and contents, three main **types of training** have been identified: (1) Induction training (mandatory training for all newly employed in the LGUs); (2) Generic training (offering knowledge and skills common to all groups of CS, irrespective of the specificities of their job positions); (3) Specialized training (offering job specific knowledge and skills). The contents of these three types of training should be adapted to the hierarchical level and institutional responsibilities of the target groups. The managerial group is supposed to receive more management oriented training, while training for the expert group shall focus on practical, "technical" knowledge in relevant areas. Some of the most important training topics include: management of the administration, strategic planning, policy making and implementation, project management. The Training Strategy for **LGUs** identified a fourth type of training, relevant to Local Government. This type of training is included in a "Package Training for Elected Representatives".[58]

10.	TYPES AND CONTENTS OF TRAINING (3)
Montenegro	The **Training Programme** for civil servants is divided into several modules. These are some of the main modules: - Public Administration and State Authorities; - Management within the State Administration; - State Administration: Financial and Budgetary current operations; - General Tasks of the State Administration Authorities; **-** Communication within the State Administration; - International co-operation and "European affairs".
Serbia	There are two types of **training programmes** foreseen by the Serbian *Civil Servants Act* (Article 97). - The *Programme of General Professional Training* (PGPT) is submitted by HRMS every year and adopted by the Government. HRMS is also responsible for its implementation. PGPT is produced to answer the horizontal needs for professional development of civil servants. It is designed to help create/reinforce a set of general, common skills and competences needed by all civil servants, regardless of the institution in which they work. This Programme also reflects the common needs of all State authorities regarding shared tasks and concerns, such as administrative, human resources and financial management, law drafting, etc. - More specialized training, offered by individual institutions.
Kosovo under UNSCR 1244/99	KIPA Annual Plan is divided into 8 **training categories**: - General Management - General Administration - Budget and Finance - Human Resources - Municipal Issues - Legislation and EU Related Matters - Information Technology - Public Procurement. Local Authorities are included as beneficiaries. They receive training in different areas and on various topics, within the comprehensive category: " Municipal Issues".

11.	QUALITY CONTROL
Albania	Training quality assessment is based on evaluations carried out at the end of seminars and courses (questionnaires and post-training evaluation surveys). In 2007, TIPA carried out a self-assessment using the Common Assessment Framework (CAF). Based on the results of this self-assessment, *Quality Indicators* both for the training cycle management process and for the main internal management procedures were developed and have been implemented.
Bosnia and Herzegovina	As a rule, feedback is collected to get relevant information helping the development of further training programmes and activities, and to facilitate coordination and organizational tasks. The main concern of these evaluations is: 'to what extent have the training and development activities enabled trainees to do their jobs better?'
Croatia	**Quality** assessment is based on training evaluations at the end of the training seminars and courses.
Former Yugoslav Republic of Macedonia	**Training quality** shall be monitored through: the definition of curricula standards; the development of standards for trainers and training providing organizations; the certification and accreditation of curricula and trainers /training providing organizations; the evaluation of the training results and impact. **Training effectiveness** is to be monitored through the evaluation of the short-term effects and long-term impact.
Montenegro	**Quality monitoring** is based on: - evaluations at the end of the training seminars and courses; - questionnaires; - opinion polls and surveys; - interviews with key TNA participants.
Serbia	**Quality monitoring** is based on evaluations at the end of the training seminars and courses. The participants' responses to the evaluation questionnaires filled out at the end of each training event also contribute to TNA.
Kosovo under UNSCR 1244/99	There are four models of evaluation, used according to the nature of the training: *scientific model*, *system model*, *illuminative model* and *intervening model*. The *system model* is the most frequently used by the Kosovo administration: quality assessment is based on *training evaluations at the end of the training seminars and courses*.

TABLE C

STATISTICAL DATA AND RAW INDICATIVE ANALYTICAL RATIOS

1. Population	9. Population density	
2. Civil servants	10. Population/Civil Servants	
3. Participants	11. Civil Servants/Participants	
4. Trainers	12. Civil Servants/Trainers	
5. Courses	13. Civil Servants/Courses	
6. Training Days	14. Civil Servants/Training Days	
7. State Budget Support	15. State Budget Support/Civil Servants	
8. Donors' Support	16. Donors' Support/Civil Servants	

Albania
Bosnia and Herzegovina
Croatia
Former Yugoslav Republic of Macedonia
Montenegro
Serbia
Kosovo under UNSCR 1244/99

INDICATIVE AVAILABLE STATISTICAL DATA								
2007	Population	Civil Servants	Participants	Trainers	Courses	Training Days	State Budget Support [SBS] (€)	Donors' Support (€)
Albania	3 500 000	2 600	4 489	139	288	798	281 064	68 000
Bosnia and Herzegovina *(total)*	4 530 000	12 573	5 475	102	179	NA	NA	NA
Croatia	4 437 460	55 000	6 300	147*	60*	620*	272 109*	640 000*
Former Yugoslav Republic of Macedonia	2 061 315	12 530	39 (CSA)	NA	23 (CSA)	NA	NA	NA
Montenegro	620 145	12 640	2 173	45	103	138	556 574	28 691
Serbia	7 500 000	27 800	1 151 (SEIO)***	164	134****	359****	NA*	NA*
Kosovo under UNSCR 1244/99	2 126 700	71 068*	1053	NA	44	134	164 145	NA
Total	**24 775 620**							

*   Data related to the horizontal training programs delivered by the Central State Office for Administration only. No centralised training register exists for specialised training programmes delivered to public servants by other institutions.

**   The estimated number of civil servants given here is based on the payroll. Depending on the official sources (and dates), numbers vary from *67 454* to *76 717*.

***   Data non available for HRMS. / **** Data for SEIO and HRMS *(together)*.

RAW INDICATIVE ANALYTICAL RATIOS (Round figures)								
2007	Population Density	Population/Civil Servants	Civ. Servants /Participants	Civ. Servants /Trainers	Civ. Servants /Courses	Civ. Servants /Training Days	SBS/Civil Servants	Donors' Support /Civil Servant
Albania	128	1 346	2	19	9	3	108	26
Bosnia and Herzegovina *(total)*	88	360	2	123	70	-	-	-
Croatia	79	81	9	374*	917*	89*	5*	12*
Former Yugoslav Republic of Macedonia	80	165	36	-	597	55	-	-
Montenegro	45	49	6	281	123	92	44	2
Serbia	97	270	-	167	207	78	-	-
Kosovo under UNSCR 1244/99	195	30	68	-	1 615	530	2	-

*   Data related to the horizontal training programs delivered by the Central State Office for Administration only. No centralised training register exists for specialised training programmes delivered to public servants by other institutions.