

1. Basic information

1.1 CRIS Number: 2010/022-264

1.2 Title: Technical assistance to institutions in charge of implementation of the civil service and public administration reform

1.3 ELARG Statistical code: 01.36

1.4 Location: Skopje

Implementing arrangements

1.5 Implementing Agency

The Central Financing and Contracting Department (CFCD) will be the contracting authority and will be responsible for all administrative and procedural aspects of the tendering process, contracting matters and financial management including payment of project activities. The Head of CFCD will act as the Programme Authorising Officer (PAO) of the project:

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1.6 Beneficiary (including details of SPO)

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Financing

1.7 Overall costs (VAT excluded)¹: EUR 2 300 000

1.8 EU contribution: EUR 2 085 000

1.9 Final date for contracting

Two years from the date of the conclusion of the Financing Agreement.

1.10 Final date for execution of contracts

Two years from the final date for contracting.

1.11 Final date for disbursements

One year from the final date for execution of contracts.

2. Overall Objective and Project Purpose

2.1 Overall Objective

To improve institutional Government structures, processes, legislation in the civil service and public administration to better support the development of democratic society, growing market economy in view of future EU accession and membership.

2.2 Project purpose

The purpose of the project is to strengthen institutional capacities for professional civil service and the public administration reform.

2.3 Link with AP/NPAA /EP/SAA

The project will address the **SAA** provision, which stipulates achieving a professional public administration of the country that can respond to the requirements of the Community.

The **Accession Partnership** identifies the following key priority: “Ensure that recruitment and career advancement of civil servants is not subject to political interference, further develop a merit-based career system and implement fully the Law on civil servants”. Furthermore, it pinpoints the need to increase the administrative capacity in various areas.

As a mid-term priority it underlines the following: “further develop the capacity of the administration to implement the Stabilisation and Association Agreement”.

NPAA intends to further develop the legal framework, harmonise it with the *acquis* and strengthen the administrative capacities. With regards to the PAR in particular, the NPAA, *inter alia*, foresees activities aimed at administrative capacity strengthening by means of provision of continuous training, update of the existing Training Needs Assessment Analysis for Civil Servants, continuous support to the Network of human resources management units, strengthening of the EU Sectors established within the Ministries, etc.

2.4 Link with the Multi-Annual Indicative Planning Document

The MIPD 2009-2011 foresees support towards advancing the public administration reform. The emphasis will be on assisting (1) the implementation of a sound human resource management strategy, including a merit-based career system, and ensuring the implementation of the code of ethics, (2) the development of strategic planning capacities, (3)

¹ The total costs of the project should be net of VAT and/or other taxes. Should this not be the case, the amount of VAT and the reasons why it should be considered eligible should be clearly indicated.

the development and implementation of sound public financial management and control systems and (4) improving accountability and transparency.

2.5 Link with national/sectoral plans:

The project directly links to the two key strategies and action plans in the sector (see for a more extensive list annex 3):

- Public Administration Reform Strategy, 1999;
- Information on the Human Resources in the Public Administration - status, management, development and challenges, 2005;
- Action Plan for Implementation of Conclusions and Recommendations contained in the Information on the Human Resources, 2006;
- National System of Coordination of Training of Civil Servants, 2008;
- Training Strategy for Civil Servants 2009-2011, 2008.

3 Description of project

3.1 Background and justification

The key policy paper defining the public administration system in the country is the Public Administration Reform Strategy, adopted by the Government in 1999 and the Law on Civil Servants from 2000. The overall objective of the Strategy is to improve the structures and process in the public administration to better support the development of a democratic society and a growing market economy. The PAR strategy is currently being upgraded by a project financed by the EU from IPA 2007. According to Government decision related to the coordination of PAR, the PAR Unit was established within the General Secretariat in 2004. In order to steer the PAR on a political level, the Government appointed a high level committee chaired by the Prime minister in 2009.

Key priority of the above PAR Strategy was the development of the system of civil service, as a core of the public administration and crucial element of the stability and continuity of the country. This priority was legislatively enacted by the Law on Civil Servants from 2000. As of September 2009, out of more than 110,000 employees in the country public sector, only 8,100 are civil servants covered by the Law on Civil Servants. The Law defines the status, duties and responsibilities of the civil servants, salaries, recruitment, promotion and termination procedures, as well as performance appraisal of civil servants. According to the Law, civil servants are persons who perform expert, normative-legal, executive, administrative-supervisory activities and decide on administrative matters in accordance with the Constitution and law. The Law refers to civil servants both on central and local (municipal) level.

With regard to the public service, Government recognised the need to regulate the status of the employees in the field of education, health, culture, science, labour and social affairs, public enterprises etc. A Law on Public Servants is under preparation, which will regulate the recruitment, promotion, training, and protection of the public employees. The first draft version of the Law is already prepared and the Deputy Prime Minister responsible for European Affairs informed the Government on the Government session that took place on 30th November, 2009. The draft was prepared by the Working committee in which active participation took representatives from the Secretariat for European Affairs, Ministry of Justice, Ministry of Finance, Ministry of Education and Science, Ministry of Labour and Social Policy, Ministry of Health, Ministry of Culture, Civil Servants Agency and the General Secretariat.

The CSA (established under the Law on Civil Servants) is responsible for the overall implementation of the Law on Civil Servants and coordinates the implementation of civil servants training. The CSA is organised in 4 sectors – Sector for General Affairs, Sector for Training, Sector for Legal Affairs, Sector for Information Technology and two independent units – Unit for HR Management and Unit for Internal Audit, with a training facility centres in Bitola and in Skopje (under preparation).

The latest amendments of the Law on Civil Servants (September 2009) pay special attention to the following issues: professionalism of the civil service and its de-politicisation, the scope of the civil service, the improvement and shortening of the employment procedure, introduction of new career elements in the promotion of civil servants, as well as strengthening of the role of the Agency from the aspect of control and supervision over the implementation of the Law on Civil Servants and the relevant bylaws.

Strategy for Training of Civil Servants 2009 – 2011 was adopted by the Government in September 2008. The goals of the Strategy are development of a sustainable and stable system of high-quality training with clearly established training goals, in accordance with the needs of the target groups; building capacities of the system for coordination of civil servants training; development of a sustainable and stable system of financing the training; and development of a culture of continuous learning and of the human potential in the civil service.

National System for Coordination of Training and Professional Development of the Civil Servants was adopted by the CSA in June 2005 and updated in July 2008 which defines training and expert development as the key preconditions for European integration and implementation of the strategic plans of government bodies, as well as for investment in capacity development for improved efficiency and quality of public services.

The new system also endorsed a new planning and coordination structure based on the central role of the CSA's Training Department, and the strategic involvement of a Training Council and Expert Working Group. The Training Council is a consultative body in charge of policy formulation, verification of an Annual Training Programme for Generic Trainings, and monitoring implementation of the programme. The Annual Training Programme is used as the main tool for further improvement of training delivery and effectiveness - as well as a systemic approach to training needs assessment, planning, coordination and evaluation. In that regard, this document identifies four main areas for action: Assessment of training needs and planning training; Capacity Building for coordination of training and expert development; Management of the quality of training delivery; and Training financing.

In 2005, the Government adopted a policy paper "Analysis on the Human Resources in the Public Administration – status, management, development and challenges", with the Action plan for Implementation of Conclusions and Recommendations. Both of those documents were aimed at ensuring further policy and institutional preconditions for a functional human resources management system and both documents underline competence and quality of civil servants features as key factors for the further accomplishment of strategic government objectives – of which European integration is most central.

Some of the policy initiatives aimed at further strengthening the legal framework for human resources and civil service capacity in general include: a) Government Decree on the

Principles of Internal Organisation of the Bodies of State Administration (September and December 2007) that, b) Government Decree on the Description of Civil Servants' Job Positions (September 2007) and c) CSA Guidelines on the preparation of the Rulebook on Systematisation of Job Positions that established standardised procedures and common criteria.

Initiatives regarding training have been conducted within the auspices of the "EU Training Strategy for Civil Servants" from May 2000, which is seen as one of the pivotal policy documents regarding administrative capacity building for European integration.

Another key strategic policy document is "The National System for Coordination of Training and Professional Development of the Civil Servants" adopted by the CSA in June 2005 and updated in July 2008. This document defines training and expert development as the key preconditions for European integration and implementation of the strategic plans of government bodies, as well as for investment in capacity development for improved efficiency and quality of public services.

The new system also endorsed a new planning and coordination structure based on the central role of the CSA's Training Department, and the strategic involvement of a Training Council and Expert Working Group. The Training Council is a consultative body in charge of policy formulation, verification of an Annual Training Programme for Generic Trainings, and monitoring implementation of the programme. The Council is composed of 13 members (7 permanent and 6 rotating) at the level of secretaries and officials managing public bodies. The Expert Working Group is an auxiliary operational body to the Council with the same structure, but at the level of human resource units.

The Annual Training Programme will be used as the main tool for further improvement of training delivery and effectiveness - as well as a systemic approach to training needs assessment, planning, coordination and evaluation. In that regard, this document identifies four main areas for action: Assessment of training needs and planning training; Capacity Building for coordination of training and expert development; Management of the quality of training delivery; and Training financing.

In the context of modernising the training system, the CSA shall develop an electronic system for application and selection of trainers and trainees. The software should be upgraded to a data base where all civil servants can enter register themselves for particular training. The data base will provide options for individual training plan which will be drafted by individual and approved by the supervising officer. This programme will have to be used by all state institutions no matter whether there is training funded from EU, state or other donors. In such a way the Agency will have overview of the trainings but also which servant what trainings received. This system will also cover management of the training. Since the IPA 2007 project was not in a position to include this activity in full, in its scope (only the design of criteria for the selection and design of the process of selection of trainers was included) the current project shall complete the development of the system by developing a tailor made software solution.

On 12 September 2008 a Strategy for Training of Civil Servants 2009 – 2011 was adopted by the Government.

Under IPA 2009, activities aimed at implementing the National System for Training Coordination, and the Strategy for Training of Civil Servants, along with activities aimed at implementing strategies, policies, laws and procedures relating to the management of the Civil Service will be supported.

There has been a continuous improvement of the human resources management units' capacities. The Network for Human Resources Management was established and is operational. The Government adopted Standards for Human Resources Management in the Civil Service and the Network of the Human Resources Management Units has been established and functional.

In a further effort to advance the PAR process, the established Committee for Public Administration chaired by the Prime Minister continuously holds meetings.

Although some progress has been made, the implementation of the Law on Civil Servants and human resource management policies need to be further strengthened within both the individual ministries and other state administration bodies, while the CSA needs capacity development support.

Even though the Government have set all these mechanisms for implementation and coordination of public administration reform, there is constant need for strengthening institutional capacities for professional civil service and the public administration reform. This is in accordance with the EC progress report for 2009, which stated that further efforts to ensure transparency, professionalism and independence of public administration are required and respect for the provisions and the spirit of the law needs to be ensured in practice.

With regard to the civil service, Government and the Civil Servants Agency (CSA) recognise that there are specific issues to be addressed:

- Existence of a gap between the time of programming and time of implementation of the trainings (arising from the long period between the preparation of the training needs assessment and the actual carrying of the trainings) is resulting with non adequate trainings (the need is no longer there);
- Non existence of trainings for actual (future) working of the civil servants in the EU institutions and other working bodies;
- Number of qualified, motivated and committed civil and public servants;
- Consolidation of reforms of the public administration;
- Increasing of the efficiency and accountability of the public administration as a whole.
- All the equipment in the CSA will be more then 12 years old at the time of the beginning of the project, therefore a thorough revision of the same and reviewing of the possibility for its upgrade, including purchasing of some new items is a very specific field that shall be separately tendered and executed.

Addressing these issues effectively involves a systematic learning process that requires the availability of comprehensive training for civil servants. In providing such training, the CSA is still facing many difficulties and some of the key challenges identified include:

- Further improvement of coordination and records collection is required (including data for the convened trainings and their organizers, data on trainers, data on the participants and their institutions);

- There are still rigorous budget restrictions, and a predominance of external financing of training programmes;
- Most training is still driven by supply instead of demand, while the selection of trainees is often based on factors other than the needs of the individuals and institutions;
- Organisation and evaluation of training remains focused on individual rather than on institutional need for improved effectiveness and efficiency, meaning that the effect of training is rarely measured in terms of the impact on institutional performance.

With regard to the public service, there is no coherent legal framework covering the recruitment, promotion, training, and protection of the public employees. The intention is to establish a legal frame in which the abovementioned principles will be addressed. The Law will hence concentrate on the public employees in education, health, culture, science, labor and social affairs, public enterprises, regulatory bodies and supervisory agencies. This is in line with the GRECO Report for Assessment of the country and recommendation VIII, which means to be reviewed establishing of legal framework for contemporary administrative principles for large number of public servants, which will correspond, up to most possible degree, to legislation implemented for civil servants. Furthermore, recommendation IX refer to introducing Codex of behaviour of public servants, where will be included clear rules for reporting suspicion for corruption and to be enabled training regarding these issues, as well as risks of corruption, preventive measures and raising public awareness about this issue. Moreover, one of requirements that have significant importance for approach to the European Union, as strategic aspiration of the country, is achieving criterions for contemporary, professional and efficient system of public administration.

3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact

The activities under this project will provide concrete assistance and knowledge transfer to the civil servants and managers of CSA. This will ensure a longer term capacity of the CSA, mainly in the area of Human Resources Development – towards a “European civil servant”, and developing a training curriculum for the same. At the same time the upgrading of the information technology capacity of the Agency will contribute to an efficient and transparent recruitment process, coordination and monitoring of the training venues as well to general capacity of the Agency to undertake the responsibilities from the Law and related ones to PAR.

The support to the CSA is expected to lead to improvements in Human Resource Management by having the right person in the right position as well as improvements in the training of staff, leading to better qualified staff and, hence, improved efficiency and effectiveness of the administration.

The activities under this project will increase the capacity of the institution in charge of implementation of the public administration reform to strengthen coordination of implementation of the Public Servants Law.

By providing a support to the overall reform process it is expected that the coordination between the different actors and harmonisation of the different initiatives will lead to improved results.

3.3 Results and measurable indicators:

Results and measurable indicators for Component 1: Support to the CSA

Activity 1: Preparation of new methodology for training needs assessment, preparation of Training Strategy and HRM Strategy for 2015-2017

Results:

- New training needs assessment methodology developed, approved and utilised;
- Training Strategy 2015-2017 approved and budgeted;
- Human Resources Development and Management Strategy 2015-2017 approved, budgeted and implemented;
- Training coordination system of the civil service improved;
- Capacity of the relevant stakeholders for civil servant training enhanced, including the network of human resources management units

Measurable Indicators:

- Reviewed and developed training programmes and curricula;
- Developed human resources planning system;
- Organised networking events;
- Developed joint action plan involving all HR management units (at both central and local level);
- Improved functioning of the HR network;
- Reviewed management framework for stakeholders of the civil service training system;
- Developed and implemented participative methodology and design for developing Training Strategy and HR Strategy.

Activity 2: Support of the legal department of CSA

Results:

- Prepared strategies, policies, laws and procedures relating to the participation of the civil servants in various EU institutions and working groups;
- Prepared strategies, policies, laws and procedures relating to status related issues;
- Prepared various documents needed for approximation of laws and procedures regarding civil servants status related issues

Measurable Indicators:

- Reviewed mechanisms for the participation in various EU institutions and working groups;
- Reviewed and enforced legal acts regulating the management of the civil service;
- Developed recommendations for increasing compliance with the established performance evaluation system;
- Implemented actions arising from the Strategy for Public Administration Reform in the remit of the Civil Servants Agency;
- Number of strategies, policies, laws and procedures relating to the participation of the civil servants in various EU working groups and institutions prepared;
- Number of strategies, policies, laws and procedures relating to status related issues prepared.

Activity 3: Assistance to CSA regarding the equipment needed for improvement of the services the Agency provides to other institutions and citizens

Results:

- Replaced and upgraded IT equipment;
- Strengthened capacity of the CSA to assume its responsibilities arising from the Civil Servants Law and PAR Strategy;
- Enhanced Public Administration Reform;
- Policy advice provided to CSA in implementation of the civil servants law.

Measurable Indicators:

- Number of convened trainings;
- Number of records (trainers and trainees) managed electronically;
- Number of computers and other technology devices upgraded or replaced.

Results and measurable indicators for Component 2: Support to the institutional capacities for the implementation of the public administration reform and the Public Servants Law**Results:**

- Monitoring mechanism for the implementation of the Public Servant Law improved;
- Improved communication and cooperation with the line institutions for implementation of the Public Servant Law;
- Staff trained on the methodology to coordinate the implementation of the Public Servant Law;
- Strengthened capacity to maintain Public Servants Register;
- Code of Conduct of Public Servants developed;
- Public debates on implementation of the Public Servant Law and Code of Conduct of Public Servants conducted.

Measurable Indicators:

- The reporting produced by the monitoring system of the implementation of the Public Servant Law;
- Frequency of coordination meetings with the responsible public servants in line institutions regarding the implementation of Public Servant Law;
- Number of training organised and number of staff participating in training;
- The Public Servants Register is operational;
- The Code of Conduct of Public Servants is adopted;
- The public consulted about the implementation of the Public Servant Law and the Code of Conduct of Public Servants before its adoption.

3.4. Activities:**Component 1: Support to the CSA****Activity 1: Preparation of new methodology for training needs assessment, preparation of Training Strategy and HRM Strategy for 2015-2017**

- Support CSA Training Department in training needs assessments, and in reviewing and developing training programmes and curricula;

- Support CSA in increasing the training coordination capacity and strengthening coordination mechanisms;
- Organise networking events;
- Develop and facilitate implementation of a joint action plan involving all HR management units;
- Review of the management framework for stakeholders of the civil service training system with recommendations;
- Develop and implement participative methodology and design for developing Training Strategy and HR Strategy;
- Prepare tender file including technical specifications for the supply of IT equipment within this project.

Activity 2: Preparation of various documents needed for approximation of laws and procedures regarding all civil servants status related issues

- Support the CSA in implementing the civil servants law particularly in the area of recruitment procedure, complaint/disciplinary procedure, implementation of code of conduct, performance assessment, and other areas which are relevant to the law;
- Comprehensive review of mechanisms in place to ensure the participation in various EU institutions and working groups;
- Review and enforcement of legal acts regulating the management of the civil service;
- Develop human resources planning system and facilitate implementation;
- Develop and present recommendations for increasing compliance with the established performance evaluation system;
- Implement actions arising from the Strategy for Public Administration Reform in the remit of the Civil Servants Agency;
- Policy advice.

Activity 3: Assistance to CSA regarding the equipment needed for improvement of the services the Agency provides to other institutions and citizens

- Review the existing IT equipment and develop a recommendations for its upgrading and/or replacement;
- Upgrade of the IT technology in place;
- Replacement of the obsolete technology and equipment;
- Develop training needs analyses for the new IT technology and equipment and ultimately develop and conduct relevant trainings.

Component 2: Support to the institutional capacities for the implementation of the public administration reform and the Public Servants Law

- Enhance the monitoring capacity for the implementation of the Public Servant Law;
- Establish efficient coordination and communication mechanisms with line institutions relevant for the implementation of the Public Servant Law;
- Implement capacity building activities, including on-the-job training, seminars, workshops, study visits etc;
- Enhance the procedures and mechanism to maintain Public Servants Register including relevant training;
- Develop a Code of Conduct of Public Servants;
- Organise visibility measures on the implementation of the Public Servant Law and the Code of Conduct of Public Servants before its adoption;
- Provide policy advice and draft legislation relevant to implementation of the Public Servant Law and the Public Administration Reform Strategy.

Management and contracting arrangements

The project activities would be implemented with different contracts, including a one Twinning arrangement. For this particular contract, a steering committee will be established to oversee the implementation process of the project activities. The twinning arrangement will also allow for administrative capacity building, training, integrity, legal development and addressing the cross-cutting issues. The project leaders will be responsible for the overall management, representation (co-ordination with the EU and other international bodies) as well as reporting to the Contracting Authority. Preparation of the technical specification for the supply contract will be done within the twinning.

A RTAs (Member State and Beneficiary Country) for the project will be responsible for the overall management, representation (co-ordination with the other international bodies), and reporting. The RTAs are responsible for appropriate management of resources. The Agency for Civil Servants will be directly responsible for co-ordination and management of the project from the beneficiary side and will support the Twinning project team in organisational and technical matters. Short and long term expertise will be engaged in the areas of assessment, drafting new rules and procedures, capacity development, trainings etc. Some of these experts will address the cross-cutting issues (see below). A pool of short-term expertise will be made available to assist the key experts and to carry out the activities in the remaining areas.

The contact persons and details for this contract would be developed in the process of preparation of the actual Twinning Fiche, prior to the submission to the MSs.

The expected contracting arrangements are:

- **One Twinning contract** will be concluded for the both components. The value of this contract will be EUR 1 800 000 out of which EUR 1 710 000 is IPA contribution and EUR 90.000 national co-financing. The twinning arrangement has an expected implementation period of up to 24 months;
- **One Supply contract** for the IT and other equipment. (Having in mind that all the equipment in the CSA will be more than 12 years old at the time of the beginning of the project a thorough revision of the same and reviewing of the possibility for its upgrade, including purchasing of some new items is a very specific field that shall be separately tendered and executed). The value of this contract will be EUR 500 000, out of which EUR 375 000 is IPA contribution, and EUR 125 000 national co-financing. The contract has duration of 18 months, 6 months delivery period and 12 months for the warranty period.

3.5. Conditionality and sequencing

The project includes the following conditionalities:

- Endorsement by all key stakeholders of the Terms of Reference, specifications for the individual contracts to be engaged;
- Appointment of counterpart personnel by the beneficiaries before the launch of the tender process;
- Allocation of working space and facilities by the beneficiaries for technical assistance before the launch of the tender process;
- Sufficient state funds for implementation of the Training and HRM strategy at central and local level;
- Secured funds for equipment from the state budget;

- Participation by the beneficiaries in the tender process as per EU regulations;
- Organisation, selection and appointment of members of working groups, steering and coordination committees, seminars by the beneficiaries as per work plan of the project;
- Appointing the relevant staff by the beneficiaries to participate in training activities as per work plan;
- CSA and GS sufficiently staffed and funded to take active involvement in the project.

In the event that conditions are not met, suspension or cancellation of projects will be considered.

3.6. Linked activities

This project aims to build upon and consolidate the results of a project under **IPA 2009** entitled "Technical Assistance to the Civil Servants Agency and Strengthening the Implementation of the National System for Training Coordination". The activities of this project are oriented towards supporting the country and the public administration in the process of fulfilling the EU pre-accession requirements, by providing advisory support to the public administration in order to ensure a consolidated support to key elements of the overall public administration reform process with specific reference to strengthening human resources management, including training management, coordination and ensuring capacity for generic training of civil servants.

One of the main objectives of the **IPA 2007** is the reform of the public administration: Strengthen the further development and implementation of the Public Administration Reform Strategy, which includes review and upgrading of the PAR Strategy. In that context assistance to CSA is also provided in view to strengthening of the operational capacity of the CSA in accordance with the EU standards by supporting capacity building of the CSA for human resources development, including the strengthening of its internal capacities for training management and implementation of priority activities envisaged under the National System for Coordination of Professional Development and Training of Civil Servants, and the Strategy for Training of Civil Servants.

Global Opportunities Fund – Reuniting Europe (GOFRE) - Phase 1 (April 2007 - 2009), a Programme supported by the Foreign and Commonwealth Office of the British Government. The objective of the project "Building administrative capacities for EU integration" was to provide technical assistance and advice to the General Secretariat and the Secretariat for European Affairs in the administration of the EU accession process through 5 distinct but clustered project areas: (1) Public administration reform in support of EU accession process; (2) Capacity building for implementation of the national communication strategy for EU integration; (3) Capacity building for EU integration; (4) Support to IPA preparations for central government structures; (5) Maintenance of the ICT framework to support the overall NPAA planning, co-ordination and monitoring mechanism. Among others, the GOFRE project, now re-named as SPFRE (Strategic Program Fund – Reuniting Europe) includes development of an IPA Training Facility Centre as well as preparation of curricula for training in training needs assessment, regulatory impact assessment, and European pre-accession processes. In the area of HR management, there is ongoing training for Heads of HR units in ministries and other administrative bodies. Additionally curricula for standards in management of HR units and for HR working methods will be developed and initial basic training for the members of the Training council will be conducted. The objective of the SPFRE (previous GOFRE) project "Building administrative capacities for EU integration",

Phase 2 (2009 – 2012), is to contribute to effective and efficient public administration able to respond to EU requirements and standards and to mobilise the general public, through four components: (1) Improving legislation and procedures; (2) Preparation for EU negotiation process; (3) Human Resource and Change Management in public administration; (4) Communicating for Europe.

World Bank Project (Dutch Trust Fund): the overall objective of the technical assistance is to assist the General Secretariat of the Government, the Ministry of Finance and the Civil Servants Agency to develop and implement a comprehensive strategic prioritisation process that takes into account strategic planning and policy making, budget formulation and public investment programming, human resource management and links proposed strategies with the achieved outcomes. The project is in the bidding stage.

Support has been provided through various **CARDS programmes** support to important elements of the overall PAR strategy, including the Strategy for Equitable Representation, the Strategy for Cooperation with the Civil Society as well as the Strategy for the Implementation of the Ohrid Framework agreement. Numerous sector strategies in fields such as environment, judiciary, police, and integrated border management and in other areas have also been produced. Several ministries and governmental bodies have been supported to strengthen their internal management capacities.

Sigma (Support for Improvement in Governance and Management) a joint initiative of the European Union (EU) and the Organisation for Economic Co-operation and Development (OECD), principally financed by the EU, is supporting the reform efforts in the country in priority areas through its work on some of the following projects: Support in the Development of a Civil Service Training Strategy (May - September 2008), Support for the Implementation of the Law on General Administrative Procedures (January - October 2008), Civil Service Reform and Public Administration Co-ordination and Assistance (March - December 2007), Advice on Amendments to the Civil Service Law (October 2004 – July 2005), Assistance to the Government Secretariat (April 2006 – December 2007).

Support has been foreseen through **IPA 2007 for CSA**. The project purpose is to contribute to a professional public administration that will enable appropriate implementation of the rule of law in compliance with national legislation, provide high level services to the citizens in a transparent manner, taking due account of EU regulations and best practices and in which the public will have trust. Among the five main objectives of the **IPA 2007 for GS** is also the reform of the public administration: Strengthen the further development and implementation of the Public Administration Reform Strategy, which includes review and upgrading of the PAR Strategy.

Under **IPA 2009** a support for the Training department and Training strategy 2012-2014 is foreseen. The project consists of three components. Each component is organised in specific activities that derive from two policy documents: the National System for Coordination of Training and Professional Development of the Civil Servants and the Strategy for Training of Civil Servants. The two components are interdependent and shall be implemented in parallel. This is due to the fact that capacity development support to CSA is closely linked to the strengthening of the training system – and vice versa. Therefore, attention shall be given to proper integration of activities of the two components and creating synergy amongst them. The third component Revision of the implementation of the Strategy for training of the civil servants shall be carried out subsequently.

Action plan for implementing and monitoring of the CSA training strategy

The Action Plan is constitutive part of the Civil Servants Training Strategy. The Action Plan reviews the measures and activities to be carried out in order to achieve the goals of the Strategy, which are as follows:

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

3.7. Lessons learned

In the context of the above mentioned projects a number of important lessons have been learned. The duration of the projects does often not provide for enough time to ensure their further sustainability so, this project emphasises longer termed support.

Capacity Building in general needs to be further tackled both as institutional and in terms of training individuals. The activities have to be better analysed prior to the start up and based on the specific needs of the CSA. The goals set in the project should have more realistic time frames and objectives. The focus of the project should be on outcomes (impact) instead of inputs and on the quantity of paper work and reports issued. In this way the Agency will be able to further carry out similar tasks on its own. This project aims to address these issues and ensure they are part of future activities.

Support has been provided through the CARDS programmes to several elements of the Public Administration Reform process, including decentralisation and development of strategy in specific areas (cooperation with civil society, equitable representation, integrated border management, police reform and others). While in most cases the individual projects succeeded in achieving their immediate objectives, the absence of support for an ‘overarching’ process was felt in horizontal areas, such as human resource management, linkages between the operational strategies developed within different ministries, linkages between strategic priorities and budget allocations, transparency and the approach to civil society and equitable representation.

Although general policies and strategies are mostly in place, the capacity of the government to implement those policies and strategies requires further reinforcement. This project responds to these lessons learned in that it focuses on strengthening the capacity of the relevant institutions to review and enforce relevant strategies, policies, and laws in the area of civil service management.

4. Indicative Budget (amounts in €)

			SOURCES OF FUNDING										
			TOTAL EXP.RE	TOTAL PUBLIC EXP.RE	IPA COMMUNITY CONTRIBUTION		NATIONAL PUBLIC CONTRIBUTION					PRIVATE CONTRIBUTION	
ACTIVITIES	IB (1)	INV (1)	EUR (a)=(b)+(e)	EUR (b)=(c)+(d)	EUR (c)	% (2)	Total EUR (d)=(x)+(y)+(z)	% (2)	Central EUR (x)	Regional/Local EUR (y)	IFIs EUR (z)	EUR (e)	% (3)
Twining	X		1 800 000	1 800 000	1 710 000	95	90 000	5	90 000				-
Supply		X	500 000	500 000	375 000	75	125 000	25	125 000				
TOTAL IB			1 800 000	1 800 000	1 710 000	95	90 000	5	90 000				
TOTAL INV			500 000	500 000	375 000	75	125 000	25	125 000				
TOTAL PROJECT			2 300 000	2 300 000	2 085 000	90	215 000	10	215 000				

NOTE: DO NOT MIX IB AND INV IN THE SAME ACTIVITY ROW. USE SEPARATE ROW

Amounts net of VAT

(1) In the Activity row use "X" to identify whether IB or INV

(2) Expressed in % of the **Public** Expenditure (column (b))

(3) Expressed in % of the **Total** Expenditure (column (a))

5. Indicative Implementation Schedule (periods broken down per quarter)

Contracts	Start of Tendering	Signature of contract	Project Completion
Twining Contract	Q1 2012	Q3 2012	Q3 2014
Supply Contract	Q2 2012	Q4 2012	Q2 2014

6. Cross cutting issues

The cross-cutting issues will be addressed throughout the project. Up to 10% of the budget of the service contract for tender support supervision and training may be allocated to assist the different beneficiaries to comply with European standards and best practices, implement relevant existing Government strategies and develop internal measures to ensure each cross-cutting issue is appropriately mainstreamed.

Throughout the project cycle, in particular when developing project ToR, state actors specifically addressing (one of) the cross cutting issues shall be consulted.

The mainstreaming of the cross cutting issues is regarded on two different levels: (a) Ensuring that the internal policies, structure or operating procedures of the beneficiary agency will conform to and promote the relevant principles outlined per section below and (b) ensuring that the products, outputs produced by the beneficiaries (e.g. laws, regulations, policies, and strategies) will conform to and promote the relevant principles outlined per section below.

6.1 Equal Opportunity and non-discrimination

The training activities will have in mind the Government Gender Strategy, while reference will be made to the EC Programme of Action for the mainstreaming of gender equality in community development cooperation (2001-2006). Equal participation in this project of women and men will be enforced at the start of the project.

6.2 Environmental considerations

N/A

6.3 Minorities and vulnerable groups

Where the main reference in the country in relation to minority groups is the Ohrid Framework Agreement, in an EU context, reference is made to the “Race directive” of 2000 (2000/43/EC of 29 June), which has an important impact on employment (incl. vocational training, working conditions, social protection etc.) and is also a crucial aspect of the acquis. The activities will aim to address the training of staff in the different aspects of mainstreaming minority and vulnerable groups.

6.4 Civil Society development and dialogue

The activities of this project will aim to achieving high standards of trained civil servants open to communication and consultation process with relevant stakeholders

6.5. Good governance, with particular attention to fight against corruption

One important outcome of this project will be improved transparency and effective enforcement of the rule of law in matters relating to civil service management. In the context of this project strategies and action plans will be developed in an inclusive fashion thereby enhancing the participation of all stakeholders.

ANNEX I - Log frame in standard format

LOGFRAME PLANNING MATRIX FOR Project Fiche: Technical assistance to institutions in charge of implementation of the civil service and public administration reform		Programme name and number: National Programme for the former Yugoslav Republic of Macedonia under the IPA Transition Assistance and Institution Building Component for 2010 CRIS number :	
		Contracting period expires two years from the date of the conclusion of the Financing Agreement	Execution period expires two years from the final date for contracting
			Disbursement period expires one year from the final date for execution of contracts.
		Total budget : EUR 2 300 000	IPA budget: EUR 2 085 000
Overall objective	Objectively verifiable indicators	Sources of Verification	
To improve institutional Government structures, processes, legislation in the civil service and public administration to better support the development of democratic society, growing market economy in view of future EU accession and membership.	Successful contracting and subsequent delivery of expertise	Contracting records and progress reports	
Project purpose	Objectively verifiable indicators	Sources of Verification	Assumptions
The purpose of the project is to strengthen institutional capacities for professional civil service and the public administration reform.	<ul style="list-style-type: none"> - Reviewed and developed training programmes and curricula; - Organised networking events; - Developed joint action plan involving all HR management units (at both central and local level); - Improved functioning of the HR network; - Reviewed management framework for stakeholders of the civil service training system; - Developed and implemented participative methodology and design for developing Training Strategy and HR Strategy; - Training budgets allocated by Government; - Explicit link of annual training programs with CSA training program; 	<ul style="list-style-type: none"> - Monthly monitoring progress report from SPO to CFCD; - Policy papers, training programmes, comparative studies with EU practices, sets of recommendations and similar documents; - The number of training and learning events organised and number of staff participating in those; - Improved and revised methodology for training needs assessment; - Revised legislation as regards the civil service; - New IT technology in place. 	<ul style="list-style-type: none"> - Government maintains consistent policy and commitment to the EU accession; - Public Administration Reform (PAR) remains one of the strategic priorities of the Government; - Training coordination mechanism is in place and priority actions are being implemented; - CSA is sufficiently staffed and funded to take active involvement in the project; - Ministries and other national stakeholders are ready to cooperate with the CSA in training coordination and general human resource

	<ul style="list-style-type: none"> - Number of assessment reports submitted to the CSA; - Number of CSA implemented measures arising from the revised PAR strategy; - Reviewed of mechanisms for the participation in various EU institutions and working groups; - Reviewed and enforced legal acts regulating the management of the civil service; - Developed human resources planning system; - Developed recommendations for increasing compliance with the established performance evaluation system; - Implemented actions arising from the Strategy for Public Administration Reform in the remit of the Civil Servants Agency; - Number of Strategies, Policies, Laws and Procedures Relating to the participation of the civil servants in various EU working groups and institutions prepared; - Number of Strategies, Policies, Laws and Procedures Relating to status related issues prepared; - Convened review of the technology and equipment in place; - Upgraded IT technology (and or equipment) in place; - Replaced old (out of date) technology (and or equipment); - IT (and other equipment) Training needs analyses convened; - Convened trainings; - Number of records (trainers and trainees) managed electronically; - Number of computers and other technology devices upgraded or replaced; - The number of implemented measures arising from the implementation of the 		<p>management activities;</p> <ul style="list-style-type: none"> - - Skopje training facility to be in place and functional.
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	Public Servant Law and PAR strategy.		
Results	Objectively verifiable indicators	Sources of Verification	Assumptions
<p>Component 1: Support to the CSA Results in relation with Activity 1: Preparation of new methodology for training needs assessment, preparation of Training Strategy and HRM Strategy for 2015-2017</p> <ul style="list-style-type: none"> - New training needs assessment methodology developed, approved and utilised; - Training Strategy 2015-2017 approved and budgeted; - Human Resources Development and Management Strategy 2015-2017 approved and budgeted and implemented; - Training coordination system of the civil service improved; - Capacity of the relevant stakeholders for civil servant training enhanced, including the network of human resources management units. <p>Results and measurable indicators in relation with Activity 2: Support of the legal department of CSA</p> <ul style="list-style-type: none"> - Prepared strategies, policies, laws and procedures relating to the participation of the civil servants in various EU institutions and working groups; - Prepared strategies, policies, laws and procedures relating to status related issues; - Prepared various documents needed for approximation of laws and procedures regarding civil servants status related issues. 	<ul style="list-style-type: none"> - Reviewed and developed training programmes and curricula; - Developed human resources planning system; - Organised networking events; - Developed joint action plan involving all HR management units (at both central and local level); - Improved functioning of the HR network; - Reviewed management framework for stakeholders of the civil service training system; - Developed and implemented participative methodology and design for developing Training Strategy and HR Strategy. <ul style="list-style-type: none"> - Reviewed mechanisms for the participation in various EU institutions and working groups; - Reviewed and enforced legal acts regulating the management of the civil service; - Developed recommendations for increasing compliance with the established performance evaluation system; - Implemented actions arising from the Strategy for Public Administration Reform in the remit of the Civil Servants Agency; - Number of strategies, policies, laws and procedures relating to the participation of the civil servants in various EU working 	<ul style="list-style-type: none"> - EC regular report; - EC up-dated country reports; - Annual report of the Steering Committee; - Project reports (quarterly, annual); - European Commission annual reports. 	

<p>Results and measurable indicators in relation with Activity 3: Assistance to CSA regarding the equipment needed for improvement of the services the Agency provides to other institutions and citizens</p> <ul style="list-style-type: none"> - Replaced and upgraded IT equipment; - Strengthened capacity of the CSA to assume its responsibilities arising from the Civil Servants Law and PAR Strategy; - Enhanced Public Administration Reform; - Policy advice provided to CSA in implementation of the civil servants law. <p>Component 2: Support to the institutional capacities for the implementation of the public administration reform and the Public Servants Law</p> <ul style="list-style-type: none"> - Monitoring mechanism for the implementation of the Public Servant Law improved; - Improved communication and cooperation with the line institutions for implementation of the Public Servant Law; - Staff trained on the methodology to coordinate the implementation of the Public Servant Law; - Strengthened capacity to maintain Public Servants Register - Code of Conduct of Public Servants developed; - Public debates on implementation of the Public Servant Law and Code of Conduct of 	<ul style="list-style-type: none"> groups and institutions prepared; - Number of strategies, policies, laws and procedures relating to status related issues prepared. <ul style="list-style-type: none"> - Number of convened trainings; - Number of records (trainers and trainees) managed electronically; - Number of computers and other technology devices upgraded or replaced. <ul style="list-style-type: none"> - The reporting produced by the monitoring system of the implementation of the Public Servant Law; - Frequency of coordination meetings with the responsible public servants in line institutions regarding the implementation of Public Servant Law; - Number of training organised and number of staff participating in training; - The Public Servants Register is operational; - The Code of Conduct of Public Servants is adopted; - The public consulted about the implementation of the Public Servant Law 		
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Public Servants conducted	and the Code of Conduct of Public Servants before its adoption.		
Activities	Means	Costs	Assumptions
<p>Component 1: Support to the CSA</p> <p>Activity 1: Preparation of new methodology for training needs assessment, preparation of Training Strategy and HRM Strategy for 2015-2017</p> <ul style="list-style-type: none"> - Support CSA Training Department in training needs assessments, and in reviewing and developing training programmes and curricula; - Support CSA in increasing the training coordination capacity and strengthening coordination mechanisms; - Organise networking events; - Develop and facilitate implementation of a joint action plan involving all HR management units; - Review of the management framework for stakeholders of the civil service training system with recommendations; - Develop and implement participative methodology and design for developing Training Strategy and HR Strategy; - Prepare tender file including technical specifications for the supply of IT equipment within this project. <p>Activity 2: Preparation of various documents needed for approximation of laws and procedures regarding all civil servants status related issues</p> <ul style="list-style-type: none"> - Support the CSA in implementing the civil servants law particularly in the area of 	<p>1 Twining contract;</p> <p>1 Supply contract.</p>	<p>Total cost: EUR 2 300 000 (EUR 2 085 000 IPA and EUR 215 000 national contribution)</p> <p>Twining contract :</p> <p>Overall cost 1 800 000 EUR IPA contribution: 1 710 000 EUR National co-financing: 90 000 EUR</p> <p>Supply contract:</p> <p>Overall cost 500 000 EUR IPA contribution 375 000 EUR National co-financing 125 000 EUR</p>	<p>Full commitment of the parties involved;</p> <p>The updated National System for Coordination of Training and Professional Development of the Civil Servants is in place;</p> <p>The Strategy for Training of Civil Servants (STRC) is available;</p> <p>The Full-time NSTC team is in place and sustainable prior to the start of contracting.</p>

<p>recruitment procedure, complaint/disciplinary procedure, implementation of code of conduct, performance assessment, and other areas which are relevant to the law;</p> <ul style="list-style-type: none"> - Comprehensive review of mechanisms in place to ensure the participation in various EU institutions and working groups; - Review and enforcement of legal acts regulating the management of the civil service; - Develop human resources planning system and facilitate implementation; - Develop and present recommendations for increasing compliance with the established performance evaluation system; - Implement actions arising from the Strategy for Public Administration Reform in the remit of the Civil Servants Agency; - Policy advice. <p>Activity 3: Assistance to CSA regarding the equipment needed for improvement of the services the Agency provides to other institutions and citizens</p> <ul style="list-style-type: none"> - Review the existing IT equipment and develop a recommendations for its upgrading and/or replacement; - Upgrade of the IT technology in place; - Replacement of the obsolete technology and equipment; - Develop training needs analyses for the new IT technology and equipment and ultimately develop and conduct relevant trainings. <p>Component 2: Support to the institutional capacities for the implementation of the public</p>			
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administration reform and the Public Servants Law

- Enhance the monitoring capacity for the implementation of the Public Servant Law;
- Establish efficient coordination and communication mechanisms with line institutions relevant for the implementation of the Public Servant Law;
- Implement capacity building activities, including on-the-job training, seminars, workshops, study visits etc;
- Enhance the procedures and mechanism to maintain Public Servants Register including relevant training;
- Develop a Code of Conduct of Public Servants;
- Organise visibility measures on the implementation of the Public Servant Law and the Code of Conduct of Public Servants before its adoption;
- Provide policy advice and draft legislation relevant to implementation of the Public Servant Law and the Public Administration Reform Strategy.

ANNEX II - Amounts (in EUR) Contracted and disbursed by quarter for the project

	2012				2013				2014			
Contracted	Q 1	Q 2	Q 3	Q4	Q1	Q2	Q 3	Q4	Q 1	Q2	Q 3	Q 4
Twining Contract			1 800 000									
Supply Contract				500 000								
Cumulated			1 800 000	2 300 000								
Disbursed												
Twining Contract			900 000				720 000				180 000	
Supply Contract				300 000		200 000						
Cumulated			900 000	1 200 000		1 400 000	2 120 000				3 000 000	

Annex III – Description of Institutional Framework

1. The Agency

The total number of employees in the Civil Servants Agency is 52.

According to the Budget of the country for 2009, the total amount designated to the CSA was 49.750.000 denars.

Planned new employments

	2009	2010	2011	2012
CSA ²	5	7	3	9
TS ³	1	3	1	3

- Legislation

Under the IPA 2007 financial support, Technical Assistance project - “Further alignment of legislation” The Agency for Civil Servants is “an autonomous state body” responsible for “the execution of professional, administrative and other activities related to the status, rights, duties and responsibilities” of Civil Servants.

This includes:

- Giving advice on the organisational structures of Ministries and other State Bodies;
- Giving advice on the classification of jobs and job descriptions in Ministries and other State Bodies;
- Developing and disseminating policies concerning human resources management (HRM), including the preparation and promulgation of the secondary legislation required by the Law on Civil Servants;
- Giving advice to Ministries and other State Bodies on training and professional development;
- Monitoring the application of approved HRM procedures by Ministries and State Bodies and providing advice as appropriate;
- Maintaining a central register of Civil Servants;
- Preparing reports on the ethnic composition of the civil service;
- Acting as an appeals body in cases of complaints regarding disciplinary measures, performance appraisal and recruitment;
- Providing annual reports to the Parliament on the work of the Agency and the application of the Law on Civil Servants.

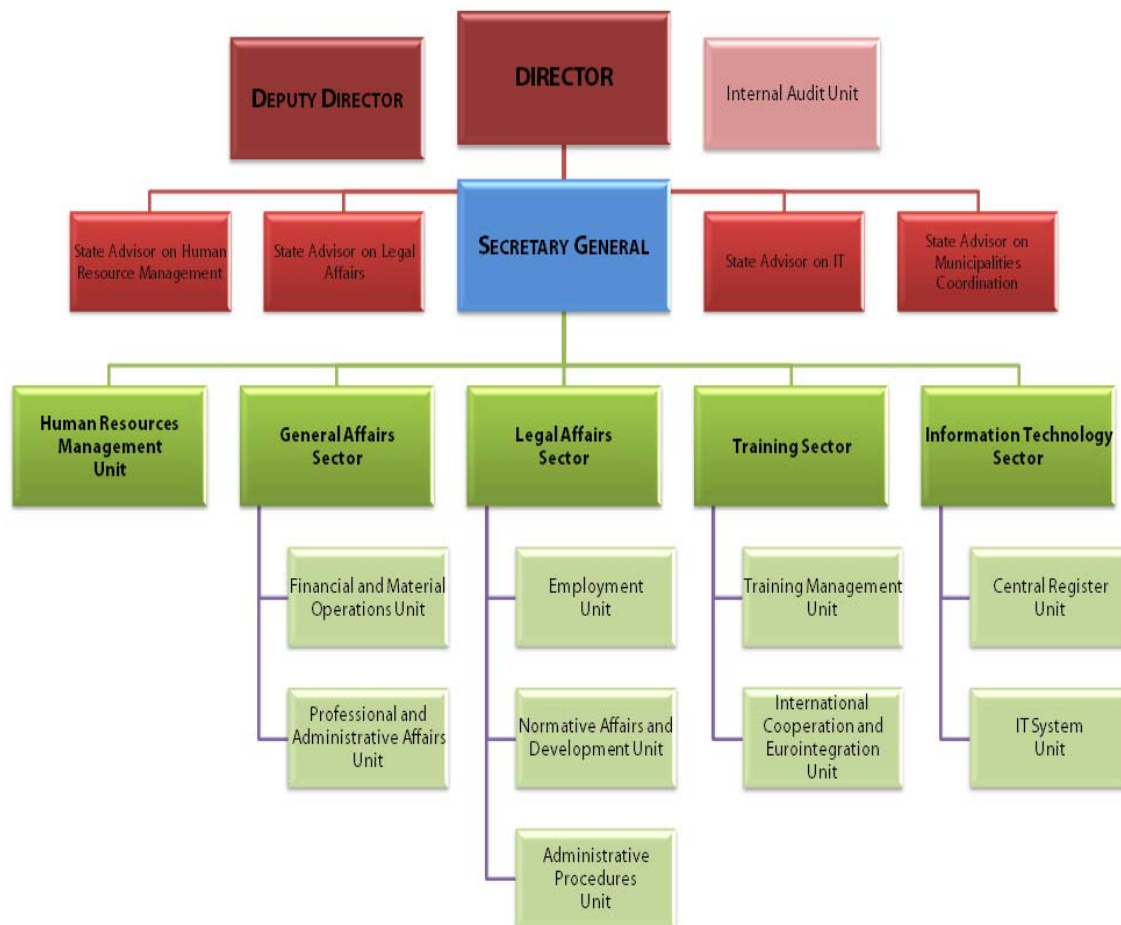
Overall responsibility for the work of the Agency is vested in the Director and Deputy Director who are accountable to the Parliament for the performance and operation of the Agency. Appointments to these positions are made by the Parliament on the recommendation of the Government.

² Civil Servants Agency

³ Training Sector

- **Organisation structure**

Please find below the organigram of the Civil Servants Agency



- **Functions and responsibilities**

Civil Servants Agency

In accordance with the Civil Servants Law (CSL), ADS is an autonomous state organ, a legal entity, which has the following functions and responsibilities:

- prepares and delivers acts and regulations that concern the civil servants, upon a preliminary opinion of the state organs;
- gives opinions for the acts of organisation and systematisation of the state organs;
- maintains a central register of the civil servants;
- gives proposals for job descriptions and positions as provided by the CSL;
- develops employment policies, policies for selection of candidates for civil servants, dismissal from employment, salaries and supplements, evaluation,

classification and description of jobs and disciplinary responsibility of the civil servants;

- coordinates the activities as regards the training and professional development of the civil servants;
- provides for the unique appliance of the laws and regulations as regards the civil servants;
- promotes the effectiveness of the civil servants and other duties as foreseen in the CSL.

Training Sector



The sector consists of two (2) units

International cooperation and EU integration unit

Prepares platforms for international cooperation, takes measure and activities for providing conditions for international cooperation as regards the professional development, follows the development of the legislation in the field of civil service in the countries in the European Union, undertakes measures for realisation of the technical assistance etc

Training management unit

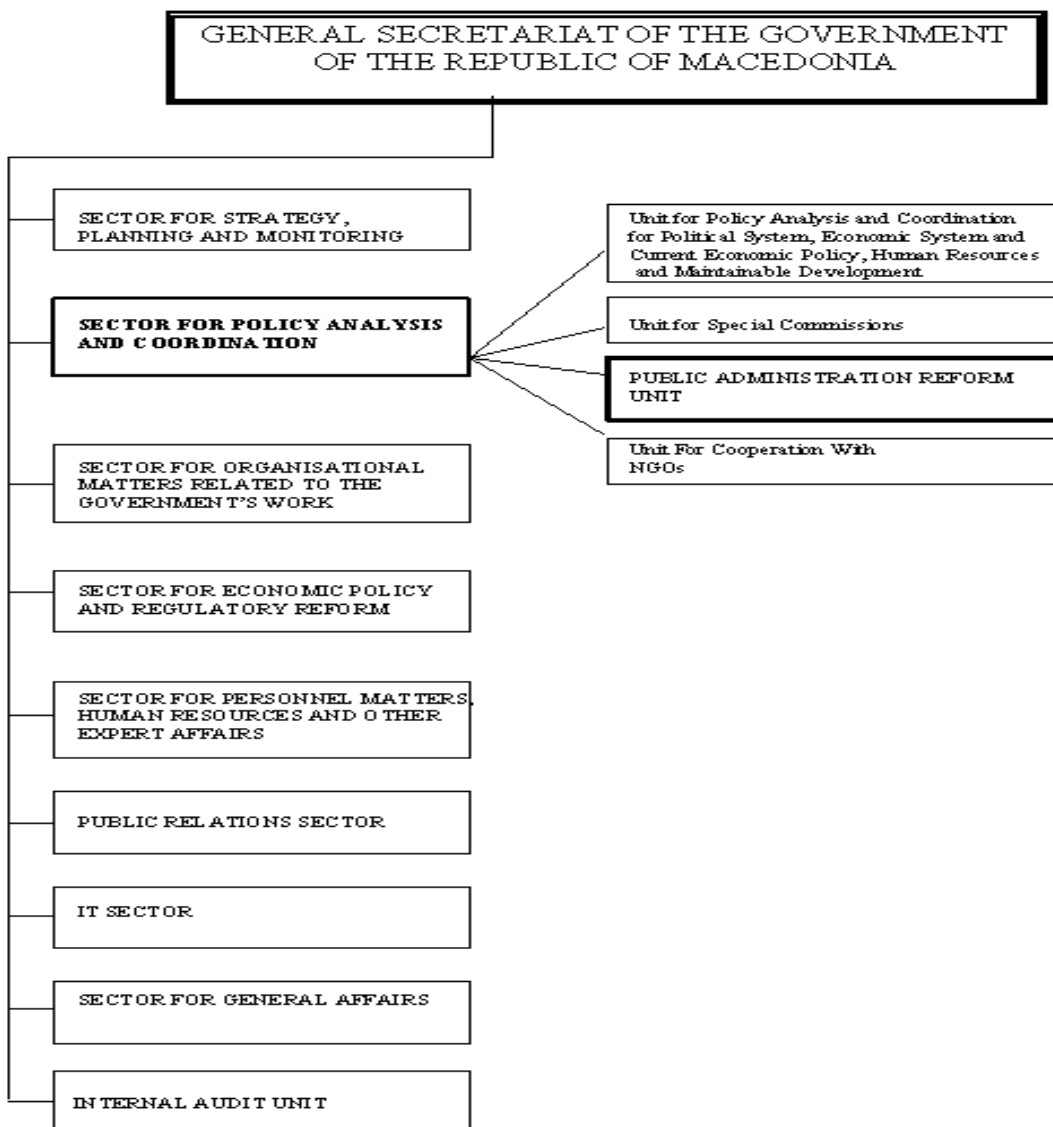
Prepares a strategy for training of the civil servants, undertakes measure and activities for realisation of the programs and projects for professional development and training, gathers data for the convenes trainings and professional development of the civil servants both in the county and abroad, provides and delivers data for the training activities, organises congresses, seminars, work-shops and other forms of trainings..

2. General Secretariat of the Government

The General Secretariat is an expert service of the Government that provides expert and logistical support to the Government and contributes to the adoption of high quality, coherent and coordinated decisions of the Government.

Sectors and Units are established dependant on the type, the scope, the level and the degree of complexity of the work as well as of the inter-relations, responsibility and other factors and conditions for successful functioning of the General Secretariat.

The Sector for Policy Analysis and Coordination is one of nine sectors within General secretariat. This Sector has 27 public servants.



The Sector for Policy Analysis and Coordination:

- ensures the consistency of draft legislation and other materials submitted to the Government and its working bodies, making sure that they are based upon analysis of a high quality;
- cooperates with and coordinates the ministries in resolving issues of a strategic nature where there are different opinions and positions, in order to achieve agreement regarding the specific policy initiative and maximise its impact on the achievement of the Government's Strategic Priorities;
- ensures the prompt preparation for sessions of working bodies and expert bodies of the Government - the Legal and Economic Councils and prepares reports and minutes from their work;
- oversees and coordinates Public Administration Reform in the country; and
- develops cooperation with organisations and institutions from the non-governmental sector.

In accordance with the acts for internal organisation and systematisation of working positions in the General Secretariat of the Government, in December 2004, the Public Administration Reform Unit was established under the Sector for Policy Analysis and Coordination of the General Secretariat of the Government. The Unit has five 5 public servants.

Competences of the Public Administration Reform Unit are:

- To oversee and coordinate public administration reform;
- To assess the implications of the strategic priorities of the Government for public administration reform;
- To prepare reports on the achievement of progress in public administration reform for the General Collegiums, working bodies of the Government and for the Government, including reports for presentation to international organisations and institutions;
- To coordinate donor funded projects supporting public administration reform;
- To ensure communication and cooperation with all participants in the process of public administration reform.

ANNEX IV - Reference to Laws, Regulations and Strategic Documents

Reference to Laws, Regulations and Strategic Documents

Key Laws, Regulations and Strategic Documents on Civil Service:

- Law on Civil Servants (“Official Gazette” No59/00;
- Secondary legislation adopted by the Government:
 - Decree on the principles of internal organisation of the state administration bodies;
 - Decree on the description of positions of civil servants.
- Secondary legislation adopted by the Civil Servants Agency:
 - Rulebook on the manner, procedure and criteria for carrying out the professional and trainee examinations;
 - Rulebook on the criteria and standards, as well as the procedure of employment and selection of civil servants;
 - Rule of Procedure of CSA’ Commission for deciding in second instance on appeals and complaints;
 - Rulebook on the manner and procedure of evaluation of civil servants;
 - Rulebook on establishing jobs posing serious risks on civil servants’ life and health;
 - Guidelines on the detailed criteria for granting monetary awards to civil servants;
 - Code of Ethics for civil servants;
 - Rulebook on carrying out a disciplinary procedure for determining disciplinary offences;
 - Rulebook on the format and content of forms containing civil servants’ data;
 - Rulebook on the content of the annual report on the data of the register of civil servants;
 - Guidelines on the content of the annual report on adequate and equitable representation of communities;
 - Rulebook on the manner, procedure and criteria for carrying out the transitional exam.

Reference to AP/ NPAA / EP/ SAA

The project will address the **SAA**, which stipulates achieving a professional public administration of the country that can respond to the requirements of the Community.

The **National Plan for Adoption of Acquis** with regard to Administration reforms intends to further develop the legal framework, harmonise with the Acquis and strengthen the capacity of the CSA. With regards to the PAR in particular, the NPAA, *inter alia*, foresees activities aimed at administrative capacity strengthening by means of provision of continuous training, update of the existing Training Needs Assessment Analysis for Civil Servants, continuous support to the Network of human resources management units, strengthening of the EU Sectors established within the Ministries, etc.

The **Accession Partnership** identifies as a key priority the administration reform, including the need to increase administrative capacity to implement the legislation and the need to further approximate legislation and procedures to the acquis.

“Public administration:

- Introduce a merit-based career system in order to build an accountable, efficient and professional public administration at central and local level;
- Ensure effective implementation of the code of ethics for civil servants;
- Strengthen administrative capacity, notably by developing the capacity for strategic planning and policy development as well as enhancing training, and develop a general strategy on training for civil servants;
- Implement effectively the measures adopted to ensure transparency in the administration, in particular in the decision-making process, and further promote active participation by civil society;
- Pursue implementation of the reforms of the law enforcement agencies;
- Ensure adequate administrative capacity to programme and manage IPA funds effectively.

Reference to MIPD

In the planning period 2009-2011 the major share of IPA assistance will be oriented towards Institution-Building, which is delivered through component I. The funds under this component are substantial and allow a wide range of activities to be supported. Nonetheless, the strategic choice is concentrated around three areas of intervention, which are included in the priorities identified in the Accession Partnership: (i) implementation of sectoral reforms; (ii) transposition and implementation of the *acquis* and (iii) support to the implementation of decentralised management of EU funds. Assistance will continue to support the consolidation and enforcement of sectoral reforms (i.e. public administration reform, judicial reform, police reform, etc.) that have been adopted. The MIPD 2009-2011 foresees support towards advancing the public administration reform. The emphasis will be on assisting (1) the implementation of a sound human resource management strategy, including a merit-based career system, and ensuring the implementation of the code of ethics, (2) the development of strategic planning capacities, (3) the development and implementation of sound public financial management and control systems, and (4) improving accountability and transparency.

Reference to EC Progress Report 2009

Overall, some progress was made on implementing public administration reform, including reform of the civil service, which is a key priority of the Accession Partnership. The amendments to the Law on the Civil Service strengthened the provisions aiming to ensure merit based recruitment and promotion of civil servants. A functioning training system has been established and some additional staff has been allocated in key areas. However, further efforts to ensure transparency, professionalism and independence of public administration are required. Respect for the provisions and the spirit of the law needs to be ensured in practice.

Reference to past EU assistance

Support has been provided through the **CARDS** programmes to several elements of the Public Administration Reform process, including decentralisation and development of strategy in specific areas (cooperation with civil society, equitable representation, integrated border management, police reform and others). While in most cases the individual projects succeeded in achieving their immediate objectives, the absence of support for an ‘overarching’ process was felt in horizontal areas, such as human resource management, linkages between the operational strategies developed within different ministries, linkages between strategic priorities and budget allocations, transparency and the approach to civil society and equitable representation. Although

general policies and strategies are mostly in place, the capacity of the government to implement those policies and strategies requires further reinforcement.

Through various CARDS programmes support has been provided to important elements of the overall PAR strategy, including the Strategy for Equal Representation, the Strategy for Cooperation with the Civil Society as well as the Strategy for the Implementation of the Ohrid Framework agreement. Numerous sector strategies in fields like environment, judiciary, police, and integrated border management and in other areas have also been produced. Several ministries and governmental bodies have been supported to strengthen their internal management capacities.

Reference to IPA 2007

The project purpose is to contribute to a professional public administration that will enable appropriate implementation of the rule of law in compliance with national legislation, provide high level services to the citizens in a transparent manner, taking due account of EU regulations and best practices and in which the public will have trust. One of the main objectives of the IPA 2007 is the reform of the public administration: Strengthen the further development and implementation of the Public Administration Reform Strategy, which includes review and upgrading of the PAR Strategy. In that context assistance to CSA is also provided in view to strengthening of the operational capacity of the CSA in accordance with the EU standards by supporting capacity building of the CSA for human resources development, including the strengthening of its internal capacities for training management and implementation of priority activities envisaged under the National System for Coordination of Professional Development and Training of Civil Servants, and the Strategy for Training of Civil Servants.

Reference to IPA 2009

Under **IPA 2009** a support for the Training department and Training strategy 2012-2014 is foreseen. The overall project has three components. Each component is organised in specific activities that derive from two policy documents: the National System for Coordination of Training and Professional Development of the Civil Servants and the Strategy for Training of Civil Servants. The two components are interdependent and shall be implemented in parallel. This is due to the fact that capacity development support to CSA is closely linked to the strengthening of the training system – and vice versa. Therefore, attention shall be given to proper integration of activities of the two components and creating synergy amongst them. The third component Revision of the implementation of the Strategy for training of the civil servants shall be carried out subsequently.

ANNEX V - Details per EU funded contract

The project activities would be implemented with different contracts, including a one Twinning arrangement. For this particular contract, a steering committee will be established to oversee the implementation process of the project activities. The twinning arrangement will also allow for administrative capacity building, training, integrity, legal development and addressing the cross-cutting issues. The project leaders will be responsible for the overall management, representation (co-ordination with the EU and other international bodies) as well as reporting to the Contracting Authority. Preparation of the technical specification for the supply contract will be done within the twinning.

A RTAs (Member State and Beneficiary Country) for the project will be responsible for the overall management, representation (co-ordination with the other international bodies), and reporting. The RTAs are responsible for appropriate management of resources. The Agency for Civil Servants will be directly responsible for co-ordination and management of the project from the beneficiary side and will support the Twinning project team in organisational and technical matters. Short and long term expertise will be engaged in the areas of assessment, drafting new rules and procedures, capacity development, trainings etc. Some of these experts will address the cross-cutting issues (see below). A pool of short-term expertise will be made available to assist the key experts and to carry out the activities in the remaining areas.

The contact persons and details for this contract would be developed in the process of preparation of the actual Twinning Fiche, prior to the submission to the MSs.

The expected contracting arrangements are:

- **One Twinning contract** will be concluded for the both components. The value of this contract will be EUR 1 800 000 out of which EUR 1 710 000 is IPA contribution and EUR 90 000 national co-financing. The twinning arrangement has an expected implementation period of up to 24 months;
- **One Supply contract** for the IT and other equipment. (Having in mind that all the equipment in the CSA will be more than 12 years old at the time of the beginning of the project a thorough revision of the same and reviewing of the possibility for its upgrade, including purchasing of some new items is a very specific field that shall be separately tendered and executed). The value of this contract will be EUR 500 000, out of which EUR 375 000 is IPA contribution, and EUR 125 000 national co-financing. The contract has duration of 18 months, 6 months delivery period and 12 months for the warranty period.