

FINAL VERSION

1. Basic information

1.1 CRIS Number: 2009/021-665

1.2 Title: Technical Assistance to the Civil Servants Agency (CSA) and Strengthening the Implementation of the National System for Training Coordination

1.3 ELARG Statistical code: 1.34

1.4 Location: Civil Servants Agency (CSA), Skopje

Implementing arrangements

1.5 Implementing Agency

The Central Finance 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, upon conferral of management. The Head of CFCD will act as the Programme Authorising Officer (PAO) of the project.

Mrs. Radica Koceva (PAO)
Central Financing and Contracting Department
Ministry of Finance
Tel: +389-2-3231 219
Fax: +389-2- 3106 612
e-mail: radica.koceva@finance.gov.mk

1.6. Beneficiary (including details of SPO)

Contacts:

Mr. Metodija Dimovski, Secretary General and SPO of the CSA
E-mail: m.dimovski@ads.gov.mk; telephone: ++389 (0) 2 - 3094 212

Financing

1.7. Overall costs (VAT excluded)¹: EUR 1 100 000

1.8. EU contribution: EUR 990 000

1.9. Final date for contracting

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

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.

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

Development of a professional, competent, efficient, accountable, and ethical civil service offering transparent high-quality services to citizens and businesses.

2.2. Project purpose

The purpose of the present project is to strengthen both the national system for training coordination and the implementation of the regulatory framework relating to the management of the civil service.

2.3. Link with AP/NPAA /EP/SAA

The project will address the SAA, which stipulates achieving a professional public administration of the former Yugoslav Republic of Macedonia that can respond to the requirements of the Community.

2.3.1 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*.

2.3.2 The National Programme for Adoption of the *Acquis Communautaire* with regard to Administration reforms intends to further develop the legal framework, harmonise with the *Acquis* and strengthen the capacity of the CSA.

2.3.3 The Progress Report 2008 notes that “Overall, some progress has been made in reforming public administration, which is a key priority of the Accession Partnership. However, greater priority needs to be given to establishing a public administration which is transparent, professional and free of political interference.”

2.4. Link with the MIPD

The Multi-Annual Indicative Planning Document indicates the following: “In order further to improve the country’s alignment with the political criteria, and taking into account commitments made under the SAA, EU assistance will continue to help to advance the public administration reform by supporting the implementation of a comprehensive Public Administration Reform strategy, which will streamline administrative procedures and improve the capacity of the public administration”.

2.5. Link with the National Development Plan

The National Development Plan makes the following assessment on public administration: “Low level of administrative capacity to effectively design and implement policies; Lack of qualified, motivated and committed public administration; Status and responsibilities of the employees in public administration and public services are not adequately legally regulated”. Among the six main objectives of the NDP is also the reform of the public administration: “To strengthen the capacity of human resources in the public administration” and “To undertake measures for capacity strengthening of human resources in the public administration

2.6. Link with national/sectoral investment plan

N/A

3. Description of project

3.1. Background and justification

3.1.1 Past and current developments in the civil service

A Public Administration Reform Strategy was adopted by the Government in 1999. 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. Specific objectives are the further development of the established strategic planning process in ministries and strengthening of the link with the budgeting process; ensuring equitable representation of minorities in the public administration (including the judiciary) and public enterprises; further development of human resources, including strengthening capacities for management of training and further implementation of the National System for Training Coordination; and engaging in fruitful cooperation with civil society. Amongst other activities, the PAR Unit was established within the General Secretariat.

The key legislation defining the public administration system was adopted two years after the adoption of the PAR Strategy. The Law on Government regulates the responsibilities of the Government as a collective body and of the Prime Minister and the ministers as individuals. It also defines the way of operation and the official documents through which the Government adopts and implements its decisions. The Law on Organisation and Operation of the State Administration Bodies defines the number of ministries, their subordinate bodies and other administrative bodies, their responsibilities and principles of operation. The Law on Civil Servants defines the status, duties and responsibilities of the civil servants, salaries, recruitment, promotion and termination procedures, as well as performance appraisal of civil servants.

Out of approximately 110,000 employees in the Republic of Macedonian public sector, only some 10% are civil servants covered by the Law on Civil Servants. The Law defines civil servants as 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.

A Civil Servants Agency (CSA) was established under the Law on Civil Servants in 2000. The CSA 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 International Cooperation and Expert Improvement including the Unit for Training, Sector for Legal Affairs, Sector for Information technology and two units – Unit for HR Management and Unit for Internal Audit, with a training facility centre in Bitola.

The SIGMA report for 2008, in the context of the country's administration, underlined the need to put in place more effective mechanisms for the overall planning of human resource needs across the entire civil service. In addition although the report noted progress made encouraged the CSA to ensure the uniform implementation of the new statute for civil servants and the more professional management of human resources across state bodies in practice are still weak.

Problems to be addressed

With regard to the civil service, the Government and the Civil Servants Agency (CSA) recognise² that there are specific issues to be addressed:

- Level of administrative capacity to effectively design and implement policies;
- Number of qualified, motivated and committed civil and public servants;
- Level of equitable representation in the public administration;
- Consolidation of reforms of the public administration;
- Efficiency and accountability of the public administration as a whole.

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:

- Training is carried out ad hoc and human resources management is uncoordinated;
- There are still rigorous budget restrictions, and a predominance of external financing of training programmes;
- Most training is driven by supply instead of demand, while the selection of training is often based on factors other than needs;
- 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.

Consequently, one of the main priorities of the CSA remains the further strengthening of their cooperation with the various ministries and administrative bodies, including the establishment of a human resources units network and strengthening the coordination function of the CSA in training of the civil servants. The CSA applies the policies and mechanisms endorsed both in the newest Training Strategy and in the National System for Training Coordination, while the

² See Public Administration Reform Strategy, National System for Coordination of Training and Professional Development of Civil Servants, National Programme for the adoption of *acquis communautaire*, National Development Plan, Ohrid Framework Agreement, CSA Annual Report.

overall framework remains the PAR Strategy, government strategic priorities, and the institutional needs for effective European integration.

Government response

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. The Action Plan further emphasizes the relevance of the coordination of human resources policies and establishes concrete priorities, including development of institutional and policy mechanisms, the promotion of an independent, professional and efficient civil service, capacity development of CSA, and continuation of implementation of the legal framework.

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, *i.a.*, require the establishment of human resource units in line ministries and other administrative authorities; b) Government Decree on the Description of Civil Servants' Job Positions (September 2007) aimed at modernising job descriptions and, consequently, the means of training needs analysis and planning; 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" - initially 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 has decided to develop an electronic system for application and selection of trainers and trainees. 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. 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.

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 CSA's managers. This will ensure a longer term capacity of the CSA, mainly in the area of Human Resources Development, including the strengthening of internal capacities for training management and capacity building to strengthen the implementation of the National System for Training Coordination, strengthened training coordination mechanism with other Government sections relevant for the implementation of Human Resource Management activities.

3.3. Results and measurable indicators

The expected results are a continuation of the achievements expected under the IPA 2007 project which will assist the CSA in its capacity building:

Component 1: Implementing the National System for Training Co-ordination, and the Strategy for Training of Civil Servants

The specific results to be achieved by the project are:

1. Training Strategy 2012-2014 approved and budgeted;
2. Human Resources Development and Management Strategy 2012-2014 approved and budgeted;
3. Capacity of the relevant stakeholders for civil servant training enhanced, including the network of human resources management units ;
4. Training Management Information System fully functional.

The measurable indicators are:

- Training budgets allocated by Government;
- A functioning Training Management Information System which will allow the CSA to coordinate, monitor, correct training plans (specific and generic) throughout the civil service;
- Number of Annual Training Programmes;
- Number of HR networking events and activities;

- Number of records (trainers and trainees) managed electronically.

Component 2: Implementing Strategies, Policies, Laws and Procedures Relating to the Management of the Civil Service

The specific results to be achieved by the project are:

1. Capacity of the CSA to co-ordinate the enforcement of the LCS enhanced;
2. Capacity of the CSA to assume its responsibilities arising from the Strategy for Public Administration Reform enhanced;
3. Recommendations regarding internal procedures are drafted;
4. Efficient implementation of Strategies and Policies regarding the CSA.

The measurable indicators are:

- Number of assessment reports submitted to the CSA;
- Compliance rate with the performance evaluation system;
- Number of vacant positions in the civil service;
- The number of CSA implemented measures arising from the revised PAR strategy;
- Delivered and implemented recommendations regarding the different strategies, policies, implementing legislation, internal procedures, etc.

3.4. Activities

Component 1: Implementing the National System for Training Co-ordination, and the Strategy for Training of Civil Servants

The following activities have been foreseen:

1. Capacity building of the CSA Training Department and HR Management unit in training needs assessments, and in reviewing and developing annual generic training programmes and curricula;
2. Organise networking events involving HR management units;
3. Develop and facilitate implementation of a joint action plan involving all HR management units;
4. Capacity building to strengthen the implementation of the National System for Coordination of Training (incl. coordination of training systems both generic and specialised);
5. Review with recommendations of the management framework for stakeholders of the civil service training system;
6. Develop and implement participative methodology and design for developing Training Strategy and HR Strategy ;
7. Develop and implement Training Management Information System.

Component 2: Implementing Strategies, Policies, Laws and Procedures Relating to the Management of the Civil Service

The following activities have been foreseen:

1. Comprehensive review of mechanisms in place to ensure the enforcement of legal acts regulating the management of the civil service
2. Develop human resources planning system and facilitate implementation
3. Develop and present recommendations for increasing compliance with the established performance evaluation system

4. Implement actions arising from the Strategy for Public Administration Reform in the remit of the Civil Servants Agency;
5. Drafting internal procedures and implementing legislation;
6. Assessment of the training needs and development of training programmes for CSA staff in issues relating to the enforcement of the Law on Civil Servants.

Management and contracting arrangements

The project is composed of 2 inter-related components. Therefore, the project will be implemented through a strong coordination mechanism. A steering committee will be established to supervise the project at the highest level, and chaired by the Director of the CSA. The European Commission Delegation shall be invited to participate in the Steering Committee with an observer status.

Advisory services will be provided to the beneficiary through a service contract. The TA contract will provide next to a team leader additional expertise to assist in key tasks, e.g. in the field of administrative capacity building, training, legal development and others. Some of these experts will address the cross-cutting issues. The TA contract will assist the CSA in the design of the specifications of the further services to be procured.

The core project team – consisting of the team leader and other experts will be placed within the CSA. The team leader will be responsible for the overall management, representation (coordination with the EU and other international bodies) as well as reporting and the coordination of activity development in the different components of the project. The team leader is responsible for the appropriate management of resources. During the inception phase of the project, a detailed deployment plan will be developed under the guidance of the Steering Committee.

Management structure

The Steering Committee (SC) will consist of a chair, being the Director of the Civil Servants Agency, and other members to be identified during ToR preparation. Final membership of the Steering Committee will be agreed with the Contracting Authority. The project manager, responsible for project progress will be a member of the TA Team.

The expected contracting arrangements are:

One Service contract will be concluded for the development and delivery of the associated consulting services and software solution. The procurement procedure is expected to start in Q2 2010, with maximum duration up to 24 months. The overall value of the contract is EUR 1 100 000, out of which IPA funds are EUR 990 000 and the national co-financing is EUR 110 000.

3.5. Conditionality and sequencing

1. Endorsement by all key stakeholders of the Terms of Reference, specifications for the individual contracts to be engaged;
2. Appointment of counterpart personnel by the beneficiaries before the launch of the tender process;

3. Allocation of working space and facilities by the beneficiaries for technical assistance before the launch of the tender process;
4. Participation by the beneficiaries in the tender process as per EU regulations;
5. Organisation, selection and appointment of members of working groups, steering and coordination committees, seminars by the beneficiaries as per work plan of the project;
6. Appointing the relevant staff by the beneficiaries to participate in training activities as per work plan;
7. The CSA is sufficiently staffed and funded to undertake active involvement in the project;
8. The CSA Training unit functional and staffed with sufficient number of civil servants;
9. Training premises in Skopje established and functional.

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 2007** 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.

The purpose of the IPA 2007 project is the 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.

The concept of ReSPA (Regional School for Public Administration), financed under IPA 2009 Multi-Beneficiary Programme was developed with the objective to boost regional co-operation in the field of public administration, strengthening administrative capacity and developing human resources in line with the principles of the European Administrative Space. In the SAP perspective, ReSPA is one of the mechanisms through which Countries and Entities have agreed to develop regional co-operation in the perspective of, eventually, joining the European Union (EU). By helping to improve public administration, the school will have an indirect influence on enhancing the rule of law and transparency. Gradually, ReSPA will not only become a training provider, but become the nucleus of a network of the existing Schools of Public Administration in the region and play an advisory role in improving the performance of national administrations. A strong coordination between the Respa activities and the CSA activities will need to be developed in order to avoid any kind of overlapping between the two projects. (The 2009 Respa Work Programme is available on: <http://www.respaweb.eu/>).

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).

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, the terms and indicators of successfulness. The Civil Servants Training Strategy sets forth the following concrete goals:

- 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.

These goals refer to the period covered in the Strategy, i.e. 2009-2011, according to which the deadlines for carrying out the measures and activities are appropriately defined. At the beginning of the third year of the implementation of the Strategy, activities of planning further actions of development of the training system in the next three-year period shall commence.

Each of the above goals may be treated as a project containing appropriate measures and activities, deadlines and success indicators.

In order to provide as efficient implementation of the Strategy as possible, the Civil Servants Agency (hereinafter “CSA”) shall, as an organ primarily responsible for the carrying out, coordination and monitoring of the Strategy’s implementation, appoint adequate number of coordinators (in compliance with the complexity of the tasks) to be responsible for implementation, coordination and monitoring of the respective goal. Each coordinator shall prepare more detailed action plans for the goal they are responsible. Coordinators shall be in constant communication and coordination between each other in order to provide uniform implementation of the goals of the Strategy. Project managers will answer to CSA’s Secretary General.

In the initial period, coordinators shall answer for their work to CSA’s Secretary General, and after establishing and equipping the Training Department with personnel, the responsibility of implementation, coordination and monitoring thereof shall be taken over by the employees of the Department. The full text of the Training Strategy is available at www.ads.gov.mk

3.7. Lessons learned

In the context of the above mentioned projects some 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	IPA COMMUNITY CONTRIBUTION		NATIONAL CONTRIBUTION					PRIVATE CONTRIBUTION	
ACTIVITIES	IB (1)	INV (1)	EUR (a)=(b)+(c)+(d)	EUR (b)	%(2)	Total EUR (c)=(x)+(y)+(z)	%(2)	Central EUR (x)	Regional/ Local EUR (y)	IFIs EUR (z)	EUR (d)	%(2)
Activities 1 and 2												
Service Contract	X	-	1 100 000	990 000	90	110 000	10	110 000	--	-	--	
TOTAL IB			1 100 000	990 000	90	110 000	10	110 000	-	-	-	-
TOTAL INV			-	-	-	-	-	-	-	-	-	-
TOTAL PROJECT			1 100 000	990 000	90	110 000	10	110 000				

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))

In case of local or foreign training the project will fund from incidentals – whenever necessary - the renting of training rooms and equipment, the printing of training material and accessories as well as per diems/allowances for participants in the way and to the level normally financed by the government, but never higher than the per diem rates published by the EU.

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

Contracts	Start of Tendering	Signature of contract	Project Completion
Service Contract	Q2 2010	Q4 2010	Q4 2012

6. Cross cutting issues

6.1 Civil Society development and dialogue

At this stage it is not envisaged that the project will have a component addressing civil society issues however nonetheless proper consideration will be taken into consideration of such issues where relevant and appropriate in the project.

6.2 Environmental considerations

It is not envisaged that the project will have a direct component addressing environment. Nonetheless due consideration will be taken into consideration of environmental best practice where relevant and appropriate in the project.

6.3 Equal Opportunities 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.

6.4 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.

6.5 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.

ANNEXES

- 1- Log frame in Standard Format
- 2- Amounts contracted and Disbursed per Quarter over the full duration of Programme
- 3- Description of Institutional Framework
- 4 - Reference to laws, regulations and strategic documents:
 - Reference list of relevant laws and regulations
 - Reference to AP /NPAA / EP / SAA
 - Reference to MIPD
 - Reference to National Development Plan
 - Reference to national / sector investment plans
- 5- Details per EU funded contract (*) where applicable:
 - For *TA contracts*: account of tasks expected from the contractor
 - For *twinning covenants*: account of tasks expected from the team leader, resident twinning advisor and short term experts
 - For *grants schemes*: account of components of the schemes
 - For *investment contracts*: reference list of feasibility study as well as technical specifications and cost price schedule + section to be filled in on investment criteria (**)
 - For *works contracts*: reference list of feasibility study for the *constructing works* part of the contract as well as a section on investment criteria (**); account of services to be carried out for the *service part* of the contract

(*) non standard aspects (in case of derogation to PRAG) also to be specified

(**) section on investment criteria (applicable to all infrastructure contracts and constructing works):

- Rate of return
- Co financing
- compliance with state aids provisions
- Ownership of assets (current and after project completion)

ANNEX 1- Logical framework matrix in standard format

LOGFRAME PLANNING MATRIX FOR Project Fiche: Technical Assistance to the CSA and strengthening the implementation of the National System for Training Coordination	Programme name and number: National Programme for the former Yugoslav Republic of Macedonia under the IPA Transition Assistance and Institution Building Component for 2009 CRIS number : 2009/021-665		
	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 1 100 000	IPA budget: EUR 990 000

Overall objective	Objectively verifiable indicators	Sources of Verification	
Development of a professional, competent, efficient, accountable, and ethical civil service offering transparent high-quality services to citizens and businesses.	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 present project is to strengthen both the national system for training coordination and the implementation of the regulatory framework relating to the management of the civil service.	<ul style="list-style-type: none"> • Training budgets allocated by Government; • A functioning Training Management Information System which will allow the CSA to coordinate, monitor, correct training plans (specific and generic) throughout the civil service; • Number of Annual Training Programmes ; • Number of HR networking events and activities ; • Number of records (trainers and trainees) managed electronically; • Number of complaints against unfair treatment; Number of reports on violations against civil service laws and regulations.	<ul style="list-style-type: none"> • Number of 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; • Developed system for electronic selection of domestic and external trainers and experts. 	<ul style="list-style-type: none"> • 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; • 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

			<p>activities as per work plan;</p> <ul style="list-style-type: none"> • The CSA is sufficiently staffed and funded to undertake active involvement in the project; • The CSA Training unit functional and staffed with sufficient number of civil servants; • Training premises in Skopje established and functional.
Results	Objectively verifiable indicators	Sources of Verification	Assumptions
<ul style="list-style-type: none"> • Training Strategy 2012-2014 approved and budgeted; • Human Resources Development and Management Strategy 2012-2014 approved and budgeted; • Capacity of the relevant stakeholders for civil servant training enhanced, including the network of human resources management units; • Training Management Information System fully functional; • Capacity of the CSA to co-ordinate the enforcement of the LCS enhanced; • Capacity of the CSA to assume its responsibilities arising from the Strategy for Public Administration Reform enhanced. • Recommendations regarding internal procedures are drafted; • Efficient implementation of Strategies and Policies regarding the CSA. 	<ul style="list-style-type: none"> • Training budgets allocated by Government; • Explicit link of annual training programmes with CSA training programme; • Number of Annual Training Programmes; • Number of HR networking events and activities; • Number of records (trainers and trainees) managed electronically; • Number of assessment reports submitted to the CSA; • Compliance rate with the performance evaluation system; • Number of vacant positions in the civil service; • The number of CSA implemented measures arising from the revised PAR strategy.; • Delivered and implemented recommendations regarding the different strategies, policies, implementing legislation, internal procedures, etc. 	<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. 	
Activities	Means	Costs	Assumptions

<p>Activity 1: Implementing the National System for Training Co-ordination, and the Strategy for Training of Civil Servant</p> <ul style="list-style-type: none"> • Capacity building of the CSA Training Department and HR Management unit in training needs assessments, and in reviewing and developing annual generic training programmes and curricula; • Organise networking events involving HR management units; • Develop and facilitate implementation of a joint action plan involving all HR management units; • Capacity building to strengthen the implementation of the National System for Coordination of Training (incl. coordination of training systems both generic and specialised); • Review with recommendations of the management framework for stakeholders of the civil service training system; • Develop and implement participative methodology and design for developing Training Strategy and HR Strategy; • Develop and implement Training Management Information System. <p>Activity 2: Implementing Strategies, Policies, Laws and Procedures Relating to the Management of the Civil Service</p> <ul style="list-style-type: none"> • Comprehensive review of mechanisms in place to ensure the 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; • Drafting internal procedures and implementing legislation; • Assessment of the training needs and development of 	<ul style="list-style-type: none"> • Service contract 	<ul style="list-style-type: none"> • Total cost. : EUR 1.100.000 • IPA: EUR 990.000 • National: EUR 110.000 	<ul style="list-style-type: none"> • Full commitment of the parties involved; • The updated National System for Coordination of Training and Professional Development of the Civil Servants is in place; • The Strategy for Training of Civil Servants (STRC) is available; • The Full-time NSTC team is in place and sustainable prior to the start of contracting.
--	--	--	--

training programmes for CSA staff in issues relating to the enforcement of the Law on Civil Servants.			
---	--	--	--

Preconditions

The following preconditions need to be met

1. Endorsement by all key stakeholders of the Terms of Reference, specifications for the individual contracts to be engaged;
2. Appointment of counterpart personnel by the beneficiaries before the launch of the tender process;
3. Allocation of working space and facilities by the beneficiaries for technical assistance before the launch of the tender process;
4. Participation by the beneficiaries in the tender process as per EU regulations;
5. Organisation, selection and appointment of members of working groups, steering and coordination committees, seminars by the beneficiaries as per work plan of the project;
6. Appointing the relevant staff by the beneficiaries to participate in training activities as per work plan;
7. The CSA is sufficiently staffed and funded to undertake active involvement in the project;
8. The CSA Training unit functional and staffed with sufficient number of civil servants;
9. Training premises in Skopje established and functional.

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

ANNEX 2 - Amounts (in €) contracted and disbursed by quarter over the full duration of the project (IPA funds only)

	2010				2011				2012			
Contracted	Q 1	Q 2	Q 3	Q4	Q1	Q2	Q 3	Q4	Q 1	Q2	Q 3	Q 4
Service Contract				990 000								
Cumulated				990 000								
Disbursed												
Service Contract				283 000		200 000		200 000		200 000		107 000
Cumulated				283 000		483 000		683 000		883 000		990 000

ANNEX 3 - Description of Institutional Framework

• The Civil Servants Agency

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

According to the Budget of the Former Yugoslav Republic of Macedonia for 2009, the total amount designated to the CSA is 65.660.000 denars.

Planned new employments

	2009	2010	2011	2012
CSA ³	5	7	3	9
IC and PDS ⁴	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.

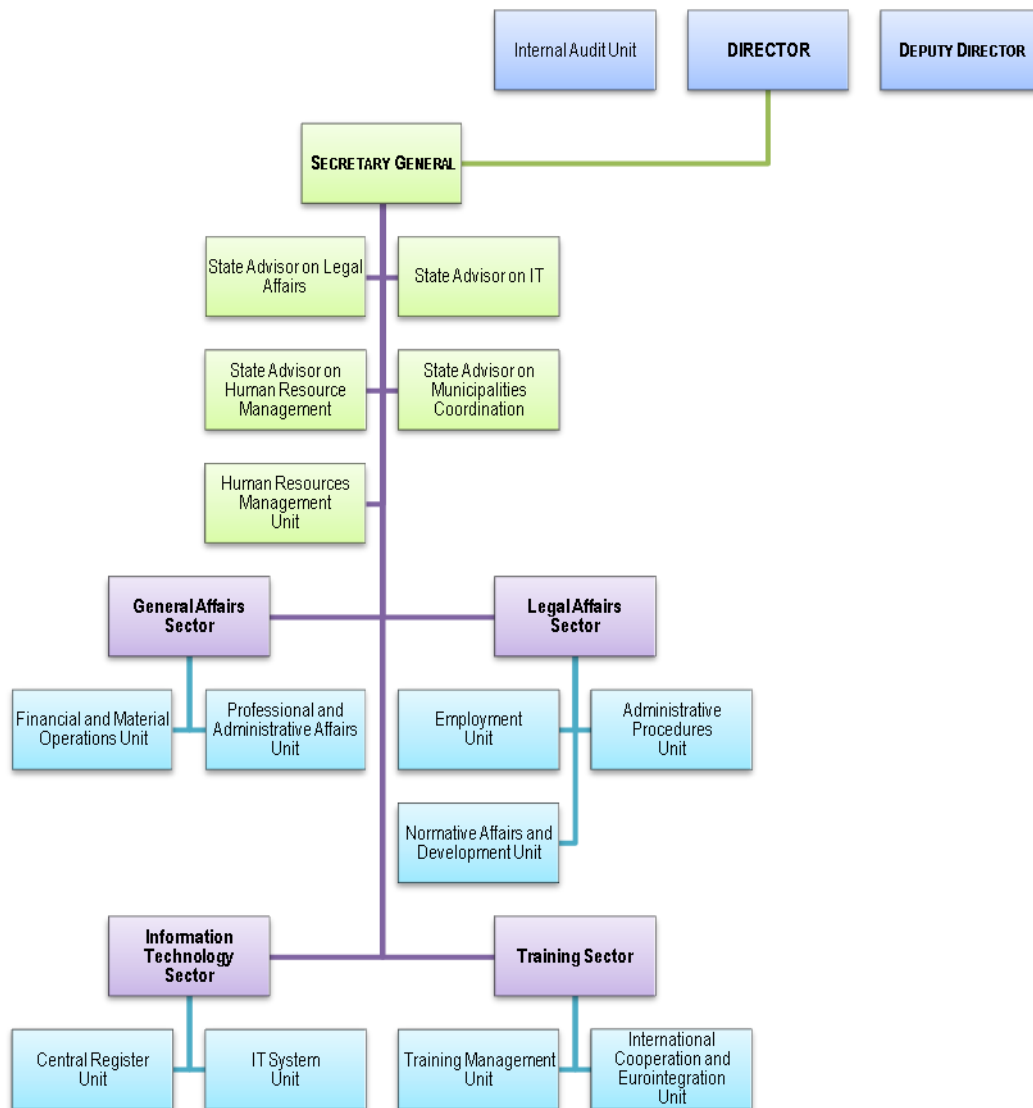
Overall responsibility for the work of the Agency is vested in the Director and Deputy Director who are accountable to the Parliament for the performance and operation of the Agency. Appointments to these positions are made by the Parliament on the recommendation of the Government.

• Organisation structure

Please find below the organigramme of the Civil Servants Agency

³ Civil Servants Agency

⁴ International Cooperation and Professional Development Sector



- **Functions and responsibilities**

Civil Servants Agency

In accordance with the Civil Servants Law (CSL), ADS is an autonomous state organ, a legal entity, that 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

Unit for international cooperation and euro integration

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

Unit for training management

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, organizes congresses, seminars, work-shops and other forms of trainings.

ANNEX 4 - 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 of the Republic of Macedonia” No59/00;
- Secondary legislation adopted by the Government of the Republic of Macedonia:
 - Decree on the principles of internal organization 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 offenses;
 - 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 Former Yugoslav Republic of Macedonia 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.

C3		Full implementation of the Law on Civil Servants (LCS)				
C3	1	Issuing consent on the acts of systematization and internal organization in compliance with the Decrees deriving from	CSA		01.04.2008	30.06.2008

		the LCS				
C3	2	Implementation of employment procedures	CSA		01.01.2008	31.10.2008
C3	3	Analysis of the civil servant assessment process for 2007	CSA		01.04.2008	30.06.2008
C3	4	Notification on the decisions of CSA's Second Instance Commission for complaints and appeals of civil servants	CSA		01.01.2008	31.12.2008
C3	5	Review of the promotions received in 2007 against the Law on Civil Servants	CSA	MoF	20.02.2008	30.04.2008
C3	7	Linking F-1 base of the Ministry of Finance with the CSA's Register of Civil Servants	MoF	CSA	01.04.2008	31.12.2008
C3	9	Assessment of the manner of providing funds	MoF	CSA	17.02.2008	30.03.2008
C3	10	Guidelines on application of Chapter IV	CSA		30.04.2008	30.04.2008
C3	11	Full application of Chapter IV of the Law on Civil Servants: "System of salary and supplements of civil servants"	MoF	MoJ	15.09.2008	31.12.2008
C3	13	Analysis of the Law on Civil Servants	MoJ	CSA; GS; SEP;	01.01.2008	30.06.2008
C4		Effective implementation of the Civil Servant Code of Ethics				
C4	1	Notification on the number of discipline procedures initiated against civil servants and the outcome thereof	CSA		01.01.2008	31.12.2008
C4	2	Introduction of the obligation for handing a copy of the Code of Ethics to civil servants at the beginning of a job	CSA		01.04.2008	31.12.2008

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 CARDS

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, 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 Multi-Annual Indicative Planning Document

The Multi-Annual Indicative Planning Document indicates the following: “In order further to improve the country’s alignment with the political criteria, and taking into account commitments made under the SAA, EU assistance will continue to help to advance public administration reform by supporting the implementation of a comprehensive Public Administration Reform strategy, which will streamline administrative procedures and improve the capacity of the public administration”; “It remains important to improve equitable representation in the public administration in line with the constitutional and legal provisions deriving from the Ohrid Framework Agreement”; “Targeted support to improving the capacities of public administrations is needed”; “Assistance will be provided to consolidate the sectoral reforms (i.e. public administration reform etc.) that have been adopted and to ensure their effective enforcement”; “Steps remain to improve the efficiency and accountability of the police and the public administration as a whole”.

Reference to National Development Plan

The National Development Plan makes the following assessment on public administration: “Low level of administrative capacity to effectively design and implement policies; Lack of qualified, motivated and committed public administration; Status and responsibilities of the employees in public administration and public services are not adequately legally regulated”. Among the six main objectives of the NDP is also the reform of the public administration: “To strengthen the capacity of human resources in the public administration” and “To undertake measures for capacity strengthening of human resources in the public administration.

Reference to Progress Report of the EC 2008

The Progress Report notifies that “Overall, some progress has been made in reforming public administration, which is a key priority of the Accession Partnership. The Civil Servants agency (CSA) continued to play an active role in disciplinary proceedings, which have continued to increase: 142 in 2007 compared to 44 in 2006. CSA guidelines on internal structuring of state administrative bodies (SABs) were issued. The CSA also improved the procedures for the first stage of recruitment (pre-selection of candidate into public administration).

However, there was limited progress in strengthening the role of CSA, in particular overseeing the overall recruitment process, in accessing the performance of civil servants and disciplinary procedures. Full implementation of the provisions regarding performance related supplements has not yet been achieved.

Objective and merit based criteria are not consistently used in recruitment and promotion. There is a lack of transparency and accountability in recruitment decisions by individual administrative bodies and the CSA lacks mechanisms for assuring the legality and regularity of those decisions. Senior management positions are often filled externally without sufficient regard to professional qualifications and experience, in contravention with the law on the civil service. An important weakness of the current framework is that it does not allow for internal promotion based on merit: this has a de-motivating effect and favours bad practice. Too little attention has been given to the need to ensure continuity and retain relevant expertise. The number of illegal promotions and demotions increased to 500 in 2007 and then decrease to 57 in 2008 up to August.

Comprehensive training for the civil servants is not yet in place. Not all annual training programmes were submitted to the CSA on time and funding still depends largely on donor contributions partly because of the unsystematic approach, training is sometimes of poor quality or limited relevance.

However, greater priority needs to be given to establishing a public administration which is transparent, professional and free of political interference.

ANNEX 5 - Details per EU funded contract

Management and contracting arrangements

The project is composed of 2 inter-related components. Therefore, the project will be implemented through a strong coordination mechanism. A steering committee will be established to supervise the project at the highest level, and chaired by the Director of the CSA. The European Commission Delegation shall be invited to participate in the Steering Committee with an observer status.

Advisory services will be provided to the beneficiary through a service contract. The TA contract will provide next to a team leader additional expertise to assist in key tasks, e.g. in the field of administrative capacity building, training, legal development and others. Some of these experts will address the cross-cutting issues. The TA contract will assist the CSA in the design of the specifications of the further services to be procured.

The core project team – consisting of the team leader and other experts will be placed within the CSA. The team leader will be responsible for the overall management, representation (co-ordination with the EU and other international bodies) as well as reporting and the co-ordination of activity development in the different components of the project. The team leader is responsible for the appropriate management of resources. During the inception phase of the project, a detailed deployment plan will be developed under the guidance of the Steering Committee.

Management structure

The Steering Committee (SC) will consist of a chair-person, being the Director of the Civil Servants Agency, and other members to be identified during ToR preparation. Final membership of the Steering Committee will be agreed with the Contracting Authority. The project manager, responsible for project progress will be a member of the TA Team.

The expected contracting arrangements are:

One Service contract will be concluded for the development and delivery of the associated consulting services and software solution. The procurement procedure is expected to start in Q2 2010, with maximum duration up to 24 months. The overall value of the contract is EUR 1 100 000, out of which IPA funds are EUR 990 000 and the national co-financing is EUR 110 000.