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**Good Governance in
Georgia Program**

Capacity Development and Sustainable Training

Good Governance in Georgia (G3) Program

Consultancy Assessment Report and Recommendations

Prepared by Linda Buchanan

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I also thank Louise Makarova who developed the diagrams included in this report. Her design skills help this report to look professional and I particularly appreciate her for that special skill that I do not have.

Linda Buchanan

Executive Summary

The objectives of this consultancy are to:

- assess the various institutional capacities and motivations of academic institutions, Government of Georgia (GoG) Training Centres, private sector training firms to develop or establish training and professional development courses for civil servants;
- explore the internal capacity of Government training centres to conduct training needs assessments of civil servants;
- describe best practices from Eastern European countries in providing learning opportunities to improve the knowledge and skills of civil servants; and
- propose recommendations to establish learning opportunities for the GoG civil servants that are sustainable over time.

The consultancy is included in the three-year work plan of the USAID Good Governance in Georgia (G3) Program and builds on previously completed initiatives.

Although professional development may include a variety of skills and knowledge transfer such as mentoring, coaching or study tours, this consultancy restricts its application to classroom training. This restriction is due to the time constraints of the consultancy.

The countries selected for best practices are the Czech Republic, Poland and Croatia. These countries are now all members of the EU.

To support the assessment of the various institutional capacities of training providers, previous reports were reviewed and interviews were held with key stakeholders. The findings were discussed and validated at three sets of roundtable/workshops including the Government Working Group on Civil Service Reform. The findings, feedback on the draft recommendations and the need for alignment with the Civil Service Reform Concept were considered in the development of the final recommendations.

The proposed recommendations and timeframe for implementation are set out below.

Recommendation	Timeframe
1. CSB restructure to ensure that it has the expertise and the number of resources to provide leadership in training and development	Immediate 1 year
2. CSB support the continued voluntary sharing of information among training centres/HR departments. CBS evolve the informal group into an official Advisory Board	On-going

3. The respective training and development roles and responsibilities of the CSB and CEGSTAR be clarified	Immediate 1 year
4. CSB lead the development of a consistent approach to the design and implementation of performance appraisal systems across the civil service	Short-term 1-2 years
5. CSB identify the training needs for senior managers, middle-level managers and first-line supervisors	Short-term 1-2 years
6. The HR departments/training centres continue to identify <u>general short-term</u> training needs. The CSB summarize the results of the needs analyses and, in co-operation with the HR departments/ training centres, determine the priority of the needs as well as the required resources and amount of donor funding. Training centres continue to be responsible for identifying <u>specialized</u> training needs, coordinating donor resources to meet these needs and for undertaking administrative arrangements for delivery of the training.	Short-term 1-2 years
7. CSB develop standards to monitor the quality of needs analysis for general short-term courses and an action plan to implement the monitoring. The standards be developed in consultation with HR departments/ training centres. Based on the results of the monitoring, the CSB address any needs for improvements.	Short-term 1-2 years
8. CSB co-ordinate the funding and resources from international donors to meet the GoG priorities for short-term general courses. In view of the results of discussions with funders and, in co-operation with HR departments/ training centres, the CSB determine the implications for the Georgian training providers.	Medium Term 2-3 years
9. CSB develop standards to monitor the quality of training design, delivery and testing as well as an action plan to implement the monitoring of the standards. The standards be developed in consultation with HR departments/ training centres. Based on the results of the monitoring, the CSB address any needs for improvements.	Medium Term 2-3 years
10. CSB set out the process and criteria for accreditation of institutions and selected courses in consultation with HR departments, training centres, and Georgian training providers. Once the process and criteria are developed, it is recommended that the accreditation be phased in over time.	Longer Term 3-4 years

<p>11. With respect to the single government-funded and managed training institution for senior civil service ranks, CSB conduct an analysis of relevant data including number of potential participants by type of course, short and long-term impacts on Georgian training providers, impacts of lowered international donor funding, etc. Based on the results of the analysis, recommend a decision to the Civil Service Council.</p>	<p>Longer Term 3-4 years</p>
<p>12. CSB in consultation with Georgian civil service providers, explore and implement ways to improve the procurement process for outsourcing training and development activities.</p>	<p>Longer Term 3-4+ years</p>

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1. OBJECTIVES

The objectives of this consultancy are to:

- assess the various institutional capacities and motivations of academic institutions, Government of Georgia (GoG) Training Centres, private sector training firms to develop or establish training and professional development courses for civil servants;
- explore the internal capacity of Government training centres to conduct training needs assessments of civil servants;
- describe best practices from Eastern European countries in providing learning opportunities to improve the knowledge and skills of civil servants; and
- propose recommendations to establish learning opportunities for the GoG civil servants that are sustainable over time.

2. USAID GOOD GOVERNANCE (G3) PROGRAM IN GEORGIA

The consultancy is included in the three-year work plan of the USAID Good Governance in Georgia (G3) Program. The work plan was initiated in 2011 and is expected to be completed by December 2014. This consultancy builds on previously completed initiatives including the following:

- delivery of short-term courses by local service providers to approximately 3000 civil service employees and managers to enhance their skills and knowledge in ten areas of governance¹;
- development and delivery of short-term courses in the areas of ethics, general management, human resources management, project management, and innovations in public sector relations². These courses were developed in cooperation with the Civil Service Bureau (CSB) staff and were delivered to 267 civil servants by local service providers. This initiative had two goals (1) to develop the capacity of the CSB as a provider of capacity for government employees and (2) to develop the capacity of civil servants using local private sector service providers; and
- facilitating the development of the new Civil Service Reform Concept in cooperation with the GoG and other international funders to provide a systematic and modernized approach to human resources management across the Georgian civil service. Final revision and approval of the Concept is being led by the CSB. Approval by the GoG is expected shortly.

In addition, this consultancy takes into consideration the results of the Assessment of the Public Administration Management and Professional Capacity Development Ability of the Georgian Educational Institutions and Training Centres³. The consultancy's recommendations are consistent with the Civil Service Reform Concept and support the implementation of its requirements in the area of classroom training.

3. CONCEPTUAL FRAMEWORK FOR CONSULTANCY

Capacity is defined as the “provision of technical support, learning opportunities, and requisite information, data, equipment, infrastructure, systems and procedures that allow individuals and institutions to achieve the outcomes and goals”⁴ of the organization and in the case of public sectors, the government.

¹ Courses were delivered August-December 2013

² Courses were delivered 2011-2012

³ G3 Program, USAID

⁴ Mikelsons, Maris, National Capacity Development Framework for the Three-year Implementation Plan (IP3) of the National Program for Sub-national Democratic Development, Version 1.1, NCDD-S, December 2010, p. 5

Professional capacity development is considered at two levels, the individual and the organizational level.

Individual capacity refers to the development of individual competencies, in particular knowledge, skills, attitudes and experience required by staff or leaders to effectively perform their defined roles and responsibilities as defined by their job descriptions⁵.

Organizational development refers to the development of an organization's capacity to meet its mandate and objectives. In particular, organizational capacity refers to the organizational systems, leadership, strategies, communication and resources to function effectively and efficiently⁶.

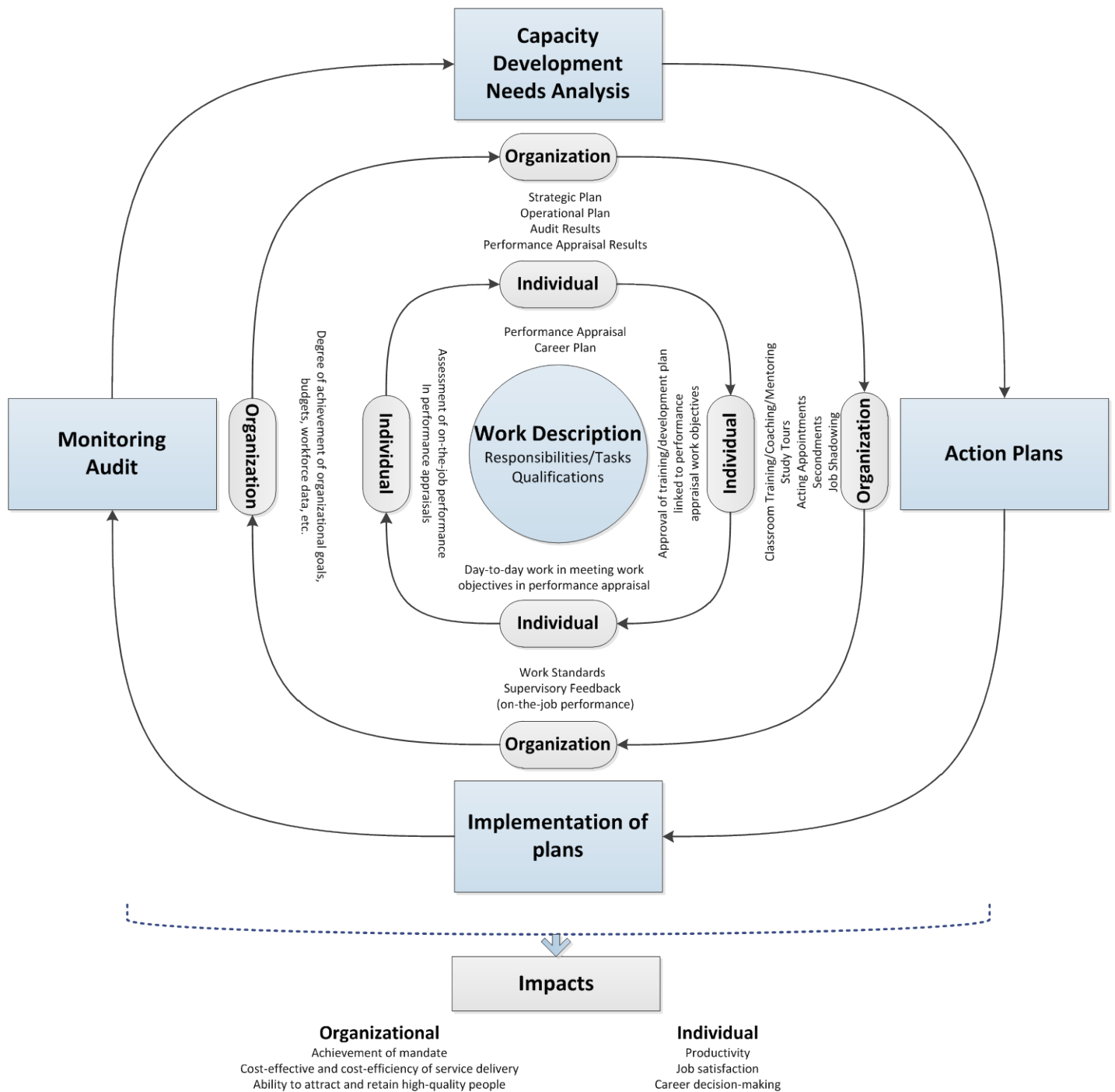
Capacity development may take many approaches including in-classroom training, workshops, facilitation, coaching, study tours, action-learning to name a few. This paper focuses on the classroom training although it is realized that other forms of knowledge and skills transfers are equally valuable. Time constraints of the consultancy restricted our assessment of the extent to which study tours, coaching, mentoring, networking, etc., are used in Georgia and to what degree they are effective and efficient as modes of supporting capacity development at both the organizational and individual level.

The following diagram attempts to capture the interrelationship between the individual and the organization with respect to capacity development through the life cycle stages of needs analysis, planning, implementation and assessment/evaluation.

⁵ Ibid p. 9

⁶ Ibid p. 9

Individual and Organizational Professional Capacity Development Life Cycle⁷ in Public Sector Organizations



The work description sets out the distribution of responsibilities and tasks that support the achievement of an organization's mandate and which an employee is expected to carry out. Based on the responsibilities and tasks, decisions are made on the qualifications to carry out the work. Qualifications include skills, knowledge, attitudes, experience, and education for effective job performance. In effect, the work description is at the core of capacity development for both the organization and the individual.

⁷ Developed by Linda Buchanan for this consultancy, May 2014.

Linking the organizational capacity development needs to individual needs is the performance appraisal process. It is through this process that expectations for job performance in terms of standards of work, etc. are assigned to an employee based on the employee's responsibilities/duties set out in the work description. Discussion of expected job performance between the supervisor and the employee takes into consideration strategic and operation plans that may change the way work is done or add new or modify responsibilities, or take into consideration the need for improved performance based on audit results.

Through the performance appraisal process, the need for training and development to support an employee's effective job performance and/or career development are identified and agreed upon in discussion between the employee and the supervisor. Individual training needs are then rolled up to the organizational level and included in the development of an organizational training plan.

To effect change in organizations, both organizational and individual capacity development need to be equally valued. Change processes need to formulate and implement initiatives that are appropriately sequenced and paced. Effective change processes enable both individual employees and organizational management to recognize the needs for change, prioritize their importance, take ownership of processes to effect desired changes and absorb the rate at which changes are introduced.

When capacity development is effectively done at both the organizational and individual levels,

- the organization achieves its mandate and goals in a cost-effective and cost-efficient manner; and
- the individual maximizes his/her productivity, experiences a high degree of job satisfaction and moves forward in achieving career goals.

Theoretically, training is defined as acquiring skills and knowledge to effectively perform existing job tasks. Development is defined as acquiring skills and knowledge to effectively perform future jobs or successfully compete for future jobs.

4. STRUCTURE OF GoG ORGANIZATIONS COORDINATING AND PROVIDING SPECIALIZED AND SHORT-TERM TRAINING COURSES TO CIVIL SERVANTS

The GoG is divided into two levels, the central and the regional/municipality levels. The central government is responsible for higher-level national responsibilities and the regional/municipality is responsible for local matters. This report focuses on the central level which has 20 ministries⁸. All 20 ministries have human resource (HR) departments and, in addition, ten have training centres.

In practice, the responsibility for employment data collection and analysis rests with the Civil Service Bureau. This report uses the most recent data available although it is recognized that there is a need to improve its accuracy and validity.

In total, there are a total of 387 agencies in the Georgian civil service⁹. Approximately 86,000 people or 5% of the total Georgian workforce are employed as civil servants¹⁰. Approximately 46,000 civil servants or 53% of the civil servants are covered by the Law of Georgia on Civil Service¹¹. With few exceptions such as

⁸ PowerPoint presentation, Civil service reform in Georgia, Civil Service Bureau website, September 2012
<http://www.csb.gov.ge/en/publications/statistics>

⁹ PowerPoint presentation, Civil service reform in Georgia, Civil Service Bureau website, September 2012
<http://www.csb.gov.ge/en/publications/statistics>

¹⁰ PowerPoint presentation, Civil service reform in Georgia, Civil Service Bureau website, September 2012
<http://www.csb.gov.ge/en/publications/statistics>

¹¹ PowerPoint presentation, Civil service reform in Georgia, Civil Service Bureau website, September 2012
<http://www.csb.gov.ge/en/publications/statistics>

recruitment process, the Law does not apply to some 40,000 other civil servants¹². These civil servants are covered by the Labour Code.

Training centres are legal entities of public law (LEPLs). Although their employees are civil servants, they are not under the Law of Georgia on Civil Service. The designation of LEPL enables the organization to operate on a cost-recovery basis.

The diagram below depicts which public sector organizations and employee groups are and are not governed by the Law of Georgia on Civil Service. The accuracy of this diagram requires verification as it is a first ever attempt to summarize such information. With respect to improving qualifications, the Law only provides for the granting of paid sabbatical leave of up to three months once every five years. For staff not covered by the Law, the Labour Code applies. The Code does not have any provisions relating to the improvement of qualifications.

¹² PowerPoint presentation, Civil service reform in Georgia, Civil Service Bureau website, September 2012
<http://www.csb.gov.ge/en/publications/statistics>

Law of Georgia on Civil Service

Civil Servants Governed and Not Governed

Central Government
(Not verified)

SCs Not Governed by Law

LEPLs ¹ - Examples

Cost-Recovery: Enforcement Police Department
Financial Monitoring Service
Training Centers (10)

Non-profit: Religious, educational & cultural organizations
Civil Service Bureau

SCs Governed by Law

Parliament
Administration of President
Chancellery
State Minister's Staff
Council of Justice
Constitutional Court
General Courts
National Bank of Georgia
State Audit Office
Office of Public Defender & agencies
Governor and Administration
Ministries ³ –total 20

Ministry Subordinated Agencies – Example ²
State Treasury of Ministry of Finance

Services
State Intelligence
State Security

Ministries - Examples
Ministry of Internal Affairs (MIA)
Joint Staff & Land Forces of Ministry of Defense

Occupational Groups

Examples

Judges
Prosecutors
Military personnel
Diplomatic personnel
Penitentiary staff

Notes

¹ Some LEPLs operate on a cost-recovery basis rather than a profit-making basis to avoid competing with private sector companies

² Some ministry subordinated agencies are not covered by the Law and some occupational groups of both ministries and agencies are not covered by the Law

³ As a general assertion, while ministries function to develop policies, LEPLs and subordinated agencies of ministries function to deliver programs and services emanating from policies

4. Diplomatic personnel includes all staff in the Ministry of Foreign Affairs

The Civil Service Bureau is an LEPL. The Law authorizes the Bureau, among other functions, to coordinate and provide “methodical assistance to the process of human resources management, activities of professional training and development of civil servants”¹³ It also authorizes human resources departments of agencies to “assess the professional level of the servants, organise professional training (requalification) and professional development activities”¹⁴ It remains silent on the roles and functions of training centres.

All training centres, HR department training units and HR departments without training centres have responsibility for the identification of training needs for general short-term courses. For the most part, the training centres and training units in HR departments outsource the design and delivery of training courses to meet identified needs for both specialized training and general short-term courses. Only one or two of the larger ministries have instituted a “train-the-trainer” approach for a few specialized courses to support cost-effective learning in the longer run.

5. METHODOLOGY

Specifically with respect to identifying and assessing the capacity of the various private and public sector training service providers, the following activities were undertaken:

- review of the Assessment of the Public Administration Management and Professional Capacity Development Ability of the Georgian Educational Institutions and Training Centres¹⁵;
- review of the G3 Program, USAID, Project Final Report, Short-term Training Courses for National-level Civil Servants¹⁶;
- review of training modules and training module curricula for selected courses;
- discussion of the quality of training results in 14 interviews with selected training service providers. The training providers were selected by the G3 Program staff.

Specifically with respect to developing recommendations, the following activities were undertaken:

- review of the Civil Service Reform Concept (February 2014 version)¹⁷; and
- discussions of the needs for change and training sustainability were held with selected service providers. These organizations are listed in Appendix I. In addition, meetings were held with the CSB Head, CSB Deputy Head, selected CSB staff, Chief of Party G3 Program and other G3 Program staff.

For both development of the assessment and the development of recommendations, workshops/roundtable discussions were structured to:

- validate the findings from the interviews, document reviews and desk reviews in order to provide a fact-based approach to the development of recommendations; and
- obtain further input and feedback on the initial draft recommendations.

¹³ Article 130, Law of Georgia on Civil Service (2013)

¹⁴ Article 132, Law of Georgia on Civil Service (2013)

¹⁵ G3 Program, USAID

¹⁶ G3 Program, USAID

¹⁷ Georgia Civil Service Reform Concept, February 2014, Good Governance in Georgia (G3) Program, USAID

The draft workshops/roundtable discussions were presented to the Chief of Party G3 Program and other G3 Program staff; feedback was obtained and the drafts revised. The drafts then were discussed with the CSB staff and again revised. Three roundtable/workshops were held with the following organizations:

- Universities, Private Sector Firms and NGOs;
- HR Department Heads and Government Training Centre Heads; and
- The Working Group on Civil Service Reform.

A total of 33 participants attended the workshops/roundtable discussions. Appendix II includes the PowerPoint slides presented at the roundtable discussion with the Working Group on Civil Service Reform.

Findings including feedback on the draft recommendations from the workshops/roundtables have been integrated into this report. Their implications for the GoG have been explored and have been taken into consideration in developing the final recommendations.

6. FINDINGS

A. ASSESSMENT OF THE INSTITUTIONAL CAPACITY AND MOTIVATION OF TRAINING PROVIDERS

This section reflects the findings of the Assessment of the Public Administration Management and Professional Capacity Development Ability of the Georgian Educational Institutions and Training Centres¹⁸. Based on the number of training suppliers, the report findings conclude that a demand for public sector training exists. The following mix of public and private sector training providers were selected as representative sample of potentially qualified organizations to meet public sector training needs. The organizations were requested to complete a questionnaire and in-depth interviews were held.

Government Training Centres/Academies/Schools

Ministry of Finance

Ministry of Justice

Georgian institute of Public Affairs, School of Government

Universities

Tbilisi State University, Department of Law and Economics, Public Administration Program

Ilia State University, Faculty of Science and Art, Public Policy Administration
Georgian American University

Caucas University, School of Law, Humanities and Governance, Public
Administration Program

Georgian Institute of Public Affairs, School of Government, Public Administration
and Public Policy master Programs

Private Sector Firms

Centre for Training and Consultancy (CTC)

Policy and Management Consulting Group (PMCG)

Non-governmental Organizations (NGOs)

Georgian Foundation for Strategic and International Studies

¹⁸ G3 Program, USAID

Results of the assessment of institutional capacity and motivation of training providers are summarized below:

- Universities are offering academic degree programs dedicated to public sector interests and designed for students who are going to university on a full or part-time basis. Courses include; for example, topics related to management, economics, procurement, budgeting, auditing, accounting, and writing skills. The universities are developing the courses in cooperation with foreign partners and are working to adapt teaching materials and textbooks to the Georgian context.
- Universities are entering into memoranda of understandings or partnerships with specific ministries to meet specific training needs including courses, workshops, seminars, or conferences. They are tailoring standard academic content to the specific needs of ministries not only through the content of courses but also through scheduling to meet the time constraints of full-time working staff. Foreign experts are generally engaged to assist the university in meeting specific ministry needs.
- NGOs and private sector suppliers are working with foreign donors to respond to public sector training needs for both specialized and general short-term training. They are entering into partnerships with specific ministries or agencies at both the central and regional/municipal levels of government to respond to both general and specific training needs.
- The NGOs and private sector firms have engaged in different strategies to identify market niches and target particular ministries' needs in efforts to attract business. Some organizations are offering consulting services while others are developing and delivering training courses

The assessment evaluates the organizations on 11 criteria associated with qualities required to effectively deliver courses. Two organizations are extremely well qualified as reflected in their achievement of 96% or more of the maximum rating¹⁹. The other organizations achieved relatively high ratings, 74% to 87% of the maximum rating. Based on these results, one concludes that training providers have the capacity to meet public sector training needs.

Government training centres through outsourcing are offering courses to their own respective organizational staff as well as other public sector organizations and private sector companies. Their first priority is to provide training to their own organizational staff but recognize that they work in a highly competitive business environment.

The assessment concludes that sufficient institutional capacity and motivation exist across the spectrum of universities, NGOs and private sector firms to meet public sector short-term training needs. These organizations have, or have access to, sufficient resources including experts that provide the flexibility to meet public sector capacity development needs in the area of face-to-face training including classroom courses, workshops, conferences and seminars. The implications of the assessment conclusion is that Georgia has sufficient external government training suppliers to meet the current and future training needs of civil servants.

B. FUNDING OF TRAINING CENTRES/UNITS, UNIVERSITIES, NGOS AND PRIVATE SECTOR FIRMS – SHORT-TERM GENERAL AND SPECIALIZED TRAINING

With few exceptions, short-term general training courses are offered outside hours of work. Some of the government training centres do not charge fees while others do. Others do not charge their organizational staff but market to other government staff and charge minimal fees for these employees. From the perception of

¹⁹ These calculations were based on the results of the Evaluation Matrix presented in the Assessment of the Public Administration Management and Professional Capacity Development Ability of the Georgian Educational Institutions and Training Centres, G3 Program, USAID

some private sector firms, the low fees charged by government training centres undermine their ability to compete solely on the basis of price.

Some universities, although offering degree programs, have training centres/institutes that provide both specialized and general short-term training courses targeted to civil servants. Some institutes such as the Georgian Institute for Public Administration have been well established for over ten years. Other universities such as Ilia State University have, as recently as last year, instituted a research and training centre and offer both specialized and short-term courses targeted to public servants. The only university that is supported by stated funding is the Tbilisi State University and it too is beginning to offer general short-term courses also targeted to the public sector.

The NGOs such as the Georgian Foundation for Strategic and International Studies (GSFIS) was established more than ten years ago. Initially, it specialized in programs dealing with policy analysis and national security and targeted its courses to central government ministries such as Defence. Recently, it has expanded its range of courses to target other groups such as civil society groups and municipal/regional governments. It should be noted that GSFIS will be requesting accreditation to offer degree programs at the master's level such as public administration.

All training providers, government training centres, universities, NGOs and private sector firms are funded by international donors. With respect to specialized training, the funding in terms of resources and/or money, is almost 100% provided by international donors. Specialized training is aligned with the mandate of the respective ministry and limited to staff working in that ministry or staff in other ministries tasked with similar responsibilities. The following chart exemplifies a few of the specialized courses supported by international donors.

Ministry/Agency/NGO/ Private Sector Firm (Examples)	Specialized Course (Examples)	Expert Resources or \$ Provided By
Ministry of Finance, Revenue Service	Customs Training	EU Ministry of Finance and the Ministry of Finance of the Netherlands
Ministry of Finance	Internal Auditing	GIZ
Ministry of Justice, Training Centre	Restorative Justice	Harmony House, USA
Office of the Public Prosecutor, Ministry of Justice	Interrogation of Witness at the Court	
Georgian Foundation for Strategic and International Studies	National Security and Policy Analysis	RAND
Ilia State University,	SPSS (statistical tool)	USAID

With respect to general short-term courses, significant funding in terms of resources and/or money is provided by international donors. The following chart exemplifies the short-term general courses supported by international donors.

Ministry/Agency/NGO/ Private Sector Firm (Examples)	Short-Term General Course (Examples)	Expert Resources or \$ Provided By
Ministry of Justice, Training Centre	Project Management Conflict Resolution Communication Skills	State Budget (degree of international funding to state budget is not known)

	Ethics Management Training	
Civil Service Bureau	Professional Development Program	NATO
Ilia State University	Negotiation Skills Word Excel	USAID
Direct provision of training to 3,000 civil servants across the GoG delivered by universities and private sector suppliers	Ten designated areas of public administration, policy and management grouped into two categories: (1) professional and manager training and (2) open governance partnership. Courses included, among others, strategic planning, policy development, project management, presentation and writing skills	USAID G3 Program
Georgian Institute of Public Affairs	General management including financial management	George Mason Russell University (Poland)
Georgian Foundation for Strategic and International Studies	Policy Analysis, Economic Research Methods	Swedish International Development Agency Canadian International Development Agency
Training and Consulting Centre	Project management and general management courses	

The market of suppliers of general short-term courses targeted to public servants is becoming more crowded. Further, there are additional ministries which are planning to establish training centres such as Ministry of Foreign Affairs. Such initiatives, if realized, will result in an even more crowded and competitive market.

What is worrisome with respect to sustainability of training is the GoG's degree of dependence on international support. If the international donors significantly reduce their level of support for training, the ministry budgets, in all likelihood, will not be sufficient to meet civil servants' training needs. In addition, experts across many fields of public sector administration including HR management and training may be difficult to find within Georgia.

There is speculation that international funding will be reduced over the next five years. The speculation is sufficiently strong that some private sector organizations, NGOs and universities are now developing plans to shift their focus by identifying unique market opportunities and offering services/products in areas in which there is anticipated to be a market gap. From a procurement perspective, one firm has indicated that it cannot compete in the public sector on the basis of price and, over the next few years, will be redirecting its efforts internationally.

One or two training centres are also starting to implement strategies that are more cost-effective in delivering training. Particularly, in the area of specialized training, they are using an approach of having an international expert assist in the design of a course and train internal staff to deliver the course. This "train-the-trainer" approach avoids the higher cost of outsourcing and results in a transfer of practical skills and knowledge from international experts to internal ministry staff. In some cases, in the spirit of

entrepreneurship, the “trained trainers” are augmenting their income by delivering courses through other organizations²⁰ to both public and private sector participants.

If the number of training providers continues to expand and international funding diminishes, it is logical to conclude that some training providers could be anticipated to close in Georgia. With fewer providers, the cost of outsourcing training is likely to rise. As a logical outcome, the sustainability of civil service training could be threatened.

C. IDENTIFICATION OF TRAINING NEEDS - SHORT-TERM GENERAL COURSES

The role of training centres and, in some cases, HR departments, is to identify training needs and to obtain resources to meet these needs. Although one or two ministries have initiated the introduction of a performance appraisal system, it has not been de facto implemented anywhere. Currently, almost all short-term training needs are identified by employees selecting courses by title from a list of courses offered.

There are several problems associated with this approach as outlined below:

- Titles of most of the courses are too general to serve as a “tool” for effective needs identification. For example, a course in management is listed without a delineation of the target audience i.e. first-line supervisory level, middle-level managers or senior level managers. Further, information such as necessary prerequisite experience is not indicated. If a course that is designed for experienced middle-level managers is attended by a majority of participants who do not have management experience, learning effectiveness is undermined.
- The training centres outsource the design and delivery of the courses. When the course title is too general, the training provider has insufficient information to tailor the course content and methodology to participants in specific types of jobs. As a result, transfer of learning from the classroom to the job is undermined. Further, different training providers in different ministries use different course content and training methodologies. The result is a lack of standardization across the government as a whole.
- The manager is not engaged in the training needs identification process. There is no opportunity for the manager to exercise his/her legitimate role in discussing performance, career goals and training needs with subordinates. Some employees are selecting courses based on personal interest rather than on the basis of actual skills and knowledge required for effective job performance.

The implications of these issues are significant. With respect to organizational capacity development, the lack of using performance appraisal review results to identify training needs does not close gaps in skills, knowledge, or experience for effective on-the-job performance. Further, assessment of needs to implement measures reflected in strategic and operational plans is entirely missed. In addition, training needs required to implement audit plans are also not considered. In effect, organizational capacity development needs are not addressed.

With respect to individual training needs, the process of employees selecting a course from a calendar of courses with general titles that is passed around does not support capacity development of the individual. Lack of sufficient detail on the course and lack of discussion with the supervisor on the need for improvement in performance undermines the quality of training needs analysis at the individual level.

The motivation of civil servants tends to be high with respect to training. Most courses are offered outside hours of work and civil servants are registering and dedicating personal time in efforts to upgrade their

²⁰ Other organization is an organization that is not his/her employer

qualifications. What is required is an improved needs analysis in order to improve organizational and individual performance.

D. CERTIFICATION- SHORT-TERM GENERAL COURSES

At the end of every course, participants must complete a written test, written assignment or some other form of written proof of skills/knowledge mastery. Participants receiving 70% or higher, are awarded a certificate. There are a number of issues with this approach as indicated below:

- Lack of standardization of courses across the government results in some participants getting a certificate in one ministry for a course that lasted two days while, in another ministry, the duration of the same type of course may have been two weeks. The certification is neither a consistent nor valid indicator of comprehensive learning for any one specific topic area across the civil service;
- For some courses, such as interpersonal verbal communication skills or negotiations skills, written tests may not be a valid indicator of mastery of course learning. Examination; for example, by role playing or focussed interviews may be a better indicator of skill and knowledge mastery.

The implications are significant. Considerable staff time and effort is spent on designing and conducting tests as well as assessing results to determine who has passed. Tests are designed to examine the degree to which participants have mastered skills and knowledge as taught in the classroom. With the lack of standardization in course content and training methodologies, course certificates cannot be relied on as consistent and valid attestations of skills or knowledge in a particular subject matter area across the civil service.

E. ROLES AND CAPACITIES OF MINISTRY TRAINING CENTRES, CSB AND SEGSTAR - SHORT-TERM GENERAL COURSES

Interviews revealed that the Training Centres, particularly the Training Centres for the Ministries of Finance and Justice are recognized by other ministries for their leadership in the areas of training and development.

Interviews also revealed a consistent message from almost all training providers that the CSB currently does not have the capacity in terms of number of resources and expertise to manage and advise on training and development matters. There is a certain degree of skepticism that it could develop this capacity quickly enough to meet the needs of the civil service. However, there is a general realization that the CSB could not have been expected to have the resources nor expertise because its responsibilities to date have not included training and development.

There is significant goodwill on the part of all training providers to collaborate and cooperate with the CSB. This collaboration supports the CSB role of coordinating the identification of training needs across the civil service and negotiating funding for training priorities of the Georgian civil service. The caveat expressed by the training centers and HR department training units is that they continue in their current role of identifying training needs and of administratively managing how these needs are met in their respective areas of responsibility. In addition, the training centres and HR departments generally had no objections to the CSB being responsible for senior and middle-level managers training needs analysis and training delivery. To date, few senior and middle-level managers participate in training courses. Thus, the CSB taking on these responsibilities has little impact on the operations of the training centres and HR departments.

There is a need for clarification and agreement on the respective roles of SEGSTAR and the CSB with respect to training and development matters. In all likelihood, the current lack of clarity and agreement, if not resolved, will undermine the collaborative working relationship that is so necessary to implement the vision of a unified civil service that is articulated in the Civil Service Reform Concept.

Changing roles and responsibilities will impact NGOs, universities and private sector firms. The current configuration of roles and responsibilities between training centres, SEGSTAR and the CSB are changing. If the Civil Service Reform Concept is to be realized, their configuration of roles and responsibilities will need to embrace a more co-ordinated approach to identifying training needs and standardizing course design, delivery and testing across the civil service. NGOs, universities and private sector firms will be impacted. They will need to be included in discussions to assess impacts on their products/services and the necessity of adapting plans to remain relevant training providers in a way that is financially viable.

The reconfiguration of changing roles and relationships has implications for the nature of the change processes that are implemented to achieve the Civil Service Reform Concept. The action plan to implement the recommendations of this consultancy favours a participative approach wherein stakeholders share information, collaborate and work together to build the Georgian civil service of the future.

F. PROCUREMENT – SHORT-TERM GENERAL TRAINING COURSES

Interviews revealed that most training providers perceive that the procurement process is not always fair or objective. They believe that it needs to be improved to provide a “level playing field” that gives a fair and equitable opportunity for all organizations to compete in the tendering process.

Currently, Training Centres and HR departments can contract directly with training providers on a sole source basis or hold a competitive process. If a competitive process is held, procurement legislation requires that tenders be based solely on lowest price.

The procurement process impacts the number of training providers who compete for business in the public sector. Some training providers refuse to bid on competitive tenders due to their perceptions of bias towards “favoured firms”.

7. BEST PRACTICES - MODELS FOR TRAINING/DEVELOPMENT OF PUBLIC SERVANTS - EASTERN EUROPEAN COUNTRIES

A. BACKGROUND INFORMATION ON CIVIL SERVICE TRAINING²¹

The best practice models/methodologies of Eastern European post-soviet countries have a number of common characteristics and reflect similar stages of development. The key characteristics of their current stage of development are reflected by the following:

- The countries are in the process of transitioning from a legacy of socialism to modern international management standards that have already met the basic requirements for entry into the European Union (EU). There is a recognition that effective administrative reform is a prerequisite for achievement of government goals including economic and other reforms;
- The focus of human resource management reform is on creating well-educated public servants who are progressing in their careers according to their abilities while professionally carrying out public administration tasks in the public interest;
- With respect to civil service training, the following issues, to one degree or another, are common²² :

²¹ Summarized from paper “Development of a Human Resources Development Strategy in Croatian Civil Service”, authored by Gordana Marcetic and Dubravka Prelec; The Network of Institutes and Schools of Public Administration in Central and Eastern Europe; 2010. Website address: 820370.Final_paper_development_of_HRD_Strategy_Marcetic_Prelec_NISPAcee_2010

- Training is still carried out on an ad hoc basis and has not yet been fully integrated into human resources management systems;
- Detailed analyses of public service knowledge and skills requirements have not been carried out and are not linked to training needs;
- Plans indicating short, medium and long-term goals or systems for evaluating training results have not been developed;
- There is a lack of HR staff with specialized training knowledge and skills; and
- Exacerbating these issues is the fact that there is a lack of funding for training and that management often fails to recognize the importance of training and its ramifications for achievement of organizational goals.

Selected countries with best practices supportive of training and development are the Czech Republic, Poland and Croatia. Information for each country is set out below. It should be noted that information is provided on other HR functions in addition to training and development. The information reflects an integrated approach to human resource management which is critical to effective public sector reform.

B. CZECH REPUBLIC (Accepted into the EU in 2004)

The Civil Service Act 2002 governs recruitment to and employment in the civil service. The Act created the General Directorate for the Civil Service, Office of the Government giving it responsibility for co-ordinating human resources management across the civil service. The Act provided for a centralized human resources management system providing for selection, recruitment, promotion, and management of civil servants²³.

The Law provided for the establishment of a Human Resources Management Department in each ministry/agency headed by a Personnel Director. The Personnel Director reported to the General Director for the Civil Service. Each personnel director was to be responsible for selection and appraisal of all civil servants in his/her respective organization.

The Law, although passed, was not fully implemented although it was a considerable step forward as it created the legal foundation for the existence of a civil service²⁴. The Institute of Public Administration was established in June 2001 as a structure affiliated to the Office of the Government. Its current main functions are the provision of in-service training and coordinating training activities for central government agencies²⁵.

²² Development of a Human Resources Development Strategy in Croatian Civil Service”, authored by Gordana Marcetic and Dubravka Prelec; The Network of Institutes and Schools of Public Administration in Central and Eastern Europe; 2010. Website address: 820370.Final_paper_development_of_HRD_Strategy_Marcetic_Prelec_NISPAcee_2010 p. 7-9

²³ Kotchegura, A.; Civil Service Reform in Post-Communist Countries, The Case of the Russian Federation and the Czech Republic, Leiden University Press, 2008, <https://openaccess.leidenuniv.nl/bitstream/handle/1887/13307/Binder+AK+3.pdf?sequence=1> p. 115

²⁴ Ibid p. 133

²⁵ Ibid p. 120.

Since 2006, civil service employment has been governed by the Labour Code which is applicable to both private and public sector employees. An Employment Act sets out the government employment objectives and employee rights²⁶.

Currently, human resources management is decentralized. Responsibility for coordination across the government ministries rests with the Department for Effective Public Administration, Department of the Interior. Among its responsibilities are²⁷:

- Managing human resources management at the central/national level;
- Providing leadership and guidance
- Developing, coordinating and monitoring the implementation of HR strategies and policies;
- Standardising recruitment and skills profiles;
- Providing training

The majority of recruitment, dismissal, employment conditions and performance management responsibilities are delegated to the ministry/agency level. In spite this level of decentralization, the Department for Effective Public Administration plays a significant role in HR coordination which has resulted in a more consistent approach to HR management across all ministries in the central government.

A human resources management accountability framework exists for managers and is linked to organizational strategic objectives. However, the human resources management targets are not considered in managerial performance assessments. Senior and middle managers are required to develop plans for and report on strategic workforce planning efforts, workforce strategies to close competency gaps and general people management²⁸.

The recruitment system is a combination of career and position based systems. Entry into the civil service is gained through a competitive examination, with entry delegated to the organisational level responsible for hiring. All vacancies are published externally and all posts are open to internal and external recruitment through direct application²⁹.

Performance appraisals are important factors in promoting all levels of staff. Qualifications are relevant for management and professionals jobs. Performance assessment takes the form of a meeting with the immediate supervisor on a yearly basis. In addition, 360° feedback is used on an ad hoc basis. A comprehensive range of performance criteria is used, including activities undertaken, timeliness and quality of outputs, cost effectiveness of work, values and improvement of competencies³⁰.

The performance appraisal system forms the basis for identifying training and development needs. Each employee has a training/development plan that covers a 3-year period and includes 18 working

²⁶ [OCED Human Resources Management Country Profiles, Czech Republic](#). Data are sourced from OECD (2010), Survey on Strategic Human Resources Management in Central/Federal Governments.

²⁷ Ibid

²⁸ Ibid

²⁹ Ibid

³⁰ Ibid

days of paid salary dedicated to training. Additional training or educational time can be taken through leave and other measures. The training/development plan or the provision of leave for educational purposes constitutes a contractual agreement and must be signed by both the employee and management.³¹

Training is regulated by the Civil Service Law and provides for continuous learning supportive of professional development related to job accountabilities, self-development and the learning of foreign languages. Employees' costs of training are paid by the ministry for which he/she works. Regular upgrading of qualifications and re-training is a civil servant's duty.

All new recruits to the public sector receive standardised training of 3 months duration and then proceed to a second stage of differentiated training which lasts 12 months. On average, employees receive 10-15 paid days of training per year. The Labour Code provides for additional educational leave that may be approved under some circumstances. The costs of training and development are paid by the ministry for which the civil servant works. Each employee has an individual qualification plan that covers a three-year period.

Training providers and the courses themselves are accredited by the Accreditation Commission of the Ministry of the Interior. In order to receive accreditation, institutions must apply for the accreditation for themselves as training providers and must provide appropriate course documentation for accreditation of any course they intend to offer to the civil service. Accreditation is provided for four types of programs: (1) entrance training for new employees, (2) continuous training for a wide variety of different specialized and updated courses, (3) special professional abilities and (4) training for executive officials. In 2003, 91 training institutions and 602 training programs were accredited³².

Senior civil servants are considered a separate group. There is a centrally defined skills profile that applies to some organisations. There is no practice of identifying potential senior civil servants early in their career for purposes of career development³³.

C. POLAND (Accepted into the EU in 2004)

The Civil Service Law 2008 governs recruitment to and employment in the Polish civil service.

The Head of the Civil Service Office, Department of Civil Service is located in the Chancellery reporting directly to the Prime Minister. The Head is responsible for implementing the Civil Service Law³⁴.

The Civil Service Office is responsible for defining HR policies across ministries and other organizations of government. Among others, its responsibilities include:

³¹ Case Studies for Training Modules, Trainings for civil servants in Czech Republic, Annex 5, Assessment of the Public Administration Management and Professional Capacity Development Ability of the Georgian Educational Institutions and Training Centres, G3 Program, USAID

³² Ibid

³³ OCED Human Resources Management Country Profiles, Czech Republic. Data are sourced from OECD (2010), Survey on Strategic Human Resources Management in Central/Federal Governments.

³⁴ Information on the Civil Service Act, the reporting relationship of the Civil Service Office and its responsibilities are summarized from OCED Human Resources Management Country Profiles, Poland Data are sourced from OECD (2010), Survey on Strategic Human Resources Management in Central/Federal Governments

- providing leadership and guidance in the area of human resources management;
- developing government-wide HR strategies and setting priorities;
- coordinating and monitoring the implementation of HR policies and strategies;
- setting human resources management standards;
- transmitting public service values; and
- providing training.

Reporting to the Head of the Civil Service is the Civil Service Training and Development Department. Responsibilities of the Department include³⁵:

- setting training policy goals and priorities for the entire civil service;
- identifying resources and budgeting to support the implementation of civil service training;
- co-operating with Polish and foreign entities providing and conducting training; and
- disseminating and explaining information relating to the training and professional development in the civil service.

With respect to annual training and development planning, the Head of the Civil Service announces the central training plan that sets training priorities and types of training based on government priorities and goals. Individual ministries and agencies are required to develop their own organizational training plans aligned with the central plans.

Poland is working towards improving its approach to professional development. The Strategy of Human Resource Management in Civil Service until 2020 has been approved and identifies training and other means of professional development as a priority. Further, the rules for preparing the individual professional development plans are to be defined and disseminated in order to standardise the process³⁶.

The National School of Public Administration was initially established in 1990 and reports to the Prime Minister. The function of the school is essentially twofold:

- provide training for full-time students in public administration who then become a source of well-qualified high-calibre candidates for appointment to the civil service. The Civil Service Law requires that these students be chosen through an open and competitive process, be aged 32 or younger and possess a Master's degree. The training lasts a minimum of 18 months³⁷. Graduates are appointed directly to the civil service without probation and are required to serve a minimum of five years.

³⁵ Case Studies for Training Modules, Trainings for civil servants in Poland, Annex 5, Assessment of the Public Administration Management and Professional Capacity Development Ability of the Georgian Educational Institutions and Training Centres, G3 Program, USAID

³⁶ Eurofound, European Working Conditions Observatory, Poland – Working conditions in central public administration, authored by by Jan Czarzasty and Marianna Zieleńska, Institute of Public Affairs, Poland, 07-08-2013

³⁷ Itrich-Drabarek, J; Mroczka, K; and Swietlikowski L; Civil; Service in Poland; Faculty of Journalism and Political Science, University of Warsaw, 2012; p 76

- provide focussed training for the cadre of senior ranking civil servants already employed in the civil service.

Poland's recruitment system is decentralized and a hybrid of career and position-based systems. Performance assessments are mandatory for almost all civil servants. Qualifications and performance assessments are determining factors in the promotion of management and professionals. Performance assessments include consideration of activities undertaken, timeliness of activities, outputs and their quality, as well as needs for improvements in competencies, interpersonal or management skills. Each employee is required to have a performance assessment completed every two years. The assessment includes a discussion between the employee and the supervisor and provision of written feedback by the superior³⁸.

For lower-level positions, employees are initially recruited for a maximum of one year. During this period they are, in essence, trainees. As trainees, they are offered preparatory training to acquire the knowledge and skills to successfully pass the mandatory examination for permanent employment.

Senior civil servants are considered a separate group and are recruited using a more centralized process. There is no centrally defined skills profile and no specific policy for identifying potential senior civil servants early in their career.³⁹

Training and professional development are considered essential to Poland developing a professional and efficient civil service. Each civil servant has the right to a professional development plan which includes a training plan wherein a career path for particular positions are identified.

A human resources management accountability framework for managers exists and is fully linked to strategic objectives. Although human resource management targets are not linked to managerial performance assessments, there is regular monitoring of human resource management activities across ministries by the Head of the Civil Service⁴⁰.

D. CROATIA⁴¹ (Accepted into the EU in 2013)

The 2006 Civil Service Law requires position-based organizational structures with merit-based recruitment and career advancement. Recruitment is a mix of external and internal recruitment processes.

The Law requires that prior to a public announcement of a vacancy, an internal announcement of the vacancy must be provided. Further, normative regulations provide for accelerated promotions that enable career advancement for qualified young professionals. In effect, accelerated promotions are intended to act as a reward and motivation for young staff to work on their academic or professional qualifications in areas related to their job tasks and performance.

³⁸ OCED Human Resources Management Country Profiles, Poland Data are sourced from OECD (2010), Survey on Strategic Human Resources Management in Central/Federal Governments

³⁹ Ibid

⁴⁰ Ibid

⁴¹ The information for Croatia was summarized from paper , Development of a Human Resources Development Strategy in Croatian Civil Service, authored by Gordana Marcetic and Dubravka Prelec; The Network of Institutes and Schools of Public Administration in Central and Eastern Europe; 2010 (pages 6-11) Website address: 820370.Final_paper_development_of_HRD_Strategy_Marcetic_Prelec_NISPAcee_2010

A performance appraisal system based on management-by-objective principles has been formally implemented. It is assumed that training needs identification forms an integral part of discussions between the manager and the subordinate. However, the strengthening of support to managers is still required to improve their skills and motivation to discuss honestly and openly performance standards, performance achievements and the needs for improvement in knowledge or skills to enhance job performance.

With respect to training, the establishment of the training system and the delivery of training are centralized as the responsibility of the Civil Service Training Centre within the Ministry of Administration. Each state body may organise specific specialized training programmes separately, in accordance with their institutional needs. In addition, civil servants are allowed to attend specialised training programmes outside the civil service in order to improve their knowledge and skills.

The Civil Service Training Centre has upgraded the contents of civil service training programmes and realizes that it must continuously work on improvements. Decentralized training programmes still exist in individual ministries, as well as the programmes implemented through various international projects. The Centre realizes that it needs to better co-ordinate the individual ministerial programmes and projects with its general programmes in order to eliminate irrational spending of funds and overlapping of initiatives.

Croatia recognized the importance of training managers. A Management Training Programme was initiated in 2008. In keeping with Decree on Civil Service Jobs Classification, a total of 908 managers were obliged to take part in the programme. The results of the 2010 Training Needs Assessment confirmed that this programme was recognised as an important one, and a large number of managers expressed their interest in voluntarily taking part in it.

8. INITIATION OF BEST PRACTICES IN THE GOVERNMENT OF GEORGIA – IDENTIFICATION OF TRAINING NEEDS

In the discussions with the selected organizations, it came to light that a few ministries are initiating human resource management leadership and that their efforts are worthy of note with respect to training needs identification even at this embryonic stage of development. Training needs identification are tremendously important in that if the needs are not accurately identified, training will be targeted inappropriately on sets of skill or knowledge that are unlikely to improve job performance. Further, training needs should address organization needs resulting from; for example, shifts in mandates, new legislation, or requirements to strengthen service delivery. The initiatives are described below.

A. TRAINING ACADEMY, MINISTRY OF FINANCE

Annual plans for training are developed for delivery of training the following year. With the support of their IT Department, a software has been developed to identify training needs. The software allows for the manager and the employee to separately identify the training needs by course title.

The Academy then summarizes the information and compares employee elections with that of the managers. The results are presented to Department Heads who make decisions on the selection of courses and number of employees attending each course.

It should be noted that the software also provides an opportunity for staff to indicate whether or not they are willing to be a trainer. This information is important to the Academy as it uses a “train-the-trainer” approach to deliver cost-effective training.

B. PROFESSIONAL DEVELOPMENT AND CAREER MANAGEMENT CENTRE, HUMAN RESOURCES DEPARTMENT, OFFICE OF THE PUBLIC PROSECUTOR

The Centre has developed a questionnaire that lists the course title and requires the manager to explain why a course is being recommended for an employee. The results of the questionnaires for both specialized and short-term training needs are discussed with higher level of management. The needs are prioritized based on organizational priorities reflected in strategic and operational plans. Discussions are held with donors to determine for which courses funding will be provided and, if required, the provision of expert resources. If the donors do not fund the courses deemed as a priority by the Office, the monies are provided from the budget.

C. TRAINING CENTRE, MINISTRY OF JUSTICE

The training needs assessment process includes employees completing a form to identify their training needs. The Training Centre summarizes the results and meets with managers to discuss the needs. Discussions focus on two types of needs: job skills and employee desires. With respect to job skills, management is starting to approve attendance at courses scheduled during working hours.

The Ministry has started to implement a performance appraisal system. In future, the training needs resulting from this system will be combined with those resulting from the training needs assessment.

9. GEORGIA CIVIL SERVICE REFORM CONCEPT (FEBRUARY 2014) – TRAINING CONCEPTS

The human resources management reforms support the development of an effective and efficient civil service that is merit-based system and that motivates, promotes and rewards professionalism. The reforms are expected to result in the further development of a legal and institutional environment that is free of favouritism, unethical behaviour and corruption and that is a well-organized and transparent system that increases society's trust in government⁴².

The concept recommends a predominantly career-oriented system. Tenants of the concept⁴³ that have significant implications for training and development include the following:

- Creation of a uniform civil service recognized by integrity, impartiality and professionalism;
- Setting up of a central management authority that is empowered to ensure consistent management, coordination and control of the civil service;
- Providing career advancement by competitive and merit-based appointment at higher levels and preferential internal recruitment;
- Developing a human resource management system that is supportive of professional capacity development; and
- Creating mechanisms for professional capacity development that will be available to all civil servants.

Section 9. Training and Professional Development for Civil Servants⁴⁴ specifically addresses capacity development in the civil service. The objective of capacity development is to upgrade the professional

⁴² Civil Service Reform Concept, February 2014, Good Governance in Georgia (G3) Program, USAID, p. 4

⁴³ Ibid p. 8

⁴⁴ Ibid p.32

qualifications (knowledge, skills and other competencies) of civil servants. Although capacity development may refer to a range of initiatives that includes training, secondment, temporary posting, study tours, mentoring and networking, recommendations in this consultancy are focussed on in-classroom training and development.

The Concept recommends that new civil service legislation stipulate the following:

- Each civil servant be entitled to access capacity development in the form of in-service training or other measures;
- The Civil Service Bureau set standards for the accreditation of institutions to provide training for civil servants and be responsible for assessing needs;
- Capacity development encompass two approaches:
 - A single government funded and managed training institution be established to train central government senior ranks and that this institution be also responsible for carrying out training needs analyses;
 - Non-government/private sector providers provide training to other staff at the central government level;
 - Training centres and/or HR departments carry out training needs for its respective staff.

Other measures to ensure the implementation of unified standards across the civil service and to ensure that the capacity development needs of the government are addressed, include:

- A fixed percentage of the annual salary budget be set aside for capacity development. Each budget entity would have authority to decide on the use of the budget allocation;
- The Civil Service Bureau issue unified standards for the monitoring the quality of training delivered across the civil service by any training provider. It also publish an annual report on the civil service training activities and the monitoring of results;
- Means of developing capacity development other than training be promoted; and
- Performance appraisals be used as a tool to identify training needs and to assess their impacts on work performance.

10. CRITERIA FOR DEVELOPMENT OF RECOMMENDATIONS

The recommendations of this consultancy are formulated to support the implementation of the Civil Service Reform Concept while addressing the issues set out in the findings. Whilst supporting the implementation of the Concept, the recommendations are also formulated to take into consideration the following criteria:

A. IMPLEMENTABLE RECOMMENDATIONS

The recommendations must be formulated in a way that address the specific challenges of the Georgian Civil Service and be practical so that they are “implementable”. An action plan is required to outline practical step-by-step activities that link the implementation of the training and development recommendations to other HR initiatives. These initiatives are outlined in the Civil Service Reform Concept to achieve an integrated approach to reform across the civil service. Further, the recommendations must take into consideration the resources available and their level of expertise to carry out change.

B. INCREMENTAL APPROACH TO CHANGE.

The recommendations must be formulated in a way that provides an incremental approach to effective change. It is felt that the change process must be at a rate that the CSB can realistically develop sufficient expertise to effectively take on its rightful role of leading the change process. It is realized that sufficient change must occur to “defreeze” the existing systems. Yet, at the same time, the pace of change cannot overwhelm CSB and other stakeholders to the extent that control of the process is lost and trust is undermined.

C. TIMELY PROGRESS

Each recommendation must move the civil service forward towards producing the results anticipated by the Civil Service Reform Concept. In addition, each of the stakeholders including the government HR departments and training centres as well as the external training providers must be actually able to “feel” that change is continuously taking place and that it is right kind of change that is occurring.

D. CIVIL SERVICE REFORM CONCEPT

The recommendations must be formulated in a way that moves the GoG forward in implementing the Civil Service Reform Concept.

11. PROPOSED RECOMMENDATIONS AND ACTION PLAN

The recommendations are based on the results of the findings. The change process to implement the recommendations involves collaboration and co-operation between the CSB and members of the public sector training community. The process essentially involves sharing information, working together to decide on approaches and to develop standards. Once the standards are adopted, the role of the CSB becomes one of audit or monitoring to ensure compliance.

The recommendations have been sequenced in a series of logical steps that flow from one initiative to the next. A priority timeframe has been indicated that, in essence, formulates an action plan. The recommendations and timeframes have been discussed with the CSB.

The recommendations and the rationale justifying each recommendation are set out in the chart below.

Recommendation	Priority Timeframe	Rational
1. CSB restructure to ensure that it has the expertise and the number of resources to provide leadership in training and development	Immediate 1 year	The CSB currently does not have expertise or resources dedicated to the area of training needs identification, training design or delivery. It will need this capacity to develop a quality of leadership that is recognized by members of the public sector training community.
2. CSB support the voluntary sharing of information among training centres/HR departments. CBS evolve the informal group into an official Advisory Board	On-going	The training centres and some HR departments are already voluntarily meeting once a month to share information on training initiatives and to work towards a more consistent approach across the civil service. To increase its visibility and credibility among members of the public sector training community, the CSB should support this initiative.
3. There be a clarification of training and development roles and responsibilities of the CSB	Immediate 1 year	

and CEGSTAR		
<p>4. CSB lead the development of a consistent approach to developing and implementing performance appraisals across the civil service</p> <p><i>Note: The 2011-12 Annual CSB Report indicated that there would be a new requirement to introduce a performance appraisal system</i></p>	Short-term 1-2 years	Through the performance appraisal process, managers identify both organizational and individual training needs. A few ministries have started to design and implement performance appraisal systems. The CSB should take on a leadership role by setting standards for performance appraisal systems in advance of ministries designing and implementing their own systems.
5. CSB identify the training needs for senior managers, middle-level managers and first-line supervisors	Short-term 1-2 years	Management training will be a critical requirement to develop knowledge and skills to implement the Civil Service Reform Concept. First-line supervisors are included because it is they who most influence productivity through day-to-day interactions with employees.
<p>6. The HR departments/training centres continue to identify general <u>short-term</u> training needs. The CSB summarize the results of the needs analyses and, in co-operation with the HR departments/ training centres, determine the priority of the needs as well as the required resources and amount of donor funding.</p> <p>Training centres continue to be responsible for identifying <u>specialized</u> training needs, coordinating donor resources to meet these needs and for undertaking administrative arrangements for delivery of the training.</p>	Short-term 1-2 years	<p>Given that HR departments/ training centres are already identifying these needs and some are making efforts to improve the process, it is being recommended that these processes continue for the next year or so. CSB taking on the role of coordinating the results and determining the priorities will develop insights into the current processes and the needs for change. Further, the CSB working collaboratively with the training community members has an opportunity to develop leadership, trust and credibility among the members.</p> <p>Given that each ministry has a mandate that requires specialized skills and knowledge, it is recommended that specialized training remain as their responsibility.</p>
7. CSB develop standards to monitor the quality of needs analyses and an action plan to implement the monitoring. The standards be developed in consultation with HR departments/ training centres. Based on the results of the monitoring, the CSB address any needs for improvements.	Short-term 1-2 years	Given the lack of identification of organizational training needs and the inadequate process for identifying individual training needs, attention to this item is critical to improving individual and organizational performance.

<p>8. CSB co-ordinate the funding and resources from donors to meet the GoG priorities for short-term general courses. In view of the results of discussions with funders and, in co-operation with HR departments/ training centres, determine the implications for the external Georgian training providers.</p>	<p>Medium Term 2-3 years</p>	<p>The current approach to funding results in different funders providing money and resources for the same training course with different content and training delivery methodologies. Co-ordination of funding should result in a consistent approach to training design and delivery of the same course across the civil service. As well, a co-ordinated approach should better respond to the priorities of the GoG rather than the funder's priorities. Also, this approach should better utilize available monies and experts offered by the international funders.</p>
<p>9. CSB develop standards to monitor the quality of training design, delivery and testing as well as an action plan to implement the monitoring of the standards. The standards be developed in consultation with HR departments/ training centres. Based on the results of the monitoring, the CSB address any needs for improvements.</p>	<p>Medium Term 2-3 years</p>	<p>Standards for training design, delivery and testing are required to improve the effectiveness of training.</p>
<p>10. CSB set out the process and criteria for accreditation of institutions and selected courses in consultation with HR departments, training centres, and external training providers. Once the process and criteria are developed, it is recommended that the accreditation be phased in over time.</p>	<p>Longer Term 3-4 years</p>	<p>Accreditation of institutions and courses will provide for consistency of course contents and quality of delivery across the civil service.</p>
<p>11. With respect to the single government funded and managed training institution for senior civil service ranks, CSB conduct an analysis of relevant data including number of potential participants by type of course, short and long-term impacts on Georgian training providers, impacts of lowered international donor funding, etc. Based on the results of the analysis, recommend a decision to the Civil Service Council.</p>	<p>Longer Term 3-4 years</p>	<p>Additional analysis is required to assess options with respect to training senior civil servants. Options may include partnering with an existing Georgian institution, partnering with an international institution, constructing a new building and campus for the institution, retrofitting an existing building, etc.</p>
<p>12. CSB in consultation with Georgian civil service providers,</p>	<p>Longer</p>	<p>This recommendation is considered as a longer term priority because it intrinsically involves reform of</p>

explore and implement ways to improve the procurement process for outsourcing training and development activities.	Term 3-4+ years	legislation and wider government processes for procurement. Reform will require extensive co-ordination across the civil service and will be headed by an institution other than the CSB.
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12. PROJECTED COST TO IMPLEMENT RECOMMENDATIONS

The restructuring of the CSB should provide a basis for calculating the salary and office space costs of additional staff to implement the above recommendations. The restructuring will be undertaken by a consultancy scheduled to begin in July 2014. Recommendation 11 cannot be realistically costed at this time without the additional analysis that it entails.

The implementation of all other recommendations does not involve additional budget costs other than those involved in the restructuring of the CSB. As a matter of fact, the greater co-ordination and collaboration amongst stakeholders should result in greater efficiencies and effectiveness that lower costs.

13. PROPOSED CSB FUNCTIONAL HR ORGANIZATIONAL STRUCTURE

In 2009, The Law of Georgia on Civil Service assigned the CSB⁴⁵, the functions of:

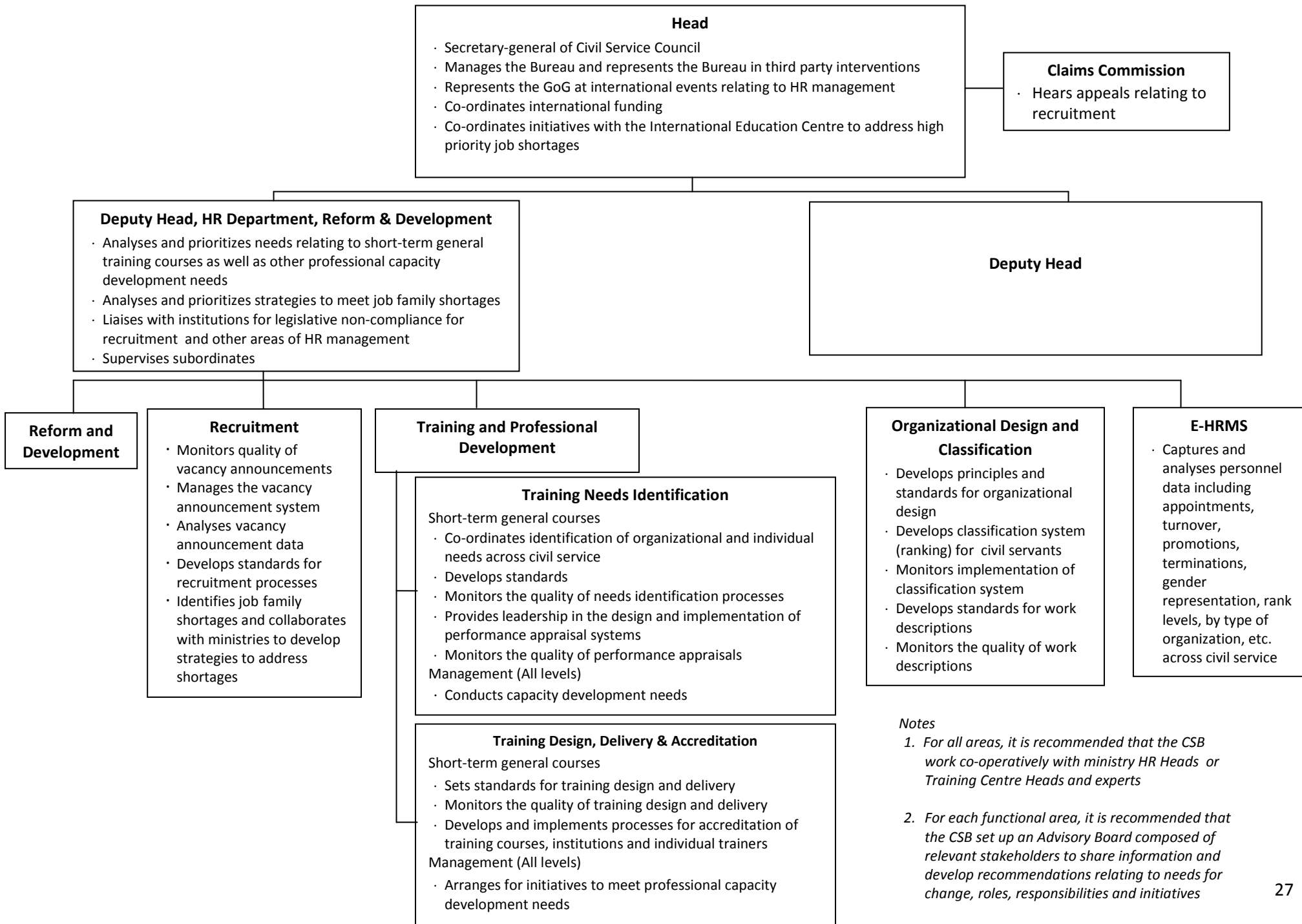
- studying and analyzing the situation in the field of civil service, implementing relevant normative acts and submitting reports to the President of Georgia;
- coordinating and providing methodical to the process of human resources management, activities of professional training and development of civil servants in the civil service; and
- coordinating activities of human resources departments of state bodies (agencies)

However, the CSB has not been structured to expedite these functions nor given the resources to carry them out. Below is a proposed functional HR organizational structure that is aligned with the Civil Service Reform Concept. The proposed structure would enable the CSB to carry out the implementation of the proposed recommendations.

An upcoming consultancy is scheduled to undertake a functional review of the CSB. It is assumed that a more detailed analysis of the structural and resource requirements to implement the recommendations will be undertaken at that time.

⁴⁵ Article 130.2

**Proposed Functional Organizational Structure of Civil Service Bureau
Human Resources Department Functions**



List of Organizations Interviewed

Training Centre of Ministry of Justice
Training Academy of the Ministry of Finance
Office of the Public Prosecutor
Georgian Foundation for Strategic and International Studies
Tbilisi State University
Ilia State University
Georgian-American University
Ministry of Justice – HR Department
Sector for Effective Governance System and Territorial Arrangement Reform (SEGSTAR)
Consulting and Training Centre
Policy and Management Consulting Group (GIPA)
Georgian Institute for Public Administration (PMCG)
Civil Service Bureau
NATO Liaison Office