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Civil Service Training Project

Mid-term evaluation

December 2006



Executive summary:

General information about the project:

The Civil Service Training Project was implemented in BiH by the United Nations Development Programme (UNDP). It was chosen by the Delegation of the European Commission in BiH, which was the main donor, to become an EC partner and to implement the project of civil service training.

The **wider objective** of the project was to contribute to the strengthening of the civil service in BiH through the development and delivery of training based on priorities identified in the the plans of the Civil Service Agencies as well as other relevant documents, including EU functional reviews. The project adopted a strategic approach to civil service training in support of identified public administration reform priorities in BiH.

Approach to evaluation:

The CSTP evaluation was designed in order to correspond to the five basic evaluation criteria established by the European Commission, with the main indicators being Relevance, Effectiveness, Efficiency, Impact, and Sustainability

The evaluation has been implemented with the help of several examination tools, the combination of which provided comprehensive and in-depth results:

- ↪ **Analysis** of the existing project's **documentation** as well as other relevant sources of information
- ↪ **Individual, in-depth interviews** with selected participants, stakeholders and the Project team
- ↪ **Survey** of a random sample of the participants of training courses

Overall assessment of project's implementation

Relevance (+1)¹

The CSTP was a **relevant intervention** – it was needed as the first systematic approach to increase capacities of Civil Service in BiH. There is a lot of evidence that the **content of the training provided a more systematic framework for the everyday work of civil servants.**

Survey results clearly show that **the project effectively addressed the everyday problems** that civil servants face in their work environment – 74% of survey respondents agreed that participation in the training will help them to deal with

¹ Performance rating related to each of the five evaluation criteria is based on the five point scale of -2 to +2



those problems and almost 80% admitted that participation in the training provided by CSTP improved the overall quality of their job performance.

However the relevance of the project was **diminished** by several issues:

- **The inevitable broadness of the project**

Some training topics were presented at too general a level and focused on the whole PA, without getting to the bottom of the issue or proposing concrete solutions; the training groups were composed of people with very different levels of experience, knowledge, and differing types of expertise.

- **Limitations of a Training Needs Assessment**

The design of the CSTP was based on a System Review prepared by the EC and advised by the Civil Service Agencies. The results of this evaluation clearly show that such an approach to needs assessment was not necessarily optimal. The Project seems to correspond to the needs of a public administration system but not entirely to the needs of the training participants.

However it was the first systematic training intervention of that size in BiH and as such the training content was relevant and welcomed by the participants because for many of them it was the first opportunity to learn about modern management tools and methods.

- **Constraints of the wider political and working environment**

The relevance of the project was diminished by the lack of a direct link between personal professional development and opportunities for career progress.

Effectiveness (+1)

The Project has been **managed very effectively** after the change that was introduced by the UNDP in the Team Leader position.

Participants found the training arrangements to be excellent.

Training design was evaluated most highly, and group work and team presentations were chosen as the most preferred and effective method of knowledge delivery. **Trainers were very highly rated**—people spoke of them as “being real experts who know their stuff, very accessible, and trying very hard.”

The **training materials were evaluated as useful**, and quite a few people said that they consider them in their work (survey responses accumulated to a mean of 6,1 on a 7-point scale where 1 meant ‘useless’ and 7 meant ‘extremely useful’).

However there were **several problems** that caused the effectiveness of the whole Project to be less than optimal.

- **Accreditation Panel – problems with legitimacy**

One of the goals of the CSTP was to increase local training capacity with the Accreditation Panel acting as the controlling body for the quality of training delivery. It seems that the Project has failed to achieve this goal. The main reason for such a state of affairs is the unclear mandate for the AC to become a judging institution.



- **Problems with the creation of local training capacity**

Local trainers were used for training delivery only to a limited extent.

There were **additional results** achieved as a consequence of the implementation of CSTP: strengthened cooperation between the Civil Service Agencies and the emergence of horizontal cooperation among civil servants.

Efficiency (+1)

We can observe overall a **very satisfactory number of training participants** – estimated total of 2500 at the end of the project. This was a major achievement for a one-year training project implemented in BiH's administrative, political and organizational conditions.

Although the possibility to benchmark in this regard is very limited (no access to documentation from other projects of a similar kind implemented in BiH) the information gathered by the evaluators clearly shows that the **efficiency of program's delivery was very high** - no major problem relating to this criterion was identified.

The participants agreed that the **trainings were organized very resourcefully** whereby a good balance was achieved between a high standard of organization and delivery on the one side, and the training outcome on the other.

One of the true strengths of the implementation of the CSTP is the **excellent cooperation between the main stakeholders**. UNDP has succeeded in establishing good relationships with the Civil Service Agencies, which made the implementation of this project possible.

There were several **problems** relating to the efficiency of the CSTP:

- **management at the beginning of the project was not efficient.** It has created a lot of misunderstanding and distrust among UNDP and the CSAs. In this respect some time was lost. Fortunately the UNDP was able to identify and resolve the problem.
- **Project implementation plan – the density of training over a short period of time.** Because of the steps in the program implementation, and the need to avoid overlap with other trainings (such as the Tempus project in the RS), the trainings ended up being crammed into a few months between early summer and the end of the year. This scheduling clashed with the workload at the end of the year, which is typical of PA, causing many participants to skip some hours or whole days of training.
- **The size of the training groups emerged as a problem in several instances.**
- **Capacity of beneficiaries to absorb training offer** - There was an assumption, made at the planning phase of the Project, that the State level will receive most of the support and that the emphasis in the Project will be on the strengthening of State Capacity. This assumption proved to be inappropriate within this Project. Because it was overburdened with other activities and



extensive experience with other training programmes the State Civil Service Agency was not able to assure the fulfillment of the planned level of participation in training courses.

- **Recruitment of participants (mostly ad hoc)** - there was no systematic approach to the recruitment of participants in the specific training sessions.
- **Limited use of local trainers**

Impact (+1)

The **CSTP has certainly made a change in peoples' consciousness** – it has **broadened their horizons and strengthened the individual capacities** of those participating in training courses.

Also, the exposure of trainees to modern management techniques and training methods helped to raise the awareness of the importance of professional development – a factor that was not particularly emphasized in everyday practices of PA.

Excellent training organization and delivery also had a very positive impact on how participants viewed the CSAs which implemented the training in partnership with the UNDP. People **congratulated the training units of CSAs for an excellent job.**

In addition to the positive impact that the training had on the work performance, motivation, and self-esteem of individual participants, there are several obstacles for the further impact of this training program.

The main obstacles to the maximal impact of the training **related to the wider work environment in which civil servants accomplish their daily tasks.** The most frequently mentioned problems were: 1) the inability and reluctance to change among decision makers and lower level employees, b) politics, c) legal constraints, d) rigidity and the lack of synchronization in the system itself, f) a lack of a systematic/institutional knowledge-sharing culture, g) the relationship between PA and the wider public.

Sustainability (+1)

There were several positive results from the CSTP that create solid ground for the sustainability of the project results.

First of all this project has **strengthened cooperation among the main stakeholders** in the PA sector of BiH. This cooperation can result in a better use of existing resources that are available for the improvement of capacities of CS in BiH.

Secondly, **networking among civil servants** showed that the project can help in the creation of a common, shared consciousness of the sector's needs and of the changes which need to be introduced. Most probably it **will facilitate an increase in the demand for professional development** and strengthen the development of a need for sharing experiences and peer learning.



Finally, this project hopefully marks the **beginning of the creation of a local training capacity** with the broadening of training experiences of the CSAs and some local trainers.

However, sustainability can be diminished by the aforementioned rigidity of the system, political influences and a lack of support and understanding at the higher, managerial level of the PA. If performance improvement continues not to be the primary interest of the staff of public institutions and if there no formal requirements for professional development are introduced and observed then the results of that project will fade over time. Certainly the major factor that would improve the sustainability of CSTP is the success of Public Administration Reform.

Conclusions and recommendations

Overall, the CSTP was a major success, and it greatly influenced the minds and work potential of participating Civil Servants.

The program was well managed (after initial problems that were successfully resolved by the UNDP) and the planned results (with a few exceptions) were generally achieved.

General evaluation of the project can be summarized as satisfactory (+1 mark):

Any **further steps should address the system itself** and should focus on an attempt to **initiate a change in the terms of how political leaders and decision-makers approach, view and manage the PA.**

Several recommendations can be presented here that could constitute an exit strategy from the CSTP as well as a plan for immediate further action:

Recommendation 1: Change awareness at the political level

- Organize a high-profile closing conference at which the achievement and importance of the CSTP can be presented.
- Organize a series of seminars / events for the political leaders on the role of the CSAs.

Recommendation 2: Change awareness at the public level

- Organize a public awareness campaigns: "internal" – directed to civil servants, tackling the issues of client service orientation and stressing the need for the transparency of PA operations; "external" – directed to citizens on the role/mission/tasks of civil servants
- Organize anti-corruption / transparency / public ethics program for the staff of PA

Recommendation 3: Increase motivation for professional development

- Introduce systemic changes: introduce formal requirements of continuous, professional education for civil servants; establish clear rules for career progress based on the recognition of competence
- Support the voicing of the sector's needs (increased awareness): provide support for the networking of civil servants (organization of professional forums, peer



reviews, etc.); create forums for the expression of needs (professional newsletter / magazine, annual conferences organized by CSAs, etc.)

- Identify and disseminate model solutions / best practices (organize 'best practice programs'; create a database of best practices, publicize professional guidebooks)

Recommendation 4: Create local training capacity

- Establish a Public Administration Institute (as envisaged in the PAR Strategy). The creation of a PAI has to take into consideration political issues and the interests of the Entities. Therefore it should come as a package – a set of ready programs / activities supported from the very beginning of the PAI's operations.
- Increase capacity and support cooperation between the CSAs

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Introduction

General information about the project:

The Civil Service Training Project was implemented in BiH by the United Nations Development Programme (UNDP). It was chosen by the Delegation of European Commission in BiH, which was the main donor, to become an EC partner and to implement the project of civil service training. It was assumed that training would include all the structures of the civil service in BiH with an emphasis on strengthening the State capacity.

The **wider objective** of the project was to contribute to the strengthening of the civil service in BiH through the development and delivery of training based on the priorities identified in the plans of the Civil Service agencies as well as other relevant documents including the EU functional reviews. The project adopted a strategic approach to civil service training in support of public administration reform priorities identified in BiH.

In order to contribute to the aforementioned wider objective, the following **immediate objectives** were implemented:

1. The development and implementation of training programmes corresponding to the needs of civil servants in BiH, derived from assessment reports and anticipated legal requirements, including harmonization with EU standards.
2. Further development of the capacities of the Civil Service Agencies in the organization of comprehensive, strategically-oriented training programmes for civil servants.
3. The development of standards in order to promote high quality in civil service training and the value of life-long learning in accordance with the EU approach.



It was planned that a total of 2900 civil servants would participate in the training programmes during the life of the project. Altogether 13 courses were prepared and delivered:

- Human Resources training for managers
- Job Analysis Exercise
- Administrative procedures
- Institutional Communication for Information Officers
- Strategic Planning and Preparation of the Annual Work Programme for Governments
- Legislative Drafting / Uniform Drafting Rules
- European Integration Training for EU specialists
- Preparation of a Thesis
- Training for HR Staff
- Regulatory Impact Analysis – RIA
- The role of institutional communication
- Methods of Consultation – Inter-ministerial and Inter-governmental Consultations, Consultations with non-governmental and professional organizations
- European Integration Awareness Training

Approach to evaluation

The evaluation of the CSTP was designed in order to correspond to the five basic evaluation criteria established by the European Commission, with the main indicators being Relevance, Effectiveness, Efficiency, Impact, and Sustainability:

- **Relevance** – the extent to which the objectives of the CSTP are consistent with the requirements of the beneficiaries, the country's needs, global priorities and the policies of partners and donors. (Note: retrospectively, the question of relevance often becomes a question as to whether the objectives of a project or its design are still appropriate given changed circumstances.)
- **Efficiency** – a measure of how economically the resources/inputs (funds, expertise, time, etc.) are converted into results.



- **Effectiveness** – the extent to which the objectives of the CSTP intervention were achieved, or were expected to be achieved, taking into account their relative importance. (Note: Also used as an aggregate measure (or judgment) of the merit or value of an activity, i.e. the extent to which an intervention has attained, or is expected to attain, its major relevant objectives efficiently in a sustainable fashion and with a positive institutional development impact.)
- **Impact** – (related to relevance but with the adoption of an ex-post perspective) positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.
- **Sustainability** – the continuation of benefits from CSTP after the assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.

The main objective of this evaluation was to discover **lessons learned** that can be drawn from the implementation of the CSTP.

The evaluators paid special attention to the **impact** and **sustainability** of related issues. It was their intention to identify **opportunities** and **obstacles** for the training environment in BiH as the result of the implementation of the CSTP.

The specific goals related to such designed evaluation were the following:

- general assessment of the adjustment of the project's design to Bosnian conditions
- identification of possible action to be undertaken before the end of the project in order to strengthen the sustainability
- identification of the resources produced by the CSTP that can be used for future activities
- assessment of the influence of the CSTP on the public administration sector
- evaluation of the local capacity for the delivery of training
- analysis of the demand / supply relationship and constraints in the public administration training sector



- The evaluation has been carried out with the help of several examination tools, the combination of which have provided comprehensive and in-depth results:

↪ **Analysis of** the existing project's **documentation** as well as other relevant sources of information

↪ **Individual, in-depth interviews** with selected participants, stakeholders and the Project team

↪ **Survey** of a random sample of the participants of training courses

Individual in-depth interview, sometimes called a non-standardized interview, is carried out in the form of a casual conversation between the interviewer and the interviewee. The conversation follows a pre-designed interview scenario including key questions and research problems. The in-depth, individual interview helps the interviewee use his or her own ideas in a specific context, to extend or narrow down answers to certain questions or to evaluate other questions as inappropriate

The analysis of the existing documentation

was concerned with evaluating the project's adjustment to the country's realities and to conditions that determine the functioning of the public administration. An analysis of documents helped to develop proper research tools for investigation.

In particular the following documents were examined:

- operational brief
- inception report
- the project's quarterly reports
- PAR strategy
- Training materials and curricula

In addition to an analysis of the existing documents field research was also carried out. It consisted of the following:

In-depth interviews with selected participants of the training courses (a sample stratified by the entity, type of training and position) in order to learn about their reception of the training, opinions concerning the trainers, the materials presented, and the curriculum as well as its relevance to their local government jobs.



Interviews were conducted with civil servants who participated in at least one (the average being 3-4 and the highest being 9) training organized by the CSTP, and who came from diverse levels and areas of Public Administration (PA) in Bosnia and Herzegovina (BiH) (for the full list of interviews please see Appendix I). The rationale behind the geographical distribution and the selection of interviewees was to include an approximately equal number of interviewees from the 4 main strata of PA in B&H, including the state of Bosnia and Herzegovina (BiH), the Federation of B&H (FBiH), the Republic Srpska (RS), and Brcko District (BD).

Therefore, 6 interviews were conducted in FBiH (BiHac and Mostar), 6 in the RS (Banja Luka), 4 in BD (Brcko), and 6 at the state level (Sarajevo). All interviews were conducted during the period between November 20th and November 30th, with an average duration of 70 minutes per interview (see Appendix for the list of interview questions).

Also 10 interviews with main stakeholders were conducted. The respondents included representatives of Civil Service Agencies from all entities, the Team Leader, representatives of EC, UNDP, PAR coordinator office, and trainers. (see Appendix for the list of respondents of interviews)

Survey among participants of the training courses was conducted by the CATI (*Computer Assisted Telephone Interview*) method on the random sample of training's participants. A research was designed to allow to measure beneficiaries' level of satisfaction and evaluate appropriateness of conducted trainings to their professional needs. Due to the given timeframe, the sample of the survey amounted to 200 interviews. The results from such a sample are representative for the participant's population (although the sample error is relatively high – about +/- 5.5%).

However, it should be emphasized that the survey data gives a comprehensive and valid overview of participant's attitudes and opinions related to the training program (*see Appendix for the PowerPoint presentation of the survey results*).



Overall assessment of the project's implementation

The CSTP was evaluated against 5 evaluation criteria (relevance, effectiveness, efficiency, impact and sustainability) and followed EC standards expressed in the Project Cycle Management Handbook and the methodological guidelines issued by European Commission.

The performance rating relating to each of the five evaluation criteria is based on a five point scale of -2 to +2 where the marks represent the following assessments:

+ 2	very satisfactory
+ 1	Satisfactory
0	Sufficient
- 1	Insufficient
- 2	totally insufficient

The mark given represents the overall assessment of the evaluators with regard to a given evaluation criterion.



Relevance (+1)

Generally, it is evident that the CSTP was potentially a **very relevant intervention** – it was much needed as the first systematic approach to increase the capacity of the Civil Service in BiH.

There is a lot of evidence that the **content of the training provided a more systematic framework for the everyday work of civil servants**. The training participants said that the training provided a significant contribution to the betterment of their work performance. They saw the main goals of the training as preparing them to be better, more equipped and skilled civil servants, to communicate better amongst themselves, to have a clearer vision of their goals, and to be more skilled in choosing how to achieve those goals. Survey results show clearly that **the project well addressed the everyday problems** that the civil servants are facing in their work environment – 74% of survey respondents agreed that participation in training will help them to deal with those problems and almost 80% admitted that participation in the training delivered by the CSTP improved the overall quality of their job performance.

When talking about the ways in which the training was relevant, most of the trainees, however, focused on the **general knowledge and awareness that the training introduced** them to, which several informants referred to as “broadening my horizons.” One participant in the training said, for example, that the training was useful to her in everyday work but that it also had an effect on her life outside of work— it simply changed the way she approaches things in life. Another participant repeated this observation, while adding another aspect of the knowledge learned— the ability to connect things better:

“You know what...what is very important for this project is that she [the trainer] presented to us the way in which we should connect and arrange things when we consider some work task. And this is crucial.” (*Head of Department, Mostar*)

Some of the younger participants, in particular, talked about the training opening up new ideas for them so that they do not see their future work as narrowly as they



used to (but, which is certainly not a desired outcome of the Project, they even considered a career change within and outside the PA after the training).

However the relevance of the project was **diminished** by several issues:

- **The inevitable broadness of the project**

While most of the training topics were relevant to the participants' needs, they often stayed at a level that was **too general** and focused on the whole PA, **without getting to the bottom of the issue** or proposing concrete solutions.

One of the main and inevitable (because of the scope of the training) reasons for the lack of focus was the fact that the **training groups were composed of people with very different levels of experience, knowledge and types of expertise**, which sometimes left some trainees feeling that the training was too broad and at times too basic:

"I think everyone who organized trainings for us so far makes this mistake...I mean, I understand that we need that general approach, the basic approach. And there is always a need for it, to a certain extent. But often seminars, including this one, overstress that general approach. They need to understand that we are not a space outside Europe, and that we study a lot about these basic things. And we are in favour of more concrete, practical things, because civil servants are pragmatic. We need no more theory. And I am aware that we are all coming to trainings with different backgrounds and that some people need more introductory material. But you can confront this by being specific and concrete, because that is what everyone cares about. People ask for more specific, practical examples. Some trainers recognized this more, some less" (Ministry, Sarajevo)

- **The limitations of a Training Needs Assessment**

The design of the CSTP was based on a System Review prepared by the EC and advised by the Civil Service Agencies. The results of this evaluation clearly show that such an **approach to needs assessment was not necessarily optimal**. We need to underline here, that the state of knowledge of potential participants was not examined in any systematic way. Consequently, the **training in many cases was general, addressed to "an average" participant**, creating understandable dissatisfaction among some of the recipients.



The Project seems to correspond to the needs of a public administration system but not entirely to the needs of the training participants. From the perspective of a systemic change the Project is too narrow – as it addresses only the middle level of PA staff while from the perspective of many trainees it is too broad (as it was mentioned earlier).

However the critique of an approach to TNA has to be mitigated in this particular case. The CSTP was, after all, of an introductory nature. It was the first systematic training intervention of that size in BiH. Therefore, the training content was relevant and welcomed by the participants because **for many of them it was their first opportunity to learn about modern management tools and methods**. In future though, the existing capacities have to be examined in a more rigid and systematic way and the effects of such an examination have to be taken into consideration in designing any training program.

▪ **Constraints of the wider political and working environment**

The relevance of the project was certainly diminished by the constraints of the political environment – mainly by the **lack of a direct link between personal professional development and the opportunities for career progress**. Many interviewees explicitly indicated that if they wanted to get promoted they needed only the backing of the right political party and good connections, not further education:

“what do I need to do in order to advance in my career? I need to be a membership of the leading political party. I have much experience and I can say for myself that I am a professional civil servant, but when it comes to work promotion, then you need the right party to back you up. That is how it goes” (Ministry, BiH).

Also numerous trainees mentioned that their problems at work were often not related to their own competence but to the lack of competence in others, be it their superiors or their subordinates. This indicates the tension between the personal development of civil servants and their wider work environment, influencing both the relevance and impact of the training. These issues will be also discussed in the Impact section of this report.



Another important problem that influences the relevance of the whole project is related to the **limited possibilities of the dissemination of newly-acquired knowledge** in the workplace. As the interviews revealed, the culture of internal knowledge sharing is quite limited and there is no internal institutional training system. Therefore the knowledge that was transferred to the participants cannot easily spread to the wider public.

Finally, the whole PA system seems to be quite rigid – huge administration and lack (or limited) inter-institutional cooperation prevents changes being introduced no matter how good and innovative any training program might be.

In conclusion, the training was generally quite well-adjusted to people's needs as they have made new knowledge and tools available to the civil servants.

There were a few suggestions about how to make them even more attuned to the needs of the civil servants in B&H, including a) going into more depth with certain topics, providing more focused and practical examples that correspond to the B&H environment and b) thinking more carefully about the composition of the training groups, so that the groups could be more balanced and effective in the future.

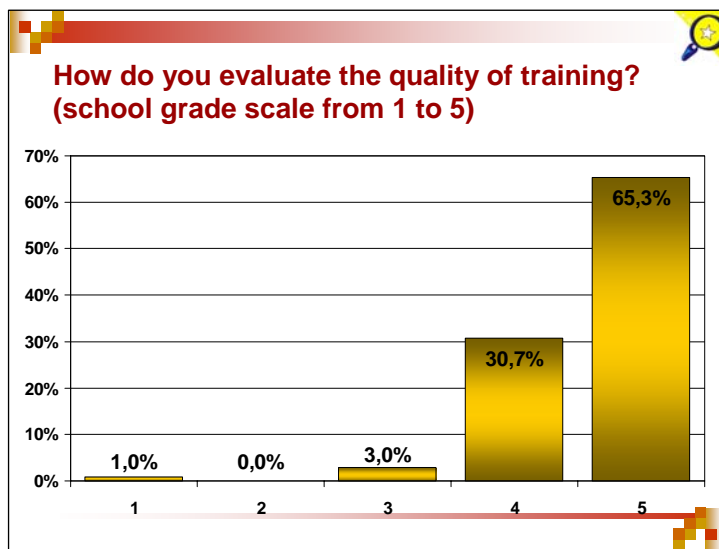


Effectiveness (+1)

The Project has been **managed very effectively** after the change that was introduced by the UNDP in the Team Leader position. It has to be underlined that Mr. Jacek Królikowski has gained recognition among all of the stakeholders as a reliable, understanding and effective partner. The success of the CSTP was achieved due to the Team Leader's ability to manage the project well in a difficult institutional and political environment.

The majority of the respondents of the interviews expressed their great satisfaction with the organization and methodology of the training. In terms of organization, all **participants found the training arrangements to be excellent**. The location and conditions were described as optimal, with good coffee breaks and lunch breaks which were very useful for the exchange of information and impressions from the training sessions.

The design of the training was evaluated most highly, and group work and team presentations were chosen as the most preferred and effective method of knowledge delivery. All trainees mentioned that they really liked the group/team work, active participation, creative work, and continuous involvement of the participants:



"I am telling you this now for real, not to be nice—everyone who took the training with me was satisfied. As we like to say it, the training shook us, you know. In your everyday job, no one asks you anything, you run around, write things down...and suddenly you come to the training and someone asks you to be creative. We are not used to this" (*Ministry, Sarajevo*).



The well-received and effective training delivery was much more open and effective than the traditional lecturing style of education:

"If I remember well, until the war the seminars were all the same in that the lecturer was talking and the participants were listening. The type of training that is organized by the UNDP for civil servants is, in my opinion, a refreshing" (Expert Associate, BiHAc).

Interestingly, when asked about what practical things they gained from the training, in addition to focusing on the broadening of their views, many informants talked about how they applied some specific training method (and not necessarily a training theme) in their work environment. This, in their opinion, made the UNDP trainings different and better than all the other trainings they attended:

"Team work in training was so important. We had to make our own project, together in teams. So we learned about the team work by doing it in the training. That gave us the potential to use this knowledge in practice the next day...I use it now all the time since I have to work with other co-workers. We really work in teams here, and we have many projects where different units in our institution have to cooperate...But now I apply more team work style where we explain our actions and decisions to each other more, while before we just transferred information among ourselves, without much explanation...Also, we had to present our findings at the end of the team work in trainings. I am a spokesperson at my institution, so I used this opportunity to improve my public speaking skills (*Head of Department, Mostar*).

In addition to the training methodology, several training themes emerged as especially noteworthy: Training for HR staff got the most votes on the quality of training, followed by Methods of Consultation and Legislative drafting (see the graph for details):



The trainers were very highly rated—people spoke of them as “being real experts who know their stuff, very accessible, and trying very hard.” Brigitte Kuchar was the most highly praised and most often mentioned trainer, followed by Tomasz Potkański, while other trainers were mentioned sporadically.

Several informants mentioned their **preference for local trainers** who understand the situation on the ground much better and thus can relate to the situation in Bosnia. These people could offer examples that were much more relevant to the situation in BiH—while foreign examples were interesting and good as comparisons, local examples and solutions are needed much more:

“The UNDP trainings were refreshing because local experts were involved... That is very important to me. They were young and very knowledgeable about things on the ground, and their way of communication was closer to us when compared to some European trainers who did not know the system and the structure of our country that well. Maybe it is good to hear an Irish example, but it does not often relate to our situation” (Head of Department, Sarajevo).

Informants also mentioned that it would be useful to have trainers who also worked in the PA sectors in their countries, so that they would share more mundane



experiences of similar issues with the participants. Also, several participants felt underestimated in their knowledge of certain issues and they said that trainers should be more knowledgeable about the participants' background, so that they could adapt the lecturing/training appropriately.

When asked about what they disliked the most, many participants mentioned methodological issues, such as **passive lecturing**. However, **this was a rare occurrence with the CSTP**.

The **training materials were evaluated as useful**, and quite a few people said that they consider them in their work (mean of 6.1 on a 7 - point scale where 1 meant 'useless' and 7 meant 'extremely useful').

Some participants shared the training materials with their co-workers, while the HR Unit in BD had to make extra copies for those interested who did not attend the training, but who wanted the material. Also, several forms shown in the training organized by Tomasz Potkański were applied in work by a number of participants. There were, however, more than a few suggestions about the training materials generated from the interviews, such as: a) the font was too small and hard to read, b) materials from one training were not stapled together which made it harder for participants to use them in the future, c) materials were not comprehensive, concrete and short enough, and d) sometimes training materials included nothing more but the slide materials which was seen as insufficient.

We can appraise the delivery of training as a major strength of the CSTP that caused the whole Project to be highly effective. However there were **several problems** that resulted in the effectiveness of the whole Project not being optimal.

- **Accreditation Panel – problems with legitimacy**

One of the goals of the CSTP was to increase local training capacity with the Accreditation Panel acting as a controlling body for the quality of training delivery. It seems that the Project has failed to achieve this goal (state as at the end of November 2006). The main reason for such a state of affairs is the unclear mandate



for the AC to become a judging institution. In a complicated political and institutional environment there are no clear rules to obtain legitimacy for the AC to implement its assumed tasks. It should be no surprising that without a clear view on the political and institutional justification of operations the members of AP remain reluctant to undertake any decisive action.

▪ **Problems with the creation of local training capacity**

Another aspect of the process of the creation of a local training capacity remains problematic. Local trainers were utilized for training delivery only to a limited extent.

Effectiveness - additional results

In the context of the effectiveness of the whole project it is important to emphasise the additional results that were achieved as a consequence of the implementation of this intervention.

It seems that one of the most important consequences is the further development and **strengthening of cooperation between the Civil Service Agencies**. This fact can be of a decisive importance for further activities in BiH relating to the PA sector.

Another positive improvement concerns emergence of **cooperation among civil servants** – the participants of training courses. The CSTP created a rare possibility for networking among people representing different institutions. Participants stated that the training sessions were rare opportunities for civil servants to meet and exchange opinions or build contacts. A number of trainees already use the contacts established through the training in their work (see more about the consequences of this issue in 'impact' section):

"I had an opportunity to meet [in training] some people who work for the Foreign Trade department, and now I see them in the tram every morning on the way to work. When I need something, some information, or if I need someone to refer me to the person I need, this new networking and closeness that emerged from the trainings is a great thing. You ask me if I have used it in my work so far? Of course I have. If I need some information from the Foreign Trade office, if I do not know who to ask for that, usually I communicate with the colleague I know [from the training] and she refers me to the person I need. That is very helpful" (Ministry, Sarajevo).



Efficiency (+1)

We can observe a **very satisfactory total number of training participants** – an estimated total of 2500 at the end of the project. This is a major achievement for a one-year training project implemented in BiH's administrative, political and organizational circumstances.

Although the possibility to benchmark in this regard is very limited (no access to documentation from other projects of a similar kind implemented in BiH) the information gathered by the evaluators clearly shows that the **efficiency of program's delivery was very high** - no major problem relating to this criterion was identified.

The participants agreed that the **training was organized very resourcefully** whereby a good balance was achieved between a high standard of organization and delivery on the one side, and the training results on the other. As has been mentioned, trainees found the training conditions to be almost optimal: the structure of training sessions was generally satisfactory and the duration of training sessions was fine in terms of what needed to be covered in those sessions. However, as we have already mentioned in the previous section, the training sessions interfered too much with the workload at the end of the year. Trainees did not recommend any changes in terms of shortening or expanding different parts of the training sessions, except for a few isolated complaints about long introductions.

Generally, **people found the distribution of the training content to be satisfactory**. Some thought that introductions were too long and they wanted to go to concrete problems immediately, while others suggested that a short introduction was needed, but not the one in the form of providing the history of the EU to the people who felt they knew enough about that issue. A greater early assessment of the knowledge of trainees would help distribute the participants among more or less advanced groups, so that the training sessions could be adjusted to the level of knowledge and expertise.

One of the true strengths of the implementation of the CSTP was the **excellent cooperation among main stakeholders**. The UNDP has succeeded in establishing



good relationships with the Civil Service Agencies which made the implementation of this project possible.

There are several **problems** related to the efficiency of the CSTP.

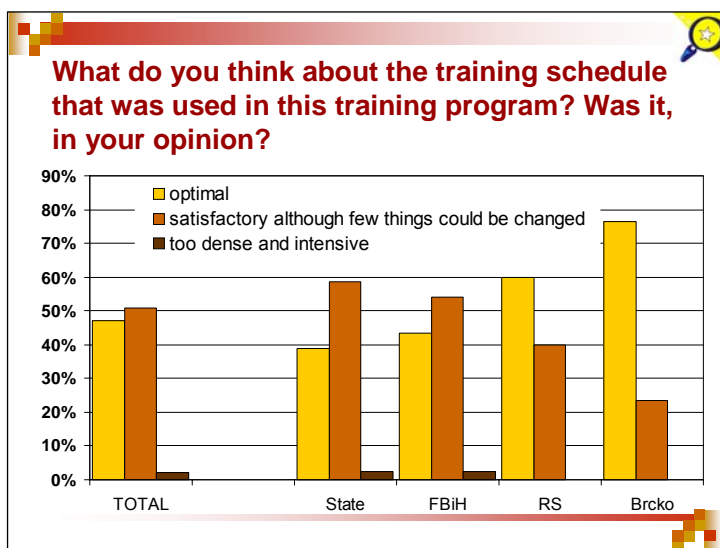
First of all the **management at the beginning of the project was inefficient**. It created a lot of misunderstanding and distrust between the UNDP and the CSAs. In this respect a lot of time was lost. Fortunately the UNDP was able to identify and resolve the problem.

Also, it has to be mentioned that a training program of that size, implemented in a difficult political and institutional environment requires a certain degree of flexibility since long-term planning in such circumstances is extremely difficult. There were some **problems relating to organizational flexibility on the part of the UNDP** that made the scheduling and management of the project more difficult. Those problems were related to lengthy procedures of the selection of experts as well as rigid and not always appropriate procurement procedures for the selection of training venues. Also, there were some problems relating to institutional (above project's level) communication between the UNDP and some CSA's. It has to be underlined however, that in the end - and **despite of these problems - the UNDP has generally managed the Project successfully**.

A few other problems undermining efficiency need to be discussed further:

- **The project implementation plan – the accumulation of training sessions over a short period of time.**

However, the **issue that most diminished the efficiency of the training** had to do with the **density or scheduling of trainings**. Because of the steps in the implementation of the program, and because of the





need to avoid overlap with other training sessions (such as the Tempus project in the RS), the training sessions ended up being crammed into the few months between early summer and the end of the year, with most of the activity taking place in October and November. This scheduling clashed with the work overload at the end of the year, which is typical of PA, causing many participants to skip some hours or whole days of training.

It is an obvious conclusion of this evaluation that **trainings should be distributed more evenly throughout the year**, with a clear schedule defined in advance, so that participants could plan them into their work schedule early on.

In order to avoid some of the conflict, quite a few participants mentioned that it would be more productive to take the participants away from their hometowns for those three days during the seminars – they were aware that this option is very costly, but they thought that it was the most productive way to keep people a) away from their daily obligations, b) more focused on the task at hand, and c) together after the trainings in the evenings where they could discuss the skills gained at leisure. Others recommended that trainings should take five days instead of three, but that they last half-a-day, so that trainees could attend their work in the mornings and the trainings sessions in the afternoons. Survey data shows that for the majority of the Civil Servants (62%) the **optimal length of a training session is 2-3 days**.

Also, the **size of the training groups emerged as a problem in several instances**: while there was a training session organized for 100 participants in BiHac which turned into a passive message delivery, there were training sessions with only 5 or 6 participants in Banja Luka which turned at times into consulting sessions.

Also, we need to mention those few occasions when training sessions were cancelled because of the lack of participants. Certainly such **cancellations** were not very efficient. As we have mentioned earlier this problem is related to an inappropriate recognition of the capacity of the beneficiaries to absorb the training offer.



- **Capacity of beneficiaries to absorb the training offer**

There was an assumption, made at the planning phase of the Project, that the State level would receive most of the support and that the emphasis within the Project will be on the strengthening of the State Capacity. This assumption proved not to be appropriate within this Project. Because of the burden of other activities and extensive experience with other training programmes the State Civil Service Agency was not able to assure the fulfillment of the planned level of participation in training courses. It needs to be underlined that this is the State level toward which most of training support was being addressed. Consequently the interest of Civil Servants from State institutions in training is relatively lower than in other entities.

Because the aforementioned assumption was incorrect one could sometimes observe poor participation in some training (or even the cancellation of training courses) at the State level and overcrowded training sessions in the FBiH where the CSTP was the first modern-type training program offered.

- **Recruitment of participants (mostly ad hoc)**

There was no systematic approach to the recruitment of participants for specific training sessions. Each of the Agencies has adopted some rules for composing training groups. However, within our investigation we have not found any procedure that would take into consideration participants' backgrounds and their level of knowledge and experience. As a result the groups were very diverse, and participants represented differing needs and levels of competence which made delivery of training more problematic with satisfaction of trainees declining.

- **Use of local trainers**

Many **participants evaluated local trainers very highly**, and they stressed that it would be much sounder to use local expertise more in the future, since their services are cheaper.



▪ **Translation / language of the materials and presentations**

Among the **problems** that they did mention, most frequent issues had to do with **translation**. While some translators got the highest praise, others were described as translating too fast, not adjusting to legal language, using foreign terms, and slowing down the work. Participants thought that the UNDP translators were good overall, some even excellent, but that it would be useful if they could be briefed on legal concepts and issues before they start translating, because sometimes valuable time was lost on finding a proper way to translate, for example “performance appraisal”.

Another language issue emerged as a problem related to training effectiveness and it had to do with the **script and language of training delivery**. One thing that bothered several people was the fact that presentations and materials that trainers used were in Bosnian language. One person in Banja Luka said that he heard several other participants complain that the presentation was not being offered in the Cyrillic alphabet and the Serb language. He even thought that some people stopped coming to trainings because of this issue:

“Trainings and civil servants from the RS are unfairly treated in terms of language and the script. Because exclusively, really exclusively, we are presented by the material in Latin script and the language used in trainings is not adjusted to the Serb language. That is not an exception to the rule, but the rule. I, myself, and all the others here perfectly understand this, as they in Mostar and Sarajevo would perfectly understand it if the Cyrillic script and Serb language terminology were offered to them. But the organizer will never think of this as an option—to go to Mostar or Sarajevo with the materials written in Cyrillic. In the past, the excuse for not having presentations in Cyrillic was related to technical reasons, but this excuse is not longer acceptable. The organizers have to pay at least some minimal attention to this issue, since I know that some people probably do not come to the training because of this” (Director, Banja Luka).

One of the trainers also reported 2 more cases of this nature happening in Herzegovina, where people asked for the presentations in Croat language. Some of informants mentioned that they can tolerate the presentations being in Bosnian language since they understand it, but the diplomas should be in the language in which people would want them, not automatically given in Bosnian.

▪ **Minor problems with training venues and scheduling**

Most participants agreed that organizers should take holidays and weather conditions into consideration when scheduling the trainings. For example, in Mostar many



people did not come to trainings during the summer when heat was extreme. Other than this, trainings were carried out almost in a perfect way, especially when it comes to logistics. Only one person mentioned the noise outside the hotel in Bania Luka and the fact that once she could not hear the instructor because of the heavy rain that was falling on the plastic roof of Vidovic hotel.



Impact (+1)

The **CSTP has certainly changed peoples' consciousness** – it has **broadened their horizons and strengthened the individual capacities** of those participating in the training courses.

All informants, mentioned during the in-depth interviews that the training had an impact on their work (participants estimated that, on average, about 79% of the content of the training was useful for their everyday work as well as for their future career progress). The majority of participants talked about the influence that the training had on their general thinking and how it broadened their horizons. Participants spoke of the impact in a *general and personal* manner:

"That knowledge is simply always present subconsciously and it affects everything I do."
(Ministry, Sarajevo).

Also, the exposure of trainees to modern management techniques and training methods helped to rise the awareness of the importance of professional development – a factor that is not particularly emphasized in everyday practices of the PA.

A number of trainees spoke easily about the direct impact that training had on their *individual* performance, including:

- a) increased management skills,
- b) ability to plan long – term / increased understanding of the importance of strategic planning,
- c) better understanding the PA system,
- d) reassurance of one's work performance / increased self-esteem,
- e) adoption of new tools,
- f) "discovery" of team work – realized the importance of team work,
- g) networking (knowledge sharing and new contacts were mentioned as great additional impacts of trainings), and
- h) improved presentation skills.



Participants provided concrete ways in which these improvements of individual performances took place in everyday work life. For example, one participant changed his daily routine, by preparing work for his next day at the end of the previous day, which made him more organized and effective at work (Expert Associate, BiHAc). Others mentioned the five steps they learned in the strategic planning training that they use or plan to use in making next year's annual plans. A few trainees named specific forms that they learned to use during one training and which they now use or plan to use in their future work.

The training that were brought up the most in terms of its concrete impact was HR for Managers and Strategic Planning. In the first training, people often changed their approach to HR from a static list of descriptions to the holistic, dynamic and process task. Trainees mentioned the great timing of this seminar when many of the institutions the trainees came from were in the process of recreating their HR policies and introducing worker evaluation schemes. In addition, the clearly defined five steps of Strategic Planning training helped many to better organize their work as well as to think more systematically about goals, visions, and paths of achievement in their work.

A few trainees suggested that the **training reassured them about the things they had done well in the past**, when they did not have any clear guidelines about the job proceedings. Now, however, they detect an increase in their self-esteem, since the trainings put into better perspective, confirmed, and systematically expanded what the trainees already knew.

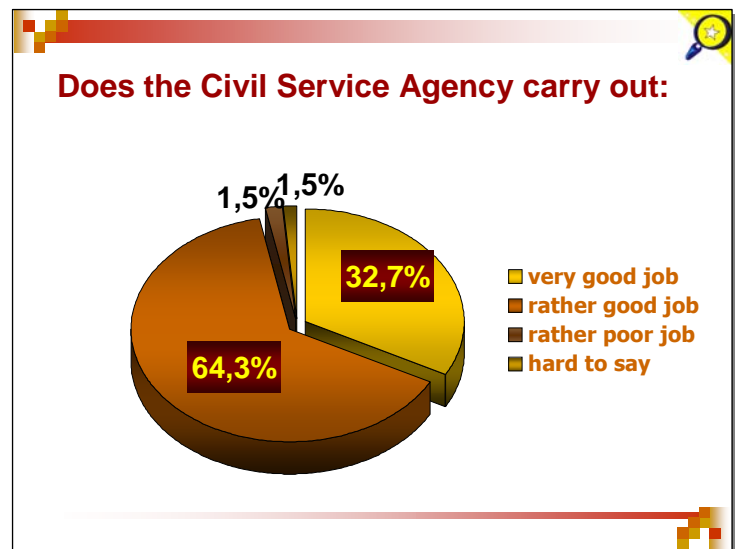
Just a few participants mentioned that it was still too early to see the results of the training because the training was still taking place, but they were certain that they would use some aspects of the training in their future work.

In addition to the expected impact of the training, **several additional impacts emerged from the trainings**. The main additional impacts were: a) the already mentioned networking among civil servants, b) an improved image of the Civil Service Agencies (CSAs) among civil servants, c) an increased demand for training, and d) better awareness of the PA as a system.



One of the most frequently mentioned unexpected consequences of the training was the already mentioned **networking among civil servants** from different institutions. Such horizontal cooperation can help in the future to strengthen the influence of civil servants on the reform of the public administration in BiH. It can allow to elaborate and to voice the suggestions of civil servants as to what changes ought to be introduced.

The excellent training organization and delivery also had a very positive impact on how participants viewed the CSAs implementing the training in partnership with the UNDP. People **congratulated the training units of CSAs for an excellent job**, while they kept their skepticism and critical approach to the rest of the CSAs' work, which, in their opinion, was too politicized and too ambitious in its scope. Additionally, participants feared the CSAs as the places where the definitions about hiring and firing take place, and they did not feel that CSAs were there to protect them and their quality of work.



The training had an additional positive impact on the trainees — by opening their horizons and making them more aware of what they do or do not know, **participants started to initiate new topics and ideas for future trainings** that would satisfy their growing appetites. The following anecdote demonstrates this excellently: during the interview with one Expert Adviser for training and development of civil servants in Mostar, two civil servants from a local police unit called him to inquire about additional trainings. Since the training in Mostar had been completed for the current year, the interested parties asked if they could drive to Sarajevo and attend a training at their own cost. Therefore, the first round of training increased the demand for future training, where all participants mentioned



that they would like to continue with the training, but in a more focused and systematic way.

Finally, several informants mentioned that the training **helped them understand better how the whole PA system works**, and where the place of their unit was in that system. The trainings enabled the trainees to position their work in the much broader framework of the PA, and to see the connection between their work / their institutions and other aspects of the system.

Problems related to impact of the Project

In addition to the positive impact that the trainings had on the individual participant's work performance, motivation, and self-esteem, there are several obstacles to the further impact of this training program.

The main obstacles to the maximal impact of the training **related to the wider work environment in which civil servants accomplish their daily tasks**. The most frequently mentioned problems were: 1) the incapacity and reluctance to change among decision makers and lower level employees, b) politics, c) legal constraints, d) rigidity and the lack of synchronization in the system itself, f) lack of a systematic/institutional knowledge-sharing culture, g) the relationship between PA and wider publics.

It seems that one of the most important obstacles for the full impact of the training was the **lack of receptiveness for change among trainees' superiors and subordinates**. The training focused on the mid-level management strata of the PA. It equipped many of these participants with new knowledge and skills. However, because the **training targeted only the middle management** strata of the PA, the training did not effect a change in the system itself, since it did not educate the other levels of civil service nor other levels of management. The problem was especially visible in the case of decision-makers such as ministers who often came to their positions without any knowledge about the importance and complexity of the civil service. Therefore, they were not interested in or motivated to allow changes to



take place. In addition, often described as incompetent, lower level employees were not trained how to do an office job properly and they were not capable of implementing the changes. These pressures and limitations from both above and below created a “glass-ceiling” effect where educated mid-management was placed in an environment unable to support or meet its advancement.

In order to effect changes the system, training program would have to influence all levels of the PA; to educate through mandatory trainings both the decision makers (ministers, managers, and their deputies) and the lower level employees. As one of the respondents has mentioned:

“In order to change the system you have to have seminars for decision-makers. This training should be obligatory. Only if they are aware and ready to support the changes will the system change. Otherwise, those who try to change the system will be black sheep and ostracized by the bosses and some others” (Ministry, BiH)

Another related obstacle is politics in the PA. All civil servants agreed that there is a **need to divorce the PA from politics**, but they did not know how this was possible at this time since ministers are chosen by political parties and they are immune to the laws of the PA. This exemption limits the powers of the PA drastically, since the quality of work was often overshadowed by political interest that decision-makers had to satisfy first.

Also the **rigidity of the system as a whole** creates a problem for the wider dissemination and application of the knowledge and information transferred during the training courses. There are many people in PA who protect the rigidity of the system. The following quote demonstrates this well:

“Let me tell you, we are often told that we are some managers of mid-category, and that we have independence. Believe me, in public administration that is a totally relative thing. You have people who get close to the ministers and deputies, based on, I do not know, on some liking or preference. (...) Your decision is not the last one, and for everything you have your minister’s signature. So we are not truly independent and if you learned something new it does not mean you will be able to apply it if the climate among your bosses is not such that they want those changes. So you are still happy you learned something new and that you know how to approach things in a new way, and that is very positive in any case, but when you are faced with these barriers, it is a bit frustrating” (Assistant Minister, Sarajevo).

Even when participants did not face the problems and barriers described in the previous quote and when they had more receptive work environment, they often had problems when depending on other ministries/institutions where changes were still



not taking place. In other words, there was **no synchronization among different PA institutions**, which was slowing down those who are ready to move on.

Other obstacles to the wider impact of trainings were – before mentioned - a **lack of systematic practice of knowledge-sharing and the lack of an institutional culture of sharing**. Most frequently, this happened informally, during the morning coffee breaks or in passing. Almost all participants agreed that a more systematic way of the transmission of knowledge was needed [such as short meetings, mini-training sessions (one place was inspired by the trainings they attend so they will start their mini training at work), or an internal list serving exchange]. In some organizations, people who left work for training had to write reports upon their return, but this was more for keeping-track than for sharing knowledge. The success in sharing the knowledge depended on a) the work environment, b) the trainees' authority, and c) individual interests of co-workers. For these reasons, **most of the knowledge sharing was *ad hoc*** and dependent on the person who attended the training and the interest of the co-workers. **Training materials helped some of the impact to be broadened** since a few trainees shared the materials with their co-workers. Even some enthusiastic trainees could not every so often find time to inform the co-workers about the trainings, since upon their return to work they would find their desks covered with pressing materials and deadlines.

Finally, there is **much distrust accumulated among the wider community of citizens in BiH and the PA**. The PA does not treat the citizens well, and citizens also distrust and despise the PA. In order for trainings to have a fuller impact, the public has to be open to the changes that the civil servants attempt to implement, which is lacking at the time. Both sides have to be educated about the needs and expectations of each other, which could best be accomplished through public awareness campaigns and attempts to increase the status of the PA in society:

"The approach to these jobs is one of the biggest obstacles to the implementation of the training skills. All civil servants are seen as administrators. And that is who they are, that is unavoidable. But...for example, when talking about the PA, no one uses the word "document," but instead, they say "paper-work." That is one expression that is degrading the civil servants. The status of these jobs...if you want to change it, one of the steps is a proper way to do these PA tasks. That is why regular workers need to understand that their homework is to help the citizens to meet their rights in the most effective and cheapest way. But the wider public also has to understand that this is a very important job" (Police Dept. of Brcko District).



In conclusion it is certain that trainees found the training to be very necessary and that it had a great impact on their individual professional development. The majority of the **participants said that the training will have a long-term impact on their work**. For many people, the training was the only chance to get new information and to learn about the new topics necessary for the civil servants' professional development. Many trainees said that the training changed the way they think and that now they connect things in their work much better. More than a few informants mentioned that the training helped them because it assured them about what they had done right in the past, often accidentally, by following their own logic and intuition. Also, the training helped the participants to recognize and correct the things they were doing incorrectly because of the lack of instruction and guidelines in their institutions. The biggest change, however, was the increased ability of the individual trainees to connect and see things in a much more organized fashion:

"It simply all clicked together. I had this knowledge in me before, but now it is all organized and linked" (Head of Department, Mostar)

In order for this development to be secured, the trainings should be continued in the future, in the more focused and targeted manner.

However **the trainings did and could not have a wider impact on the PA system as a whole**. Changes in the PA system should follow in order for any training program in BiH to have greater impact.



Sustainability (+1)

There are several positive outcomes of the CSTP that create solid grounds for the sustainability of the results of the project.

First of all this project has **strengthened the cooperation between the main stakeholders** in the PA sector of BiH. This cooperation can result in a better use of existing resources that are available for the improvement of capacity of the CS in BiH.

Secondly, the **networking among civil servants** that the project influenced can help through the creation of a common, shared consciousness of the sector's needs and the changes which need to be introduced. Most probably it **will facilitate the an increase in the demand for professional development** and strengthen the development of a need for sharing experiences and peer learning.

Finally, this project hopefully marks the **beginning of the creation of a local training capacity** with the broadening of training experiences of the CSAs and some local trainers.

However, sustainability can be diminished by the aforementioned rigidity of the system, political influences and lack of support and understanding at the higher, managerial level of PA. If the improvement of performance continues not to be the primary interest of the staff of public institutions, if no formal requirements for professional development and introduced and observed then the results of that project will fade over time. Certainly the major factor that would improve the sustainability of CSTP is the success of Public Administration Reform.

In order for a more concrete impact of the CSTP to be secured in the future several issues should be considered:

- In order to have a long-term effect, **trainings should continue** in the future. However, this should not be done with the same intensity, but they



should be more sporadic while **focusing on more precise subtopics** and targeted groups.

- More **local trainers should be involved** and there should be a system for recognizing potential trainers among the trainees. Possible partnership between new local experts and more experienced international or local experts can be suggested.
- **Create forums for civil servants** to meet in the future and exchange their experiences, or work on a specific problem that the majority of participants are facing in their work at a particular time. One way to do this would be to organize smaller sized expert clusters, grouping individuals according to their professional position and interest. It would be especially good to include in the same group those civil servants with a similar profile who would come from different cantons and entities. This would encourage cross-entity exchange and regionalism.
- In order to keep the networking aspect alive, it would be useful to **create list serves on the main topics** through which updates and news would be sent to the interested former participants of the trainings. In this way participants could stay up to date on the issues, share the news from their own institutions' achievement, and actively engage in on-line discussion about the issues.
- **Develop of a mentorship system** where a mentor (ex-trainer or one of the more experienced participants) would consult trainees on knowledge application when it comes to concrete things, such as when developing an annual plan or when drafting a new law...
- Some channels for the expression of civil servants' needs might be arranged.
- **Handbooks** that would concisely, systematically, and briefly present the essence of the training knowledge and skills that relate to the PAR would be extremely useful for the future direction.
- If the long term change of PA is the goal, there is a need to **change the system and to disconnect it from corrupt politics**. For this to happen,



others, especially decision-makers but also the general public have to be educated about the needs, problems, and importance of PA.



Conclusions and recommendations

Overall, the CSTP was a major success, and it greatly influenced the minds and working potential of the attendees. However, much frustration was generated because of the gap between the increased individual capacity of trainees on the one side, and the barriers presented by the PA system with its resistance to change.

The program was well managed (after initial problems that were successfully resolved by UNDP) and planned results (with few exceptions) were generally achieved.

General evaluation of the project can be summarized as satisfactory (+1 mark):

- Relevance: +1
- Effectiveness: +1
- Efficiency: +1
- Impact: +1
- Sustainability: +1

Any **further steps should address the system itself** and should focus on an attempt to **initiate the change in the terms of how political leaders and decision-makers approach, view and manage the PA**. This is a huge and risky step in a society marked by corruption and strong political control of the “non-political” spheres of public life. Addressing this issue and working on its resolution is the only way to insure a more effective, transparent, and just PA system in BiH.

Several recommendations can be presented here that would constitute an exit strategy from CSTP as well as a plan for immediate further actions:

**Recommendation 1: Change awareness at the political level****Addressee: UNDP, CSAs, (support from EC)**

Activities that will help to achieve such change of awareness include:

- Organization of a high-profile closing conference at which the achievement and importance of the CSTP can be presented. Issue of the need for systematic professional development of CS should be addressed at the conference.
- Organization of a series of seminars / events for the political leaders on the role of CSAs. Issues related to de-politicization of CS and capacity building of PA should be covered.

Recommendation 2: Change awareness at public level**Addressee: EC, UNDP**

- Organization of public awareness campaigns:
 - "internal" – directed to civil servants, tackling the issues of serving the clients (citizens) as opposed to dealing with a petitioner (client service orientation) and stressing the need for transparency in PA operations
 - "external" – directed to citizens on the role/mission/tasks of civil servants
- Organization of some kind of anti-corruption / transparency / public ethics program for the staff of PA

Recommendation 3: Increase motivation for professional development**Addressee: CSAs, the Government of BiH, Governments of the Entities (support from EC)**

↳ Introduction of systemic changes:

- Introduction of formal requirements for the continuous, professional education of civil servants



- establishment of clear rules for career progress based on the recognition of competencies
- ↳ Support for the open voicing of the sector's needs (awareness rising)
- Provide support for the networking of civil servants (organization of professional forums, peer reviews, etc.)
 - Strengthen / create forums for the expression of needs (professional newsletter / magazine, annual conferences organized by CSAs, etc.)
- ↳ Dissemination of model solutions / best practices
- Organization of 'best practice programs'; creation of the database of best practices
 - Publication of professional guidebooks

Recommendation 4: Create local training capacity

Addressee: EC, the Government of BiH, PAR Coordinator

- Establish a Public Administration Institute (as envisaged in PAR Strategy). The PAI could engage in a series of activities:
 - Creation of a network of local trainers
 - Delivery of training
 - Provision of accreditation and quality control of training delivery in BiH
 - Publication of handbooks and dissemination of professional information
 - Facilitation of networking among civil servants and the horizontal cooperation of PA institutions
 - Implementation of different programs for the CS (best practice, peer assessment, twinning with foreign institutions, etc.)

The creation of a PAI has to take into consideration political issues and the interests of Entities. Therefore it should come as a package – a set of ready programs / activities supported from the very beginning of PAI operations.



- Increase capacity and support cooperation between CSAs

Good grounds for such cooperation have already been established (“Memorandum of understanding”). Closer cooperation between the CSAs will help to economize on the use of existing resources and will allow better and more influential cooperation with political leaders.

Specific recommendation for the UNDP

- Establish solid and lasting institutional dialog with CSAs in order to build on the positive experiences of CSTP. Such dialog has to have clear institutional framework and be based on commonly agreed work-plan or strategy for cooperation.

**Annex I: Terms of reference****I. Position Information**

Job Code Title: Evaluation Expert - International
 Position Number:
 Department: CSTP
 Reports to: Project Manager
 Reports:
 Position Status: *(Rotational/non-Rotational)*

Current Grade:
 Approved Grade:
 Position Classified by:
 Classification Approved by:

II. Organizational Context

Under the direct supervision of the Project Manager of the CSTP in cooperation with Evaluation Expert Assistant - Local the Evaluation Expert - International will develop and implement methodology of CSTP mid-term evaluation.

III. Functions / Key Results Expected

Summary of key functions:

- Evaluation Expert – International will be responsible for development of the detailed mid-term evaluation methodology, preparation of the Inception Report and Final Evaluation Report in cooperation with Evaluation Expert Assistant – Local.

1. Development of the detailed mid-term evaluation methodology. Approach to evaluation has to follow EC standards expressed in Project Cycle Management Handbook issued by European Commission and methodological guidelines posted on the EC official website (http://ec.europa.eu/comm/europeaid/evaluation/methodology/methods/mth_en.htm).

The evaluation approach has to take into consideration the following evaluation criteria:

- Relevance



- Efficiency
- Effectiveness
- Impact
- Sustainability

The evaluation process presented in the Offer should comprise following three phases:

- Inception phase – This phase is based on approved Inception Report and involves a systematic review of relevant available documents, interviews with Project Manager, UNDP Portfolio Manager, EC Task Manager and key partners (CSAs). The Consultant should submit its work plan with an indicative list of people to be interviewed, surveys to be undertaken, dates of visit etc. (according to the detailed methodology proposed in the Offer).
- Field phase – Approved work plan is implemented. At the end of the field phase, the evaluation team has to summarize its field works, discuss the reliability and coverage of data collection, and present its preliminary findings in a meeting with CSTP Project Manager.
- Synthesis phase – In this phase Draft Final Report, using the structure described in the bellow section should be submitted. On the basis of comments expressed by CSTP Project Manager and consulted with UNDP PAR Portfolio Manager and EC Task Manager the evaluation team has to develop and submit Final Evaluation Report.

Main evaluation aspects/questions are following:

Relevance of the project design in relation to the civil servants training needs:

- How relevant was the project design in relation to the identified training needs of BiH civil servants? How is relevance of project assumptions and risks developed during inception phase?
- What is influence of identified assumptions and risks on implementation of the project?

Effectiveness and efficiency of the project outputs:

- How effectively and efficiently were the project outputs achieved?
- What factors influence the civil servants' participation in the trainings?
- What aspects of the CSTP trainings are most important for the BiH civil servants and Civil Service Agencies in order to assess training as "relevant" or "useful"?
- What aspects of the CSTP trainings should be changed in order to increase their relevance and usefulness both for Civil Service Agencies and participants of the training courses?

Sustainability and recommendations for future projects:

- Based on the up to now achieved outputs what are prospects for project sustainability and impact?
- What is the absorptive capacity of the BiH civil service for the large scale training projects?
- How could this capacity be increased?



- What could be done to increase the civil servants participation in the trainings in the frame of CSTP and in the process of future projects' development?
- What should be changed in the design and the implementation of future training projects for BiH civil service in order to increase their relevance, effectiveness, efficiency, sustainability and impact?

Above mentioned questions should be examined and detailed by the Consultants, and then presented in Inception Report.

2. Preparation of the Inception Report

Within 7 days after signature of the contract Consultants are obliged to submit Inception Report including:

- Detailed objectives and methodology of the evaluation.
- Detailed evaluation questions based on proposal from section 2.
- Workplan (including responsibilities of the Evaluation Expert Assistant) and budget.
- Detailed structure of the Final Evaluation Report.

Formal approval of the Inception Report by the CSTP Project Manager is necessary in order to start Inception Phase of the evaluation.

3. Development of the Final Evaluation Report

As a main output evaluation experts have to prepare Final Evaluation Report of around 25 - 30 pages (annexes not included). Report structure in general should follow guidelines included in EC Project Cycle Management Handbook and include:

- Executive Summary: a densely drafted (less than 5 pages) and self-standing document which presents the project/programme under evaluation, the purpose of the evaluation, the main information sources and methodological options and the key conclusions, lessons learned and recommendations.
- Tables of contents, figures, acronyms.
- Introduction: a description of the project/programme and the evaluation, providing the reader with sufficient methodological explanations to assess the credibility of the conclusions and to acknowledge limitations or weaknesses, where relevant.
- Answered questions: a chapter presenting the evaluation questions and conclusive answers, together with evidence, reasoning and value judgements pertaining to them.
- Overall assessment: a chapter synthesising all answers to evaluation questions into an overall assessment of the project/programme.
- Conclusions and recommendations connected to conclusions listed, clustered and prioritised, in a few pages.

The annexes should include at least:

- These terms of reference
- List of activities specifically assessed
- Logical framework and comments
- List of interviews
- Questionnaire, interview scripts and any other tools used (according to proposed and implemented methodology)
- List of documents used



- Any other text or table which contains facts used in the evaluation

The final report has to be delivered in the following format:

- Printed version send in one copy to UNDP BiH CO
- Electronic version sent by e-mail

4. Organization of the briefing in Sarajevo, BiH to present conclusions and recommendations taken from Final Evaluation Report to UNDP Project Manager, UNDP PAR Portfolio Manager, EC Delegation and Civil Service Agencies (project partners).

**IV. Impact of Results**

Main objective of the evaluation is to review CSTP progress and propose modifications in the project design during the remaining period of implementation (until 30 January 2007) as well as recommendations for the possible future projects to support PAR process in general and civil service in particular.

Scope of evaluation includes project from its origin to the end of September 2006, including its design and implementation. In particular evaluation should be focused on relevance of the proposed project objectives, efficiency of project outputs, accuracy of identified risks and assumptions and their influence on project implementation.

This evaluation is primarily intended for UNDP Project Manager, UNDP PAR Portfolio Manager, EC Delegation and Civil Service Agencies (project partners). It has to include recommendations to all the above mentioned parties.

V. Competencies

- Skills related to evaluation of the development projects, especially projects implemented by EU and UNDP.
- Skills related to preparation of the evaluation reports
- Skills related to presentation of the report findings to relevant beneficiaries.
- Excellent communication skills, including cooperation in the team of experts.
- General knowledge of the PAR process and governance structure of BiH would be an asset.

VI. Recruitment Qualifications

Education:	Advanced academic degree.
Experience:	A minimum of 5 years of professional experience in evaluation of the development projects. (Preference will be given to candidates who are able to demonstrate experience in evaluation of the projects for public administration.)
Language Requirements:	Fluency in both written and spoken English. Knowledge of the local language will be an asset.

VII. Signatures- Post Description Certification

Incumbent *(if applicable)*

Name	Signature	Date
------	-----------	------

Supervisor

Jacek Krolkowski
Project Manager

Signature

Date



Chief Division/Section

Amna Muharemoviĉ
PAR Portfolio Manager

Signature

Date



Annex II: List activities specifically assessed

Component 1. Training programmes
Activity 1. Set up team of experts
Activity 2. Development of detailed curricula
Activity 3. Information and promotion
Activity 4. Training materials and manuals
Activity 5. Training for Trainers
Activity 6. Selection of participants
Activity 7. Training delivery
Component 2. Promotion of quality in CS training
Activity 1. Setting up AP and development of the AP workplan
Activity 3. Seminar on quality in training for CS



Annex III: Evaluation Inception report

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Civil Service training Project (CSTP)

Project's evaluation

inception report

General approach to Project's Evaluation

Evaluation means placing a value on things – it involves making judgments about the worth of an activity through systematically and openly collecting and analyzing information about it and relating this to explicit objectives, criteria and values. In practice, and in relation to a specific project under evaluation, evaluation means defining and asking questions, collecting information, formulating conclusions to summarize the project and its course. All this is done in order to present appropriate recommendations, being after all a solid foundation to make decisions concerning both the project's continuation and its final evaluation.

Evaluators' experiences indicate that in many cases it is all about something more than just making a simple evaluation of a project. The very essence of evaluation is after all its practical orientation towards modifications and amendments, the need to utilize achieved results in order to avoid errors of the past and to improve actions that are being undertaken.

The evaluation of CSTP should be designed in a way to correspond to five basic evaluation criteria:



- **Relevance** – the extent to which the objectives of CSTP are consistent with beneficiaries’ requirements, country needs, global priorities and partners’ and donors’ policies. (Note: retrospectively, the question of relevance often becomes a question as to whether the objectives of a project or its design are still appropriate given changed circumstances.)
- **Efficiency** – a measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
- **Effectiveness** – the extent to which CSTP intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance. (Note: Also used as an aggregate measure of (or judgment about) the merit or worth of an activity, i.e. the extent to which an intervention has attained, or is expected to attain, its major relevant objectives efficiently in a sustainable fashion and with a positive institutional development impact.)
- **Impact** – (related to relevance but with adoption of an ex-post perspective) positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.
- **Sustainability** – the continuation of benefits from CSTP after the assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.

An evaluation model proposed for CSTP is based on conviction that evaluation procedures to be implemented should primarily concentrate on the dimension of a **Summative Evaluation** (retro-active) that serves both operating reporting and the general evaluation of a project’s results and impact. Also, this evaluation should concentrate on an elaboration of a set of recommendations that can be envisaged as an “exit strategy” from the project providing guidelines for further actions and activities.

Therefore, the evaluation that is being foreseen here will not primarily concentrate on the two other dimensions of a typical evaluation processes, i.e.: formative evaluation (pro-active) that supports project’s implementation and thus serves to



make operating decisions and psychological evaluation that serves the development of knowledge and awareness among those implementing a project in what concerns individual actions, and motivating those evaluated to present expected behavior.



Main research questions (framework interview guidelines):

Relevance

- How can one define the needs to which the project responds?
- What are the most important goals of the project in a broad perspective?
- What do these goals mean in relation to the specific objectives of the project?
- Considering the goals of the programme (at various levels) please state whether in your view these have been established appropriately. Why? What should be changed?
- Are the goals still valid (in comparison to the time the project was commenced)? Why? What should be modified?
- In determining these goals, were the experiences derived from previous projects in this area taken into account?
- When adopting the goals and planning the steps which are to lead to their achievement, were other projects currently being carried out in that area taken into account (whether those goals and actions were compatible and complementary)?
- How do you assess the adaptation of the project to the needs of the beneficiaries? What are the grounds for that assessment? Why?
- What should be changed in order to improve meeting the needs of the beneficiaries?
- Which institutions were engaged in the preparation of the project (*separately the consultation stage and about the implementation stage*)? Why those? Who else should have been involved and was not? Why?
- Should other institutions have been included among the beneficiaries of the project - which and why?
- What are the weak and strong points of the project as a specific action (*we are querying whether embarking on such a project had any sense*)? Why? What is the justification?
- Do you think that the project should be carried out? Why?
- In general, how do you assess the execution of the project in these conditions (contractor, the terms of the contract, the deadlines, the indicators adopted)?

Effectiveness

- What obstacles stand in the project's way? Why? (*questions should be asked as to the reasons for each kind of obstacle*)
 - What action is taken when an obstacle or barrier is met?



- Did the action taken by the experts guarantee that the goals of the project were achieved to the maximum?
- Do the solutions adopted in the project (the planned activities, established deadlines, management methods) facilitate the attainment of good-quality results?
- Could this project been carried out better? What could be changed in its execution? (*it is worth referring to their experiences from previous projects*).
- Does the contractor carry out the expected activities? Are the results of the project as expected?
 - What is the quality of the activities/products – what are the causes of the deviations?
 - Are the functions completed by the expected deadlines? What are the reasons for the delays?
 - Are there functions which have not been completed or their completion is threatened? What are the reasons for this?
- Have the expected products been delivered? Which have been? Which have not been? Why? (*ask about specific products / results*)
- Did any unexpected results arise? Which? How did they affect the benefits?
- Have the initially established deadlines been maintained?
 - What has helped and what has hindered meeting the deadlines? Why?
 - How could the associated problems have been resolved?
 - Could they have been avoided (How?)
 - What are the consequences of the deadlines being moved?
- How do you assess the cooperation between the institutions involved in the project?
 - What are the most important problems in this area?
 - What could be done to improve cooperation between the institutions?
- In general, is it possible that the goals of the project will be achieved? Which elements are threatened and why?

Efficiency

- Will the resources (budget, terms and institutions) enable the goals of the project to be realised?
 - Is the budget sufficient to achieve the goals and objectives which have been set?
 - Is the institutional back-up for the project sufficient?
 - Will the duration of the project allow for the goals to be achieved? Can the planned operations be adequately completed within that time?



- Were the resources adequate for the goals adopted? Why? How could this have been changed?
 - Which of the operations could have been carried out using fewer resources?
 - Which should have been allocated greater resources?
- Was the planned subsidy and the equity sufficient for the achievement of the goals of the project? Have any complications arisen in this respect (under or over-estimates)?
- Is the system of management which has been adopted for the project (human resources, budget, overall project) suitable for the effective achievement of its goals? What are its strong and weak points? What could be changed? (*at this point the question should be asked concerning the division of the planning and implementation functions*)
- Were the assumptions and the method of the realisation of the project adapted to the current situation and to other on-going needs?
- What does the monitoring system look like? (Please describe)?
 - What is its usefulness and applicability?
 - What are its strong and weak points? Why?
 - What could be improved? Why? How?
- Do you know what completion indicators were adopted for this project? What do you think of these indicators? (quality, relevance, suitability)
 - Why? How can they be improved? What could be changed or planned otherwise?
- Could this project be completed at a lower cost? (*search for benchmarking*)

Impact

- What are the (*evident or probable*) direct effects of the implementation of the project (in accordance with specific indicators)?
 - What has the project affected? What has it affected the least and the most?
 - Where else can we expect an impact from the project (as per the specific assumptions)
 - Where will that impact be absent?
 - Where has there been an unexpected impact? What has been the reaction to it?
- What could be the indirect effect of the (long-term) implementation of the given project?
 - Can the conclusions reached following the completion of the project lead to an improvement in the management of public sector?



- Can the conclusions reached following the completion of the project lead to better future cooperation between the institutions involved in the project ?
- Can the conclusions reached following the completion of the project affect the design and implementation of similar programmes in the future?
- What can be said about the general goals of the project after assessing its implementation? Did the project meet expectations?
- Will the effects of the project be visible on a broader social and economic scale? If so, then in what areas and in what way?

Sustainability

- Are the effects of the implementation of the project already visible? What has changed in comparison with the situation prior to the implementation of the project?
- Is there a chance of a long-lasting change in the civil service sector?
 - What is such a long-lasting impact dependent on?
 - What threats can be identified to the long-lasting effects of the project?
 - What can be done to strengthen the long-lasting impact of the project?
- Do you believe that the various beneficiaries identify with the changes and believe that they are important? Will they implement them? What could be the obstacles?
- Will the implementation of the project have an impact in the future?
- Was it worth implementing this project? What, with the benefit of hindsight, should have been done differently?
- Is further action planned to reinforce the changes?

Methodology:

Evaluation will be implemented with the help of several examining tools, the combination of which will provide comprehensive and in-depth results:

- ↪ Analysis of existing project's documentation as well as other relevant sources of information
- ↪ **Individual, in-depth interviews** with selected participants, stakeholders and Project's team
- ↪ **Survey** on a random sample of the participants of training courses



Systemic analysis (analysis of documentation):

The evaluation of the existing documentation and other relevant sources will concentrate on evaluating project's adjustment to the country reality and conditions that determine the functioning of the public administration. Analysis of document will also help to develop proper research tools for investigation.

In particular the following documents will be examined:

- operational brief
- inception report
- project's quarterly reports
- PAR strategy
- Training materials and curricula

Explanatory evaluation

Apart of the systemic analysis the explanatory evaluation process will be introduced. It will consist of the following:

In-depth interviews and focus groups with selected participants (a sample stratified by the entity, type of training, position) in order to learn about their reception of the training, opinions concerning the trainers and presented materials, and the curriculum as well as its relevance to their local government jobs.

Individual in-depth interview, sometimes called a non-standardized interview is done in a form of a casual conversation between the interviewer and the interviewee. The conversation follows a pre-designed interview scenario including key questions and research problems. The in-depth, individual interview helps the interviewee use his or her own ideas in a specific context, to extend or narrow down answers to certain questions or evaluating other questions as inappropriate

- It is planned to conduct 22 in-depth interviews and 2 focus groups² with training participants according to the following implementation plan:
 - November 20 - Bihac, 3 interviews
 - November 21 - Banja Luka 2 interviews

² Implementation of focus groups is a subject to ability of gathering 6-8 participants in one place at the same time. The implementers of this evaluation will make all necessary efforts to organize these groups although the actual implementation within a given timeframe can not be guaranteed



- November 22 - Banja Luka 2 interviews and a focus group
- November 23 - Banja Luka 2 interviews
- November 24 - Brcko, 4 interviews
- November 27-29 - Sarajevo 6 interviews plus focus group
- November 30 - Mostar 3 interviews

Total number of interviews is 22: 4 in BD, 6 in RS, 6 in FB&H (Bihac and Mostar), 6 B&H (all in Sarajevo)

- There will be up to 10 interviews with main stakeholders conducted. The respondents will be approached in Civil Service Agencies, international organizations (EC, DIFID), the Government, UNDP.

Survey

In order to obtain a hard, verifiable data a quantitative investigation will be implemented.

Survey among participants of the training courses will be conducted by the CATI (*Computer Assisted Telephone Interview*) method on the random sample of all training's participants. A research should give an opportunity to measure beneficiaries' level of satisfaction and evaluate appropriateness of conducted trainings to their professional needs.

Due to the given timeframe, the sample of the survey will amount to 200 interviews. The results from such a sample should be representative to the participant's population although the sample error will be relatively big – about +/- 5,5%.

However, it needs to be emphasized that the data will give a comprehensive and valid overview of participant's attitudes and opinions related to the training program.

Outputs (a structure of the final evaluation report):

As a result of the implementation of the above set activities the following products will be delivered:

- a partial report from the in-depth interviews with training's participants



- a partial report from the in-depth interviews with stakeholders
- PPoint Presentation of the survey results

Consequently the final evaluation report will consist of approximately 25-30 pages (annexes not included) and will have the following structure:

- Executive Summary: a densely drafted (less than 5 pages) and self-standing document which presents the project under evaluation, the purpose of the evaluation, the main information sources and methodological options and the key conclusions, lessons learned and recommendations.
- Tables of contents, figures, acronyms.
- Introduction: a description of the project/programme and the evaluation, providing the reader with sufficient methodological explanations to assess the credibility of the conclusions and to acknowledge limitations or weaknesses, where relevant.
- Answered questions: a chapter presenting the evaluation questions and conclusive answers, together with evidence, reasoning and value judgments pertaining to them.
- Overall assessment: a chapter synthesising all answers to evaluation questions into an overall assessment of the project/programme.
- Conclusions and recommendations connected to conclusions listed, clustered and prioritised, in a few pages.

The annexes will include at least:

- Terms of reference for international and local consultant
- List of activities specifically assessed
- List of interviews
- Questionnaire, interview scripts and any other tools used (according to proposed and implemented methodology)
- List of documents used
- Any other text or table which contains facts used in the evaluation

Workplan and responsibilities:



The evaluation of the project will commence on the 6th of November and will last until the 20th of December.

Detailed timetable:

(CT – Cezary Trutkowski, AH – Azra Hromadzic)

date(s)	Activities	Responsibility	working days	
			CT	AH
6 – 8.11	Analysis of project's documents	CT, AH	2	2
9 – 10.11	CT trip to BiH, interviews with stakeholders, meeting Project's team, team meeting, work on implementation scheme and the workplan	CT	2	1
10 – 15.11	Work on the inception report	CT	2	
10 - 18.11	Development of research tools, survey sample, analysis of the documents	CT, AH	4	2
20 – 30.11	In-depth interviews and focus groups with training's participants	AH		9
22 – 25.11	Trip to BiH, interviews with stakeholders	CT	4	
22 – 29.11	Implementation of the survey ³	CT	2	1
29.11 – 5.12	Work on the draft recommendations	CT, AH	5	5
6 – 9.12	Trip to BiH, interviews, stakeholders meeting (8.12)	CT	3	1
10 – 20.12	Work on the final evaluation report	CT, AH	5	4
		total no. of days:	29	25

³ Project's interns will be involved In the implementation of the survey



Annex IV: List of interviews

Stakeholders:

Jeroen Willems – Task Manager, European Commission, Delegation to BiH

Hazim Kazic – Assistant Director, State Civil Service Agency, Sector for Training

Stefan Preisner – Deputy Resident Representative, UNDP

Dalibor Copic, Vladimir Karajica – CSA Republika Srpska, training unit

Edin Smajlovic, HR unit Brcko District

Folkert Milch – PARCO project team leader

..... – deputy of the PAR Coordinator

Jakob Finci - director of the State Civil Service Agency

Brigitte Kuchar – international trainer

Jacek Królikowski – CSTP Team Leader, UNDP

Amna Muharemović – Portfolio Manager, UNDP

Training Participants

1. Sakib Alijagic, Expert Associate at the Service for Property and Legal Affairs of Municipal Administration
2. Zulejha Durakovic, Expert Associate at the Service for Technical Affairs of the Government, Una-Sana Canton, Bihac.
3. Talic Mersija, Mining Eng., Director of Cantonal Administration for Civil Engineering and Property and Legal affairs, USK Government, Bihac
4. Dejan Majkic, Expert Associate for Data Base –keeping, Civil Service Agency, Banja Luka
5. Gordan Vukelic, Assistant Minister Ministry of Science and Technology, Banja Luka
6. Dragan Veselinovic, Assistant Director of Tax Administration for Joint Services, Banja Luka
7. Vlado Zubic, Director of Republican Foreign Exchange Inspectorate, Banja Luka
8. Nada Grbic, Head of the Accounting and Finance Department at the Ministry of Labour and Veterans, Banja Luka



9. Liljana Grbic, Mayor of the Center of the Direction for Rehabilitation and Construction, Banja Luka
10. Radislava Krstovic, Coordinator for Administrative and Legal Logistics, Police of Brcko District
11. Kata Lazic, Head of Procurement Service at Brcko District Government
12. Mira Matijevic, Deputy Director of Income Administration, Brcko District
13. Mehmed Rascic, Head of Sector for Analysis and Administrative Support, Department for Agriculture, Forestry, and Economy, Sub-unit for Agriculture, Brcko District Government.
14. Sadeta Škaljic, Assistant Minister, Ministry of Justice, Sector for Administration at the State Level, Sarajevo
15. Gordana Osmanovic, Legal Advisor in the Department for Legal Matters, High Judicial and Prosecutorial Council, Sarajevo
16. Sanja Kenig, Minister-Counselor, Head of Department for the UN and Other International Organizations, Ministry of Foreign Affairs BiH, Sector for Multilateral Affairs, Sarajevo
17. Sanela Zlotorg, Head of Personnel, The Registry, War Crimes and Organized Crime, Court of BiH, Sarajevo
18. Vesna Njegovic, Assistant in the Sector for Bilateral Affairs, Desk Officer for Japan, Australia, New Zealand, and Oceania, Ministry of Foreign Affairs BiH, Sarajevo
19. Saliha Duperija, Head of the Protection of Human Rights Department, Ministry for Human Rights and Refugees, Sarajevo
20. Elvira Didelija, Head of General, Legal and Personnel affairs at the Institute of Pedagogy, Mostar
21. Antonijo Vujica, Expert Adviser for Training and Development of Civil Servants, CSA FBiH, Mostar
22. Mirjana Cule, Head of Department for Geodesy and Property affairs, Cantonal Government, Mostar



Annex V: Interview Questions

Introduction

Presentation of the terms of the interview and the expected duration of the interview; introducing myself; introducing the subject of the interview.

Introductory questions:

- Details of the trainee's background (job, function)
- Information on the number, times, and types of trainings attended in the past, if they were voluntarily or assigned trainings. How were you selected to participate in the trainings? Did you attend all the training sessions you were expected to attend? If not, why?
- Details on participation in CSTP – what courses, when. Why he/she has participated? How it happened that he/she was recruited? Did he/she have a choice of courses? Why he/she choose those attended?

Effectiveness

- Which trainings/parts of training did you like the most (find most useful/relevant) and why?
- Which trainings/parts of training did you like the least (found least useful/relevant) and why?
- In general, how do you assess the execution of the trainings (organization, conditions, times, duration of training, quality of instructors)?
- What would you like to see changed?
- What should be changed in order to improve quality of the training in general?
- What obstacles did you face during the trainings? How did you handle these situations?
- How successful was the training design in capturing your attention and in helping you learn things relevant to your work?
- Which methods were the most effective?



- Did the skills adopted in the training facilitate the attainment of good-quality performance in your job? Where do you see this most clearly? Provide some examples.
- Could the trainings been carried out better? What could be changed in their execution? *(it is worth referring to their experiences from previous trainings, if possible).*
- Did the training team (experts) carry out the expected activities?
- Are the results of the training as you expected them to be? Why?

Efficiency

- Were the conditions, duration, and training materials adequate for the goals of the trainings to be realised?
- Was the duration of the trainings adequate for the training to allow for the goals to be achieved?
- Could the planned activities be adequately completed within that time, or would you structure the training time differently?
- Were the trainings resourcefully delivered? Why? What in terms of delivery did you especially like or dislike? How could this have been changed?
 - Which of the trainings parts could have been carried out using fewer resources (shorter time, different location, different method of delivery, for example role play instead of team work, fewer trainers...)?
 - Which parts of training should have been allocated greater attention (more time, better conditions of work, different materials) and which should have been shortened or excluded? Why?
- Do you think that this type of training is the most adequate venue to deliver these knowledge and skills? Why?
- How smooth and quick was the application of the things learned in trainings to your work environment? How could this transition be bettered?

Relevance

- What are the main problems you are facing while engaging in your job activities?
- How would you define the main needs in regards to (advancement of?) your job performance and (progress of) your career?



- How well did the trainings respond to your professional needs?
- What are, from your perspective, the main goals of the training?
- Considering the training goals and keeping in mind your professional needs, please state whether the goals have been selected appropriately. Why? What should have been done differently?
- Were the goals of the trainings as you see them achieved to the maximum? Why?
- Do you think that the trainings were adjusted to your needs? Why?
- What should be changed in order to improve meeting of your needs?
- Do you think that these or similar trainings should be carried out in the future? Why?
- What obstacles did you face in using the skills learned in trainings when attempting to implement them in your work? How did you handle these situations?

Impact

- What are the direct effects of the implementation of the training that you see in your work?
 - What has the training affected in terms of your work performance? What has it affected the least and the most?
 - Where was that impact absent, where it supposed to be present?
 - Where has there been an unexpected impact?
- What could be the indirect effect of the (long-term) implementation of the given project?
 - Could the skills gained through the training lead to an improvement in your performance?
- Did the training meet your expectations?
- Will the effects of the project be visible in your wider work environment? If so, then in which areas and in what way?
- How useful are the things you learned in trainings in your everyday work? What works and what does work not? Why? Please provide some examples from your everyday job.
- Did any unexpected results, both good and bad (things learned, skills obtained, time wasted...), arise from the trainings? Which?
- How much of the newly acquired skills can you in fact use in your work? Which?



- Are the effects of the training already visible in your work? What has changed in comparison with the situation prior to your attendance of the training?
- Do you intend to change something in your workplace after the training? Why?

Sustainability

- Is there a chance of a long-lasting change in your job due to the training participation?
 - What threats can be identified to the long-lasting effects of the training in your work?
 - What can be done to strengthen the long-lasting impact of the training on your performance?
- Do you identify with the changes suggested through the training and do you believe that they are important? Will you implement them in your professional work in the future? What could be the main obstacles to their implementation?
- Will the attendance in the training have an impact on your future work? How?
- What is the reaction of your colleagues and, especially, superiors in regard to your participation in training? Were they interested in the content of training?

**Annex VI: Survey Questionnaire**

What are the most common obstacles that you face in your job on everyday basis? Please name up to three most important obstacles....

✎

Do you think that the participation in CSTP will help you to deal with these problems?

-very much -somehow -rather no -not at all - *hard to say*

Do you think that the participation in training delivered by CSTP improved the overall quality of your job performance?

-very much -somehow -rather no -not at all - *hard to say*

In what training courses delivered by CSTP have you participated in? Can you please evaluate the quality of this training?

	Very good	Rather good	Medium	Rather poor	Very poor
<input type="checkbox"/> Human Resource training for managers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Training for HR Staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Job Analysis Exercise	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Legislative Drafting / Uniform Drafting Rules	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Preparation of Thesis	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Strategic Planning and Preparation of the Annual Work Programme for the Governments	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Methods of Consultation – Inter-ministerial and Inter-governmental Consultations,	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Regulatory Impact Analysis – RIA	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Role of institutional communication	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Institutional Communication for Information Officers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> European Integration Awareness Training	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> European Integration Training for EU specialists	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

What are other training topics you would like to be included in the training program and were not offered?

✎

For the training that you have evaluated poorly (see above list) what was the main reason for such evaluation?

✎

For the training that you have evaluated as good (see above list) what was the main reason for such evaluation?

✎

From your observations and conversations with other participants can you please estimate what was their average common opinion (evaluation) of training courses? Did they think that the training were:

-very good -rather good -medium -rather bad -very bad
 - *hard to say*

Please think about the content of training. What percentage of the total content (knowledge and information) you estimate that you are able to use:

for your everyday work in public administration -% -*hard to say*

say



for your future career progress -% -hard to
say

Overall how do you evaluate the quality of the training delivery (considering all training you have participated in)? Please use the school grade scale from 1 to 5?

✎



I will read you now three opinions. Can you please say which one of them corresponds best to your thinking about the general effects of training you have participated in?

- This training program was very needed in my country, I think it will change a way the staff of the public administration is operating
- This training program was very needed in my country but I do not think that it will change a way the staff of the public administration is operating
- This program was not a primary need of a civil service staff, the money could have been used for the better purpose - hard to say

And can you please say if this training program will, in your opinion, in longer term:

- significantly improve the functioning of the public administration in BiH
- somehow improve the functioning of the public administration in BiH
- make no difference in the functioning of the public administration in BiH - hard to say

What do you think about the training schedule that was used in this training program? Was it, in your opinion?

- optimal -satisfactory although few things could be changed -too dense and intensive
- hard to say

What is the optimal length of a training course in your opinion?

- 1 day -2-3 days -3-4 days -5 days -more than a week
- hard to say

Do you have any real chance to share the acquired knowledge with your co-workers?

- absolutely yes -rather yes -rather no -absolutely no -hard to say

During the training you were given training materials. Can you estimate on the scale of 1 to 7 how useful are these materials in your everyday work (1 means useless 7 means extremely useful)

- USELESS 1 2 3 4 5 6 7 EXTR. USEFUL
- hard to say

Can you please indicate if, in your opinion, the Civil Service Agency does a good job in helping the civil servants in their professional development? Does the Agency carry out:

- very good job -rather good job -rather poor job -very poor job
- hard to say

Is there any other institution that cares about professional development of civil servants?

- yes → (please specify) ☞
- no - hard to say

Is there any formal internal training implemented in your own institution (training courses)?

- yes, regularly - yes, sometimes - very rarely - never - hard to say



Sex:	<input type="checkbox"/> - Female	<input type="checkbox"/> - Male
Age:	/.....	
Education	<input type="checkbox"/> - Elementary school	<input type="checkbox"/> - High school
University	<input type="checkbox"/> - Vocational school	<input type="checkbox"/> - College
What is your current position in public administration?		
<input type="checkbox"/> - manager <input type="checkbox"/> - staff <input type="checkbox"/> - Other (what?)		
.....		
How many years you work for the public administration?		
/..... years		
Have you ever thought about moving to a private sector (either establishing your own business or starting work for the private company?)		
<input type="checkbox"/> -yes, very often <input type="checkbox"/> - Yes, sometimes <input type="checkbox"/> - no, never (or very rarely) <input type="checkbox"/> - hard to say		
Entity:	<input type="checkbox"/> -State	<input type="checkbox"/> -FBiH <input type="checkbox"/> -RS <input type="checkbox"/> -Brcko



Annex VII: List of documents used

- CSTP Inception Report
- CSTP Quarterly Report 1
- CSTP Quarterly Report 2
- CSTP Quarterly Report 3
- Operations Brief
- PAR Review
- PAR Strategy




Annex VIII: Presentation of Survey results



Civil Service Training Project

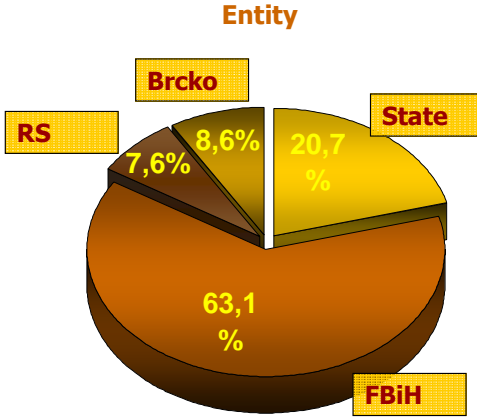
Mid-term evaluation

Presentation of the results of the SURVEY

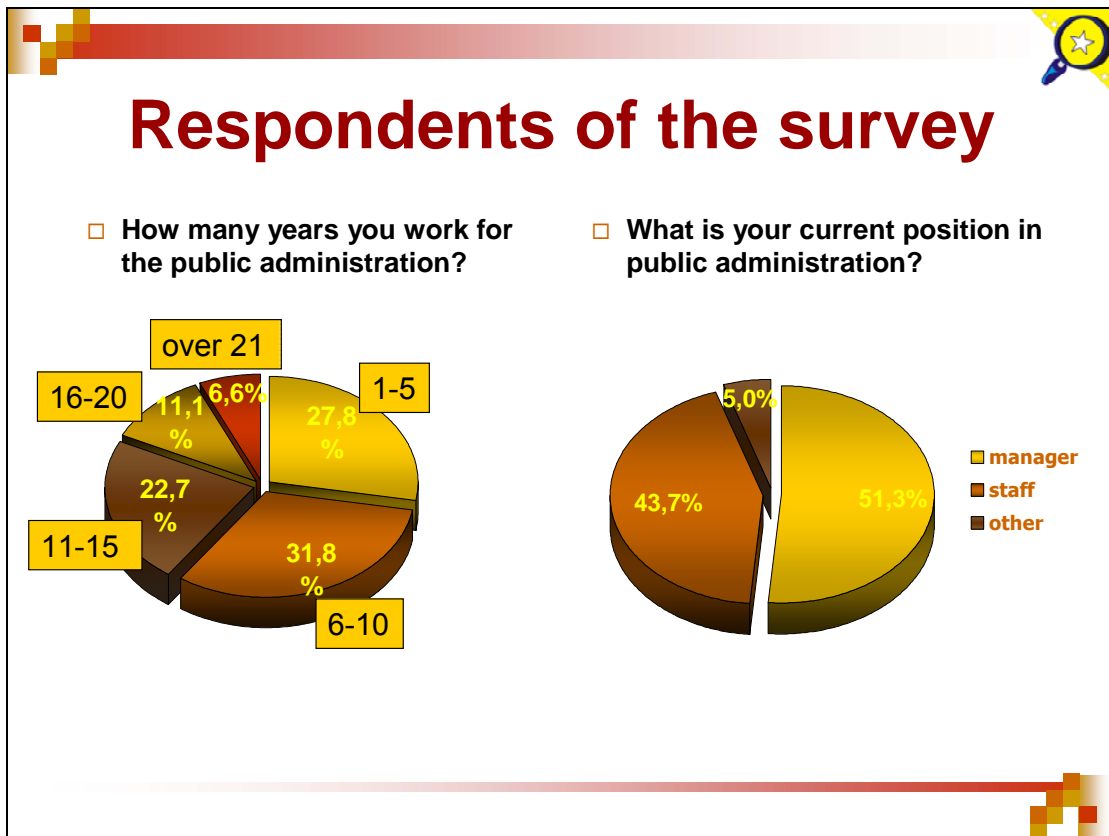
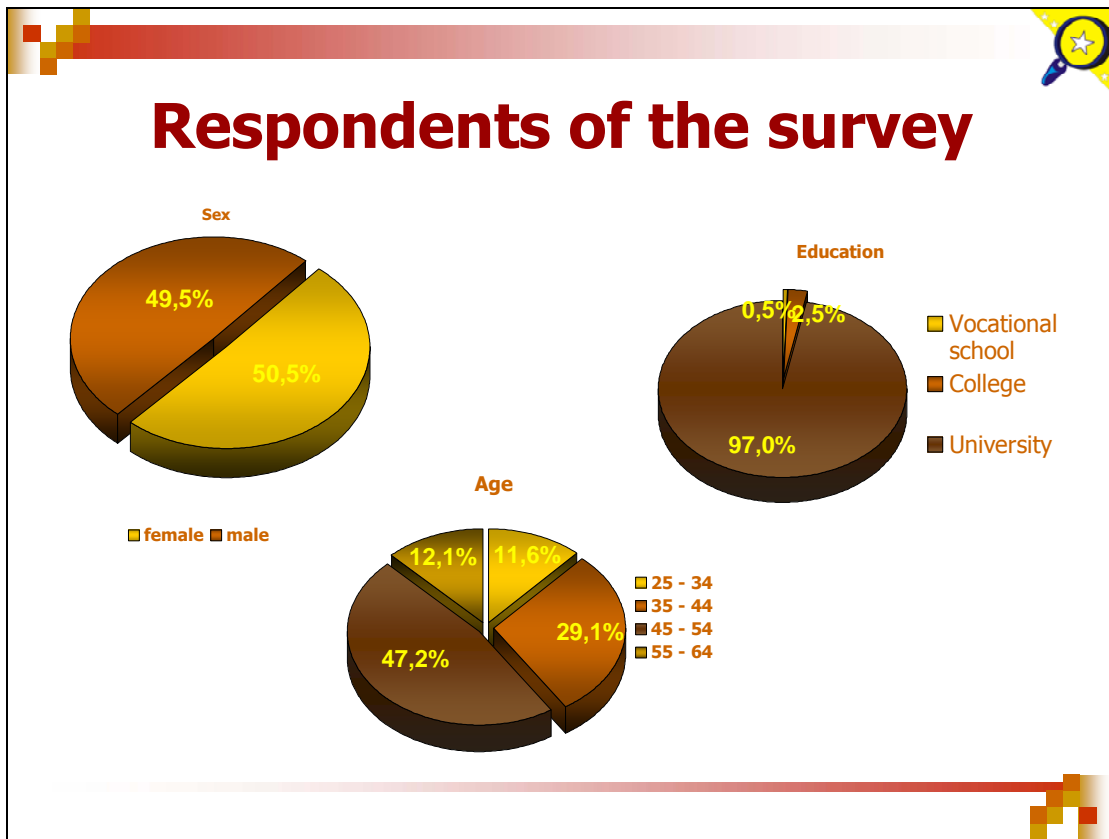


The methodology

- Survey on the representative random sample of the participants of the training courses (stratified according to the entity – see graph)
- CATI (*Computer Assisted Telephone Interview*) method
- the survey consisted of 200 interviews.
- Estimated sample error – about +/- 5,5%.



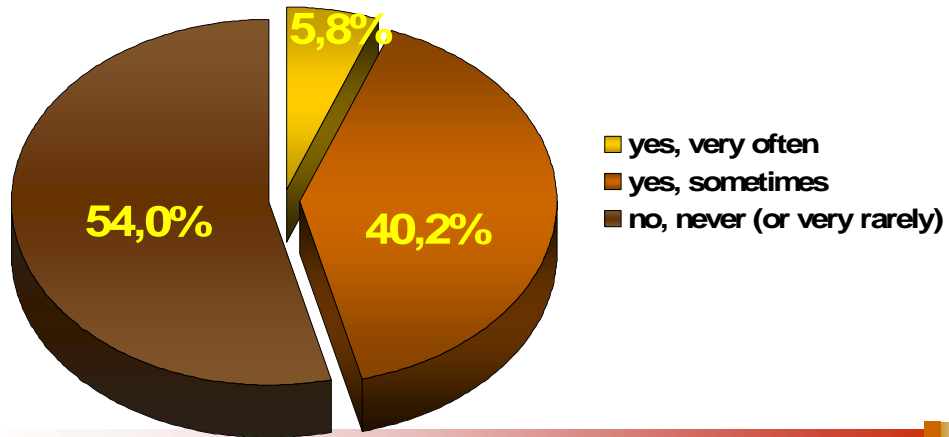
Entity	Percentage
RS	7,6%
Brcko	8,6%
State	20,7%
FBiH	63,1%



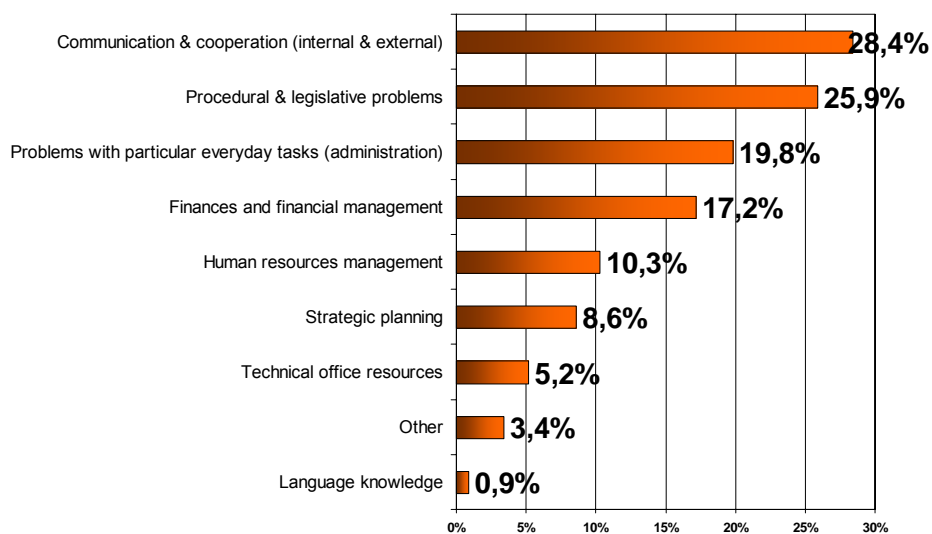


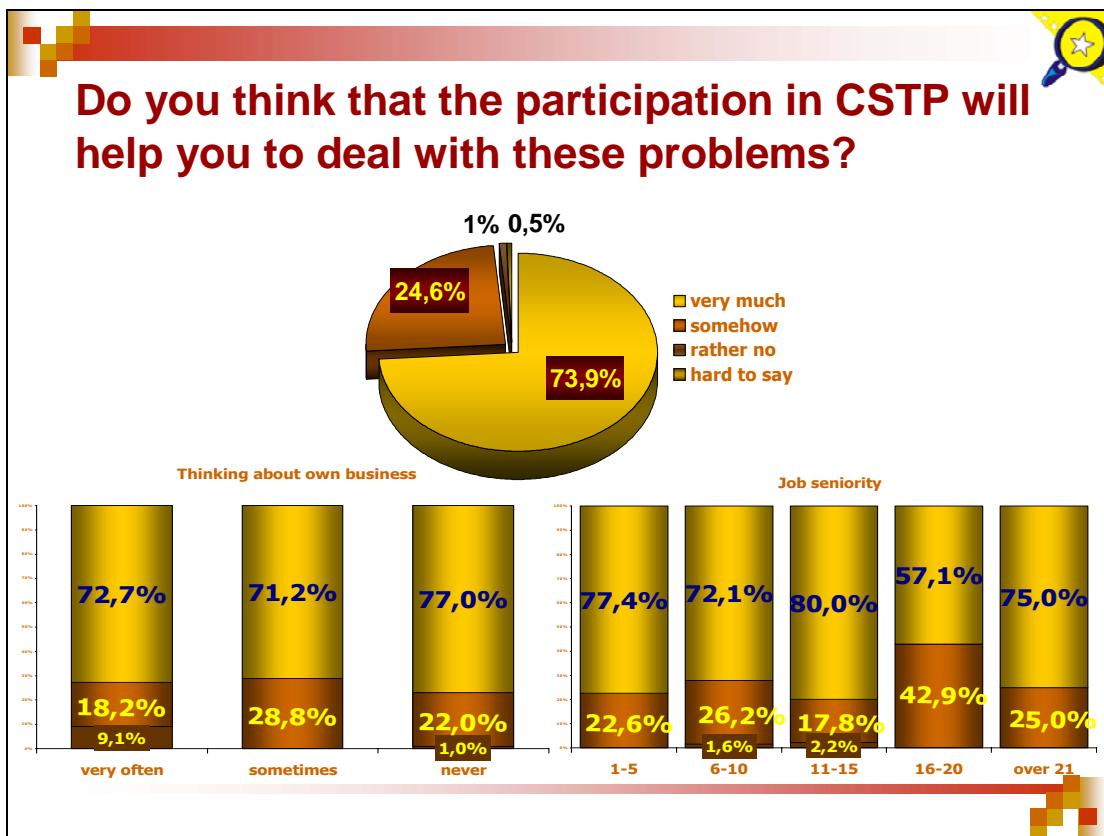
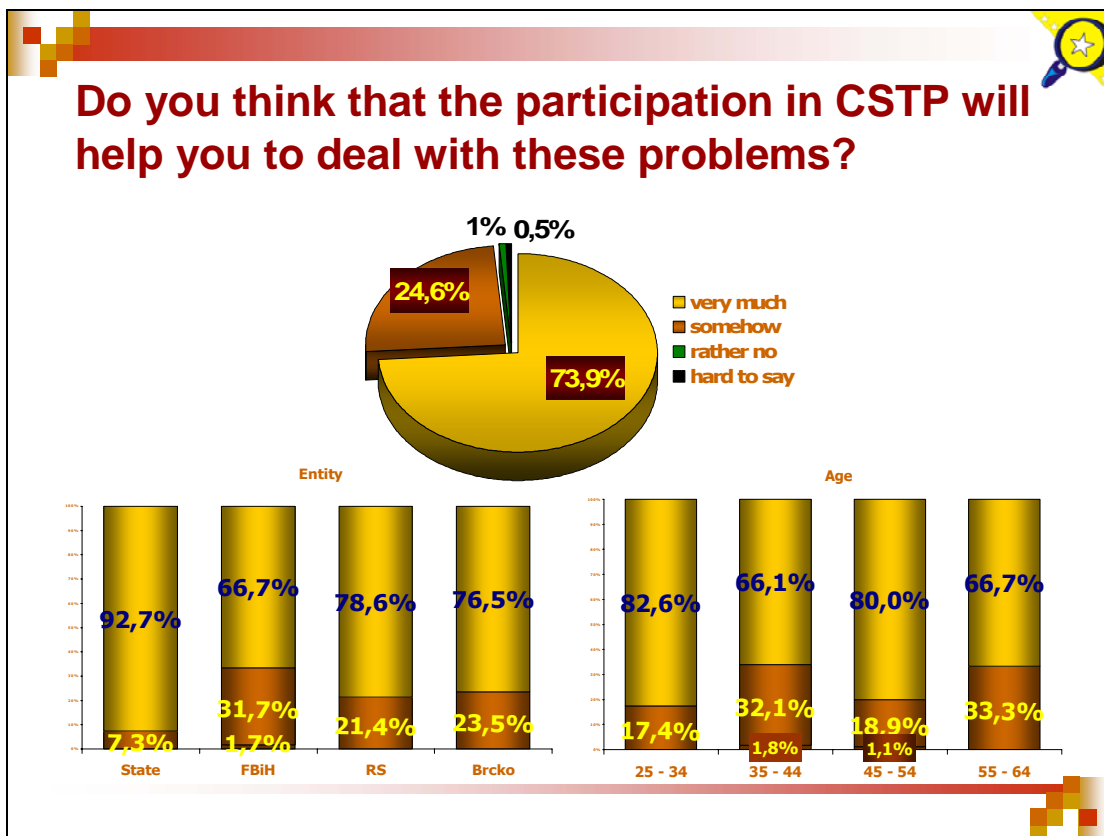
Attachment to the public administration sector

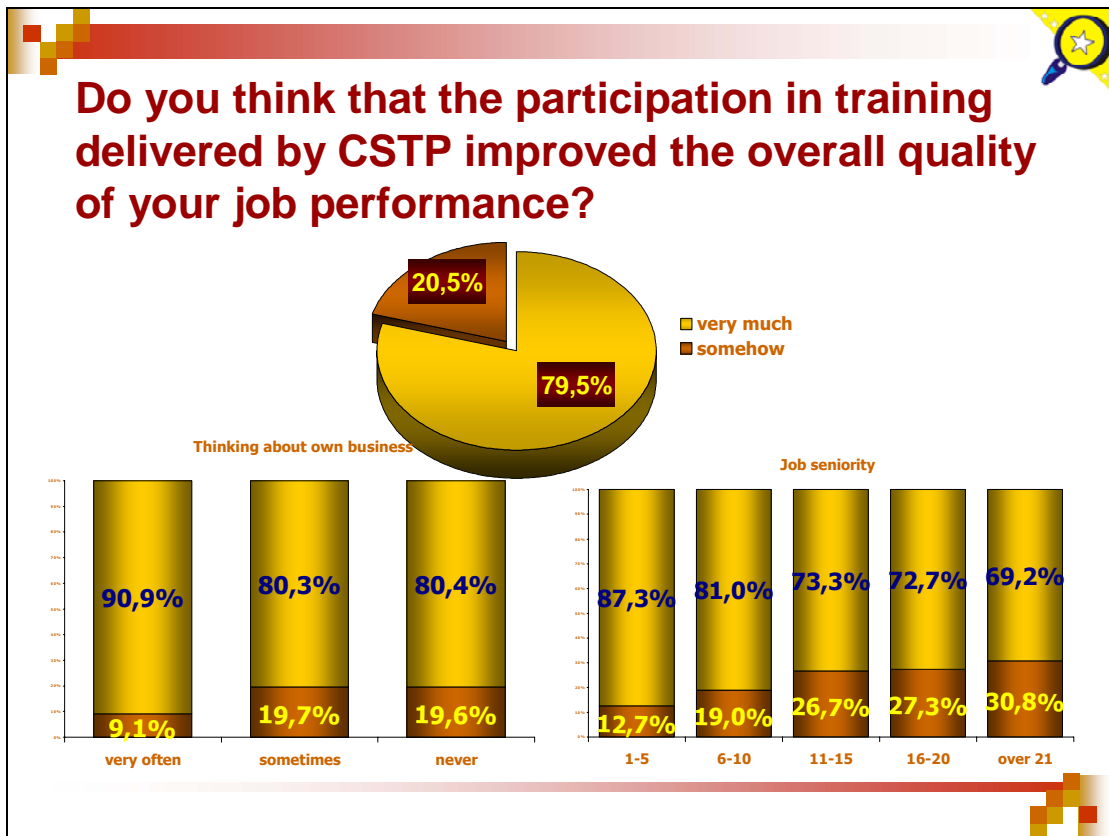
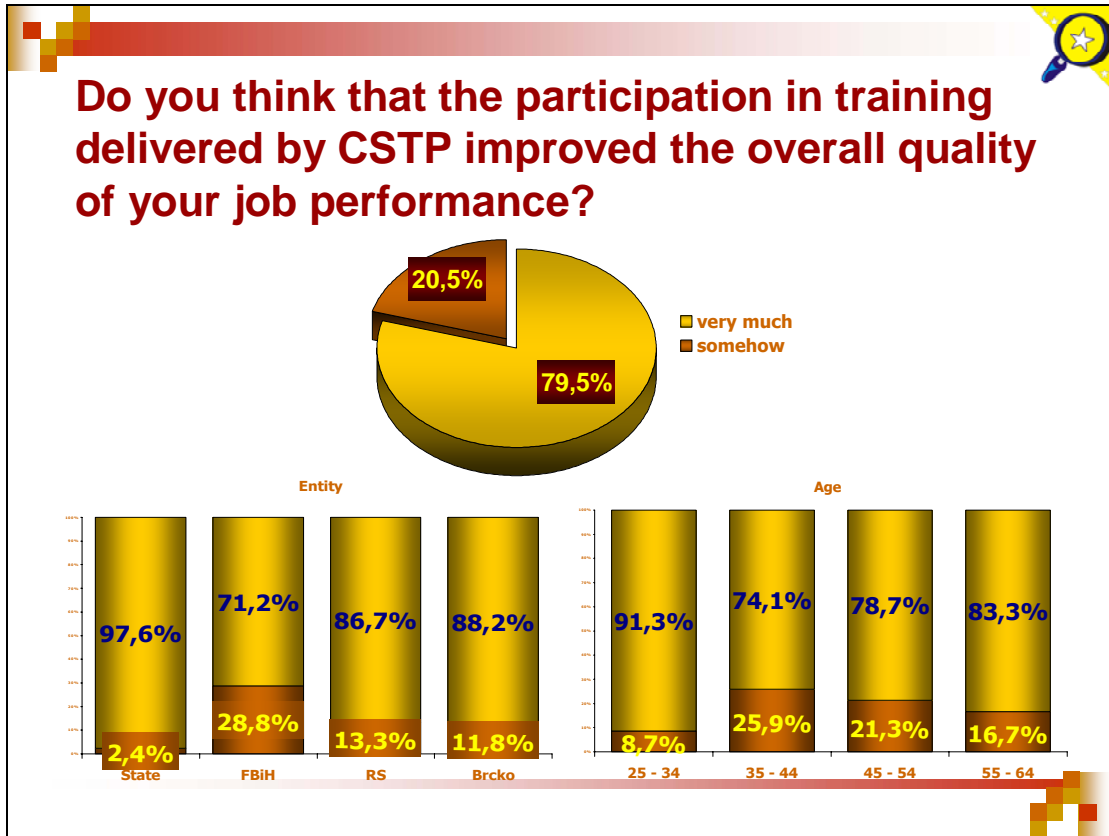
Have you ever thought about moving to a private sector (either establishing your own business or starting work for the private company?)



What are the most common obstacles that you face in your job on everyday basis?





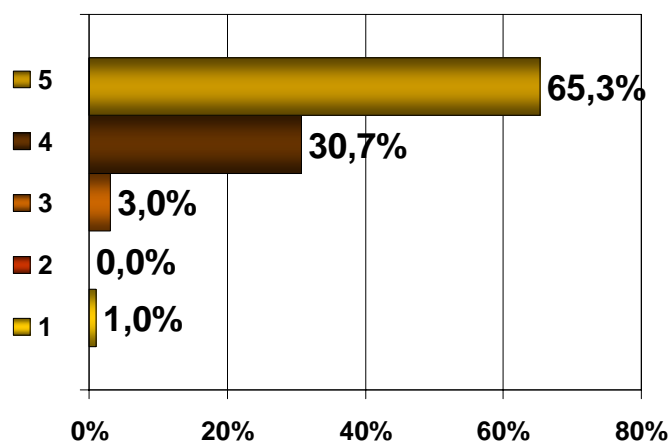


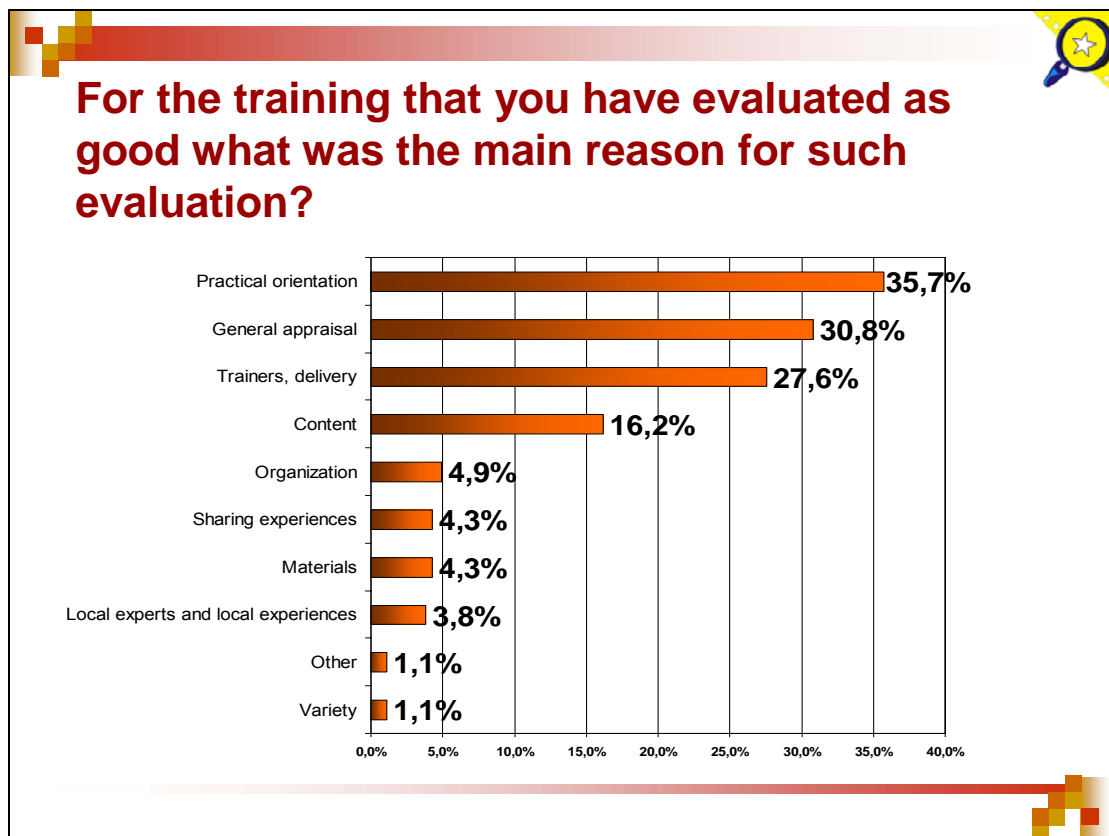
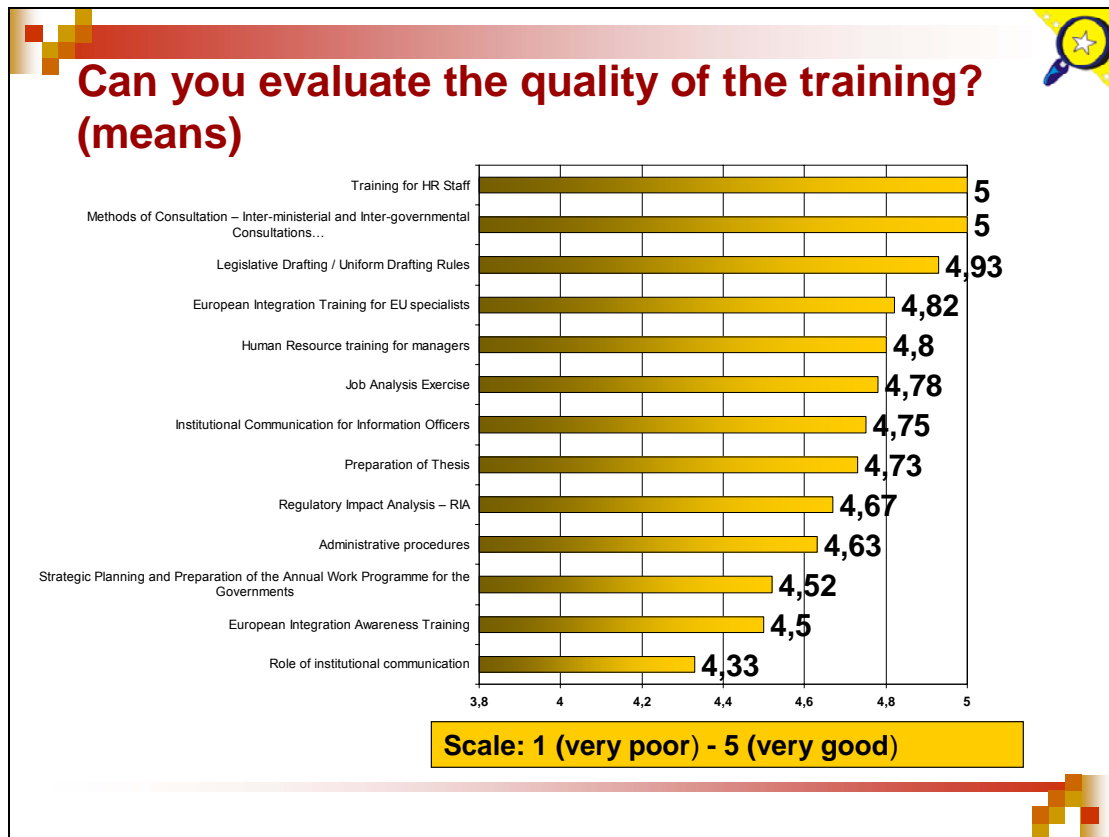


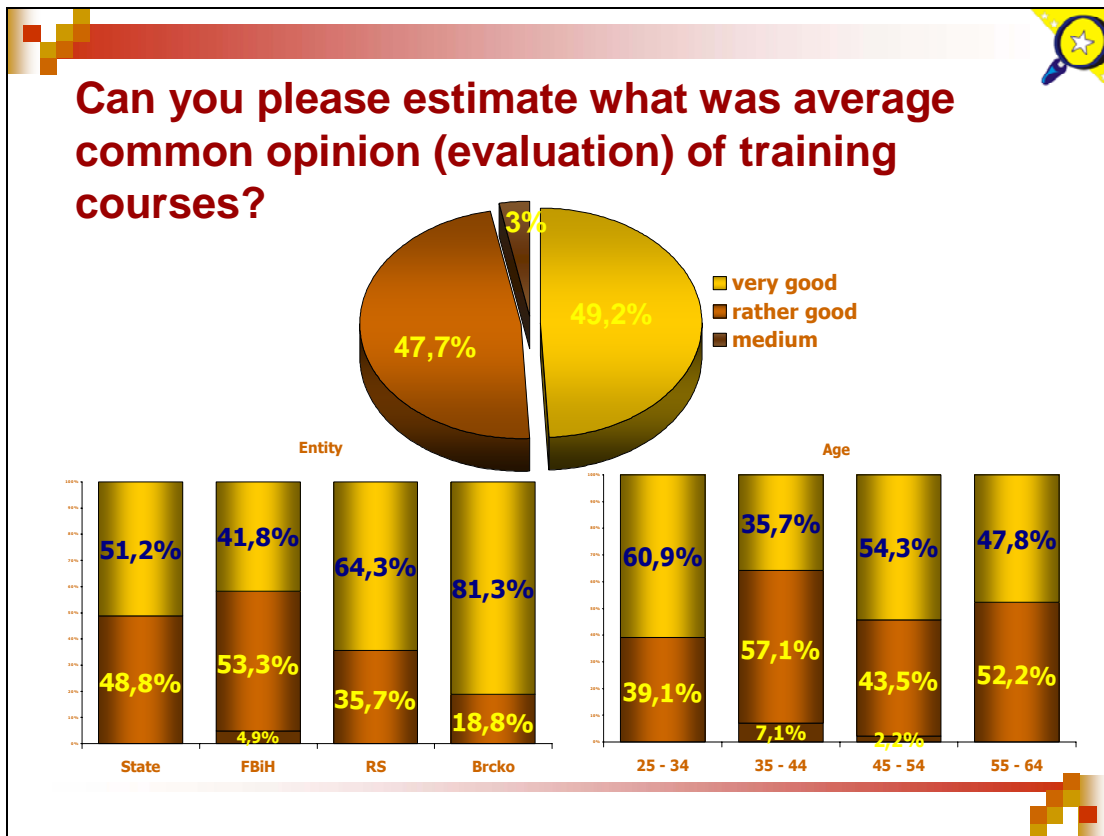
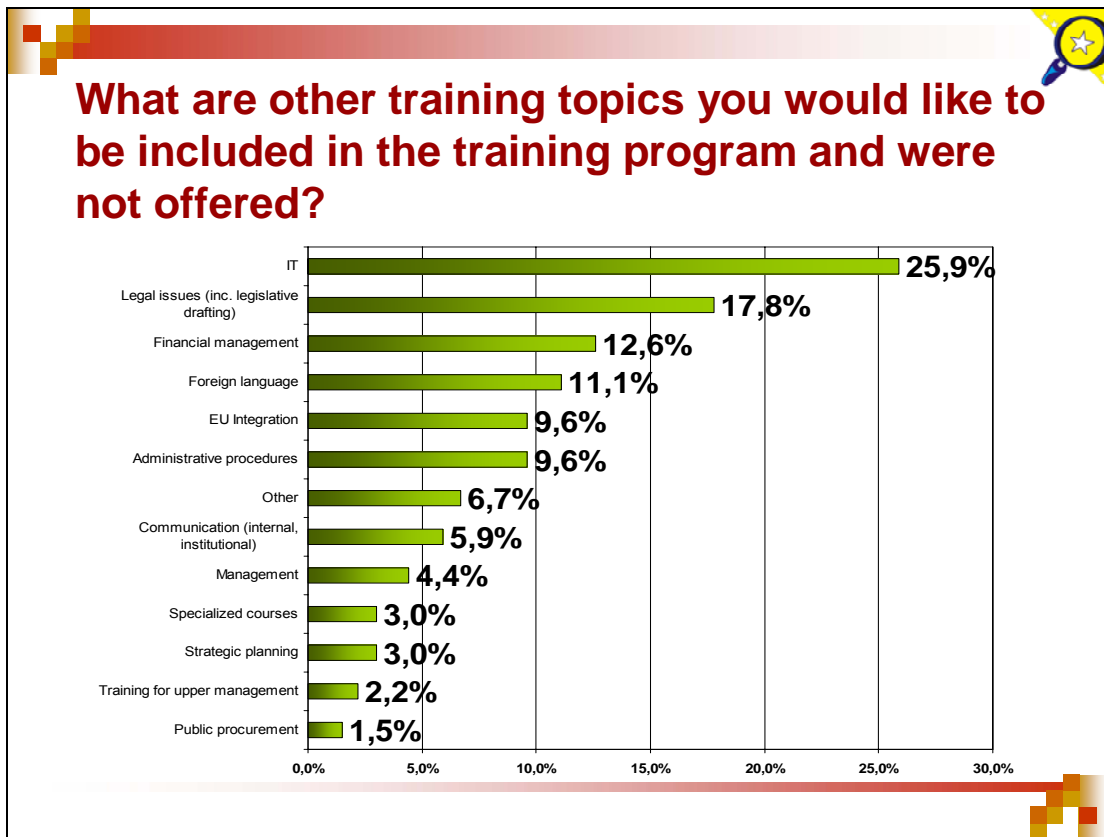
Participation in training

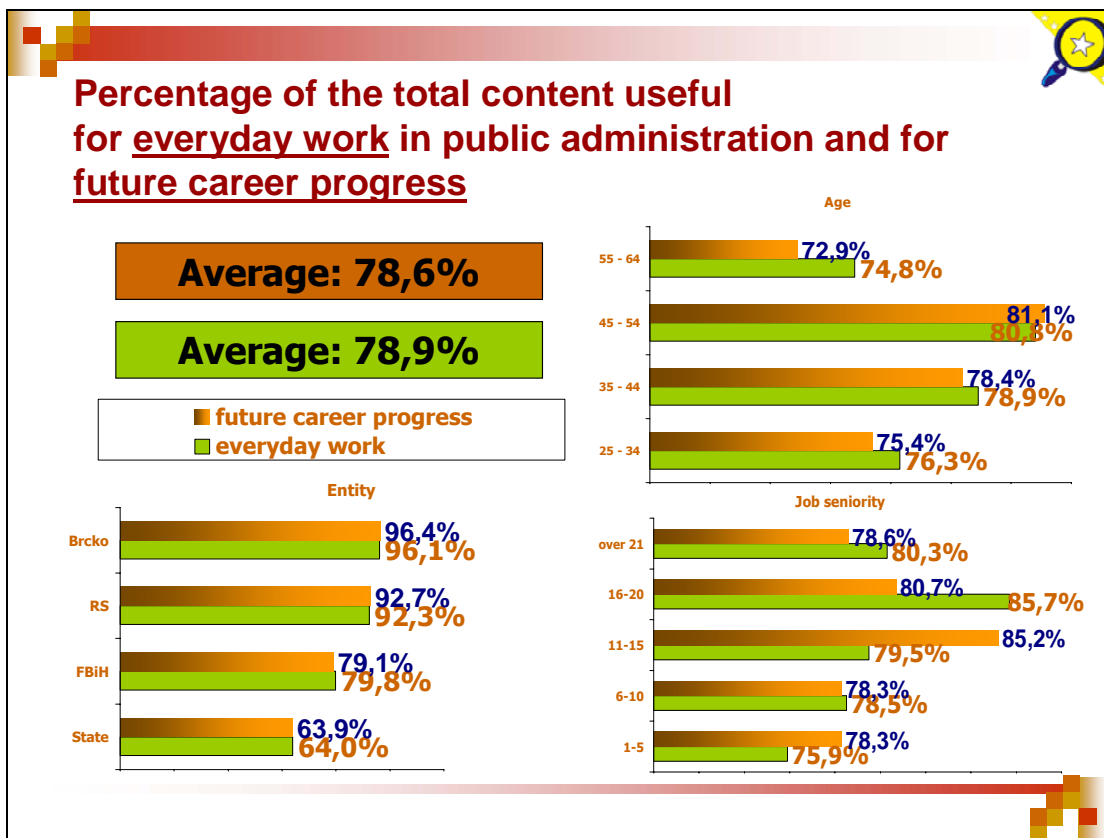
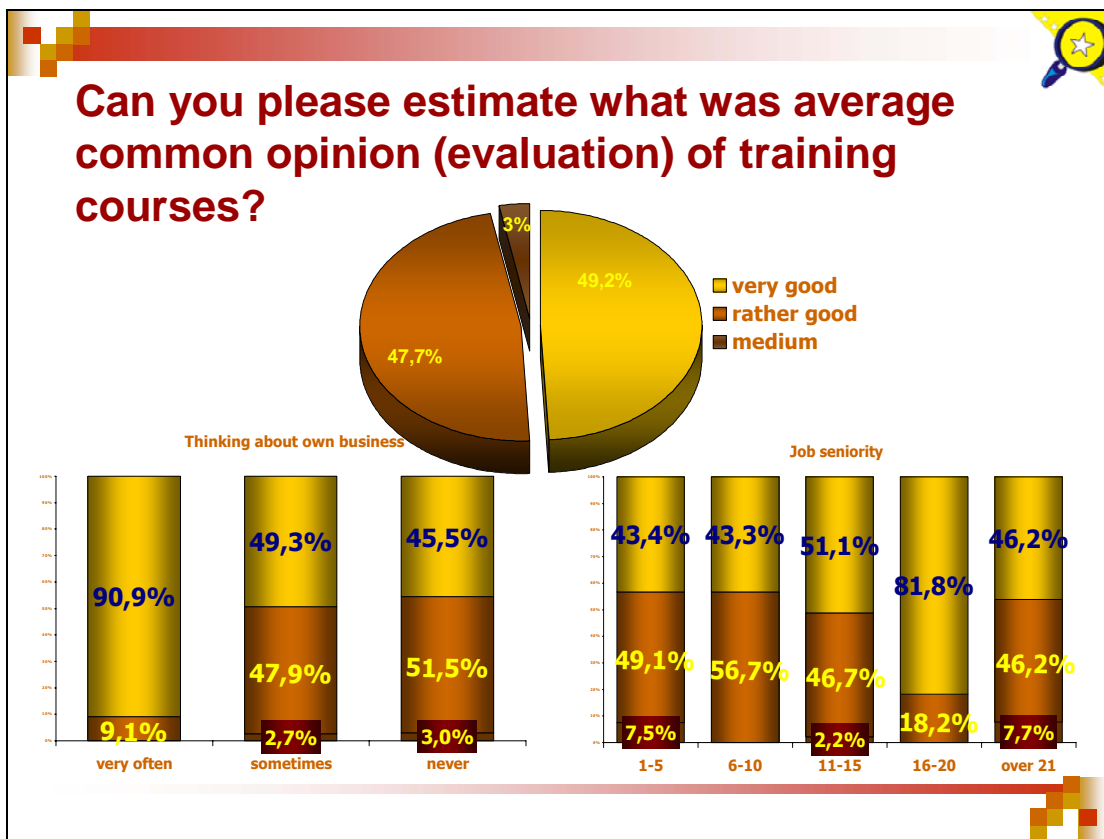
TRAINING	PART.
Training for HR Staff	3%
Methods of Consultation – Inter-ministerial and Inter-governmental Consultations...	1%
Legislative Drafting / Uniform Drafting Rules	15%
European Integration Training for EU specialists	8,5%
Human Resource training for managers	26%
Job Analysis Exercise	23,5%
Institutional Communication for Information Officers	17%
Preparation of Thesis	5,5%
Regulatory Impact Analysis – RIA	1,5%
Administrative procedures	19%
Strategic Planning and Preparation of the Annual Work Programme for the Governments	16%
European Integration Awareness Training	1%
Role of institutional communication	1,5%

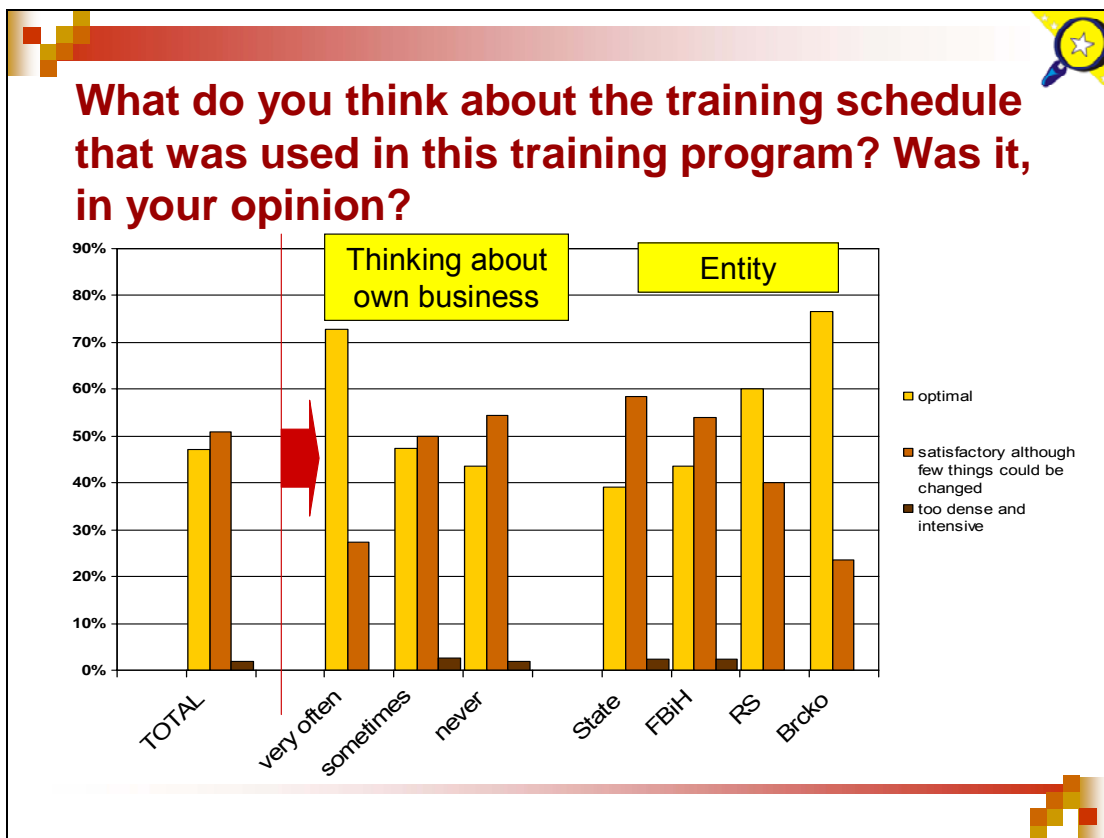
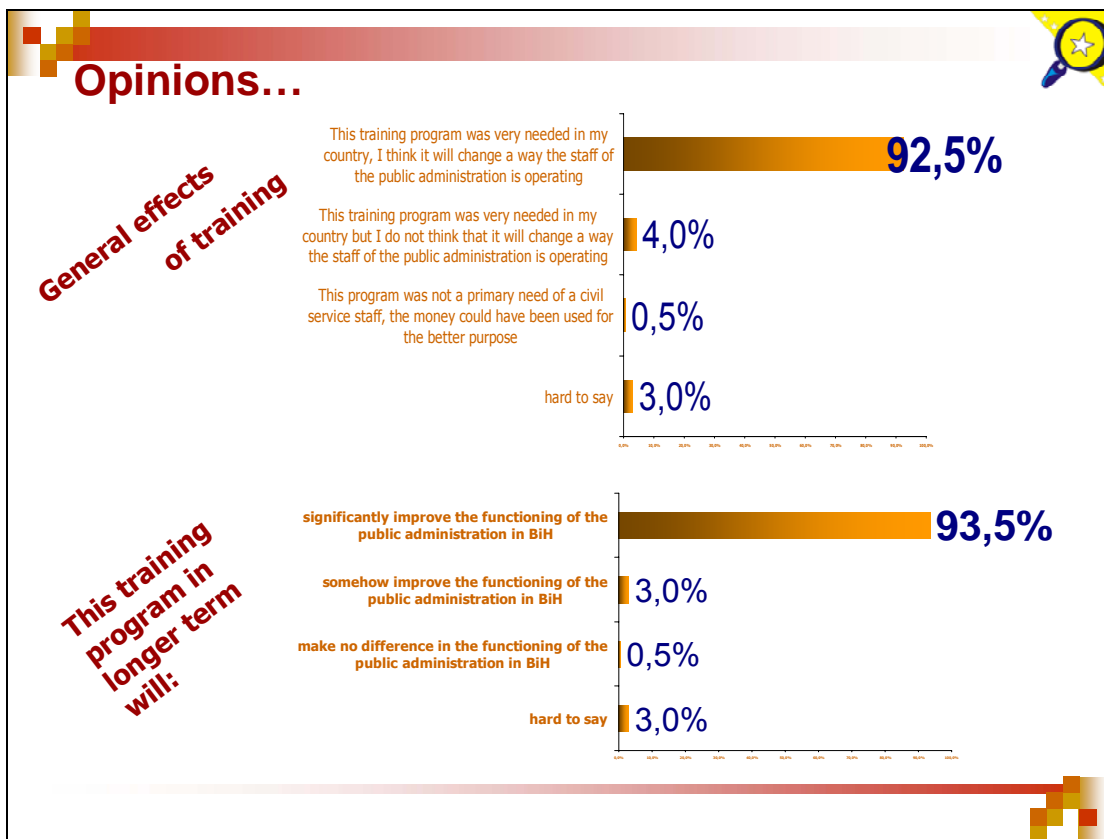
How do you evaluate the quality of the training? (school grade scale from 1 to 5)

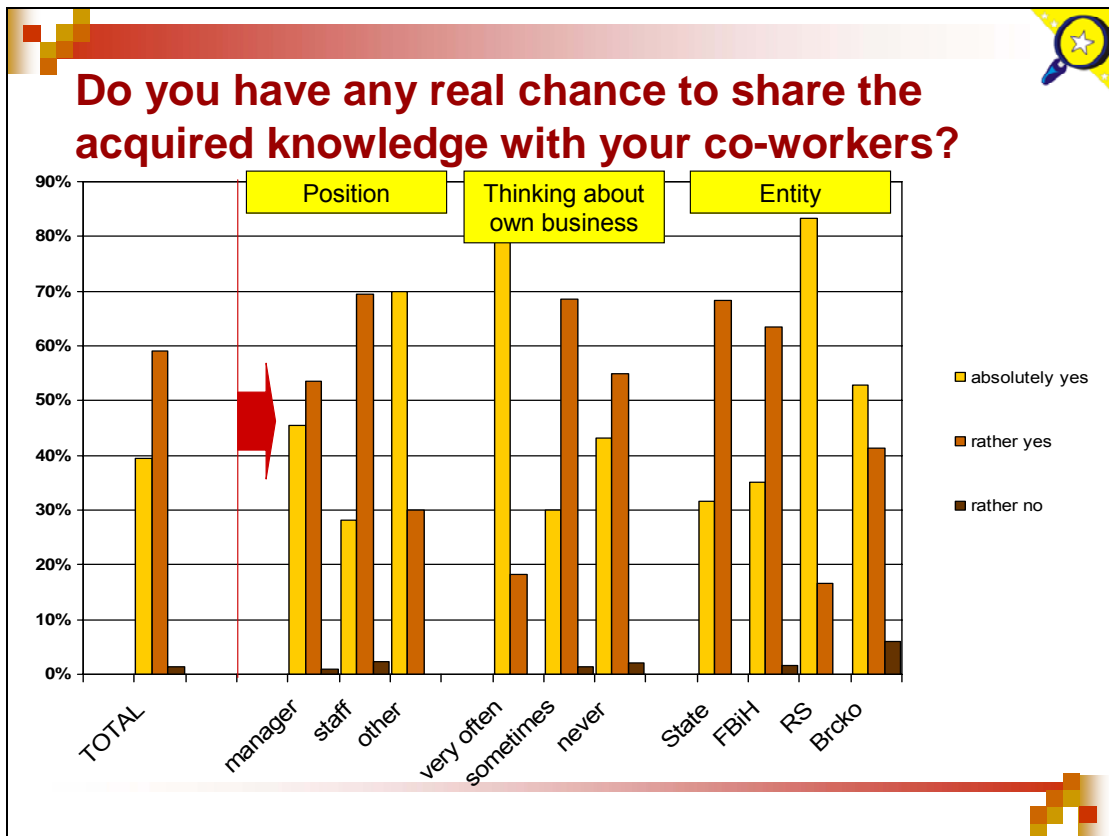
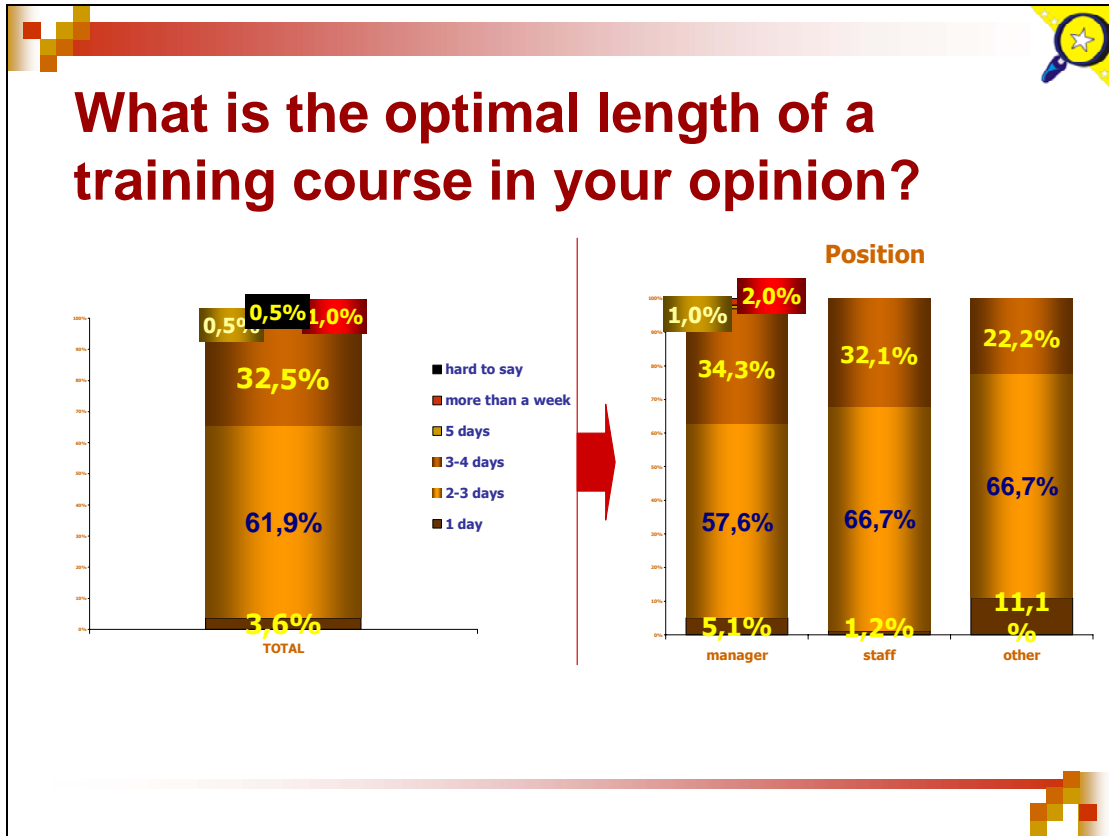










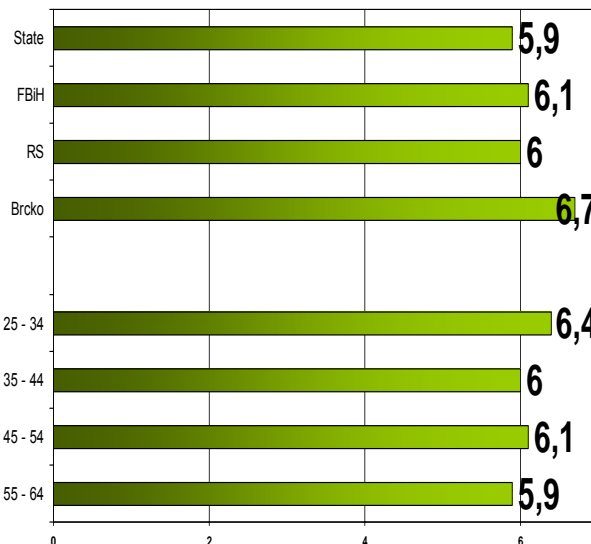




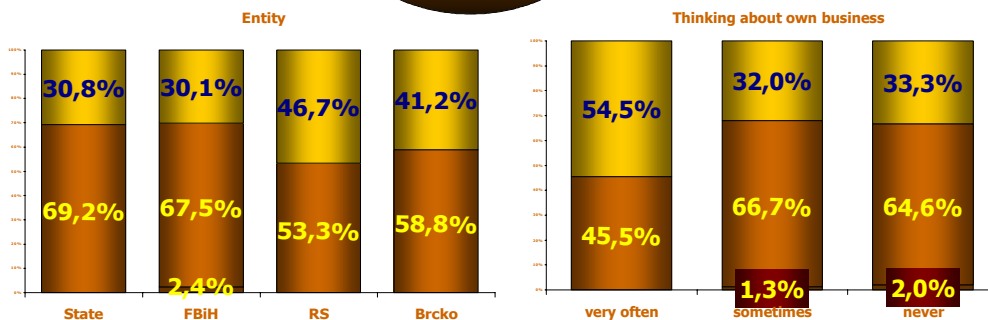
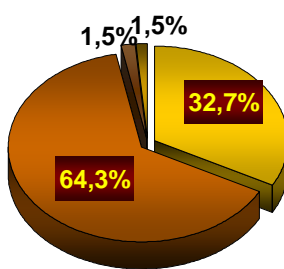
Can you estimate on the scale of 1 to 7 how useful are training materials in your everyday work

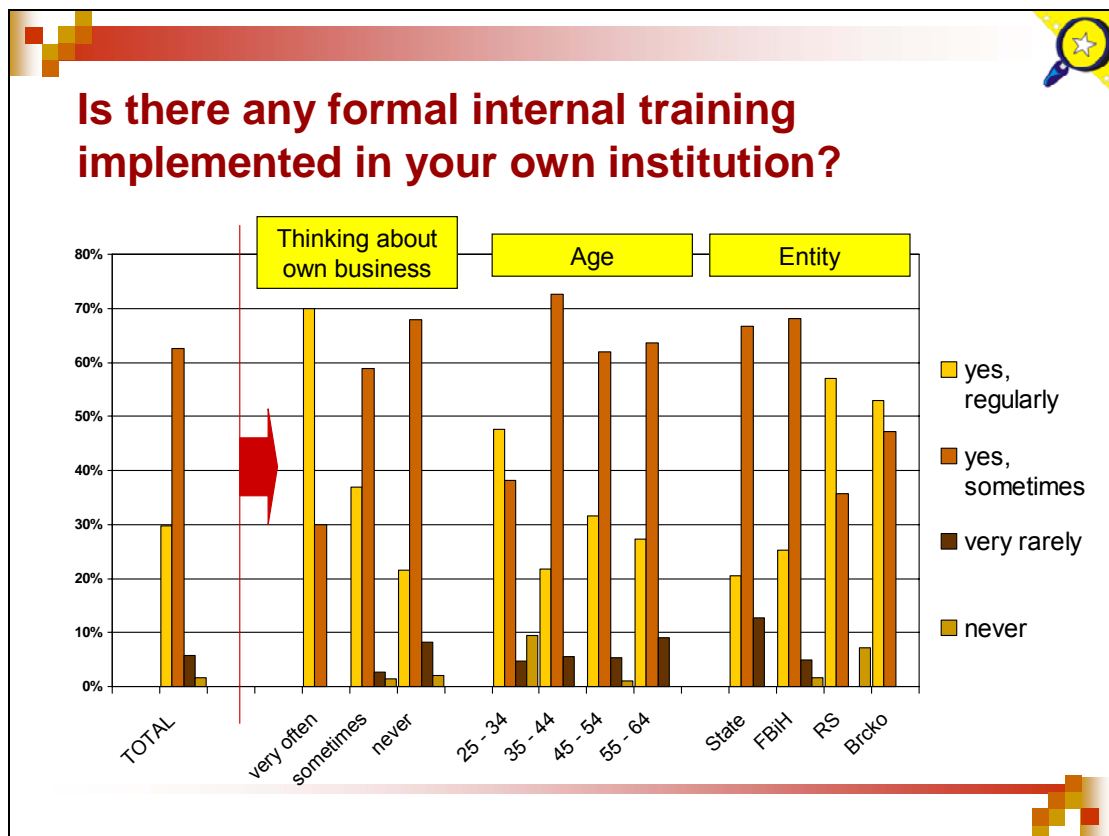
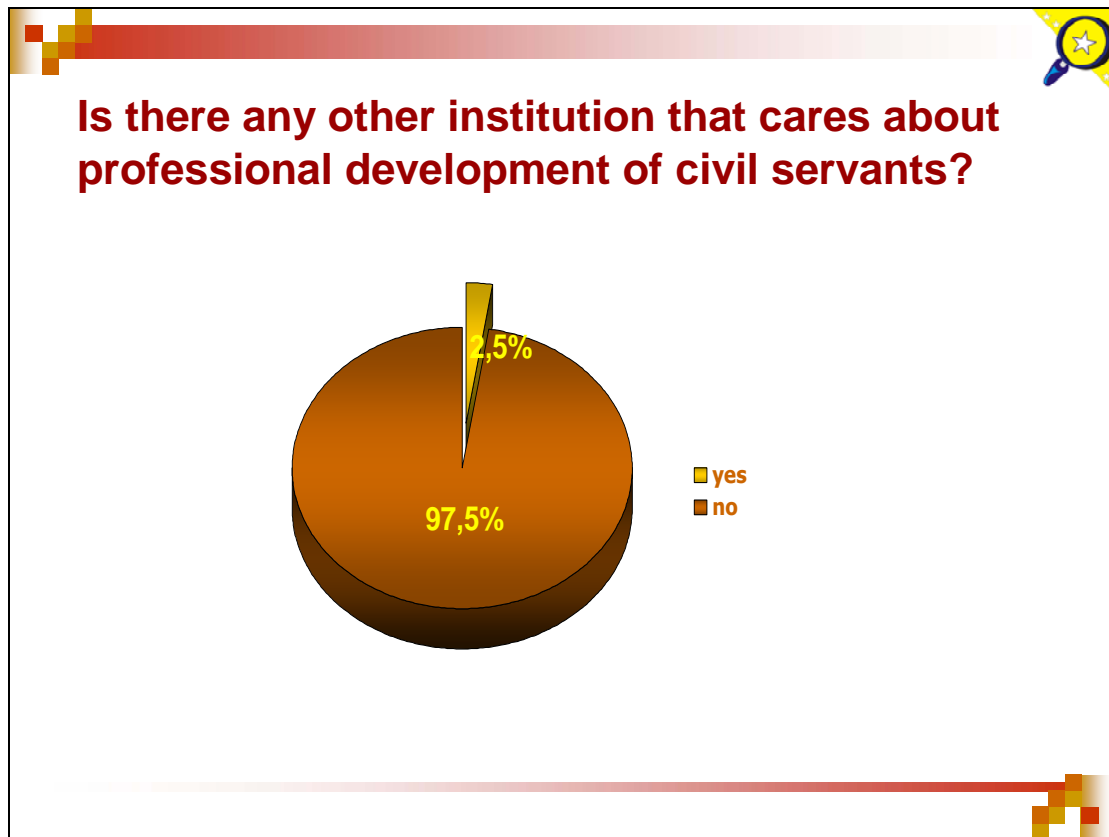
Anwser	%
1 (USELES)	0%
2	0%
3	1%
4	4,5%
5	13,5%
6	45%
7 (EXTR. USEFUL)	36%

Average: 6,1



Does the Civil Service Agency carry out:







Annex IX: CSTP Evaluation briefing (Presentation delivered on 8th of December 2006)



Civil Service Training Project

Mid-term evaluation

dr Cezary Trutkowski
Azra Hromadžić



Approach to project's evaluation

■ Basic evaluation criteria:

- **Relevance** - the extent to which the objectives of CSTP are consistent with beneficiaries' requirements, country's needs, partners' and donors' policies
- **Effectiveness** – the extent to which CSTP objectives were achieved, or are expected to be achieved
- **Efficiency** - a measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results
- **Impact** - long-term effects produced by CSTP
- **Sustainability** - the continuation of benefits from CSTP after the program has been completed. The probability of continued long-term benefits.

Assessment: (-2) (-1) (0) (+1) (+2)

Relevance

Effectiveness

Efficiency

Impact

Sustainability

R



Evaluation's objectives

- Main goal is to find out **lessons learned**
- Stress on **impact** and **sustainability** related issues.
- Identification of **chances** and **obstacles** for the training environment in BiH as the result of the implementation of CSTP.
 - general assessment of the adjustment of the project's design to Bosnian environment
 - identification of possible actions to be undertaken before the end of the project in order to strengthen the sustainability
 - identification of resources produced by CSTP that can be used for future activities
 - assessment of the influence of CSTP on the public administration sector
 - evaluation of the local capacity for training delivery
 - analysis of demand / supply relationship and constraints in the public administration training sector

Relevance

Effectiveness

Efficiency

Impact

Sustainability

R

Methodology

- Analysis of the Project's documents
- 10 individual in-depth interviews with CSA, Team Leader, EC, UNDP, PAR Coordinator, trainers (14 people)
- 22 individual in-depth interviews with training participants
- Survey on representative sample of trainees (200 telephone interviews)

Relevance

Effectiveness

Efficiency

Impact

Sustainability

R



Relevance (+1)

- Generally relevant – provided more systematic framework for everyday work of CS
- Very needed as the first systematic approach to increase capacities of CS

Relevance Effectiveness Efficiency Impact Sustainability R

Relevance - problems

- Relevance has been diminished by:
 - inevitable broadness of the project:
 - content of training (mostly general, not very specific; few exceptions)
 - composition of training groups („down-lelling”)
 - constraints of the wider political and working environment:
 - political – lack of direct link between professional development and career progress; low awareness of the importance of training among political leaders/superiors
 - working environment – very limited culture of internal knowledge sharing, lack of internal institutional training system
 - rigidity of the PA sector – huge administration; lack of cooperation

Relevance Effectiveness Efficiency Impact Sustainability R



Relevance - problems

- Partially irrelevant TNA – design of the project based on the system review by EC and CSA advice
 - Partially corresponds to the needs of the system as an introductory activity (→ PAR strategy)
 - From the systemic change perspective Project is too narrow (as addresses exclusively the middle level)
 - From the participants point of view often it is too general / not specific enough (with some exceptions):
 - too broad to respond to specific needs
 - state of knowledge was not assessed
- Insufficiency of TNA was not a major problem this time as the whole project has an introductory character

Relevance

Effectiveness

Efficiency

Impact

Sustainability

R

Effectiveness (+1)

- Very effective (well managed) under the new TL
- Very good cooperation with beneficiaries
 - implementation vs. partnership
- Excellent trainers and methodology of training delivery
- Good training materials (most people find them useful – *more data after the survey*. Sometimes considered too long and general)

Relevance

Effectiveness

Efficiency

Impact

Sustainability

R



Effectiveness - problems

- First phase of the project - previous TL
- Project's implementation plan – accumulation of trainings in a short period of time
- Recruitment of participants (mostly ad hoc based)
- Capacity of beneficiaries to absorb vs. project design (no. of trainees per entity/level)
- Accreditation Panel – problems with legitimacy / mandate
- Problems with the creation of local training capacity

Relevance **Effectiveness** Efficiency Impact Sustainability (R)

Effectiveness – problems related to training delivery

- Not enough stress on the local experiences / examples
- Translation / language of the materials and presentations
- Limited time for discussions / analysis
- Overload of activities / overlap with work obligations
- Some problems with training venues

Relevance **Effectiveness** Efficiency Impact Sustainability (R)



Effectiveness – additional results

- Strengthening of the cooperation between CSAs (Memorandum of Understanding)
- Networking between Civil Servants
- Improvement of the relationship: UNDP – CSAs
- Satisfaction of trainees – rise of awareness

□(→ more in „impact” section)

Relevance **Effectiveness** Efficiency Impact Sustainability (R)

Efficiency (+2)

↪ Limited possibility to benchmark

- Overall very satisfactory number of training participants (est. up to 2500)
- No major problems with efficiency of training delivery
- Well chosen training locations

Relevance Effectiveness **Efficiency** Impact Sustainability (R)



Efficiency - problems

- Problems with initial design of the budget
- Number of participants – some overcrowded vs. some under attended sessions (cancellations!)
- Some overlap with other training (content)
- Limited use of local trainers

Relevance

Effectiveness

Efficiency

Impact

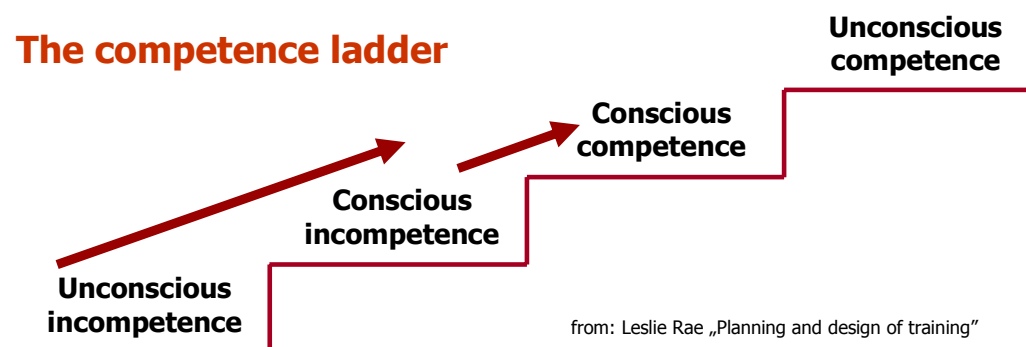
Sustainability

R

Impact (+1)

- The project made a change in peoples' consciousness – broadened horizons and strengthened the individual capacities of CS

The competence ladder



from: Leslie Rae „Planning and design of training“

Relevance

Effectiveness

Efficiency

Impact

Sustainability

R



Impact

- Change of individual capacities and attitudes
 - Increase of the management skills
 - Ability to plan long – term / increased understanding of the importance of strategic planning
 - Better understanding of the PA system
 - Reassurance of ones work performance / increased self-esteem
 - Adoption of new tools
 - „Discovery” of team work – realized the importance of team work
 - Networking (knowledge sharing, new contacts)
 - Improved presentation skills

↪ **Creation of new needs**

Relevance Effectiveness Efficiency **Impact** Sustainability (R)

Impact

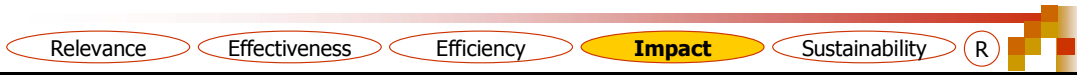
- Strengthened cooperation between the CSAs
- Improved image of CSAs among CS
- Increased capacity of training units of the CSAs
- Intensified sharing among institutions
- Increased demand for training

Relevance Effectiveness Efficiency **Impact** Sustainability (R)

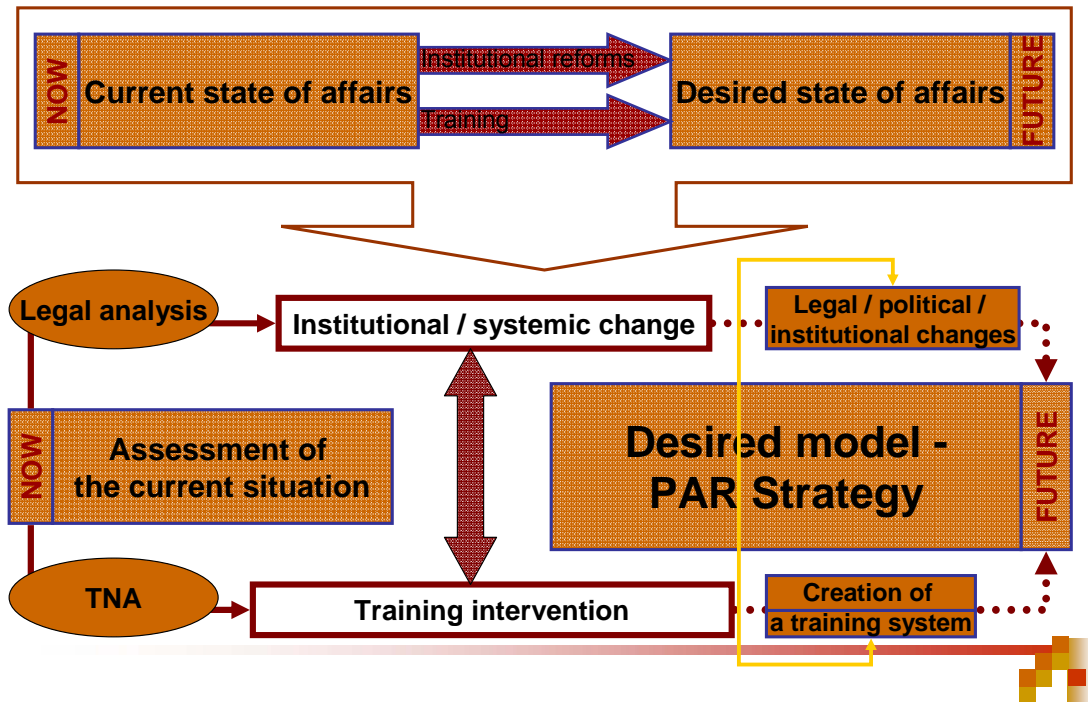


Impact - problems

- Broadens horizons but does not necessarily initiate a major change in the PA system
 - Individual vs. systemic change/benefit
- Limitations coming from the rigidity of the system itself – reluctance for change among political leaders and some co-workers
- Lack of systematic / institutional knowledge sharing culture
- Limited improvement of local capacity to deliver training



The role and limitations of training intervention





Sustainability (0 / +1)

- Work of the Steering Group – strengthening of cooperation between stakeholders
- Networking
 - creation of demand for professional development
 - learning from each other
- Beginning of the creation of local training capacity
- Experience in training delivery

Relevance Effectiveness Efficiency Impact **Sustainability** (R)

Sustainability - problems

- Limited influence on the functioning of the PA system
- No clear vision for follow-up
- Lack of other forms of professional support
- Limited systemic requirements for professional development (problem of motivation)
- Politics!
- Lack of financial resources for follow-up activities (donor dependence)
- Limited channels for expression of CS's needs

Relevance Effectiveness Efficiency Impact **Sustainability** (R)



Recommendations

- Change awareness at political level
 - Closing conference (high profile) → awareness rising of the need for professional development of CS
 - Seminar(s)/conference on the role of CSAs
- Change awareness at the society level
 - Public awareness campaign (internal: inquirer/client orientation; external: role/mission of the CS)
 - Public ethics / anti-corruption / transparency program

Relevance Effectiveness Efficiency Impact Sustainability **R**

Recommendations

- Increase motivation for professional development
 - Systemic changes:
 - formal requirements of continuous education
 - clear rules for career progress
 - Awareness rising / expression of needs
 - Support for networking (professional forums, association, best practice programs, peer reviews, etc.)
 - Strengthen / create channels for needs' expression
 - Dissemination of model solutions / practices
 - Guidebooks
 - Database of best practices

Relevance Effectiveness Efficiency Impact Sustainability **R**



Recommendations

- Create local training capacity
 - Public Administration Institute (→ PAR strategy) or closer cooperation of training units of CSAs
 - Network of local trainers
 - Delivery of training
 - Accreditation / supervision of the quality of training delivery
 - Provision of handbooks and information
 - Facilitation of horizontal cooperation
 - Programs for CS – eg. best practice, country-wide peer visits, twinning
 - Establishment of the PAI = concern for political issues & package offer

Relevance

Effectiveness

Efficiency

Impact

Sustainability

