



**MONTENEGRO  
MINISTRY OF INTERIOR  
AND PUBLIC AFFAIRS**



**UNION OF MUNICIPALITIES  
OF MONTENEGRO**



**THE HUMAN RESOURCES  
MANAGEMENT AUTHORITY**

# **NATIONAL TRAINING STRATEGY**

## **LOCAL GOVERNMENT MONTENEGRO**

**Podgorica, November 2008**

## **SUMMARY**

### **NTS STRATEGIC GOALS AND OBJECTIVES**

- 1. *Build the capacities of municipalities for good local governance.***
    - 1.1 Establish human resources capacity in municipalities.*
    - 1.2 Establish standards of human resources management in municipalities.*
    - 1.3 Ensure the proper implementation of applicable regulations and standards on employment and promotion of officials, and eliminate political interference.*
    - 1.4 Introduce a system of performance appraisal for officials.*
    - 1.5 Establish an internal training system in each municipality.*
  
  - 2. *Strengthen the capacities of the Union of Municipalities (UoM) to support capacity-building in municipalities and to oversee the implementation of the NTS.***
    - 2.1 Secure the sustainability of the implementation of the NTS within the UoM.*
    - 2.2 Create institutional capacity for the implementation of the NTS within the UoM.*
  
  - 3. *Develop a professional training environment.***
    - 3.1 Establish a system of Quality Assurance.*
    - 3.2 Establish a library of training materials.*
    - 3.3 Establish a capacity for curriculum development.*
    - 3.4 Establish a systematic approach to the evaluation of training programmes.*
  
  - 4. *Improve the legal and financial framework for local government.***
    - 4.1 Define the appropriate working and legal status of officials and the responsibilities of the key bodies.*
    - 4.2 Identify an appropriate legal framework for the election of councillors.*
  
  - 5. *Develop an institutional framework for training.***
    - 5.1 Establish a National Training Council (NTC) for local government (Union of Municipalities, Ministry of Interior and Public Administration, Human Resources Management Authority);*
    - 5.2 Build the capacity of the Human Resource Management Authority to provide support to professional training for local government.*
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## SECTION 1 BACKGROUND

### THE CHALLENGE

Local government in Montenegro is facing some key challenges:

1. There is a demand for greater **decentralization**. On the one hand, this is the responsibility of Government, which needs to establish new competences, resources and assets to local self-government, in the light of the European Charter of Local Self-Government. On the other hand, municipalities have to show that they have the ability to exercise these competences effectively and be accountable for a growing proportion of public funds.

*“Local self-government denotes the right and the ability of local authorities, within the limits of the law, to regulate and manage a substantial share of public affairs under their own responsibility and in the interests of the local population.”*

*Article 3, European Charter of Local Self-Government*

2. The **expectations** of local people, organizations and business are increasing. They see the standards and life quality of people, organizations and business in well-organized and educated local self-government are getting higher and higher. The internet and mass media expose them to the wider world. They look to municipalities to make a difference for them, to provide jobs and services to their communities and to improve their standards of living.
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3. **Integration** into Europe provides strong motivation throughout the country. European standards are seen as essential in, especially, attracting business and investment, protecting the environment and increasing public health. Municipalities have a key role to play in raising the standards of public services.

## THE CAPACITY

What is the ability of municipalities to exercise their competences effectively, to meet the expectations of citizens and to improve public services? Within any organization, capacity is derived in particular from the staff and leadership. Municipalities are complex; their capacity also depends on the ability of the Mayor and the Assembly to engage local people and organizations, to work constructively together and give proper political direction. They must take particular responsibility for **improving performance** because they do not face the competitive challenges of the private sector.

If municipalities are to meet the challenges they face and drive up the standards of local population, they must provide education to their staff and to their leadership and management abilities.

*Staff are the greatest asset of any organization.*

## **Staff**

Staff must be fit for the job before them. The right staff must be recruited; they must have the necessary expertise; they must be motivated not just to do their duty but to do the best they can. They must see themselves as part of a wider team committed to public service. They must feel that their managers have confidence in them and will support them in their work. They must be treated as an important asset of the municipality. Good performance should be recognized. Poor performance is unacceptable; where staff do not perform well, they must be helped to improve or be subject to disciplinary procedures.

## **Leadership and management**

It is not possible to have a good municipality without good leadership and management. Good leadership creates and shares the vision of where the municipality wants to go, what it wants to achieve, how it can get there. It creates an organizational culture that develops the commitment of staff to good local government. It encourages local people and organisations to participate in decision-making procedures. It ensures local government is ethical and responds to all communities. It draws in partner organizations to share the challenge of delivering good local governance.

Good management delegates authority and responsibilities to staff. This encourages staff to give of their best and deliver the targets for better public services. It encourages them to perform well and improve in areas where better performance is possible. It encourages them to seek out best practice and to welcome innovation and change. It listens to service users to get feedback and to learn from experience.

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### **A MANAGER'S 16 RESPONSIBILITIES**

- 1. Ensure staff are fully aware of their responsibilities and performance indicators.***
- 2. Ensure staff are aware of the strategic challenges and priorities of the municipality.***
- 3. Create an environment in which staff receive all the support they need to do a good job (i.e. IT, advice, access to information, contacts, coaching, training, budgeting ...).***
- 4. Create a culture in which staff want to keep you informed of progress and involve you in problem-solving if necessary.***
- 5. Create a sense of teamwork to ensure maximum cooperation among staff.***
- 6. Make best use of the skills of staff with disabilities.***
- 7. Assist staff with vertical, horizontal and external communications as necessary.***
- 8. Manage a system of results-driven performance appraisal in which staff seek continuous improvement in their work through Personal Development Plans.***
- 9. Give credit to staff when they do a good job.***
- 10. Keep staff informed of wider developments both in the organization and in the community.***
- 11. Help staff to acknowledge their own strengths and weaknesses and thus take responsibility for their own personal development.***
- 12. Instill a sense of personal and team discipline among staff and eliminate bad work habits.***
- 13. Give staff sufficient space within agreed parameters to be creative and seek innovative approaches to the challenges they face.***
- 14. Seek out best practice from other municipalities and from other countries and share it with your staff.***
- 15. Encourage staff to seek feedback from service users and community groups so that they can respond to their needs as much as possible.***
- 16. Ensure staff are ethical in their work and that poor performance is not allowed to continue.***

## **Political direction**

Elected representatives are there to work on behalf of the people they serve and to ensure that the municipality meets local needs. They must be allowed to play their full **representative** role. This requires a sense of partnership and a good working relationship between the Mayor and the Assembly President. Assembly members need to understand the work of the staff; staff need to understand the priorities of the Assembly members. The Mayor needs to provide a leadership that directs staff towards solutions of key priorities in municipality and towards higher level of the service provision to citizens and legal entities. The councilors should also be directed towards providing of a more quality life and work in a local community.

## **THE INSTITUTIONAL FRAMEWORK**

### **The Union of Municipalities**

The Union of Municipalities of Montenegro (hereinafter: the Union) represents the interest of municipalities, which are its founders. Municipalities provide resources through their fees. The Union bodies enact Working Plans and Programmes, appoint local self-government representatives in the Union organs and bodies and in the organs and bodies established by the central government and monitor its performance.

The Union sits at the centre of a network of organizations that have a stake in local government. It initiate the legislative changes needed to improve local government, as well as, individual sectoral laws of interest for performance within the scope of local self-government rights and duties to the Government. It can channel external funding to municipal priorities. It can raise the profile of local government in the media and among the public. It can represent municipalities both nationally and internationally.

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The Union can also play an important role in helping municipalities improve their efficiency and effectiveness. **The Union can develop programmes to improve leadership in local self-government and raise level of expertise and build capacities of employees in local self-government.** It can run campaigns to encourage greater citizen participation. It can harness the resources of stakeholders to deliver better local government. It can draw in best practice from across Europe and beyond.

### **The Ministry of Interior and Public Administration**

The Ministry of interior and Public Administration (hereinafter: the Ministry) has the leading role and responsibility for developing the right **policy and legislative framework** for local government. It needs to **overlook** the local government fulfilling and to **analyze** problems and keys obstacles in functioning and performance of the local government bodies. It needs to work in partnership with the Union to help municipalities deliver good public services. It needs to work with line Ministries and other state administration bodies to satisfy the needs and capacities of municipalities in exercising shared or delegated competences and in delivering public services to high standards.

In particular, the Ministry needs to work closely with the Ministry of Finance, not only to develop the appropriate fiscal framework for local government but also to seek a financial settlement where the resources allocated to local government should match both the competences transferred to municipalities as well as their responsibilities for economic, social and environmental development. In particular, funding may need to be allocated to municipalities specifically for training.

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## **Human Resources Management Agency**

The HRMA has **experience and expertise** in improving Human Resource management and development in the civil service at national level. This can be put at the service of local government to help Ministries understand how to work more effectively with municipalities. They can work with the Union to develop Human Resource systems that improve the performance of local government. **They can contribute to a training environment where training is planned and delivered to professional standards in response to need.**

## **Training organizations**

There are several NGOs that offer training to municipalities. They contribute in improving the performance of local government and strengthening local democracy. It is general assessment that the training quality oscillates. There is no place for poor and superficial training. Training providers can be strengthened; new training organizations can be encouraged. Only within a **strong training market**, where training provision follows demand, will municipalities have the choice necessary to drive up the standards of training provision.

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## SECTION 2 SCOPE OF THE NATIONAL TRAINING STRATEGY

Training can do much to raise the levels of competence of staff and elected representatives. They need new knowledge and core skills to operate as local government officials or councilors. The range of needed knowledge and supplementary skills is large, extending from management and leadership development to using the internet and communicating with the public.

**But staff and elected representatives must want to learn;** they must see the benefits. A municipality needs to become a **‘learning organization’** so that it can better understand the needs of local communities, learn from best practice and develop the expertise needed to meet those needs.

*Every job that a municipality creates, every business it attracts, every person it trains in work skills – each one of these is a milestone towards local community development which follow needs of a modern and dynamic society.*

But staff have first to be properly recruited in the light of well-written job descriptions and to be capable to respond on the work performance requirements. A salary system that makes local government an attractive career for staff must be established. There must be performance appraisal system to set clear objectives for their work, assess performance against those objectives and identify areas for further training. Beside that, there must be an organizational structure that does not stifle the energies of staff in heavy bureaucracy. There must be disciplinary procedures that prevent poor performance.

The responsibilities of the leadership must be clear and coherent so that they work as a team to deliver good local governance in the interests of the local

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population. The Mayor, the Assembly, the Chief Administrator and the Heads of Secretariats must recognize the role that each plays. Senior managers must create an environment for staff to work together effectively and deliver results. **Staff must for ever be seeking to improve their performance.**

The contents of the National Training Strategy (NTS) is about more than delivering training courses. It is also about the legislation and regulations that set the framework for the roles, responsibilities and obligations of staff and elected representatives. **Legal obstacles - those that reduce the capacity of municipalities to perform well - need to be removed.** Legislation that sets an appropriate framework for good performance but that is not applied in practice needs to be upgraded. Legislation that provide an appropriate framework should be implemented. **Funding has to be provided for trainings.** Otherwise training is less effective.

Training programmes take place within a wider **professional training environment.** Municipalities must recognize their human resource responsibilities and develop local training capacity; training needs must be established; curriculum must be developed; training information must be available; trainers must be properly trained. This reinforces the effectiveness of training.

*You can judge a community by the way it looks after its young and its old. Does every young person have the chance to make a good life? Can older people look forward to a retirement where they can enjoy their twilight years with dignity and respect? It is the opportunities that a municipality creates for its young and old people and persons in state of need (the more vulnerable population) by which it will be remembered.*

The responsibility for delivering training programmes and developing a professional training environment is not the prerogative of one institution. Monopolies are rarely effective. Rather, **each of the key stakeholders – the Union, the Ministry, the HRMA and other training providers – has a role to play.** The Union's leadership role is suggested by its legitimacy and authority within the local government community. The Ministry's role is suggested by its responsibility for policy, legal and fiscal framework for local government and its relationship to other Ministries with a stake in local government. The HRMA's role is suggested by its experience and expertise in human resource development and training in the civil service.

## SECTION 3 FINDINGS OF THE TRAINING NEEDS ANALYSIS

The Training Needs Analysis (TNA) was the first stage in the development of a National Training Strategy (NTS) for local government. It was based on (i) interviews and discussions with key officials and elected members in municipalities, (ii) a survey of all municipalities, (iii) bilateral discussions with key stakeholders, and (iv) an analysis of the legal framework. It thus creates a sound foundation on which to build a training system.

The system needs to be **demand-driven**. Training needs to respond both to the corporate need of municipalities for expertise and to the personal training and development needs of officials and elected representatives; programmes that respond to these needs should be developed following the adoption of the NTS and the establishment of a training system.

Municipalities need to develop a proper Human Resource (HR) function that operates **without political interference**; they need to take responsibility for recruiting good staff on merit, releasing unproductive staff and ensuring staff receive proper training and perform well.

There is no need to create a new training institution for local government; rather, best use should be made of existing institutions. While the HRMA can, with additional capacity, bring extensive expertise to local government training, the Union should use its legitimacy and authority to develop its own training function for both staff and elected representatives and to take overall responsibility for the delivery of the NTS. This is the only road to sustainability.

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The NTS should make use of existing training providers and create opportunities for new ones. A system of quality assurance should be introduced to ensure that high training standards are achieved and poor training is eliminated. Training providers should be encouraged to strengthen their own capacities and expertise.

Training takes place within a legal and institutional framework. Parts of the legal framework are an obstacle to good local government and need to be amended; this is for the Government to take forward. In other cases, appropriate legislation is in place but is not followed; this is primarily for municipalities and the Union to resolve.

***TYPICAL PROBLEMS FACED BY MUNICIPALITIES***  
***(from the Training Needs Analysis)***

- *Knowledge of legislation is poor;*
- *Legislation is too complicated to be interpreted and implemented;*
- *There is a lack of professional and skilled staff, especially in the strategic planning, inspection and urban development departments;*
- *Salaries for all employees are inadequate, leading to poor motivation;*
- *There are difficulties in participating in EU programmes;*
- *There are difficulties in preparing and implementing the Urban Plan;*
- *There is too much illegal construction, making the work of the local inspection teams difficult;*
- *The communal infrastructure is inadequate;*
- *There is a lack of local EU departments and entrepreneurial centers;*
- *There is a lack of planning documentation;*
- *EU legislation is not adequately adapted for the Montenegrin context;*
- *Crowds in the summer are excessive, causing long working hours;*
- *Property registries are inadequate and not up-to-date;*
- *Some of the One-Stop-Shops have been established inappropriately;*

- *Local people are mostly not informed about procedures;*
- *There are no Complaints Books or other systems of communication with citizens;*
- *Citizens do not show interest in participating in the decision-making process;*
- *The organization of work is very poor; most employees do not have good “working habits” ;*
- *Citizens have free access to all offices without any protocol; this interrupts office work and prevents the proper performance of duties;*
- *Assembly members represent the interests of political parties before the public interests and good local government.*

**The following key recommendations are made in the TNA:**

- *Municipalities should develop effective Human Resource departments, with support by the Union through an HR service.*
  - *Officials should be subject to performance appraisal.*
  - *Recruitment and promotion should be subject to transparent procedures and without political influence.*
  - *A Quality Assurance system should be established to provide a framework for core curricula, Training of Trainers programmes etc.*
  - *High priority should be given to programmes in such areas as:*
    - *Leadership development;*
    - *Citizen participation;*
    - *Management and organization;*
    - *Tax collection, asset management and budget management ;*
    - *Local economic development.*
  - *The Union should take the lead responsibility in delivering the NTS. In that respect Union should develop a training function comprising a resource centre, specialized training provision, a trainers network, an information service, curriculum development etc.*
  - *The HRMA should offer its expertise in curriculum development, Training of Trainers, generic training, training evaluation etc.*
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- *The Union and the HRMA should work closely together to ensure that municipalities get the training and support they require.*
- *A national body, comprising the Union, HRMA and the Ministry, should be established to oversee the delivery of the NTS; it should meet with all stakeholders at least once a year to make best use of resources and promote coordination.*
- *The NTS for local government should be linked to the NTS for central government.*
- *Ministries should ensure proper training for their officials who work with local government and should support the training of local government officials in exercising shared or delegated responsibilities.*
- *Changes should be made to the legislation to:*
  - *Establish an HR function in each municipality;*
  - *Regulate recruitment, promotion, discipline etc and establish a performance appraisal system in municipalities;*
  - *Provide for flexibility in the salary system to allow for the recruitment of properly experienced and qualified staff;*
  - *Place an obligation for professional development on officials and a responsibility on municipalities to arrange for the training for staff;*
  - *Set out clear competences, rights and duties for the Chief Administrator and Heads of Secretariats to avoid overlapping responsibilities;*
  - *Develop an appropriate election system that makes councilors accountable to citizens;*
  - *Introduce a better equilibrium in the relationship between the Municipal Assembly, as a representative body, and the Mayor, as an executive body;*
  - *Substantiate the posts of President and Secretary General of the Municipal Assembly;*
  - *Review the system for examination and professional development for local government officials.*

[See the separate reports on the Training Needs Analysis.]

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## SECTION 4 STRATEGIC GOALS AND OBJECTIVES

The Strategic Goals and Objectives are based on the outcome of the Training Needs Analysis.

**There are 5 Strategic Goals of the National Training Strategy:**

- 1. Build the capacities of local government for good local governance.*
- 2. Build the capacities of the Union of Municipalities to support capacity-building in local government units (to supervise NTS implementation).*
- 3. Develop a professional training environment.*
- 4. Improve the legal and financial framework for local government.*
- 5. Build an institutional training framework.*

### Strategic Goal 1

**Build the capacities of local government for good local governance**

***Objectives:***

- 1.1 Build capacities for human resources management in local government units.*
  - 1.2 Define human resources management standards in municipalities.*
  - 1.3 Ensure adequate implementation of applicable regulations on the employment and promotion of local employees and servants (hereinafter: local employee), and eliminate political interference.*
  - 1.4 Introduce a performance appraisal system for local employees.*
  - 1.5 Establish internal systems for the provision of training in local governments.*
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To ensure the effectiveness and sustainability of training, it is essential that training moves from a supply-led to a **demand-driven** process. It should be the municipalities themselves, with whatever support is necessary, that take leading responsibility for the training of their staff and elected representatives.

To achieve this, municipalities need to develop a proper **Human Resource (HR) function**. An HR specialist might be shared among several small municipalities; a large municipality might need a small HR team. With an HR unit, municipalities should be better able to recruit the right persons for the job, assess the training needs of both staff and elected representatives, provide or commission relevant training programmes and assess the impact of the training.

A **performance appraisal system** will allow managers to assess staff performance, recognize achievement and identify training needs.

***A PERFORMANCE APPRAISAL SYSTEM***

***(between a manager and each member of staff for whom he/she is responsible)***

***Beginning of year:***

- *Set out and agree clear work objectives for the coming year.*
- *Agree key performance indicators for each objective.*

***After 3, 6, 9 months:***

- *Discussion to:*
  - (i) *assess progress against objectives / performance indicators,*
  - (ii) *give credit for success,*
  - (iii) *identify opportunities for development and areas where performance falls short,*
  - (iv) *amend objectives as necessary in light of changing circumstances,*
  - (v) *agree way forward.*

**End of year:**

- *Written appraisal of performance against objectives and performance indicators.*
- *Assessment of such skills as communications, team-working and achieving results.*
- *Agreement on a Personal Development Plan for the following year.*
- *An opportunity for the manager to get feedback from staff on his/her own management.*

A municipality should develop its own **training capacity**. It would need to:

- *allocate training responsibilities;*
- *manage training information;*
- *collect training materials;*
- *provide basic training programmes;*
- *evaluate the effectiveness of training.*

A municipality could identify and train competent staff as training assistants if they are interested; including responsibilities for training and coaching can enrich a job. It could commission an external training provider for more specialist training.

Each municipality will need to give higher priority to HR development and training. It should set out its own priorities for training and capacity-building within its own Strategic Plan. It will need to identify funding for training in the municipal budget and ensure that any HR unit it establishes has the necessary authority and expertise.

**European experience suggests that funding for training should be the equivalent of at least 2-3% of the cost of salaries.**

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## **Strategic Goal 2**

**Build the capacities of the Union of Municipalities to support capacity-building for local government units (to supervise NTS implementation)**

### ***Objectives:***

***2.1 Ensure the sustainability of the NTS implementation in the Union of Municipalities.***

***2.2 Create institutional capacities in the Union of Municipalities to implement the NTS***

The Union has a key role to play in developing an effective HR function in local government. It can use its bodies and Committee meetings to develop greater priority for HR development. It can establish HR standards. It can use its relationships with stakeholders to harness resources and expertise for the development of HR capacity in municipalities. It can identify and disseminate best practice in HR development. It can advocate with the Ministry and Parliament for any necessary changes in the legislative framework.

The Union therefore needs to develop a professional capacity to help municipalities develop their HR responsibilities.

The Union also needs to establish its own training function to:

- a) support the development of local training capacity,
  - b) raise the profile of training,
  - c) assess training needs,
  - d) develop training curriculum,
  - e) manage training information,
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- f) provide relevant training to municipalities, including training for elected representatives.

These HR and training functions should be brought together in a new NTS Unit; this should comprise some four (4) staff, include experts in HR, training and project development along with the necessary administrative support. Where the Union does not have the expertise, it should commission curriculum development and training provision from the HRMA or other training providers. The Union will want to continue the capacity-building programmes in which it is currently engaged after external funding is discontinued; this includes, inter alia, the Best Practice, Leadership Benchmark and Public Ethics programmes. It may also want to introduce new programmes for citizen participation, performance management and other aspects of local government. The proposed training unit will need the capacity to do this.

<b><i>SUGGESTED TRAINING PRIORITIES OVER THE NEXT 1-3 YEARS</i></b> <b><i>(from the Training Needs Analysis)</i></b>	
<ul style="list-style-type: none"> <li>• <i>Leadership and Strategic Planning</i></li> <li>• <i>Capital Investment Planning</i></li> <li>• <i>Performance Appraisal</i></li> <li>• <i>Implementation of the Laws on Civil Servants, Restitution, General Administrative Procedure</i></li> <li>• <i>Financial decentralization</i></li> <li>• <i>Environmental protection</i></li> <li>• <i>Entrepreneurship stimulation</i></li> <li>• <i>Development of local regulations</i></li> <li>• <i>Local administration</i></li> <li>• <i>Foreign languages</i></li> <li>• <i>Organization management</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Organization structure re-design</i></li> <li>• <i>Project proposal writing</i></li> <li>• <i>Communication</i></li> <li>• <i>Conflict resolution</i></li> <li>• <i>Reporting</i></li> <li>• <i>Public Relations</i></li> <li>• <i>Development of procedures</i></li> <li>• <i>Implementation of Ordinances on the Local Assembly Rule Book and Local Assembly Committees</i></li> <li>• <i>Participation of women</i></li> <li>• <i>Participation of people with disabilities</i></li> <li>• <i>Participation of minority communities</i></li> </ul>

The Union will want to work in cooperation with the HRMA to deliver the elements that make up a professional training environment (see Strategic Goal 3). This might include:

- *Curriculum development where the expertise of the HRMA can be combined with the Union's knowledge of local government.*
- *The management of training information; this will need a range of communications vehicles and should reach different audiences.*
- *The monitoring and evaluation of training provision, to ensure that lessons are learnt and improvements made.*
- *An accessible library of training materials (hard copy and electronic).*
- *A Quality Assurance system.*
- *Updating the TNA and NTS every 3 years and agreeing future training priorities.*
- *An Annual Training Report on achievements and an Annual Training Plan for the following year to be presented to both the General Assembly of the Union and the National Training Council (see Strategic Goal 5) to ensure proper planning and accountability.*

In addition, the Union may want to commission the HRMA to run a certified Training of Trainers programme for local government trainers to ensure that there are sufficient trainers of the right quality to meet demand. They might also like to commission 'horizontal' training from the HRMA (e.g. generic management skills). Likewise, they will want to commission training from NGOs and other training providers to make best use of the market.

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## ***THE BENEFITS OF COMMISSIONING TRAINING***

*The commissioning of training by the Union is an important responsibility that requires expertise. It has several benefits:*

- *It raises the standards of training through competition by allowing the Union to select the best training provider to meet a specific training need based on the clarity of training objectives, the quality of the proposed trainers / programmes and value for money.*
- *It strengthens the training market as training providers will be forced to develop their own training standards and capacities in the light of the opportunities available and local government's training requirements.*
- *It gives the Union a strategic role in the development of local government training while avoiding the creation of a monopoly.*

Many staff have skills they would be happy to share. The Union might want to develop a programme for training competent municipal staff who have an aptitude and interest in becoming local trainers as a supplementary aspect of their work.

The Union might wish to sponsor a network of trainers to encourage their further professional development; this could eventually become an Association of HR and training professionals.

The Union will need to ensure proper accountability for HR and training within its structures. This might entail giving policy responsibility to an existing Committee or establishing a specific Committee or Task Force, chaired by a member of the Union's Managing Board. This would focus political responsibility for training and ensure appropriate representation of the Union on the proposed National Training Council. The Committee may want to invite the

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Ministry, HRMA and other stakeholders to its meetings where their contribution might be helpful.

A new HR and training unit within the Union should be headed by someone with professional expertise who can direct the respect of stakeholders. It will need sufficient staff with the necessary expertise and funding to properly carry out the proposed functions. It will need adequate facilities and administrative capacity.

Initial funding for such new capacity needs to be found externally, but steps should be taken from the start, through training and membership fees, to cover a growing proportion of the Union's costs on a sustainable basis. Membership fees may therefore need to rise and 100% collection achieved.



## Strategic Goal 3

### Develop a professional training environment

#### ***Objectives:***

***3.1 Establish quality assurance systems.***

***3.2 Establish a library of training material.***

***3.3 Establish capacities for developing training programmes.***

***3.4 Establish a systemic approach to the evaluation of training programmes.***

Training needs to take place within a professional training environment.

1. The **curriculum** has to be learning-friendly, up-to-date and fit for purpose. It should be based on assessed training needs. Programmes should be interesting and should make use of modern methodologies. Good curriculum from other countries should be researched and adapted. Different groups of people (eg senior managers, junior staff, elected representatives ...) require different kinds of training to meet their specific needs. Some training will be generic (eg management, communications ...); other training will need to be tailor-made (eg working with the media). It would be sensible to identify core curriculum that can be offered to each category of staff to ensure a satisfactory level of expertise.
  2. **Trainers** need to be properly qualified – to have recognised training provision certifications. Some current trainers have attended courses in training techniques; others have not. A recognised Training of Trainers course should be introduced and made obligatory for any trainer not already qualified. A network of trainers should be established to encourage on-going professional development.
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3. **Quality Assurance (QA)** is about ensuring that trainers, curriculum and training providers are of good quality. A good QA system will gradually eliminate poor training. The QA system should be seen as independent and not subject to political influence. Core curriculum, for example, could be submitted to a panel of experts for their assessment and approval. Municipalities will have greater confidence in training if they know that the programme will be relevant, interesting and professionally delivered. However, the QA system must not become bureaucratic; it must not deter innovation.
  4. A **library of training materials** in hard and electronic form should be established and made available to all training providers and municipalities. **Information** on training should be shared with all municipalities; promotional literature can raise the profile of training. Translation of relevant materials into Albanian language will be necessary.
  5. Training should be systematically **evaluated**, both at the end of courses to identify trainee satisfaction, and after 6-12 months to assess how well the trainees have used their training to improve performance. In this way lessons can be learned for future reference.
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## **Strategic Goal 4**

### **Improve the legal and financial framework for local government**

#### ***Objectives:***

***4.1 Identify the appropriate employment and legal status of local employees.***

***4.2 Identify an appropriate legal framework for the election of councillors.***

The legal solutions affect significant aspects of local government performance; it will therefore make a difference to the effectiveness of the National Training Strategy. If officials and Councillors cannot perform well because of the inadequate legal framework, training may make little difference. The TNA showed that, on the one hand, the legal framework creates obstacles to constructive working relationships between the leading bodies of a municipality, while on the other hand the law is not followed in the recruitment, promotion and performance assessment of officials.

The powers between the Mayor and the Municipal Assembly are not well balanced. The Mayor is directly elected, while Councillors are selected from party lists. The Mayor looks to local people for his/her mandate while Councillors tend to follow party instructions. Local people feel they are not well-served by their Councillors and they look to the Mayor to solve their every-day problems.

Thus Mayors tend to spend a high proportion of their time doing the work of heads of departments and staff; this means that they devote less time to the leadership and strategic management. Many Councillors are concerned at the ability of the Mayor to ignore them and at their own inability to play a full role in decision-making in the municipality.

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The working relationship between the Mayor, the Chief Administrator and the Heads of Secretariats is not carried out completely in the sense of responsibilities. Some responsibilities are overlapping; accountabilities are unclear.

Thus the legal framework, in certain parts, creates obstacles to good leadership and management in municipalities and needs to be amended. Performance suffers as a result. Training in strategic leadership, for example, cannot be really effective while the powers and responsibilities of the Mayor, senior officials and Councillors remain unclear and incoherent.

### **Following the law**

Good performance depends on good staff. The law sets out criteria for the recruitment, promotion and performance assessment of staff. Yet interference by political parties in recruitment and promotion make it difficult for Mayors to put together an effective senior management team.

There is little performance appraisal in practice. It is difficult to dismiss incompetent officials; shortcomings in performance are ignored. There is low motivation among staff, and a culture of good performance is absent. Salaries are low. Training is not seen as important; training needs are not assessed. Local government offers stable work for those who can get it rather than an attractive career for those who wish to serve the public.

Where the law is robust, the Union should work with the Ministry and HRMA to ensure that it is properly implemented. Where it is weak, it should be amended so that the proper development and management of HR in municipalities is given its rightful place and professional development receives a higher priority.

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## Strategic goal 5.

### Build an institutional training framework.

#### *Objectives:*

*5.1 Establish a National Training Council (NTC) for local government (Union of Municipalities, Ministry of Interior and Public Administration, Human Resources Management Authority);*

*5.2 Build the capacity of the Human Resource Management Authority to provide support to professional training for local government.*

There are 3 institutions that have key roles to play in delivering the National Training Strategy: the Union, the Ministry and the HRMA.

The **Union of Municipalities** represents municipalities and has the legitimacy and authority to give leadership to the NTS. Local government itself must be the ‘owner’; the training is for the benefit of municipalities. They will pay for it. The Union therefore needs the capacity to do this (see Strategic goal 2).

The Government has a commitment to good local government through the European Charter of Local Self-Government. The **Ministry of Interior and Public Administration** has the responsibility for developing the right policy and legal framework for local government and for working with the Ministry of Finance to seek the allocation of the right amount of financial resources for municipalities. It should also be able to influence other Ministries that work with local government.

The **Human Resources Management Authority** has expertise in training provision, curriculum development, Training of Trainers, managing training information, monitoring and evaluation, and quality assurance. While their focus is on training national civil servants, it is needed that this experience and

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expertise is made available to support the development of a professional training environment for local government.

Some of the training delivered by the HRMA can be relevant for civil servants at both national and local level; indeed, some local government officials have already attended their training programmes (e.g. on Free Access to Information, etc.). It might offer such training provision upon direct request from municipalities or from being commissioned by the Union.

The HRMA will need to help the Union to update the TNA and NTS and prepare the Annual Training Report and the Annual Training Plan for agreement by the proposed National Training Council.

The HRMA's capacity is currently insufficient to extend its services in training provision to municipalities to any significant extent. It will need to work with the Union to develop proposals for external funding to enhance its own capacity to provide certain local government trainings. It will need to work together with the Union in taking participation in its training programmes (e.g. strategic management) that are of relevance to local government.

The way that the Union, the HRMA and the Ministry work together is therefore critical to the effective delivery of the NTS. It may be sensible to set out the working relationship in a Memorandum of Understanding to identify mutual relationships. For example, formal quarterly meetings offer an opportunity where key issues can be considered. However, the delivery of the NTS needs a more formal mechanism to take overall responsibility.

There is consensus that no new training institution is needed; rather, maximum use should be made of the Union, HRMA and Ministry at the core of the system

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and of competent training organisations to make up the market in training provision. Any monopoly of training should be avoided.

This might be achieved through a **National Training Council** for local government comprising the Union, HRMA and Ministry. It might meet 4 times a year under the chair of the Union. The Union (the proposed NTS Unit) could provide the Secretariat. Its responsibilities would be to oversee the training system for local government, and would include:

**RESPONSIBILITIES OF THE NATIONAL TRAINING COUNCIL**

- *Ensuring that the roles of the key stakeholders are respected and that cooperation is achieved in programme development and training provision.*
  - *Agreeing the updated Training Needs Analysis and National Training Strategy every 3 years.*
  - *Setting training priorities each year and agreeing the Annual Training Report and Annual Training Plan.*
  - *Identifying and harnessing additional funding for training.*
  - *Overseeing the Quality Assurance system.*
  - *Advocating for any changes to the local government policy, legal and fiscal frameworks to support training and professional development.*
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## **NATIONAL TRAINING COUNCIL**

(Union, Ministry, HRMA)

- oversee and coordinate local government training
- agree Annual Report and Annual Programme
- agree updated TNA / NTS
- take legislative and fiscal initiatives



### **UNION**

- HR support
- Training provision
- Training development
- Capacity-building
- Training commissioning
- TNA / NTS; Annual Report and Programme



### **HRMA**

- Training library
- Training information
- Training of Trainers
- Curriculum development
- Quality Assurance
- Training provision



### **TRAINING ORGANISATIONS**

- training provision



### **MUNICIPALITIES**

### **MUNICIPALITIES**

### **MUNICIPALITIES**

- HR function
- Local training capacity

*This chart reflects the institutional roles in the supply of training within a professional training environment in response to demand from municipalities.*

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## STEERING GROUP

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## ACTION PLAN FOR THE IMPLEMENTATION OF THE NATIONAL TRAINING STRATEGY OF LOCAL GOVERNMENTS IN MONTENEGRO

### STRATEGIC GOAL 1: BUILDING CAPACITIES OF LOCAL GOVERNMENT FOR GOOD LOCAL GOVERNANCE

#### Objective 1.1 Build capacities for human resources management in local government units

Activity	Responsibility	Deadline	Necessary funds/ Sources of funds	Outcomes	Indicators
Prepare, approve and disseminate Draft Decision on changes and amendments to the Decision on organization and work of local government to facilitate establishment of HR department / function within the local government system	Union of Municipalities (NTS Unit of the Union of Municipalities)	June '08	Not specified, Union of Municipalities	The Decision on changes and amendments of the Decision on organization and work of local government prepared Draft Decision approved by the Management Board and the Assembly of the Union of Municipalities and disseminated	All municipalities received Draft Decision
Changes to the Regulation on systematization of posts in local government and introduction of new HR responsibilities in all municipalities	Individual municipalities	October 08	Not specified, municipalities	Changes made to Regulation on systematization of posts in municipalities	Amendments adopted by minimum 75% of municipalities
Establish HR management department / function in municipalities	Individual municipalities	June 09	Not specified, municipalities (975.00 EUR/ person/ month)	HR departments/ functions established and operational	Functioning and financing for HR management department/ functions ensured in 50% of municipalities

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**Objective 1.2 Define human resources management standards in municipalities**

Activity	Responsibility	Deadline	Necessary funds/ Sources of funds	Outcomes	Indicators
Recruit external expert for human resources development	Secretary of the Union of Municipalities	July 08	1.300 EUR/ month-gross, 15 months, Union of Municipalities	Human resources development expert recruited	Human resources development expert works full-time in the Union of Municipalities. Expertise in line with the ToR
Prepare standards for functioning of the human resources development in municipalities	Union of Municipalities (Expert for HR development and NTS units in the Union of Municipalities) in consultations with the Ministry of Interior and Public Administration and the Human Resources Management Authority	October 08	Not specified, Union of Municipalities	Standards prepared for human resources development and the work of HR department/ functions	Standards adopted by the National Training Council  HR Standards Guidelines prepared and disseminated to municipalities
Introduce human resources development standards in municipalities	Municipalities	December 09	Not specified, municipalities	Human resources development standards adopted as the responsibility for HR departments/ functions work	Minimum 75% of municipalities adopted standards

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**Objective 1.3 Ensure adequate implementation of applicable regulations on employment and promotion of local employees and servants (hereinafter: local employee) and eliminate political influence**

Activity	Responsibility	Deadline	Necessary funds/ Sources of funds	Outcomes	Indicators
Provide specific training to Heads of local government authorities and managers on enforcement of the regulations on employment, assessment, promotion and disciplinary and material liability of local employees	Human Resources Management Authority in cooperation with the Union of Municipalities	January '09	168 person/training days (3.000 EUR), Donors, municipalities	Enhanced knowledge of managers of local government bodies of the new standards of HR functions	Training provided for 168 managers of authorities (minimum 75% of Mayors and Chief Administrators involved)
Monitor implementation of regulations on employment, appraisal, promotion	Ministry of Interior and Public Administration (Administrative Inspection)	Continuous as of January 09	Not specified, Ministry of Interior and Public Administration (Administrative Inspection)	Monitoring of implementation of regulations and standards performed in all municipalities and annual report prepared	Regulations on employment, appraisal, promotion are implemented in compliance with standards in minimum 50% of municipalities

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**Objective 1.4 Introduce performance appraisal systems for local employees**

Activity	Responsibility	Deadline	Necessary funds/ Sources of funds	Outcomes	Indicators
Develop Draft Regulation on the system of performance appraisal of local employees	Union of Municipalities (Expert for Human Resources Development and NTS units of the Union of Municipalities) in consultations with the Human Resources Management Authority	November 08	Not specified, the Union of Municipalities	Draft new system of performance appraisal of local employees developed and approved by the National Training Council	Draft published and disseminated to all municipalities
Approval of the Regulation on the new system of performance appraisal of local employees in municipalities	Municipalities	December 08	Not specified, municipalities	New system for performance appraisal for local employees introduced in municipalities	75% of local governments adopted and introduced the new performance appraisal system
Provide specific training for Heads of local government bodies and managers in municipalities on the system for performance appraisal of local employees	The Human Resources Management Authority in cooperation with the Union of Municipalities	January 09	168 person/training days (3.000 EUR), Union of Municipalities	Improved knowledge and commitment to appropriate performance appraisal system for local employees	Training provided to 168 managers of services (minimum 75% of Mayors and Chief Administrators involved)

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**Objective 1.5 Establish internal systems for provision of training in local governments**

Activity	Responsibility	Deadline	Necessary funds/ Sources of funds	Outcomes	Indicators
Develop institutional responsibility for internal training	Municipalities, (Mayors, Human Resources Development Departments)	January 2010	Not specified, municipalities	Clear institutional responsibility for internal training system established	Formal procedures introduced, Appropriate funds ensured in annual budget (minimum 1% of the funds allocated for material expenditures) Training programmes and reports prepared annually and submitted to appropriate executive and political authorities
Establish responsibility in HR departments/ functions for provision of training	Municipalities (Mayors, human resources development departments) in consultations with the Union of Municipalities and the Human Resources Management Authority	October 09	Not specified, municipalities	Clearly described responsibilities for implementation of training for employees, clear chain of responsibilities established	Formal procedures introduced, Terms of References for Heads of Secretariats and employees of HR departments amended
Train the employees of HR departments on the training systems implementation	Union of Municipalities (Human Resources Development Expert, Training Expert) and the Human Resources Management Authority	November 09	126 person/training days, municipalities	Employees of HR departments trained and competent for developing and implementing training programmes	Employees of HR departments from minimum 75% of municipalities trained as managers in accordance with formal requirements of training programmes 75% of trainees with positive assessment of competencies at the end of training
Establish training systems in municipalities	Municipalities (Mayors, human resources development departments)	April 2010	Not specified, municipalities	Effective training system established in municipalities	In 75% of municipalities: <ul style="list-style-type: none"> <li>Internal training procedures agreed upon</li> <li>Initial training needs</li> </ul>

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					<div>analysis prepared</div> <div><div>▪ 75% of employees have annual development plan</div><div>▪ Minimum 10% of employees trained to be assistant trainers</div><div>▪ Database/ training material library established</div></div>
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**STRATEGIC GOAL 2: BUILD CAPACITIES OF THE UNION OF MUNICIPALITIES TO SUPPORT CAPACITY BUILDING FOR LOCAL GOVERNMENT UNITS (TO SUPERVISE NTS IMPLEMENTATION)**

**Objective 2.1 Ensure sustainability of the NTS implementation in the Union of Municipalities**

Activity	Responsibility	Deadline	Necessary funds/ Sources of funds	Outcomes	Indicators
Seek for external funds for co-financing capacities of the Union of Municipalities for the NTS implementation	Secretariat of the Union of Municipalities, Ministry of Interior and Public Administration	September 08	Not specified, external funds (Government of Montenegro, donors)	Sources of funds ensured for covering the costs of employees and operating costs of the NTS implementation	Part of finances for 4 new employees (minimum 75%) and operating costs (minimum 75%) ensured
Increase necessary funds to fund human resources needed for NTS implementation in the Union of Municipalities	Union of Municipalities, Management Board of the Union of Municipalities	September 09	Not specified, municipality budgets	Ensured funds for covering costs of employees and operating costs of NTS implementation	Increased salaries funded by municipalities and the contribution for 2010 by 10%, Part of finances for 4 new employees (minimum 25%) and operating costs (minimum 25%) ensured



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**Objective 2.2 Create institutional capacities in the Union of Municipalities to implement NTS:**

Activity	Responsibility	Deadline	Necessary funds/ Sources of funds	Outcomes	Indicators
Prepare a new Deed on systematization and new organizational structure of the Union of Municipalities by introducing two new bodies (Human Resources Department - NTS Unit and NTS Working Group)	Union of Municipalities, Management Board of the Union of Municipalities	June 08	Not specified, Union of Municipalities	New Deed on the systematization and new organizational structure of the Union of Municipalities and NTS Units and the HR Department prepared, agreed upon and approved by the Management Board of the Union of Municipalities	<ul style="list-style-type: none"> <li>NTS Unit and NTS Working Group introduced into organizational structure of the Union of Municipality</li> <li>Terms of Reference for 4 new employees (human resources development expert, training specialist, Project Manager and Administrative Assistant and Administrator) prepared</li> <li>Standards for the work of NTS unit prepared and introduced</li> <li>Terms of Reference for NTS Working Group prepared and introduced</li> </ul>
Hire new staff for the unit for training and human resources development - NTS Unit	Secretary of the Union of Municipalities	November 08	Not specified, Union of Municipalities	NTS Unit functional	4 staff employed by the NTS Unit
Ensure funds (office premises and equipment) for functioning of NTS Unit	NTS Management Board	November 08	Not specified, Ministry of Interior and Public Administration, Union of Municipalities, international donors	NTS Unit operational	Office premises, training rooms and equipment for 4 newly employed comply with the needs
Train employees of NTS	Human Resources	December 08	1.080 EUR, Union of	NTS Unit staff trained to	10 bilateral meetings held

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Unit to communicate and work with partners on providing training	Management Authority		Municipalities, Human Resources Management Authority	implement NTS	with donors and stakeholders Two-weeks training in the Human Resources Management Authority Workshop organized with NTS Unit on objectives, expectations, priorities in NTS implementation
Establish NTS Working Group <sup>1</sup> within the Union of Municipalities' structure for monitoring and advising on the NTS implementation by the Union of Municipalities itself	Management Board, Assembly of the Union of Municipalities	September 08	Not specified, Union of Municipalities	NTS Working Group operational	NTS Working Group members appointed, structure and procedures agreed, Terms of Reference agreed upon
Prepare annual report on trainings and programmes and submit these to the National Training Council for approval	Union of Municipalities (NTS Unit and NTS Working Group) in consultations with the Human Resources Management Authority	As of December 09 After this period, continuously in December every year	Not specified, Union of Municipalities, Human Resources Management Authority	Systematic development and provision of training programmes in line with the local government's needs	Annual training report adopted by the National Training Council
Provide and order training and capacity building programmes based on the training needs analysis	NTS Unit in consultations with the NTS Working Group	Continuous	Not specified, several sources in line with specific requirements	Training and capacity building programmes delivered and positively assessed	Satisfaction of trainees by the quality of training /programmes Satisfaction of municipalities by the availability and effectiveness of training programmes
Update TNA and NTS every 3 years and submit to the National Training Council for approval	Union of Municipalities (NTS Union and NTS Working Group) in consultations with the Human Resources	Every 3 years as of December 2011	Not specified, various sources, local and international	Updated report on needs (TNA) and National Training Strategy (NTS)	Updated annual report adopted by the National Training Council

<sup>1</sup> NTS Working Group – composed of a representative of the Secretariat of the Union of Municipalities and the Management Board members -Mayor

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	Management Authority				
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**STRATEGIC GOAL 3: DEVELOP PROFESSIONAL TRAINING ENVIRONMENT**

**Objective 3.1 Establish quality assurance systems**

Activity	Responsibility	Deadline	Necessary funds/ Sources of funds	Outcomes	Indicators
Introduce quality certificate for trainers (based on participation on in certified train the trainers programmes <sup>2</sup> )	Human Resources Management Authority and the National Training Council	June 09	Not specified / Government of Montenegro, donors	Improved quality of trainers	Number of applicants for certificates / to be specified
Introduce quality certificates for key training programmes (for instance, OT, management basis, communication...)	Human Resources Management Authority and the National Training Council	November 09	Not specified / Government of Montenegro, donors	Improved quality of key trainings	Number of certified programmes delivered
Establish Commissions composed of specialists for assessing quality of training programmes <sup>3</sup>	National Training Council	March 09	Not specified	Quality assurance system operational	Number of the Commissions' meetings Number of applications Number of issued certificates
Prepare, develop and implement model of certified key trainings for trainers	Union of Municipalities, Human Resources Management Authority	November 09	Days of training for 280 persons donors	Team of certified trainers	Minimum 15 certified trainers (75% of participants)
Develop database on accredited training	Union of Municipalities	December 09	2.000 EUR. Union of Municipalities	Simple access to data on certified trainers and their	Number of requests to acquire data

<sup>2</sup> TT-training for trainers

<sup>3</sup> Establish four or five Commissions, which would be specialized for assessing training programmes: local government system; spatial planning and public utilities; financing of local government ..... Shift this activity under objective 3.4

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programmes and trainers				results (CV, ..), Full information on certified available programmes	Database updated every 10 days upon completing certification process
Support establishment of network / professional association of trainers / training providers <sup>4</sup>	Union of Municipalities / Human Resources Management Authorities	April 10	Not specified/ membership	Higher professional standards of trainers	Number of annual meetings, Number of members, Professional journal published
Organize periodical meeting of the National Training Council to assess the Quality Assurance System	National Training System	One meeting a year as of December 09	Not specified	Union of Municipalities, Ministry of Interior and Public Administration	Number of evaluation bilateral meetings Annual report published

**Objective 3.2 Establish library of training material**

Activity	Responsibility	Deadline	Necessary funds/ Sources of funds	Outcomes	Indicators
Collect training material and programme (printed and electronic versions) from Montenegro and other countries	Union of Municipalities (NTS Union); Human Resources Management Authority	January 09	Not specified/ Union of Municipalities (NTS Unit); Human Resources Management Authority	Access to training material and programmes ensured	Number of training material and programmes Number of requests Number of users
Develop specific sections on web site of the Union of Municipalities to contain electronic versions of the material	Union of Municipalities (NTS Unit)	April 09	2.000 EUR/ Union of Municipalities	Simple access to library	Number of visits to the web-site
Prepare and disseminate promotional material on the library	Union of Municipalities (NTS Unit)	September 09	10.000 EUR/ Union of Municipalities	Appropriate information on the library	Increase of the number of requests / number of visits to the web-site
Translate specific training	Union of Municipalities	Continuous	30.000 EUR/ donors	Wider access to training	New training programmes

<sup>4</sup> Network (or professional association) of trainers assumes a team of trainers engaged in in trainings for the needs of local governments

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material and programmes	(NTS Unit)			material and programmes	printed along with the relevant material needed for training
Establish a process to collect and disseminate training-related information	Union of Municipalities (NTS Unit)	April 09	Not specified/ Union of Municipalities	Exchange of training-related information at national level	Information published quarterly in the Bulletin of the Union of Municipalities of Montenegro

**Objective 3.3 Establish capacities for developing training programmes**

Activity	Responsibility	Deadline	Necessary funds/ Sources of funds	Outcomes	Indicators
Establish team of experts (3 to 5 members) to develop individual programmes and relevant training material identified by the Training Needs Assessment	Union of Municipalities/ Human Resources Management Authority	Continuous/ according to needs	Not specified/ Union of Municipalities, Human Resources Management Authority, donors	New training programme available and training meets the needs	Training needs met, number of new training programmes, number of trainees
Print and disseminate new training programmes and the relevant material	Union of Municipalities, Human Resources Management Authority	Continuous/ according to needs	Not specified/ Union of Municipalities, Human Resources Management Authority, donors	Information about new programmes and availability of new programmes	Frequency of use of the new programmes

**Objective 3.4 Establish systemic approach to evaluation of training programmes**

Activity	Responsibility	Deadline	Necessary funds/ Sources of funds	Outcomes	Indicators
Prepare Guidelines on the quality implementation of training, including a section on performance appraisal and assessment of the satisfaction with training and the training impact	Union of Municipalities (NTS Unit-training specialist) in coordination with the Human Resources Management Authority	February 09	Not specified/ Union of Municipalities	Awareness of the quality of training implementation and performance appraisal raised	The Guidelines published and distributed (municipalities, trainers, training providers, web-site)

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Prepare and implement specialized TT on evaluation of training programmes	Union of Municipalities, Human Resources Management Authority	March 09	1.440 EUR/ Union of Municipalities, Human Resources Management Authority, donors	A group of trainers/ evaluators prepared to implement training/ evaluation training programmes	15 trainers/evaluators trained and certified Database on certified trainers updated
Conduct survey on the training results in local government units	Union of Municipalities/ NTS Unit	Continuous (every 6 months, commenced in July '09)	Not specified/ Union of Municipalities	Systematic monitoring of the quality of implemented training programmes Improved quality of training	The survey conducted in 21 municipalities Recommendations for improvement elaborated and implemented Annual report published

**STRATEGIC GOAL 4: IMPROVE LEGAL, FINANCIAL AND REGULATORY FRAMEWORK FOR LOCAL GOVERNMENT**

**Objective 4.1 Identify appropriate employment and legal status of local employees**

Activity	Responsibility	Deadline	Necessary funds/ Sources of funds	Outcomes	Indicators
<p>Prepare and agree amendments to the Law on Changes and Amendments to the Law on Government Employees and Civil Servants, the Law on Local Government and Elections to:</p> <ul style="list-style-type: none"> <li>▪ Identify new criteria for employment, promotion and performance appraisal</li> <li>▪ Introduce clear distinction between responsibility of Municipal Assembly and Mayor</li> <li>▪ Introduce clear</li> </ul>	Union of Municipalities in consultations with the National Training Council and the Ministry of Interior and Public Administration	June 08	Not specified/ Union of Municipalities	Quality Drafts of the Law proposed Awareness of the need for changes to laws raised	Draft laws prepared and submitted to the Ministry of Interior and Public Administration

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distinction between the responsibilities of the Mayor, Chief Administrators, Secretary of the Secretariat					
Submit Draft laws to the Parliament of Montenegro	Ministry of Interior and Public Administration	July 08	Not specified	Draft laws submitted to the Parliament of Montenegro	Laws adopted by the Parliament of Montenegro
Prepare Draft Statute of local governments harmonized with changes to laws	Union of Municipalities in consultations with the National Training Council	Upon adoption of the Law by the Parliament of Montenegro	Not specified	Local Statutes harmonized with changes to laws	75% of municipalities have harmonized Statute
Increase financing of municipalities to cover increased costs of better human resources management and more extensive training	Ministry of Interior and Public Administration in consultations with the Ministry of Finance	December '08	Not specified	Improved capacities of municipalities to ensure quality human resources and training management	Increase of municipal budgets to manage human resources and training

**Objective 4.2 Identify appropriate legal framework for election of councillors**

Activity	Responsibility	Deadline	Necessary funds/ Sources of funds	Outcomes	Indicators
Prepare and agree upon amendments to the Law on Elections to ensure better representation of citizens by councillors	Union of Municipalities in consultations with the National Training Council and the Ministry of Interior and Public Administration	June 08	Not specified/ Union of Municipalities	Quality Draft Law proposed Awareness of the need for changes to laws raised	Draft Law prepared and submitted to the Ministry of Interior and Public Administration
Submit the proposal of the Law on Elections to the Parliament of Montenegro	Ministry of Interior and Public Administration	July 08	Not specified	Draft laws submitted to the Parliament of Montenegro	Laws adopted by the Parliament of Montenegro

**STRATEGIC GOAL 5: BUILD INSTITUTIONAL TRAINING FRAMEWORK**

**Objective 5.1. Establish National Training Council of local government (NTS)**

**(Union of Municipalities, Ministry competent for local government and the Human Resources Management Authority)**

Activity	Responsibility	Deadline	Necessary funds/ Sources of funds	Outcomes	Indicators
Make Decision on establishment of the National Training Council in local government (NTC)	Union of Municipalities in cooperation with the Ministry of Interior and Public Administration and the Human Resources Management Authority	May 08	3.000,00 €/ Union of Municipalities, Ministry of Interior and Public Administration	Decision on establishment of NTC made – management and supervisory body for NTS implementation	NTCs established
Prepare, harmonize and approve the Rules of Conduct for the NTC	Union of Municipalities in cooperation with the Ministry of Interior and Public Administration and the Human Resources Management Authority	May 08	Not specified/ Union of Municipalities, Ministry of Interior and Public Administration ...	Harmonized Rule of Conduct of NTC approved	Internal procedures, set out by the Rules of Conduct, complied with by all partners
Ensure implementation of professional and administrative work for the NTC	Union of Municipalities (NTS Unit) in cooperation with the Ministry of Interior and Public Administration and the Human Resources Management Authority	May 08	Not specified/ Union of Municipalities, Ministry of Interior and Public Administration, donors	NTCs appropriately supported	Meetings well organized Appropriate documenting before and after meetings
Organize periodical meetings of the National Training Council	Union of Municipalities (NTS Unit) in cooperation with the Ministry of Interior and Public Administration and the Human Resources Management Authority	Periodically, for instance quarterly as of May 08	Union of Municipalities	Monitoring of the NTS implementation Effective NTS implementation	Meetings organized according to agreed timelines Appropriate representation in meetings



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**Objective 5.2. Build capacities of the Human Resources Management Authority to support professional training for local government**

Activity	Responsibility	Deadline	Necessary funds/ Sources of funds	Outcomes	Indicators
Organize seminars for employees of the Human resources Management Authority and trainers, that this institution hires to provide information on the National Training Strategy	Human Resources Management Authority	September 08	Not specified/ Human Resources Management Authority	Employees and trainers of the Human resources Management Authority familiar with the National Training Strategy	50 employees and trainers of the Human Resources Management Authority participated at the seminar
Organize seminars for government employees to provide information on the National Training Strategy	Human Resources Management Authority	October 08	Not specified/ Human Resources Management Authority	Key staff of ministries familiar with the National Training Strategy	150 state administration employees participated at the seminar
Collect material – training programmes and programmes for training trainers (hardcopies and electronic version) from Montenegro and other countries	Human Resources Management Authority	Continuous	Not specified/ Human Resources Management Authority, donors	Access to wider range of training material guaranteed	Number of training material and training programmes Number of requests Number of users
Translate individual training programmes and training material into official language of Montenegro	Human Resources Management Authority	Continuous	30.000 EUR/ Human Resources Management Authority, donors	Wider access to training material and training programmes	Increased number of requests / visits to web-site
Develop special section on the web-site of the Human Resources Management Authority, which will contain electronic version of the relevant training material	Human Resources Management Authority	January 09	2.000 EUR/ Human Resources Management Authority	Easy access to library	Number of visits to the web-site
Develop training programmes based on the	Human Resources Management Authority in	S of September 08	Not specified/ donors	New training programmes delivered, improved	Number of new training programmes delivered,

*Action Plan for implementation of the National Training Strategy of local governments in Montenegro*

Training Needs Assessment	consultations with the Union of Municipalities			competence of local governments	Number of training days Number of trainees
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**ESTIMATED BUDGET FOR IMPLEMENTATION OF THE ACTION PLAN FOR THE IMPLEMENTATION OF THE NATIONAL TRAINING STRATEGY OF LOCAL GOVERNMENTS IN MONTENEGRO <sup>1</sup>**

**STRATEGIC GOAL 1: BUILDING CAPACITIES OF LOCAL GOVERNMENT FOR GOOD LOCAL GOVERNANCE**

Objective no.	Activities	Amount		
		2008	2009	2010
1.1	Establish HR management department / function in municipalities		641.785,00	579.685,00
1.2	Recruit external expert for human resources development	5.000,00	45.000,00	
	Prepare standards for functioning of the human resources development in municipalities		3.250,00	
1.3	Provide specific training to Heads of local government authorities and managers on enforcement of the regulations on employment, assessment, promotion and disciplinary and material liability of local employees		35.280,00	
1.4	Develop Draft Regulation on the system of performance appraisal of local employees		2.750,00	
	Provide specific training for Heads of local government bodies and managers in municipalities on the system for performance appraisal of local employees		35.280,00	

<sup>1</sup> Tables give only those activities from the Action Plan that require additional financial means.

1.5	Train the employees of HR departments on the training systems implementation		19.350,00	
	<b>TOTAL</b>	<b>5.000,00</b>	<b>782.695,00</b>	<b>579.685,00</b>

**STRATEGIC GOAL 2: BUILD CAPACITIES OF THE UNION OF MUNICIPALITIES TO SUPPORT CAPACITY BUILDING FOR LOCAL GOVERNMENT UNITS (TO SUPERVISE NTS IMPLEMENTATION)**

Objective no.	Activities	Amount		
		2008	2009	2010
2.2	Hire new staff for the unit for training and human resources development -NTS Unit		58.380,00	58.380,00
	Ensure funds (office premises and equipment) for functioning of NTS Unit		120.000,00	23.000,00
	Train employees of NTS Unit to communicate and work with partners on providing training		3.920,00	
	Establish NTS Working Group for monitoring and advising on the NTS implementation		2.500,00	2.500,00
	<b>TOTAL</b>	<b>0,00</b>	<b>184.800,00</b>	<b>83.880,00</b>

### STRATEGIC GOAL 3: DEVELOP PROFESSIONAL TRAINING ENVIRONMENT

Objective no.	Activities	Amount		
		2008	2009	2010
3.1	Introduce quality certificate for trainers (based on participation on in certified train the trainers programmes)		2.500,00	
	Introduce quality certificates for key training programmes (for instance, OT, management basis, communication...)		2.500,00	
	Establish Commissions composed of specialists for assessing quality of training programmes		6.250,00	6.250,00
	Prepare, develop and implement model of certified key trainings for trainers		19.600,00	
	Develop database on accredited training programmes and trainers		3.000,00	
3.2	Develop specific sections on web site of the Union of Municipalities to contain electronic versions of the material		1.000,00	
	Prepare and disseminate promotional material on the library		1.000,00	
	Translate specific training material and programmes		5.000,00	5.000,00

3.3	Establish team of experts (3 to 5 members) to develop individual programmes and relevant training material identified by the Training Needs Assessment		25.000,00	25.000,00
	Print and disseminate new training programmes and the relevant material		2.000,00	1.000,00
3.4	Prepare Guidelines on the quality implementation of training, including a section on performance appraisal and assessment of the satisfaction with training and the training impact		3.500,00	
	Prepare and implement specialized TT on evaluation of training programmes		1.050,00	
	Conduct survey on the training results in local government units		5.000,00	10.000,00
	<b>TOTAL</b>	<b>0,00</b>	<b>77.400,00</b>	<b>47.250,00</b>

#### STRATEGIC GOAL 4: IMPROVE LEGAL, FINANCIAL AND REGULATORY FRAMEWORK FOR LOCAL GOVERNMENT

Objective no.	Activities	Amount		
		2008	2009	2010
4.1	Prepare and agree amendments to the Law on local self-government	3.000,00		
4.2	Prepare and agree upon amendments to the Law on Elections to ensure better representation of citizens by councillors		7.000,00	
	<b>TOTAL</b>	<b>3.000,00</b>	<b>7.000,00</b>	<b>0,00</b>

**STRATEGIC GOAL 5: BUILD INSTITUTIONAL TRAINING FRAMEWORK**

Objective no.	Activities	Amount		
		2008	2009	2010
5.1	Make Decision on establishment of the National Training Council in local government (NTC)	1.400,00	5.600,00	5.600,00
	Prepare, harmonize and approve the Rules of Conduct for the NTC	2.000,00		
5.2	Organize seminars for employees of the Human resources Management Authority and trainers, that this institution hires to provide information on the National Training Strategy	3.500,00		
	Organize seminars for government employees to provide information on the National Training Strategy	5.250,00		
	Translate individual training programmes and training material		5.000,00	5.000,00
	Develop special section on the web-site of the Human Resources Management Authority, which will contain electronic version of the relevant training material		1.000,00	
	<b>TOTAL</b>	<b>12.150,00</b>	<b>11.600,00</b>	<b>10.600,00</b>

<b>TOTAL BUDGET FOR IMPLEMENTATION OF THE ACTION PLAN</b>	<b>20.150,00</b>	<b>1.063.495,00</b>	<b>721.415,00</b>
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