

**HONOR**  
High Objectives of National  
Organizational Reform

**FRAMEWORK OF COMPETENCY FOR KYRGYZ CIVIL  
SERVICE**

**REPORT**

## I. SUBJECT, GOALS AND SCOPE OF THE STUDY

The development of training and retraining system for high level civil servants of the Republic of Kyrgyzstan will help to build a strong, modern and efficient civil service. The HONOR project aims to contribute to this wide objective through the development of training programmes, and training materials, by organising training-of-trainers programmes and implementing a new training scheme that will significantly improve the management of the public sector.

The French National School of Administration (ENA), in charge of the implementation of WP 1, mapped the competencies of Kyrgyz top civil servants in order to identify their training needs and develop relevant curricula and training programmes. The study has been realised with the active support of all partners of the project. Drawing from our experience in training top-level civil servants, we proposed a unique methodology adapted to the needs of the Kirghiz civil service.

The mapping of competencies of the Kirghiz civil servants corresponds to the priorities of the Kirghiz civil service. One key aspect of the process of modernisation of a civil service relates to the development of leaders and managers across all level of the civil service who shall be responsible for leading and implementing strategies within the process of civil service transformation. It is thus critical that civil servants are equipped with the necessary skills and management competencies to support and maintain the civil service.

A strong professional civil service largely hinges upon several aspects: the building of strong sustainable management capacities, the attraction of well qualified candidates to civil service positions, the retention of qualified civil servants and the ongoing delivery of capacity building and skills training for civil servants.

Individual countries have developed their own approach towards competencies development largely driven by their own culture, context and needs. Within the European Union, competencies have been defined both at supranational level – leadership and management competencies for European managers and leaders - as well as at the national level within each Member States – France, Spain, Germany... Common to each of this approaches, is the presence of a framework upon clearly desired competencies that will serve as a base for the development of a training system and strong civil service.

For this reason, the proposed framework of competency is unique to the Kirghiz context and will provide guidelines for the development and the assessment of technical and general competencies of Kirghiz civil servants in order to design a specific training program based on their real needs.

## II. WHY A FRAMEWORK OF COMPETENCY FOR KIRGHIZ CIVIL SERVANTS

There is a direct link between the work that an individual needs to perform and the skills s/he requires to perform at work. A competency profile consists of a set of competencies that link directly to the work performed by civil servants.

Competencies are the skills, knowledge and attitudes or personal attributes that an individual demonstrates through positive/effective behaviour that contribute to the successful performance at work.

The competency framework is a useful and effective means of integrating all the people and systems in an organization to mutually reinforce and provide robust information for Human resource decisions.

It is a tool in assessing, managing, developing and harnessing competencies required for the execution of mandates in the various departments of the target institutions.

The specific objective is to assist the individual civil servant and the organization to assess competencies in performance.

For the individuals, it allows to:

- Identify gaps and prioritise training needs,
- Meet performance targets by providing supporting behavioural evidence of how they are met,
- Provide clarity in the competencies needed to complement key professional skills of jobs,
- Improve professional and career development planning,
- Make a significant contribution to continuous individual improvement.

For the organization, it allows to:

- To focus on workplace performance to the organization's vision and values,
- To align workplace behaviours with organization's objectives,
- To focus on learning strategies and to highlight team developmental needs,
- To establish a technical and behavioural database of competencies.

Therefore, the competency framework of Kyrgyz top-level civil servants aims at supporting the goal to institutionalise competency and results based management and performance culture in the Kyrgyz civil service that will be supported by the development of a sound training programme.

### III. A TAILOR-MADE METHODOLOGY

The methodology was elaborated drawing from our experience of training top level civil servants and followed various phases that are described below.

#### **Phase 1: Defining working methods, organisation of meetings and working groups in order to collect all pertinent information**

The collection of all pertinent information, official documents, internal regulations about the Kirghiz current training system was an important step.

ENA's experts conducted two missions in Bishkek in February and November 2013 and consultations were organised with the staff and coordinators of the Academy under the President of the Kyrgyz Republic, the Kyrgyz National University, the Naryn State University, the Issikkul State University, the Education Network Association and the Ministry of Education.

During these missions, we also identified the trainers who are already involved in training delivery for top-level civil servants and the one who will develop the future curricula in order to identified needs and also conduct consultations with them.

Steering committees organised with all partners of the project throughout the period were useful to discuss training needs and new curricula.

During consultations we paid a particular attention to the following information:

- Analysis of current work of civil servants and desired competencies
- Gather information about current practices, difficulties and needs that managers face
- The organisation needs in terms of finalities, goals, outputs and professional achievements
- The existence of a training system and the existing curricula for top-level civil servants
- The duration, contention and training objectives of the programme
- The training techniques used
- The frequency of organisation of trainings and profile of participants
- The existing training legislative framework

#### **Phase 2: Assessing the needs of the top-level civil servants**

The process of developing a competency framework to provide guidelines on how to identify and assess of both technical and general competencies by the Kyrgyz top-level civil servants was guided by the following question:

- **What kind of adaptive qualities and behaviour are required to cope with changing work environment and technology?**

The framework relates to individual competencies or the sum of individual competencies that affect the ability to achieve set out goals. Competencies correlate with job performance and can be measured against standards and can be improved through training.

The most important for the assessment of top civil servants competencies was the development of a questionnaire and the various consultations that were conducted.

The survey was adapted to the specific Kirghiz legal, political, administrative, social, economic and cultural context based on the information that was collected, the meetings and interviews that were conducted in Bishkek as well as the meetings with partners of the project.

The questionnaire focused on job descriptions, on job specifications through self-assessment with questions covering:

- Academic level,
- Professional skills,
- Desired technical qualifications,
- Organisation values
- Required competencies for career advancement,
- Areas where new competencies should be developed through training...

It was essential that the questionnaire capture not solely the work of current civil servants but also take into account the possible scope of future responsibilities. It allows to evaluate the competencies which are used frequency and the one that required development.

For this reason we proposed a framework that was centred around 3 competencies that are central for managers and top-level civil servants :



Those competencies are specific behaviours and skills that are generally relevant to all positions related to management in the civil service.

This survey was disseminated by the Academy of Public Administration under the President of the Kyrgyz Republic in order to avoid translation problems and paper questionnaires were distributed in the following ministries:

- Ministry of Justice
- Ministry of Economics
- Ministry of Social Development
- Ministry of Emergency situations

- Ministry of Health
- Ministry of Energy and Industry
- Ministry of Labour, Migration and Youth
- Ministry of Internal Affairs
- The Ministry of Transport and Communications
- Ministry for Foreign Affairs
- Ministry of Defence
- The Ministry of Agriculture and Land Reclamation

The developed questionnaires were distributed to different organizational units within the ministries and filled up by the Head of departments, Deputy Heads and Leading specialists under the supervision of their superiors. All positions and functions were represented from across the administration.

A total of 12 ministries took part in the survey with a total of 161 questionnaires processed and analysed.

The analysis of the collected data is therefore the basis that will sustain the entire project and will allow us to fine-tune the training programs. Its outcome will influence the content of the training and its impact in the performance expected from the civil servants.

#### **IV. DEVELOPMENT OF THE TRAINING OFFER**

The data collected allowed us to identify the competencies, which are necessary for top level civil servants in Kyrgyzstan, and to propose priority-training topics.

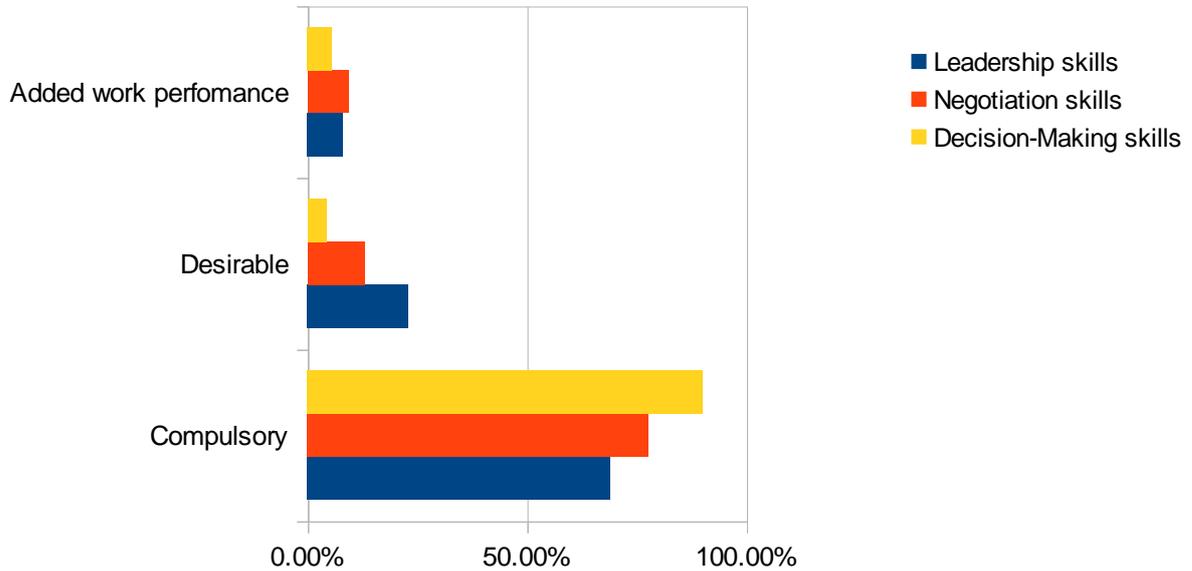
After receiving the results of the analysis conducted, we then gathered the data about current management practices in the Kyrgyz administration in order to draw a list of the most important practices, competencies and processes that should be dealt with during the project.

We consider we should focus on the technical competencies and soft skills on leadership, decision-making, team-building, negotiation, management, among others for the development of the training programme taking into account the required competencies for Kyrgyz top managers.

The analysis of the gaps in management competencies and skills helped us is to clarify what are the competencies and skills that Kyrgyz top-level civil servants should have.

The results of the questionnaires clearly indicates that the three competencies of the framework are compulsory and desirable organisational values by the civil servants.

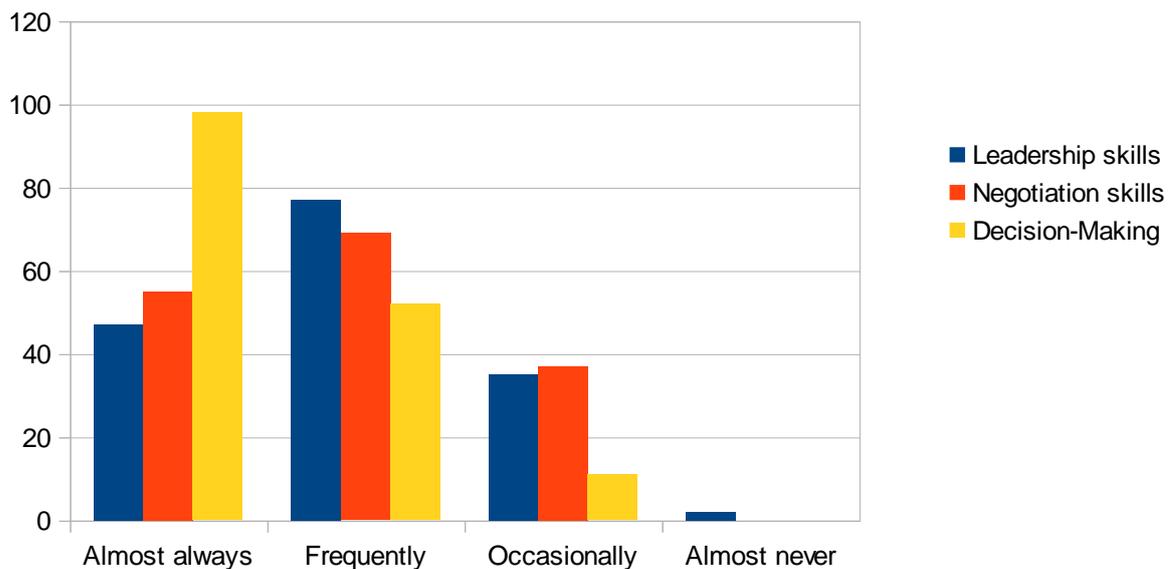
### CHART OF ORGANISATIONAL VALUES



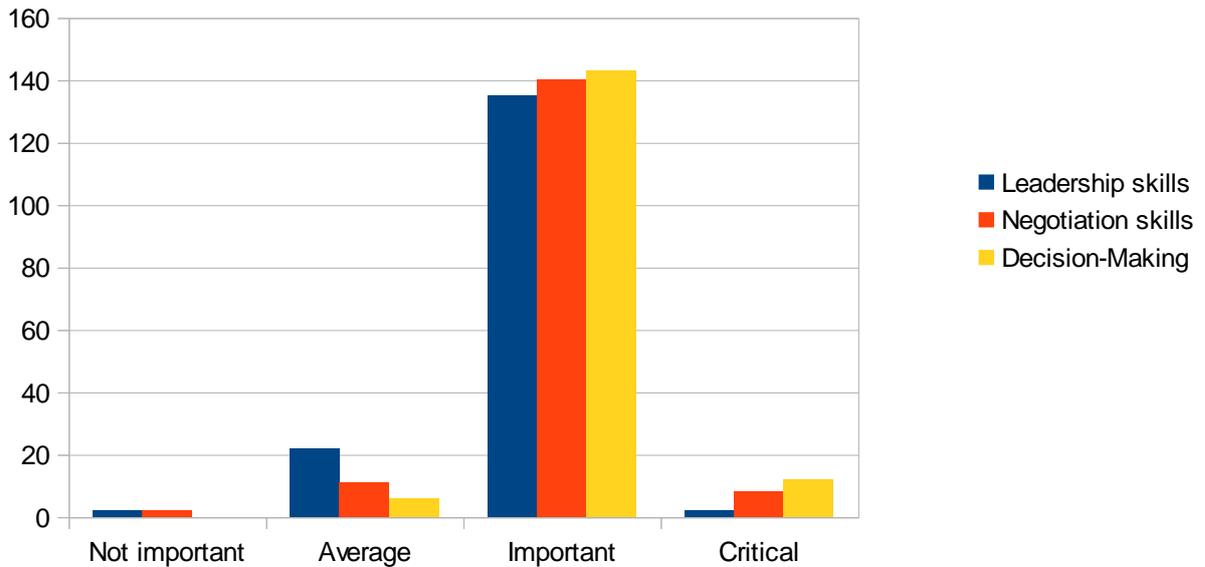
These organisational values can be transformed into clear and essential performance standards leading to clearly defined training objectives.

The frequency of use of the three competencies was also evaluated in order to provide a measurable criteria for performance and effectiveness.

### FREQUENCY OF USE OF GENERAL COMPETENCIES



### IMPORTANCE OF BEHAVIOUR IN THE CURRENT JOB

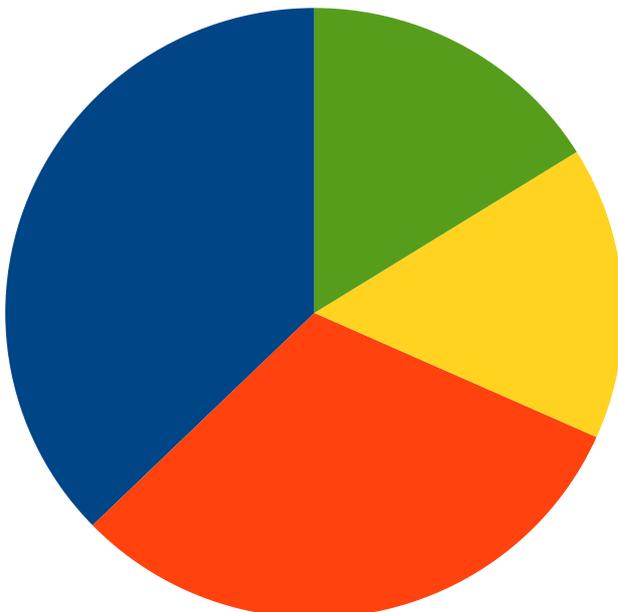


Those charts clearly indicates that the identified three competencies are central for top-level Kirghiz civil servants.

Based on this analysis, we asked participants to identify topics and ranked them by order of preference. The priorities were defined as follows:

- 1 – Leadership (37,27 % of participants)
- 2 – Negotiation skills (31,06% of participants)

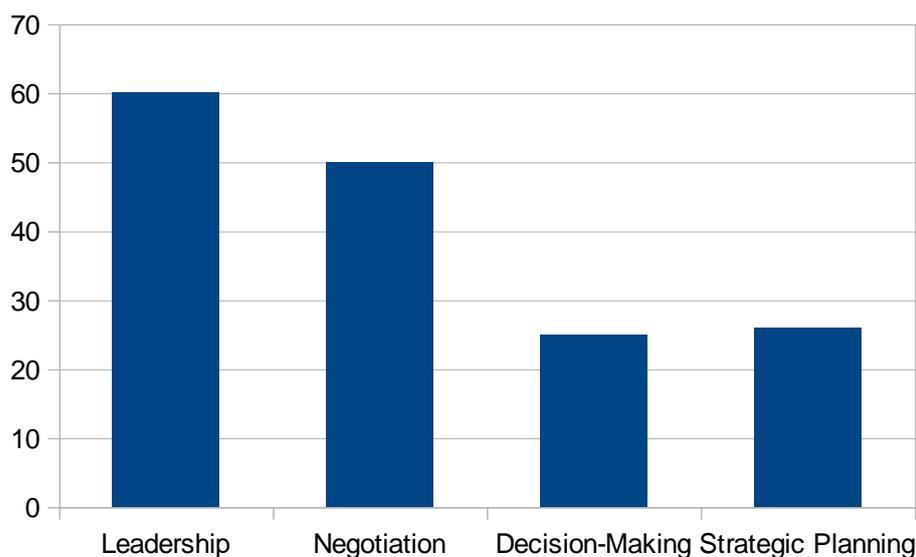
- 3 – Strategic Planning (16,15 % of participants)
- 4 – Decision-making (15,53% of participants)



#### PRIORITY LEARNING TOPICS

*tion reflects the views only of the author, and of the information contained therein*

- Leadership
- Negotiation
- Decision-Making
- Strategic Planning



Future training programs can be easily adapted to meet those needs and top civil servants will therefore benefit from a systematic approach to training where the strategic needs of the institutions meet the needs of the civil servants.

On the basis of this results and the data collected we have proposed a training curricula that can include the following topics and can be adapted to civil servants at central and local level:

**Leadership**

**Negotiation skills**

**Strategic Management and Planning**

**Project Management**

**New Trends in Management**

**Managing change and problem solving in public sector administration**

**Fighting corruption and financial control, audit and evaluation of public spending**

**Human resource and management in the public sector**

**Economics of public administration, organization of**

**public administration**

**Economics of public sector**

**Spatial economics, regional economics and regional science**

**Theory of management and management skills (communication)**

**Local governments: trends and challenges**

**Delivery of distance and blended study modules**

**Systematization of data on implementation of information and communication technologies in the study process**

**Broadcasting of video conferences and lectures**

**Database management**

Finally, usually, top-level civil servants are people who do not have important available periods for training and therefore, it will be important to consider that training sessions should be short and we will develop trainings adapted to the different target groups and level of management in the civil service.

The training approach that will propose will be practice-oriented focusing on transfer of knowledge and skills combining theory and practice with a focus on case studies, group discussions and practical exercises.

### **Development of ToT**

In order to complete this training programme, different ToT will be organised on selected topics:

- Some of them will mainly focus on the development of practical training techniques such as the case study methodology,
- Some of them will mainly focus on the transfer of knowledge in the area of the required training programmes, such as leadership.

To do this, it will be important to assess the training needs of the trainers to see what are the main priorities in terms of ToT content.

### **Develop training curricula and training materials**

Kirghiz trainers with the support of European experts will develop curricula that include the overall aims of each module. It will detail the content and the schedule of each module and indications on the training methods that can be used to attain the aims of the modules. It will also include core-training materials that should be used for each module and those materials will be available online on the moodle platform of the project.

### **Support the Kyrgyz trainers in implementing pilot training programmes**

When the new or the updated training programmes for top-level civil servants will be delivered for the top-level civil servants, we will be able to provide support to the Kyrgyz trainers through coaching and advice during the implementation of the pilot training sessions.

This will allow adjusting the content of the training programmes and/or the training techniques

used by the Kyrgyz trainers.

**With this methodology, at the end of the project, new and updated programmes will be delivered by competent trainers who will train top-level civil servants according to the needs of the Kyrgyz civil service and to the developed competency framework.**

## ANNEX I : COMPETENCY FRAMEWORK QUESTIONNAIRE

<b>I- Position</b>				
Institution	Ministry of Finance			
Department	Budget			
Position	Head of Department			
Short job description	In charge of budget planning			
<b>II- Qualification</b>				
Highest diploma	<i>Level</i>	<i>Field of diploma</i>	<i>Place of delivery</i>	<i>Date of delivery</i>
	Master	Public Admin	Bishkek	1997
<b>III- Organisational values</b>				
<i>(Indicate whether they are compulsory, desirable or an added advantage in work performance)</i>				
<i>Maximum of 3 values</i>	<i>Compulsory</i>	<i>Desirable</i>	<i>Added work performance</i>	
<i>Leadership skills</i>			X	
<i>Negotiation skills</i>		X		
<i>Decision-Making</i>	X			
<b>IV- General competencies</b>				
<i>How frequently do you demonstrate this behaviour?</i>	<i>Almost never</i>	<i>Occasionally</i>	<i>Frequently</i>	<i>Almost always</i>
<i>Leadership skills</i>			X	
<i>Negotiation skills</i>		X		
<i>Decision-Making</i>				X
<i>How important is this behaviour in my current job?</i>	<i>Not important</i>	<i>Average</i>	<i>Important</i>	<i>Critical</i>

<b>Leadership skills</b>			<b>X</b>	
<b>Negotiation skills</b>		<b>X</b>		
<b>Decision-Making</b>				<b>X</b>
<b>V- Priority Learning</b>				
<b>Topic 1</b>	<b>Leadership</b>			<b>2</b>
<b>Topic 2</b>	<b>Negotiation</b>			<b>3</b>
<b>Topic 3</b>	<b>Decision-Making</b>			<b>1</b>
<b>Topic 4</b>	<b>Strategic planning</b>			<b>4</b>