

# THE CIVIL SERVICE BUREAU

## GEORGIA

### Compliance of the Legal Framework of the Civil Service Reform with the European Principles of Public Administration

#### Report structure:

1. **News Review of the Law on Civil Service of 27 October 2015**
2. **Compliance of the Legal Framework of the Civil Service Reform with the European Principles of Public Administration**
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This report covers the compliance of the legal framework for the Civil Service Reform with the European principles of Public Administration and the Directive on Equal Opportunities in terms of gender. It reflects the comments and recommendations of civil society about the reform and is designed to raise awareness of the general public and the media on the issues concerning the civil service reform. The report is developed by the Civil Service Bureau and is based on the findings of the survey conducted with the involvement and in cooperation with a UNDP expert.

#### 1. **News Review of the Law on Civil Service of 27 October 2015**

Public Administration Reform is implemented by the initiative of the Government of Georgia, one of the most important components of which is the Civil Service Reform. The Reform Guidance Document – The Concept Paper of the Civil Service Reform was approved by the Ordinance № 627 of the Government of Georgia of 19 November 2014, based on which the Law on Civil Service was adopted on 27 October 2015 and entered into force on 1 July 2017.

The adoption of this law ensures the establishment of a merit- and career-based civil service system, and it is necessary to inform the civil servants and the general public about the major institutions that function since 2017. It should be noted that the law has created a solid basis upon which the civil service system should be built in the future. It gives us the opportunity to establish a modern civil service system, which is in compliance with the western standards. The greatest achievement the content of the new law offers is the separation of political and administrative activities in the civil service. This novelty is based upon the need to separate the civil service system from the state service. The new Law of Georgia on Civil Service represents the civil service system in a new light and clearly differentiates the state service from the civil service. The state service implies labour relations within the public authorities of the state of Georgia and the autonomous republics that exercise legislative, executive and judicial powers, state supervision and control, thus, the state servant is a person

employed in the state sector and whose legal status and authority are determined by the relevant legislative act.

The important novelty envisaged by the law is the establishment of a profession of a civil servant within the civil service system. A professional civil servant is a person appointed to a full-time position for an unlimited period of time and whose main obligation is to exercise civil and legal powers of the state, its autonomous republics, local self-governments and legal entities of public law and, thus, receives appropriate remuneration and legal and social guarantees.

The new law regulates the civil service recruitment procedures in a new light. In order to conduct appropriate recruitment competitions for aspirant civil servants, a public authority sets up a competition board, which is led by a civil servant of the highest rank appointed by the chairman of the respective public authority. The chairman of the public authority in question is not authorised to chair the recruitment competition board. In order to ensure the transparency of the ongoing procedures, a representative of the CSB, pursuant to the instruction from the Head of the CSB, may attend an on-going competition at any public authority. One more novelty of the Law is the recruitment procedure for persons outside of the status of a professional civil servant applying for civil servant vacant positions with a mandatory probationary period (12 months). All the above mentioned novelties once again emphasize the significance of the steps taken with the sole purpose of freeing recruitment competitions from any kind of political influences.

The new law introduces a number of legal regulations on how to manage the career of a professional civil servant, including transfer procedures for professional civil servants, career development opportunities, imposition of temporary duties and the rules and conditions for mobility. The purpose of the above mentioned instruments for carrier management is the obligation of the state to support a professional civil servant. In this regard, the procedure of transition is very interesting because it takes into account the interests of a professional civil servant and, moreover, coming out of the public interests, may be implemented through imposing functions other than the functions of the same rank and position within the same public authority or within its system. The basis for this might be the need to create relevant working environment to suit health conditions of a certain professional civil servant, as well as providing for the organizational needs of a public authority.

The new law in a new light defines the rules of reorganisation, liquidation and merger of public authorities and the purpose and the idea behind each of these legal actions. A mobility procedure is enacted in order to protect the interests of a professional civil servant in the process of reorganisation, liquidation and merger of a public authority. The reorganisation, liquidation and merger of a public authority shall be the basis to use the mobility procedure for the employees whose positions had been made redundant in order to transfer them to equivalent or lower positions at any other public authority. In addition to this, the new law envisages the possibility to enrol the employees dismissed as a result of reorganisation, liquidation and merger into the reserve list in cases where the mobility procedure is not applicable. The maximum time for a professional civil servant to be enrolled in the reserve list is two years and the obligation to pay remuneration in the amount equal to three months salary is determined by the law. In order to support the career development opportunities of a

professional civil servant, the law determines an obligation to carry out an annual work performance evaluation based on which the needs for promotion and adequate qualification improvement are determined. Proceeding from the general aims of the civil service, in order to safeguard the upright operation of a certain public authority, professional capacity of the professional civil servants should be developed by means of free-of-charge participation in the qualification raising programs offered within the civil service system.

The new law defines in detail the rights and duties of and respective guarantees offered to a professional civil servant. In addition, the new Law on Remuneration in Civil Service, adopted in December 2017 regulates the remuneration of a professional civil servant, as well as the terms and conditions for salary rise and monetary bonuses according to a class rank in a new light.

The above provides a solid legal basis to facilitate to strengthening of a qualified and professional civil service system that is free from political influences. This will by all means be followed by enhancement in the accountability, transparency and integrity level of the overall civil service system that will on its side ensure the increased public confidence in the system. .

## **2. Compliance of the Legal Framework of the Civil Service Reform with the European Principles of Public Administration**

Taking into consideration all the above, it is necessary to provide the society with reasonable information on how and in what form the new Law on Civil Service adopted on 27 October 2015 reflects the European principles of public administration. To illustrate this, we offer a small survey that reflects the main ideas of the European principles of public administration in a number of laws and secondary legislations of Georgia adopted after 2015.

### **How do we draw closer to European principles?**

The main idea behind the Association Agreement with the European Union implies that the Government of Georgia takes an obligation to reflect the common legal framework of the EU and the public administration system in its legislation. In certain directions it implies bringing Georgian laws closer to the EU legislation. However, the change of laws only is not sufficient to build a European state. It is absolutely necessary that the whole system of state administration is compatible with the fundamental principles of the EU.

In each and every country in Europe the formation of all of the state institutions was a result of various historical and political processes. Therefore, there is no uniform law at the level of the EU that could advice on how the state governance mechanism should be constructed.

Nevertheless, it is without doubt that within their government systems all European states share certain common values, such as the rule of law, responsibility to hold the government accountable to its people and the need to engage the citizens in the decision-making process.

The on-going Civil Service Reform and various activities carried out within its framework aims to introduce a highly professional, stable, career-based and professional development oriented civil

service system that is in line with the European standards. Accordingly, the new Law of Georgia on Civil Service, adopted on 27 October 2015, through its declared principles and various legal mechanisms, recognizes the principles and standards of state administration shared by the EU States, and by taking into account the Georgian reality establishes a modern civil service system.

**The general principles of the civil service may be grouped in four main categories:**

- 1. Reliability and predictability of decisions**
- 2. Openness and transparency**
- 3. Accountability**
- 4. Cost- efficiency and expediency**

#### **1. Reliability and predictability of public decisions**

The essence of this principle is that a citizen must always know what legal acts and rules are employed by a public authority in the decision-making process. The citizen must always be assured that this decision will be impartial and based only on respective legislative norms.

Within the state administration system that is governed by the rule of law, state institutions within their competence and by avoiding discrimination of any kind, impartially apply the law to all individuals and/or organisations when decisions are not affected by acquaintance, bribery and other unlawful influences, .

The principle of reliability and predictability denies the civil servants to take actions based on arbitrary decisions but does not exclude discretionary powers, which implies that the civil servant may in certain cases take decisions based on the principle of adequacy and proportionality. Reliability and predictability of decisions is supported by the principle of adequacy under which actions taken by a public authority should be proportionate to the purpose established by the law and may not restrict the citizens more than it is necessary.

The principle of fair of procedures supports the legal and lawful execution of power, which means that a civil servant must be accurate and impartial when applying the law and, at the same time, take into account the societal values, such as treating all individuals with dignity and respect

The key element of reliability and predictability is making timely decisions. Delayed decision-making procedures are not only irritable but may as well severely harm the public and private interests.

Good faith, professionalism and professional independence are the main basis for reliability and predictability of decisions. However, it should be noted that professional independence does not imply absolute freedom of opinions and decisions. It is necessary to protect professional standards and

legitimacy in order to maintain the balance between the principles of independence and lawful governance.

**Legislative Basis:**

These principles are touched upon in a number of laws in the legislation of Georgia, but most significant of them are the Law of Georgia on Civil Service and the Ordinance #200 of the Government of Georgia on Determining the General Rules of Ethics and Behaviour in Civil Service of 20 April 2017.

The Law of Georgia on Civil Service determines the basic principles and values of the civil service system, whilst the ethics norms define the standard norms of behaviour for civil servants when they enter into communication with the state and the general public.

Chapter II of the Law of Georgia on Civil Service defines the principles of legality, loyalty, equality before the law, equal access to public service for the citizens of Georgia, as well as openness, transparency and other principles that ensure the integrity of the civil service system, which eliminates discrimination, gender inequality, creation of unethical environment and provision of special privileges to anyone for any reason.

Article 7 of the Law of Georgia on Civil Service gives definition of the principle of legality according to which the actions taken by a civil servant shall at all times be in accordance with the Constitution of Georgia and the secondary legislation. In addition to this it is without any doubt that any act taken by a civil servant is based on the principles of rule of law and legitimate reservation.

In accordance with the principle of lawfulness provided for in Article 5 of the Ordinance:

- A civil servant shall act in accordance with the requirements of the Constitution of Georgia and the applicable legislation;
- A civil servant shall perform work duties assigned by his/her immediate supervisor which does not contradict the Constitution of Georgia and the applicable legislation, in accordance with Article 73 of the Law of Georgia on Civil Service;
- A civil servant shall pay special attention to the respective legislation when taking decisions relating to human rights and freedoms;
- A civil servant shall take all necessary measures to avoid possible violations of the law in civil service.

It is important to note that the principles of impartiality and equality provided for in the legislation chapter about principles are as well provided for in the government ordinance. In particular:

- A civil servant shall respect the dignity of every person and the diverse multicultural environment in the civil service system.
- A civil servant shall facilitate the creation of an equal environment in civil service by precluding giving undeserved advantage or a less favourable treatment to anyone

- A civil servant shall try to avoid any kind of discriminatory treatment, towards anyone but especially against such vulnerable groups of people as persons with different needs and minorities.
- A public authority shall facilitate to establishing a gender balanced environment and tries to create equal work conditions and opportunities for everyone.
- A civil servant in the decision-making process shall try to avoid the influence of stereotypes established in the society

Article 13 of the Rule on Determining the General Rules of Ethics and Behaviour in Civil Service approved by the Ordinance of the Government of Georgia provides the definition for independent professional activity and states that:

- A civil servant shall be independent when making a decision on matters within his/her competence.
- A civil servant shall have the freedom to comment on official matters and is not limited in expressing his/her critical and/or different point of view, before his/her colleagues and the management .

The Law of Georgia on Civil Service and the relevant Ordinance of the Government of Georgia, except for the rules stated above, envisage a number of legal mechanisms and procedures that promote the establishment of a predictable and reliable system. The law clearly defines the status of civil servants and rules of merit-based selection, as well as possibilities for their continued retraining, career and professional development, defines the rights and obligations of civil servants, specifies the level of their positions in the hierarchical system of classification, defines the rule of disciplinary proceedings and the types of liability, determines clear deadlines for the implementation of each procedure, and also declares the legal mechanisms for the protection of their rights. All the above mentioned are the mechanisms that protect the civil service system from corruption, outside pressure and arbitrariness, strengthen professional integrity, improve the professionalism of civil servants, and thus provide reliability of public decisions.

The establishment of a merit-based civil service system facilitates the creation of a decent environment in civil service, unlike the situation, when employment depends on the political patronage and acquaintance. By adopting the new Law on Civil Service on 27 October 2015, Georgia has agreed to the readiness to establish a civil service system based on modern and European standards; currently the implementation process of the norms of the law is underway in accordance with these principles.

## **2. Openness of civil service and transparency of its activities**

The principle of openness implies that civil service is ready to monitor its activities from outside, while the essence of transparency means that the documents and procedures applicable in civil service are so clear that it simplifies the monitoring process, service management, and assessment of the quality of work. Openness and transparency are instruments necessary for the implementation of the principles of the rule of law, equality and accountability before the law.

As a rule, the civil service must be open and its activities must be transparent except for some cases when it is necessary to protect the privacy or confidentiality of public interests. This concerns national security issues, as well as the protection of personal data entrusted by citizens to relevant public institutions.

The principle of openness and transparency in practice implies that:

- the actions of an administrative body shall be justified and signed by the relevant competent authority;
- public registries must be publicly available;
- names, surnames and positions of government representatives must be known to the citizens during the performance of their administrative actions;
- incomes of public officials received from private sources must be limited, while revenues for activities performed within civil service system must be declared in an appropriate manner and be available to the public.

In order to realise the principle of openness, it is especially important that public authorities undertake the obligation to document an administrative decision, which clearly demonstrates the collection of case-related facts, on the one hand and compliance of those facts with the applicable legislation, on the other hand.

**Legislative Basis:**

The principle of openness and transparency has been repeatedly recognised in the legislation of Georgia, including first of all, the regulations of freedom of information prescribed by Chapter III and Article 10 of the General Administrative Code of Georgia, which are applicable in Georgia since 2000, while the obligation to justify legal acts are reflected in Articles 52-53 of the Code.

The principle of openness and transparency is also enshrined in the Law of Georgia on Civil Service of 27 October 2015. In accordance with Article 17 of the Law, civil service shall be implemented transparently and openly in the manner prescribed by the legislation of Georgia.

In addition, in accordance with Article 27 of the Ordinance of the Government of Georgia on Defining General Rules of Ethics and Behaviour in Civil Service :

- A civil servant shall exercise his/her authority transparently and openly within the limits prescribed by law.
- A civil servant shall ensure access to information obtained in the exercise of authority within the limits prescribed by law both for other fellow civil servants and the general public.

In addition, in accordance with Article 28 of the Ordinance:

- A civil servant shall provide any interested person with the full and timely information protected by a public authority in the manner prescribed by legislation and within its competence.

- When issuing public information, a civil servant shall pay special attention to how the personal data is processed and what restrictions there are prescribed by the legislation of Georgia.
- A civil shall maintain the balance between information publicity and public interests when processing personal data.
- A civil servant shall, within the timeframe prescribed by the legislation for issuing public information, operate in good faith and shall not abuse the possibility to extend the given term for issuing information.
- A civil servant shall be ready to provide the society with information about the goals and grounds of his/her work and shall be open to public control over his/her conduct and decision-making.

The Law of Georgia on Civil Service and corresponding normative acts imply an obligation to justify the legal acts, including the process of competitions, evaluation of candidates by the Competition Commission, the decisions taken during disciplinary proceedings and the evaluation an employee's work performance.

### **3. Accountability**

Accountability means that:

- Every public authority shall be responsible for its actions before other public authorities and the society in general. The essence of this principle is that no public authority may be inaccessible for public.
- Accountability is a set of formal procedures defined by the law and is not an abstract concept.
- Its purpose is to show how much the principles of the rule of law, transparency, impartiality and equality before the law are protected.

The supervisory institutions and mechanisms shall ensure the accountability: courts, prosecutor's office, ombudsman, external and internal audit, agencies determining the standards, parliamentary committees, media and non-governmental organisations. The aim of their activities is to protect the rights and to take care of the public goods, as well as to improve the quality of the decision making process, enhance public trust reliability and legitimacy.

#### **Legislation of Georgia:**

Article 14 of the Law of Georgia on Civil Service defines accountability as one of the most important principles. In particular, a civil servant shall be responsible for the activities undertaken within the scope officially granted powers according to the rules established by the legislation of Georgia.

Furthermore, in accordance with Article 19 of the Ordinance of the Government of Georgia on Determining General Rules of Ethics and Behaviour in Civil Service:

- A civil servant shall be accountable within his/her powers and responsibility.
- A civil servant shall take responsibility within the transferred (delegated) powers.

- A civil servant shall seek to be exemplary for other public servants and the society.
- A civil servant shall provide the relevant reasoning of the decisions and actions taken by him/her.

In addition, the legislation of Georgia provides a number of norms that ensure the implementation of the principle of accountability. Within the official supervision, most of all public institutions have supervision and control bodies that check the accuracy of the decisions taken by subordinate agencies, as well as each public authority is obliged to establish internal audit and inspection units, whose main assignment is performance evaluation of the efficiency of the work carried out by the authority.

Ensuring the principle of openness and transparency is an important instrument for the effective application of the accountability principle and is directly related to the possibility to monitor the activities carried out by a public authority by the media and the NGOs.

#### **4. Cost-efficiency and expediency**

Speaking about the necessity of these principles in public administration is a novelty. After the European governments declared that the state administration renders services to the population, the talk about its productivity has been accordingly initiated. Financial limitations have also been enacted, which, in its way, emphasizes the importance of cost-efficiency and its purpose in rendering public services.

The essence of cost-efficiency is that public authorities should try to achieve its goals using as minimum resources (time, money, number of employees, etc.) as far as practicable. However, striving only for cost-efficiency may cause a decline in the quality, or uneven distribution of services. Therefore, expediency is the key principle when striving for cost-efficiency.

In practice it means that public authorities must constantly assess the objectives as well as the quality of their implementation by the civil servants and adapt them to existing financial, human and other resources as needed.

At first glance, the principle of cost-efficiency contradicts the rule of law and procedural predictability. In the public authority management process strict adherence to legal procedures is often related to additional cost of resources - the time, the number of employees engaged in this activity, and the treasury money.

To solve this problem, the states increasingly delegate the service delivery function to non-state or semi-state institutions, in order to ensure cost-efficient expenditure of financial resources, while declaring the sector policy development and quality control of the delivered services as the main tasks of the civil service. By doing so, the public authorities ensure the delivered services service their initial purposes.

**The legislation of Georgia:**

Article 10 of the Law of Georgia on Civil Service defines cost-efficiency and expediency as one of the principles. In particular, “a civil servant is obliged ensure the upright and coordinated management of the organizational process in civil service by reasonable and cost-efficient expenditures of financial resources in order to protect the interests of the people and the state and successfully fulfil the tasks facing the country.”

In addition to this, in accordance with Article 18 of the Ordinance of the Government of Georgia on Determining the General Rules of Ethics and Behaviour in Civil Service:

- A civil servant shall seek to minimize spending of administrative resources.
- A civil servant shall use administrative resources in accordance with the needs of the civil service.
- A civil servant shall try to achieve the desired objectives by reasonable spending of administrative resources.

**4. Opinions about the on-going civil service reform as expressed by the civil servants and non-governmental organization.**

The Civil Service Bureau in collaboration with the UNDP conducted a survey to identify the opinions existing around the on-going civil service reform.

The survey included 53 questions in three segments:

1. Management, policy planning and coordination;
2. Accountability and human resource management;
3. General principles of public administration.

9 additional questions were added for respondents’ personal and demographic data.

The questions were developed based on the instrument elaborated by the OECD / SIGMA for the Eastern European states for assessing the level of readiness to integrate into the common European administrative service.

The questionnaire was anonymous. It was distributed by the Civil Service Bureau among all levels of civil service employees via e-mail in the form of a link. At the same time, in order to serve the overall aim of the survey, individual meetings were held with the representatives of non-governmental organisations.

As a result, 4,446 civil servants of different sexes with various lengths of experience of working in civil service and the level of hierarchy responded to the questionnaire.

The study allows us to draw some general conclusions:

Civil servants are motivated and loyal to their work, but they have a rather limited knowledge about the aims of the reform and, in particular, about their role in the implementation process. Consequently, we may assume that when it comes to supporting the reforms in general, a majority of

the civil servants are uncertain or hesitate and show constructive (but not active) attitude. In such circumstances, it should be rather easy to attract their support of the reform, but if they are not encouraged by positive examples and had not been actively communicated about the objectives and the ways of participating in the reform, they will become sceptical or inactive.

The widespread presumption about a high and continuous staff turnover in civil service is likely to be misleading. Despite the fact that the civil servants are concerned about the stability of their employment perspectives, the responses regarding the length of their work experience and hierarchical levels do not allow us to speak about the massive “clean ups” carried out in civil service over the last decade. Presumably, it is also exaggerated that civil service starts from point zero after each change of government and/or minister. Responses indicate that public servants with long-term work experience are typically responsible for reporting, which confirms that institutional memory is somewhat maintained.

The procedures of human resource management are gradually becoming more formalized. However, it is obvious that a decision-making mechanism in this field (for example, related to job descriptions, selection criteria) is still not completely formalized and is, in particular, insufficiently coordinated, too. Consequently, decision-makers (political appointees) often have significant discretionary rights at the same time having no other rules and regulations to balancing their actions. Individual monitoring and evaluation remains to be one of the weakest links in the chain of human resource management, as 45% of the civil servants are very rarely or never evaluated.

Vocational retraining and trainings are widespread (81% of the respondents have completed at least one training), especially popular are trainings on the topics of anti-corruption and ethics. Development of professional skills is encouraged for all civil servants, or is, at least, used as a motivation tools for good service or an opportunity to develop for those employees whose work performance needs additional enhancement.

The essence and purpose of the assessment of activities is not well understood, there is a problem in the perception of difference between individual and institutional responsibilities of civil servants (ministry or agency), including high-level officials, which is problematic and deserves attention.

Obviously, it is necessary to delegate responsibilities to lower levels of civil service. It is necessary to give them more freedom to perform their own tasks. Studies show that leaders and managers do rarely grow out of the low-level and-or mid-level civil servants, especially in larger authorities. Neither the relatively high-level civil servants have broader freedom for decision-making, which indicates that political appointees are to a larger extent involved in the day-to-day management of public authorities.

Personal relationships between public servants are good - loyalty to colleagues is a widespread practice and relations with immediate managers are sufficiently close so that most of the respondents are ready to discuss even fundamentally different opinions in their personal conversations with them.

The civil servants interviewed during the survey believe that they are familiar with the tasks of the public administration reform, but the answers to specific questions show that the knowledge of these tasks is rather scattered. It is obvious that the first task is perceived as increasing the efficiency of service, but there is no clear idea of what exactly they mean under “increasing efficiency”. Apparently, general presumption of the civil servants is that the main objectives of the reform are exactly the issues that they themselves deem necessary.

The level of perception and the support for anti-corruption measures is systemically high. However, the perception of the corruption itself is rather vague since it most often connected to bribes, while violations such as helping friends and relatives in winning public tenders and nepotism are not deemed as severe as they actually are.

Personal loyalty to an immediate supervisor and the informal culture created as a result of such a relationship, do still remain characteristic aspects of the civil service. The most efficient way to resolve conflicts is discussing the issue with the immediate supervisor and not opting for institutional formats for conflict-resolution. Similarly, in case of errors, the responsibility is shared by the employee and his/her immediate supervisor. The most important steps to be taken towards establishing the highly professional civil service system are prioritizing formal procedures over the informal ones, as well as deepening of the understanding of responsibility on institutional and political levels.

As for the future vision of the civil service, the civil servants, as was expected, give their preference to a closed career- based system. Although, at the same time, a significant share of the interviewed respondents - about one quarter – express their preference for a so-called “Norwegian model”, that is the professional civil service where all vacancies are open to external candidates.

The survey showed that the civil service is quite homogeneous in its opinions and attitudes. In the direction where the clarity of positions is observed, civil servants are quite united in their opinions and attitudes. Where there is confusion, the perception of the issues is vague for almost everyone. The study has not shown serious differences in the attitudes of civil servants according to their place in the hierarchy, as well as according to their length of the work experience or sex. The most important is that:

- There is no significant difference in attitudes towards the public administration and the civil service reforms according to the level of civil servants in the hierarchy (i.e. there is a good basis for solidarity and mutual understanding between managers and ordinary employees);
- Large differences between the civil servants grouped according to their length of service, hierarchy and sex, are not observed in terms of work satisfaction and motivation, which, in its way, demonstrates a relative uniformity of the service;
- Based on the comparative uniformity, there is a possibility to plan reform related communication activities for the civil service system.

As for the opinions of non-governmental organisations, a small group of 5-6 NGOs is engaged in carrying out the civil service reform. As they say, their quantity and the lack of donor programmes

aimed at the reform indicate manage to only partially shape the general opinion about the reform in general. Unequivocally there is a desire to help state institutions and the Civil Service Bureau in developing policies and the implementation process of the new legislation.

It was said in the conversation that it is difficult to talk about the success and the consecutive obstacles of the reforms until the new legislation is fully enacted. Although, it is clear that the non-governmental organizations are concerned about the issues such as the lack of political support for the reform, uniformity of the civil service, delay in the adoption of the law on LEPLs, the level of awareness among the civil servants and local government employees in the reform. However, it was pointed out that politically biased and unjustified dismissals, which had previously been a serious problem, were significantly reduced after the courts have ruled out several acquittals and compensatory verdicts in favour of dismissed employees. According to the NGOs, such cases should be followed by broader public discussions. Lack of accurate statistics and general objective data on the civil service system hinders the development and adjustment of the policy. It is said that this problem may be lightened with the introduction of an electronic system for human resource management purposes.

#### **4. Conclusion**

The purpose of this report was to focus on the benefits of the civil service reform on the one hand and on the other, once again to emphasize the challenges that are still under implementation within the framework of the public administration reform. The attitude of the civil servants, as well as the even critical assessments of the NGO sector, provides a different and optimistic picture in comparison to previously conducted similar surveys. This picture gives us the basis to conclude that the country has chosen the right course of the civil service reform and reforming steps to be taken in accordance with the given challenges shall in a mid-term perspective ensure the establishment and development of the civil service system that is based on the European principles of public administration.

