



■ WeBER Indicator Summary

AREA: PUBLIC SERVICE AND HUMAN RESOURCE
MANAGEMENT

MACEDONIA

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PAR Area	Public Service and Human Resource Management	Country	MACEDONIA
SIGMA Principle	2: The policy and legal frameworks for a professional and coherent public service are established and applied in practice; the institutional set-up enables consistent and effective human resource management practices across the public service		

WeBER Indicator	3PSHRM_P2_I2: Performance of tasks characteristic for civil service outside of the civil service merit-based regime
Indicator approach	
<p><i>This indicator assesses the scope and use of temporary forms of employment in the civil service as a deviation from the standard civil service regime that is legally regulated and subject to specific merit-based criteria. Its measurement combines legislative analysis, collection and analysis of government data with the results of a survey of civil servants, which is conducted in each country and cuts across the HRM principles and indicators. Experts and consultants hired and paid from external (technical assistance) projects or contracted through public procurement procedures (consultancy work) are not covered by this indicator. Also, general service employees, as a category stipulated by the public (civil) service legislation, are not covered by this indicator. It should be noted that for the survey of civil servants it is not possible to create a random or representative sample, as in most countries the researchers do not have access to a database of contacts of all civil servants (moreover, in most countries such databases do not exist). In order to boost the response rate and maximise representativeness, the research team seeks and relies on support of the ministries/offices who act as project associates, to widely distribute the online anonymous survey. Where such support cannot be ensured, the survey is disseminated in a decentralised manner (i.e. by contacting and requesting dissemination from individual ministries and other administration authorities).</i></p>	
Summary of the findings	
<p><i>In the Macedonian Civil Service, some categories of employment and positions are limited, as stipulated by the Law on Public Sector Employees (Article 22, Paragraph 10). The employment of the positions filled in by decent 2 and 4 can make only up to 5 % of the total employees of the institution. The number of the special positions of the councillors (politically appointed but are also doing expert work) are also limited by numbers. However, the overall number of fixed-term employment is not limited by law. Regarding criteria of selection for temporary contracts employment, there is no determined specific ones for the state administration, despite that the Law on Public Sector Employee states to cover all the groups and categories for all employees. The specificity lies in the announcement of hiring body and institution, therefore still providing adequately specified criteria.</i></p> <p><i>The hiring procedure is open and transparent. The Law on Agencies for Temporary Employment (Art. 4) has the same provisions as the Law on Public Sector Employees (Art. 22) which are complementary to a certain point. However, the process of hiring goes through the Agencies for temporary Employment where the hiring institution issues the announcement publicly, allowing for public competitions and accessibility.</i></p> <p><i>However, only 25.8% civil servants think that the formal rules for hiring people on a temporary basis are applied in practice. Moreover, 22% civil servants consider that individuals hired on a temporary basis rarely or never go on to become civil servants after their temporary engagements. Furthermore, 17% civil servants surveyed think that people hired on a temporary basis are selected based on merit (qualifications and skills).</i></p> <p><i>A low percent (17.4%) of civil servants think that temporary engagements in the administration are an exception, showing a huge level of temporary employments. 21.6% of think that those hired on a temporary basis rarely or never perform tasks which should normally be performed by civil servants, showing that many consider those temporarily hired are performing roles normally performed by civil servants.</i></p> <p><i>Duration of temporary engagement contracts is limited, differentiated based on circumstances. Limit for replacement of a temporarily absent employee (who is absent for more than one month) is set for two years;</i></p>	

temporarily increased workload, seasonal work, unpredictable short-term activities that occur during the performance of the predominant activity of the employer are limited by one year; and project work or filling in special positions as special governmental advisers is limited by five years, a comparatively long period.

This is confirmed by the survey results: only 7.2% answered that such contracts rarely or never get extended to more than one year, meaning that a considerable number of temporary contracts get extended for more than a year. Moreover, 22% civil servants consider that individuals hired on a temporary basis rarely or never go on to become civil servants after their temporary engagement, meaning that 78% consider temporary employment often or always lead to a civil service position.

Specific observations

It should be noted that for the survey of civil servants it is not possible to create a random or representative sample, as in most countries the researchers do not have access to a database of contacts of all civil servants (moreover, in most countries such databases do not exist). In order to boost the response rate and maximise representativeness, the research team seeks and relies on support of the ministries/offices who act as Project associates, to widely distribute the online anonymous survey. Where such support cannot be ensured, survey is disseminated in a decentralised manner (i.e. by contacting and requesting dissemination from individual ministries and other administration authorities). Convenience sampling is not applied. N=293; Answered N=264

Indicator score	6 (out of 28 points)
Final indicator value	1 (scale 0-5) ¹
Measurement period	Survey of Civil Servants: March 26 th – April 30 th , 2018 Research: June 2018

¹ Conversion of points: 0-4 points = 0; 5-9 points = 1; 10-14 points = 2; 15-19 points = 3; 20-24 points = 4; 25-28 points = 5