

# **Towards a more professional civil service in Kosovo**

**EVIDENCE FROM A SURVEY OF CIVIL SERVANTS IN CENTRAL  
AND LOCAL GOVERNMENT**

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The views and opinions expressed in this report are those of the authors and do not necessarily reflect the views and opinions of any government, funding agency or university.

### Executive summary

(1) This report seeks to inform the Public Administration Reform Strategy of the Government of Kosovo. It has a twofold objective. First, it introduces 'civil service surveys' as a new instrument to monitor and engage civil servants in the reform and modernisation of public administration in Kosovo. Second, it provides original evidence on civil servants' attitudes and behaviour, their experience with human resources management and their evaluation of the quality of leadership. Overall, the report hence aims to contribute to the professionalisation of the civil service in Kosovo in accordance with the European principles of administration.

(2) The report is part of a larger project led by Jan-Hinrik Meyer-Sahlling (University of Nottingham), Christian Schuster (University College London) and Kim Sass Mikkelsen (Roskilde University) on 'Civil Service Management in Developing Countries: What Works?'. The project includes ten countries Latin America, Asia, Africa and Eastern Europe, including Kosovo. With more than 23.000 participants, it has led to the largest-ever cross-country survey of civil servants. The project was funded by the British Academy – Department for International Development (DFID) Anti-Corruption Evidence Programme.

(3) In Kosovo, the survey was conducted in the autumn of 2017 in collaboration with the Ministry of Public Administration. The survey generated 2.474 responses from central government ministries, their subordinated organisations, independent agencies and municipalities. To our knowledge, it is the largest civil service wide survey that has ever been conducted in Kosovo.

(4) The survey assesses (1) civil servants' attitudes such as their level of job satisfaction, public service motivation and intention to behave impartially, all of which are known to contribute to the performance and integrity of public administration organisations. It further examines (2) civil servants' experience with human resources management practices including experience with recruitment, career advancement, performance evaluation, salary management and job stability, and (3) their evaluation of the quality of leadership in their organisation. Subsequently, it assesses the effects of management practices on the attitudes and behaviours of public servants to enable evidence-based reforms of the civil service.

(5) In relation to the attitudes of civil servants, the survey shows that a large majority of civil servants are satisfied with their job, committed to working in the public sector, motivated to work hard and motivated to serve the public interest. Inter-personal trust is low, in that less than half of civil servants trust their colleagues. Moreover, there are concerns about impartiality and integrity: a majority of civil servants indicate at least some inclination to help family, friends, politicians, NGOs or businesses 'off-the-books', that is, informally in the context of their job.

(6) Civil servants' attitudes differ across institutions. Civil servants employed in ministries (as opposed to agencies and municipalities) tend to be less satisfied with their job, less committed to the public sector, less trusting and less motivated to work hard. Civil servants employed by municipalities are more inclined to behave informally and less impartially than their central government peers. Civil servants' attitudes also differ across groups of civil servants. Civil servants above 50 years of

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age, for instance, indicate a higher degree of work motivation and inter-personal trust than civil servants below 50 years.

(7) The survey provides mixed evidence in relation to civil servants' experience with human resource management. In the area of recruitment and selection, a large majority of civil servants learned about their first job in the civil service through public job advertisements and passed personal interviews. About half of the currently employed civil servants passed a written examination when entering the civil service. This reflects that few civil servants had to pass written tests before the Civil Service Law came into force in 2010. Moreover, 50 and 41 per cent of civil servants indicate that personal and political connections respectively have been at least somewhat important for getting their first job in the civil service. Politicisation and nepotistic hiring hence appear to be widespread in the civil service in Kosovo.

(8) Career advancement practices confirm the position-based character of the civil service system of Kosovo. More than 50 per cent of civil servants who have advanced at least once to a new position since joining the civil service had to go through a public competition that included candidates from outside the civil service. Internal transfers (22 per cent) are the second most frequent mode of career advancement. Internal transfers are relatively more important in municipalities. Personal and political connections are almost equally important for career advancement as they are for recruitment and selection.

(9) The performance of 75 per cent of civil servants is formally evaluated at least once per year. A large majority of civil servants indicates that hard work will lead to better performance ratings. Yet just over 50 per cent of civil servants agree or strongly agree that performance objectives are agreed before the evaluation period and that the outcomes of evaluations influence prospects of promotions and dismissal. The link between the outcome of performance evaluations and pay increases is particularly weak. The process of performance evaluation varies across institutions. The implementation of performance evaluations is hence both incomplete and uneven in Kosovo.

(10) Civil servants are most critical in their evaluation of the salary system. Large majorities of civil servants are dissatisfied with their salaries, they indicate that they cannot sustain their household with their current salary level and that good performance is not rewarded with higher salaries. Civil servants are ambivalent about salary equality, that is, the principle of equal pay for equal work. This findings indicates an uneven implementation of the Salary Act. Only a minority of civil servants is confident that it would easily find a better-paid job opportunity in the private sector. Despite dissatisfaction with the salary system, civil service salaries do hence, on average, appear to be competitive.

(11) Perceptions of the salary system vary more across institutions than any other area of human resources management. Between central and local level as well as between individual central government ministries, the level of salary satisfaction, perceived sufficiency and competitiveness can vary dramatically. Reform initiatives do hence have to take into account institutional realities rather than opt for one-size-fits-all approaches.

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(12) Civil servants are ambivalent with regard to their perceived job security. Less than 50 per cent believes that it is difficult to dismiss them. 75 per cent expect to be dismissed for bad performance and 33 per cent agree that they could be dismissed for political reasons. Compared to other areas of human resources management, perceived job security varies less across institutions at central and local level.

(13) The statistical analysis shows that human resources management practices have important effects on civil servants' attitudes. In particular, personal and political connections in hiring and career advancement as well as fear of political dismissal are consistently associated with less job satisfaction, less commitment to the public sector, less inter-personal trust, less public service motivation and less impartial behaviour on the job. Reducing politicisation and nepotism in civil service management can therefore significantly improve the capacity of the civil service in Kosovo.

(14) Merit recruitment procedures, in particular, written examinations and public job advertisement are found to reduce politicisation and nepotism in hiring. However, compared to job advertisements, the de-politicising effect of written examinations is small and no effect at all is found for personal interviews. This suggests scope for a review of the examination procedure and a greater role of the Ministry of Public Administration in the recruitment and selection process. More central involvement in civil service recruitment has been shown to have positive effects on de-politicisation in Albania. Moreover, the consistent implementation of merit recruitment procedures across institutions will be essential for curbing civil service politicisation.

(15) Performance-based promotions and pay, a positive linkage between performance evaluation ratings and promotions and pay, salary satisfaction, salary sufficiency and salary equality are important principles that are associated with greater job satisfaction and more trust among civil servants. However, the performance based civil service management does not appear to affect civil servants' level of public service motivation.

(16) The quality of performance evaluation practices is consistently associated with the perceived performance orientation in the civil service. This implies a need for greater attention to the consistent implementation of the performance evaluation procedure, as good implementation is shown to make a real difference for the perceived performance orientation of civil service management.

(17) Civil servants provide an encouraging yet subtly critical evaluation of the quality of leadership in their institutions. On the one hand, majorities of civil servants rate their immediate superiors as experts in their field, as possessing management skills and as transformational and ethical leaders, that is, managers that lead by example, generate enthusiasm among staff, communicate ethical standards and hold their subordinates to account for ethical practices at work. However, nearly 60 per cent of civil servants also agree or strongly agree that their direct superior was appointed, at least in part, thanks to political connections. The politicisation of management is one of the main obstacles to improving the capacity of the civil service in Kosovo.

(18) The quality of leadership has important consequences for human resources management practices. Politicised management, on the one hand, is associated with more politicised recruitment, more politicised career advancement and more concern over political dismissal, all of which undermine the satisfaction and motivation of civil servants. On the other, transformational and ethical leaders in the civil service are associated with greater performance orientation in promotions and salary management and better management performance evaluation processes. Most notably, the quality of leadership is strongly associated with greater job satisfaction, higher commitment to the public sector, more inter-personal trust among civil servants, more public service motivation and more impartial behaviour of civil servants. Investment in the quality of leadership in the civil service does thus appear to be the single most important reform measure that the Government of Kosovo may want to pursue in the near future.

(19) Finally, the report compares the results of the survey of civil servants in Kosovo with the results of other countries, primarily Albania, as a case with a similar experience of democratisation, economic modernisation and, in particular, European integration. On most dimensions related to the attitudes of civil servants, Kosovo's civil servants are more critical, i.e. they are less satisfied, less motivated, less trusting etc. However, they do demonstrate a higher commitment to the public sector and slightly higher levels of public service motivation. In relation to human resources management, civil servants in Kosovo indicate less merit-based recruitment in combination with more politicisation and nepotism than in Albania. The civil service of Kosovo, for the time being, is less performance-oriented and civil servants are less satisfied with the salary system. The quality of leadership is consistently evaluated more critically than in Albania.

(20) The survey of civil servants provides the evidence to improve the quality of human resources management practices and to engage in efforts to improve the quality of leadership in the civil service. Indeed, a formal commitment to the regular, for instance, biennial implementation of a civil service survey under the authority of the Ministry of Public Administration is strongly recommended in order to set the civil service of Kosovo on a continuous path towards professionalisation in accordance with the European principles of administration.

## Recommendations

#1 The Ministry of Public Administration should consider the establishment of a formal-legal framework for the regular implementation of civil service surveys. Such surveys should be designed, coordinated and analysed by the Department of Civil Service Administration (or its successor) of the Ministry of Public Administration. The formal commitment should be incorporated in the Civil Service Law or the statute of the Department of Civil Service Administration (or its successor). Civil service surveys will provide an effective tool to routinely monitor and engage civil servants in the reform and modernisation of the civil service in Kosovo.

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#2 The Ministry of Public Administration should make efforts to curb politicisation and nepotism in human resources management, including recruitment, career advancement and employment protection. Politicisation and nepotism have consistently negative consequences for the attitudes of civil servants. Given the scale of politicisation and nepotism in Kosovo, there is considerable scope for improvement.

#3 The Ministry of Public Administration should make efforts to ensure that job vacancies are always publicly advertised and that written and oral examinations are routinely applied. However, further efforts are necessary to review and strengthen the examination procedure and to potentially strengthen the central role of the Ministry of Public Administration in the recruitment process.

#4 The Ministry of Public Administration should make efforts to ensure the consistent implementation of the performance evaluation procedure and to promote the performance orientation of career advancement and salary management. There remains considerable scope for improvement.

#5 The Ministry of Public Administration should review the salary system and take measures to enhance salary satisfaction, salary sufficiency and the performance orientation of the salary system. Such review will require further analysis of the situation of individual institution and potentially the establishment of more flexible salary management tools.

#6 The single most important measures to improve the quality of the civil service should be investment in the quality of leadership - in terms of developing management skills and promoting transformational and ethical leadership. One important means for getting better leaders is to curb the politicisation of leadership selection. The Ministry of Public Administration, potentially in collaboration with the Kosovo Institute of Public Administration, and individual institutions should be charged with efforts to promote the quality of leadership in the civil service.

#7 Specific efforts should be considered to enhance inter-personal trust among civil servants working within institutions. Trust is essential for the communication, coordination and overall performance of organisations. In Kosovo, there is scope for the improvement of trust relations inside institutions. The improvement of the quality of leadership will play a critical role in enhancing inter-personal trust relations in the civil service.

#8 Specific efforts should be considered to raise the awareness of civil servants towards the principle of impartiality of the civil service. Civil servants in Kosovo indicate a considerable willingness to help family, friends, politicians and others on an informal, off-the-books basis. There is thus considerable scope for improvement of impartial behaviour, for instance, through awareness raising measures, ethics and rule of law training.

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### Introduction

This reports presents findings from a survey of civil servants that was conducted between the end of July and October 2017 in the central public administration and in municipalities across Kosovo. The report is part of a project led by Jan-Hinrik Meyer-Sahling (University of Nottingham), Christian Schuster (University College London) and Kim Sass Mikkelsen (University of Southern Denmark). The project was funded by the British Academy and UK Department for International Development Anti-Corruption Evidence Programme.<sup>1</sup>

The international project involved civil service surveys in ten countries in four developing regions. The countries besides Kosovo are Albania and Estonia from Eastern Europe, Brazil and Chile from Latin America, Bangladesh and Nepal from Asia and Ghana, Uganda and Malawi from Africa. With more than 23.000 participants, the project led to the largest cross-country survey of civil servants that has ever been conducted.<sup>2</sup>

In Kosovo, the survey was conducted in close collaboration with the Ministry of Public Administration. The main objective of the survey was to contribute to the implementation of the Public Administration Reform Strategy of the Government of Kosovo. In the area of human resources management the Strategy aims to promote the professionalisation of the civil service in accordance with the SIGMA principles of administration and the requirements spelled about by the European Commission in its latest Reports on Kosovo's prospects of accession to the European Union.

In order to effectively inform the Public Administration Reform Strategy, this report aims

- 1) To present so-called 'civil service surveys' as an instrument that the Government of Kosovo can utilise to continuously monitor and evaluate the satisfaction, motivation, commitment, integrity and public service orientation of its workforce in the context of modernisation and European integration.
- 2) To provide new evidence of civil servants' attitudes, their experience with human resources management and the quality of leadership in the civil service in order to identify areas of good practice as well as areas that require improvement and intervention by the Government of Kosovo.

In Kosovo, the professionalisation of the civil service has made considerable progress since the declaration of state independence in 2008. In 2010, the Government adopted a Civil Service Act and a Act on Salaries in public administration which have since been implemented. However, external evaluations by SIGMA and the European Commission have drawn attention to problems of incomplete implementation, persisting politicisation and the fragmentation of civil service management. In order to address these criticisms, the Government of Kosovo is currently preparing a new civil service law. The adoption of the law was pending at the time of writing this report.

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<sup>1</sup> For details of the programme, please see <https://www.britac.ac.uk/anti-corruption>

<sup>2</sup> The cross-country report is accessible under <https://www.britac.ac.uk/sites/default/files/Meyer%20Sahling%20Schuster%20Mikkelsen%20-%20What%20Works%20in%20Civil%20Service%20Management.pdf>

One of the main obstacles to civil service professionalisation, in particular, the quality of the implementation of the civil service law and the law on salaries has been the lack of systematic evidence on the satisfaction, motivation, commitment, integrity and public service orientation of civil servants and on the quality of both leadership and human resources practice across ministries, agencies, subordinated organisations as well as municipalities across the country.

This report addresses this lack of evidence and proposes civil service surveys as a novel instrument to monitor, evaluate and engage civil servants in the reform and modernisation of public administration in Kosovo. The first part will present the benefits of civil service surveys for the professionalisation of the civil service and how they can be implemented in the future by the Government of Kosovo. The second part will present findings from the survey that was conducted in Kosovo in 2017. It will first present findings related to the attitudes and behaviour of civil servants. It will then turn to civil servants' experience with human resources management before turning to their assessment of the quality of leadership and management in their institution. The conclusions will present recommendations for the Government of Kosovo on how to act on the findings of the civil service survey.

### **Part 1. Towards the implementation of civil service surveys in Kosovo**

In recent years, civil service surveys have become increasingly common in advanced Western democracies. A study by the OECD conducted in 2016 shows that 18 out of 30 countries regularly conduct employee surveys. In fact, only 5 out of 30 countries have not used any employee surveys in public administration. By committing to regular civil service surveys, the Government of Kosovo could become a frontrunner among Western Balkan EU accession countries.

Civil service surveys are most developed in the USA, Canada, United Kingdom and Australia. In these cases, public administration-wide surveys are conducted once per year or once every two years. In Canada, for instance, the most recent survey was completed by nearly 175.000 employees from 86 federal departments with a response rate of 61 per cent. In the UK, similarly, nearly 280.000 civil servants from 96 organisations participated, a response rate of 65 per cent.

Civil service surveys take into account the insights of research and experience in public administration and management that more engaged and more satisfied employees demonstrate higher levels of motivation and organisational commitment, which contributes to better organisational outcomes such as efficiency, productivity, innovation, citizen satisfaction and trust in public sector institutions. These outcomes are among the main objectives Kosovo's Public Administration Reform Strategy.

Well-designed and systematically implemented surveys allow central management and the leadership of individual public sector organisations to compare institutions and groups of employees against clearly defined benchmarks, and to understand which civil service management practices work, and which do not. Regular civil service surveys would hence be a powerful tool for the Government of Kosovo to monitor and develop evidence-based policy measures to improve the quality of public administration.

From a regulatory point of view, the OECD experience provides at least two conceivable ways forward for the Government of Kosovo.

### **Option 1: Voluntary opt-in to civil service surveys**

Option 1 envisages civil service surveys as an initiative of the Ministry of Public Administration with a voluntary opt-in from public administration institutions. It would involve the commitment of the Government of Kosovo to implement – annually or biennially – a civil service survey. Such commitment could be part of the (annual) work plan of the Ministry of Public Administration, which is formally responsible for government-wide civil service reform and development.

The option would require the allocation of responsibilities to a dedicated unit in the Ministry of Public Administration, ideally the Department for Civil Service Administration (or its successor), to manage and deliver the civil service survey.

The main risk of this option would be the lack of law-based authority to implement a regular civil service survey. The absence of such authority could undermine the mandate to establish the necessary capacity in the Ministry of Public Administration and to receive sufficient buy-in from public administration organisations at central and local level.

### **Option 2: Formal commitment to civil service surveys**

Option 2 envisages civil service surveys as a formal commitment enshrined in the Civil Service Act or the statute of the Department of Civil Service Administration (or its successor). It would involve the formal commitment of the Government of Kosovo to regularly implement a civil service survey. The Civil Service Law or departmental statute would require the Ministry of Public Administration to coordinate the implementation of a civil service survey ‘to assess the satisfaction with leadership and management practices that contribute to organisational performance and employee satisfaction’ in all public administration organisations in Kosovo on an annual or biennial basis.<sup>3</sup> Further, the results of the regular civil service survey would have to be ‘reported to the Government and Parliament in the context of the (Annual) Report of the Ministry of Public Administration’.

The requirement enshrined in the civil service law or the statute of the responsible department would ideally be complemented by a Government Regulation that would in detail outline the process of preparing, coordinating, implementing, analysing and reporting on the civil service survey. The Government Regulation may go as far as the formulation of key questions that must be included by all organisations every time the civil service survey is conducted. There are various options how findings could be presented to institutions and the public in addition to the core results that would be presented to Government and Parliament.

Like in option 1, option 2 would have to be included in the (annual) work plan of the Ministry of Public Administration as the formally responsible institution for government-wide civil service reform and development. The option would further require the allocation of responsibilities to a dedicated unit in the Ministry of Public Administration, ideally, the Department for Civil Service Administration (or its successor), to manage and deliver the civil service survey.

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<sup>3</sup> This is the formulation of the legal authorization of the Annual Employee Survey in the US National Defence Authorisation Act of 2004, see OECD (2016) for details.

The management of the survey should be closely coordinated with the improvement of the Human Resources Management Information System in the Ministry of Public Administration. This initiative would aim to improve the level of information that the Ministry of Public Administration holds for each institution and to improve the central communication with civil servants across public administration in Kosovo.

The main advantage of the option 2 (formalisation) would be a clear mandate for the Ministry of Public Administration to act and a greater commitment of public administration institution to participate in the survey. Most likely, it would also enhance the take-up of results by individual administrative organisation due to greater opportunities for institutional benchmarking and, likely, greater publicity and transparency of institutional level findings.

## **Part 2. Findings from the first civil service survey in Kosovo**

The survey was taken between July and October 2017 in public administration at central and municipal level. It generated 2.474 responses. The survey was conducted in both Albanian and Serbian language. 2298 respondents chose to respond in Albanian language. 176 respondents chose to complete the Serbian language module. The survey was sent by the Department of Civil Service Administration to all civil servants who are currently employed in central government ministries, their subordinated organisations, independent agencies and municipalities across the country. The email list of the Ministry of Public Administration comprises of approximately 18.000 civil servants. The response rate is 13.8 per cent.

The response rate is low compared to best practice civil service surveys conducted in countries such as Canada and the UK. The descriptive evidence presented in this report is therefore suggestive and should be treated accordingly.

Respondents represent a wide spectrum of institutions, levels of responsibilities and demographic backgrounds. 1054 respondents were drawn from central government ministries and the Office of the Prime Minister, 877 from municipalities and 432 from other institutions such as independent agencies, the administration of parliament and the presidential office. Table A.1 in the Appendix lists 39 institutions with at least 20 completed survey responses. Overall responses were collected from 97 different institutions.

Comparing across groups of civil servants, 636 respondents self-identified as managers (including 127 high-level managers), 1258 as professional civil servants and 269 as civil servants at technical-administrative level.<sup>4</sup> 57 per cent of the respondents are male and 43 per cent are female. The average age of the respondents is 42 years with 35 per cent falling into the range of 30 to 40 years. 94 per cent of the respondents hold a university degree (Bachelor, Master and PhD level). The average public sector working experience of respondents is 12.7 years of service. 90 per cent of respondents are employed on permanent, that is, indefinite contracts. 30 per cent have at least sometimes citizen contact in the context of their job (see table 1 for further details).

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<sup>4</sup> Note, the categories 'other' are not reported in this section.

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The sample is broadly representative of the population of civil servants. Male civil servants are slightly under-represented in the sample with 57 per cent as opposed to 60 per cent in the population of the Kosovo civil service. Both managers and civil servants with university degrees are over-represented in the survey. According to recent population data, 14 per cent of civil servants are in management positions. The proportion of managers in the sample is considerably higher with 29 per cent. However, respondents were asked to self-identify as managers by answering whether or not their role involves managerial responsibilities. This proportion may hence be higher than the formal-legal definition. Moreover, the email list that is used by the Ministry of Public Administration for communication with civil servants across the entire public administration evidently includes a lower proportion of lower-ranking and temporary staff than suggested by population data. The over-representation of certain categories of staff should be taken into account when interpreting the descriptive results presented in this report.

**Table 1. Demographic features of Kosovo survey sample**

|                                            |                          | <b>Proportion of civil servants in survey sample</b> |
|--------------------------------------------|--------------------------|------------------------------------------------------|
| <b>Gender</b>                              | Female                   | 43%                                                  |
|                                            | Male                     | 57%                                                  |
| <b>Education</b>                           | No University Degree     | 6%                                                   |
|                                            | University Degree        | 94%                                                  |
| <b>Education subject</b>                   | Law                      | 25%                                                  |
|                                            | Economics                | 24%                                                  |
|                                            | Other                    | 51%                                                  |
| <b>Age</b>                                 | Average age in years     | 42 years                                             |
| <b>Rank (career grade)<sup>5</sup></b>     | Manager                  | 29%                                                  |
|                                            | Professional             | 57%                                                  |
|                                            | Technical-administrative | 12%                                                  |
| <b>Years of experience</b>                 | Average number of years  | 12.7 years                                           |
| <b>Contract Type<sup>6</sup></b>           | Permanent                | 90%                                                  |
|                                            | Temporary                | 7%                                                   |
| <b>In contact with citizens on the job</b> | Proportion               | 30%                                                  |

<sup>5</sup> "Other" category omitted (3%).

<sup>6</sup> "Other" category omitted (3%).

## Part 2.1. Attitudes and behaviour of civil servants in Kosovo

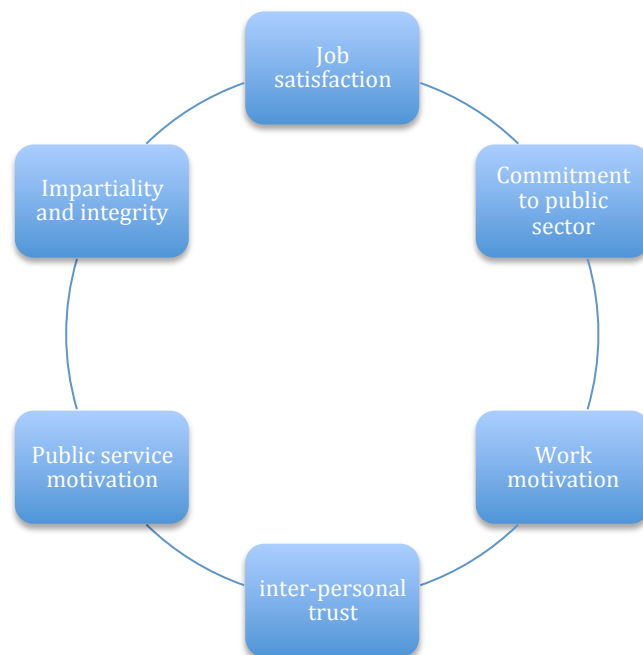
This part focuses on the attitudes and behaviour of civil servants in Kosovo that are commonly associated with better performance and integrity in public administration. Accordingly, the section assesses civil servants' levels of job satisfaction, commitment to the public sector, work motivation, organisational trust, public service motivation and their intention to behave impartially towards citizens.

The part shows that the majority civil servants are satisfied with their job, motivated to work hard, committed to the public sector and motivated to serve the public interest. By contrast, merely minorities of civil servants trust their colleagues at the workplace and indicate that they would, under all circumstances, behave impartially on the job towards citizens. When compared to other countries, specifically Albania, Kosovo scores lower on most indicators, except commitment to the public sector and public service motivation. Within Kosovo, the attitudes and behaviour of civil servants differ considerably across types of institutions and groups of staff, indicating the need for an institution-specific perspective on civil service management.

The Ministry of Public Administration and individual institutions may want to pay particular attention to improving inter-personal trust relations and the attitudes of civil servants towards informal and impartial behaviour towards citizens.

What are the desirable attitudes and behaviours of civil servants? What values do governments and citizens want civil servants to have and how do they want them to behave in their job? According to research and practical experience in public administration and management, job satisfaction, work motivation and job stability are associated with greater organisational performance and citizen satisfaction. In public administration, major attention is further devoted to the importance of behaving impartially and with integrity as well as the motivation to serve the public interest. These insights are reflected in the Public Administration Reform Strategy of the Government of Kosovo. Figure 1 summarises our survey's approach to the analysis of civil servants' attitudes and behaviour in Kosovo.

**Figure.1. Desirable attitudes and behaviour of civil servants**



### **2.1.1. Overview of civil servants' attitudes and behaviour in Kosovo**

Looking across the whole of Kosovo, the survey findings indicate that a majority of civil servants is satisfied with their job, committed to staying in the public sector and motivated to serve the public interest. About half of public servants are motivated to work hard. By contrast, inter-personal trust and the willingness to act impartially in the context of one's job are less widely shared among civil servants. To be more specific,

- 70 per cent of civil servants are either satisfied or very satisfied with their job.<sup>7</sup>
- 53 per cent are either always or often motivated to work hard on their job. Work motivation consists of civil servants' willingness to do extra work that is not necessarily expected from them, to put forth their best effort regardless of any difficulties, and to start early and stay late to finish a job if required.<sup>8</sup>
- 86 per cent of civil servants are committed to keep working in the public sector, in that they would seek a job in the public sector if they had to look again for a job within the next few months. This finding is likely to indicate both commitment to the public sector and limited opportunity to find alternative employment in the private sector.

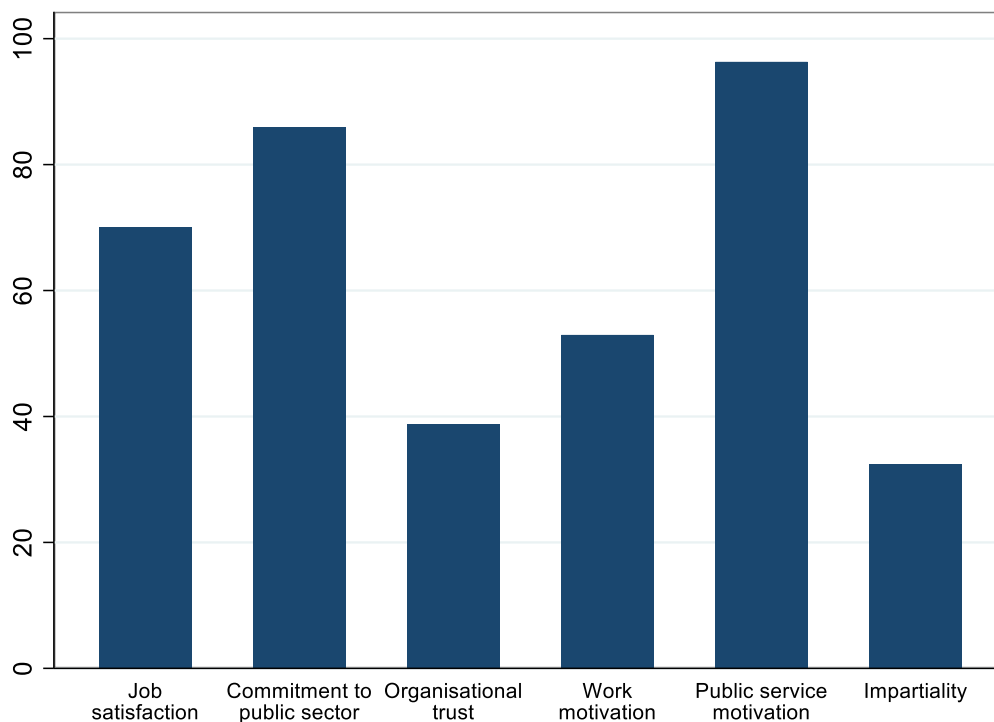
<sup>7</sup> The survey asked on a scale from 0 – 6, how satisfied or dissatisfied are you with your job.

<sup>8</sup> The three items were measured on a scale from 0 – 4, whereby 0 means 'never' and 4 means 'always'.

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- 39 per cent of civil servants believe that they can trust their colleagues at work as opposed to 45 per cent who believe that it is better to be careful when dealing with others at their workplace.<sup>9</sup>
- 96 per cent of civil servants agree or strongly agree with statements that indicate their motivation to serve the public interest. Public service motivation consists of an index of 16 questions that capture the extent to which civil servants are attracted to working in the public service, are committed to creating public value, are compassionate about citizens who face difficulties, and are willing to sacrifice themselves for the good of society.
- 32 per cent of civil servants would behave impartially under all circumstances. The indicator asked civil servants whether they would potentially help family, friends, politicians, party members, NGOs or businesses 'off-the-books', that is, informally in the context of their work.<sup>10</sup>

**Figure 2. Attitudes and behaviour of civil servants**



Desirable attitudes and behaviours do not always coincide. Indeed, the correlation between the six dimensions is low. Only job satisfaction and organisational trust are significantly related to each other. As a consequence, there are merely 10.4 per cent of civil servants who score highly on all six desirable attitudes.

For policy-makers, this implies that it is challenging to address all desirable attributes at the same time. Implementing measures to improve job satisfaction, for instance, might have no simultaneous effect on the work motivation or impartial behaviour of

<sup>9</sup> Inter-personal trust was measured on a scale from 0 – 10. 16 per cent responded that they neither trust nor mistrust their colleagues at work.

<sup>10</sup> The index consists of seven items that measure on a scale from 0 – 6 how likely it is that the respondent would help a particular type of citizens 'off-the-books'.



civil servants. However, the relatively lower scores for inter-personal trust and the intention to behave impartially imply that these are areas in need of more intervention and with greater potential for significant improvements.

### 2.1.2. Kosovo in comparison to Albania

The international project demonstrated that the attitudes and behaviour of civil servants differ across countries.<sup>11</sup> This report compares Kosovo to Albania as the most similar case that shares a legacy of communism, democratisation and European integration. The survey results indicate that Kosovo scores slightly lower on some of the indicators than Albania. Notable exceptions are the motivation to serve the public interest and commitment to work in the public sector, which are both higher in Kosovo. Comparing more specifically,

- Job satisfaction is lower in Kosovo than in Albania (77 per cent).
- Work motivation is lower in Kosovo than in Albania (65 per cent).
- Commitment to work in the public sector is higher in Kosovo than in Albania (75 per cent).
- Inter-personal trust is similar in Kosovo and Albania (37 per cent). However, Estonia – another country from Central and Eastern Europe that was included in the international project – provides a high trust case with an approval rating of 60 per cent.
- Public service motivation is slightly higher in Kosovo than in Albania (93 per cent).<sup>12</sup>

### 2.1.3. Differences between institutions

The attitudes and behaviour of civil servants vary considerably within Kosovo. Comparing ministries including the Office of the Prime Minister, municipalities and independent agencies, it is evident that job satisfaction, organisational trust, and work motivation are, on average, lower in ministries than in municipalities and agencies. By contrast, the intention to informally help family, friends, politicians, NGOs or businesses is higher in municipalities, which likely indicates the greater importance of personal relations and closely-knit communities at the local level. Comparing more specifically,

- Job satisfaction is lower in ministries (66 per cent) than in agencies (75 per cent) and in municipalities (74 per cent).
- Commitment to work in the public sector is comparable in agencies (80 per cent) and ministries (80 per cent), but higher in municipalities (89 per cent).
- Organisational trust is lower in ministries (36 per cent) than in agencies (40 per cent) and in municipalities (41 per cent).
- Work motivation is lower in ministries (50 per cent) than in municipalities (55 per cent) and in agencies (64 per cent).

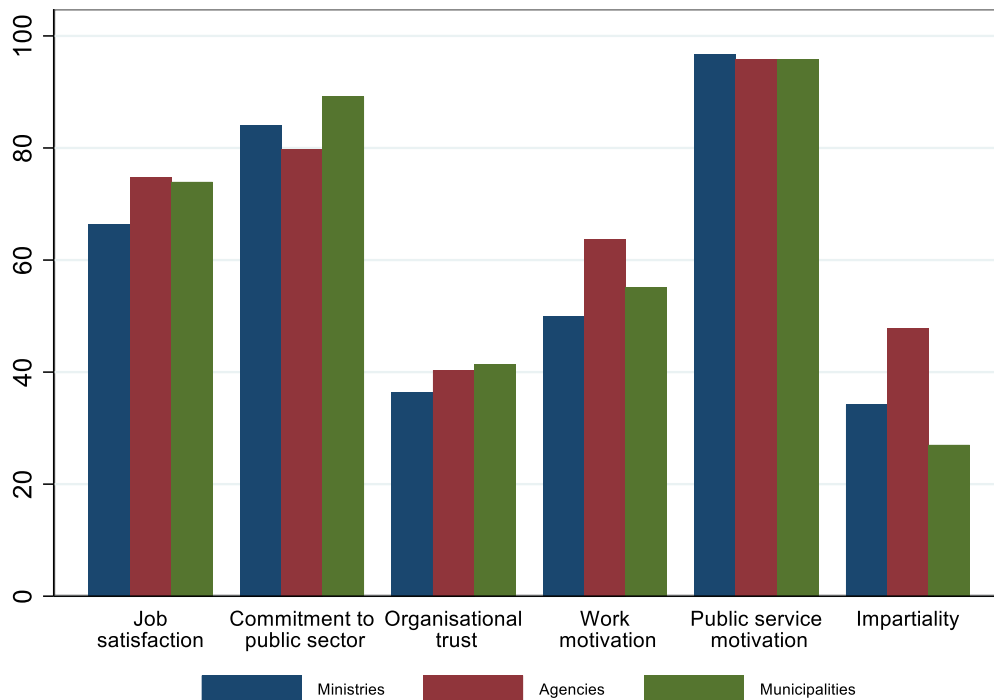
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<sup>11</sup> For details, please consult the cross-country report.

<sup>12</sup> The willingness to behave impartially was not assessed with similar questions in Albania.

- Public service motivation is very similar across ministries, agencies and municipalities at around 95 to 96 per cent.
- The intention to behave impartially is lower in municipalities (27 per cent) than in agencies (48 per cent) and ministries (34 per cent).

**Figure 3. Attitudes and behaviour of civil servants in ministries, agencies and municipalities**



Differences are, furthermore, notable across individual institutions (rather than types of institutions). To take an example, the proportion of civil servants who are satisfied or very satisfied with their job varies from around 50 per cent of survey respondents in some institutions to nearly 100 per cent of survey respondents in others.<sup>13</sup> Similar differences can be identified for the other desirable attributes of civil servants. Interpersonal trust shows the greatest differences ranging from 85 and 79 per cent in the Ministry of Labour and Social Affairs and the Kosovo Security Forces respectively to less than 30 per cent in several ministries and agencies.

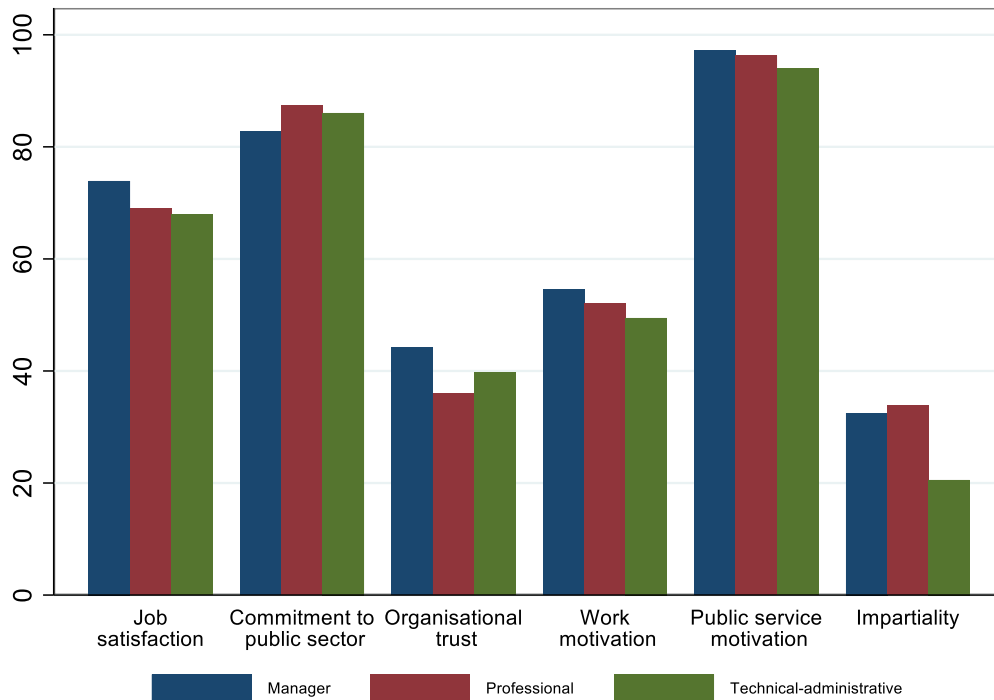
### 2.1.4. Differences between groups of civil servants

Differences in attitudes and behaviour are also evident across groups of civil servants. However, they are less prominent than when comparing across institutions. Managers are, on average, slightly more satisfied, more trusting and more motivated to work hard. At the same time, they are slightly less committed to working in the public sector. This is likely to reflect more job opportunities for the higher ranks and

<sup>13</sup> The cross-institutional analysis only includes institutions which contributed at least 20 completed survey responses. . We lack data to assess whether our respondents are representative of the employees in each institution that we surveyed.

more educated employees in the private sector. For civil servants below the managerial ranks, it is evident that civil servants at the administrative support level are more inclined to help family, friends and other acquaintances on an informal basis.

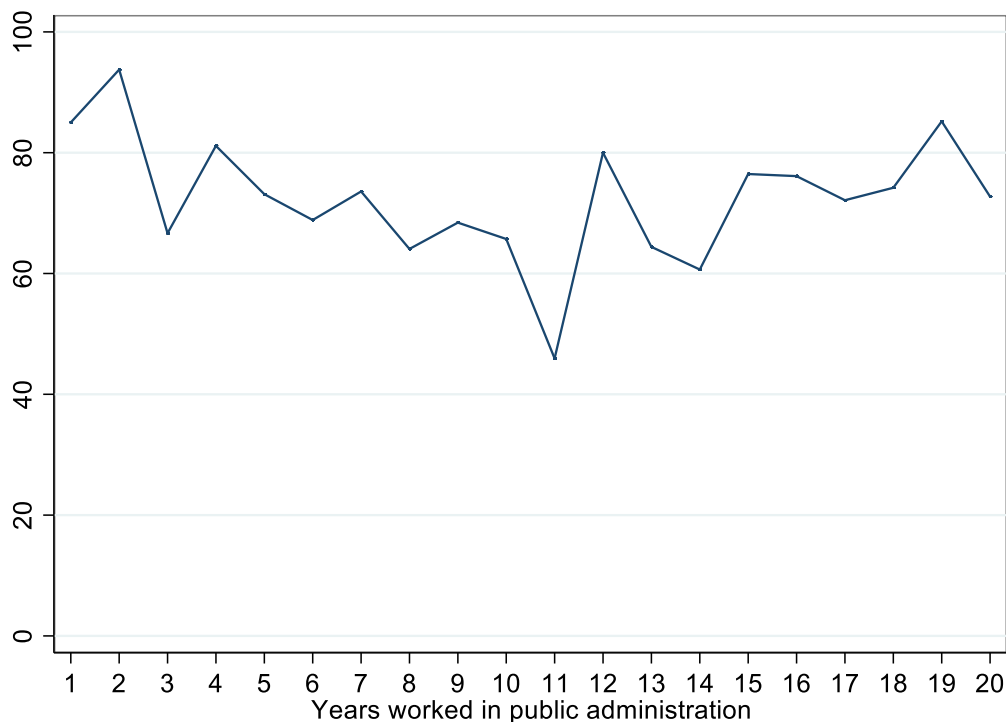
**Figure 4. Civil servants' attitudes by level of responsibilities**



Differences are also evident – yet moderate in scale – when comparing civil servants across gender and age. Men, for instance, are less satisfied with their jobs and less trusting of their colleagues than women. Yet they also show a greater commitment to working in the public sector. Differences between age groups are remarkably small. A notable exception concerns the motivation to work hard on the job. In this case, civil servants above the age of 50 demonstrate a higher level of work motivation than younger civil servants.

The dynamic character of civil servants' attitudes is also well captured by comparing levels of job satisfaction across years of experience in the public sector. Civil servants evidently start their working life with a relatively high level of satisfaction. This declines continuously during the first 11 years of service. It then increases again but after 20 years of service it still does not reach the level of satisfaction that civil servants demonstrate in the early years of their career.

**Figure 5. Job satisfaction by years of experience in the public sector**



### 2.1.5. Conclusions and recommendations

The civil service survey provides an effective tool to identify and compare the attitudes and behaviour of civil servants. On average,

- Civil servants are satisfied with their job
- Motivated to work hard
- Committed to working in the public sector
- Motivated to serve the public interest

Civil servants are more ambiguous with regard to trust towards their colleagues at work. A lack of inter-personal trust may undermine the communication, coordination and collaboration at the institutional level and consequently undermine the performance of an institution.

Moreover, civil servants indicate a willingness to behave informally, that is, they would help friends, family as well as politicians and others 'off-the-books'. This attitude contradicts the principle of treating every citizen equally and impartially. It undermines trust in public institutions and creates considerable risks for unethical behaviour including corruption in public administration.

However, across the six types of civil servants' attitudes, the survey identified important differences across institutions. Efforts to improve the quality of the civil service will therefore require support from the Ministry of Public Administration, in particular, in institutions that score low on any or several of the six dimensions.

## Part 2.2. Human resources management practices in Kosovo

This part focuses on human resources management practices as key drivers of civil servants' attitudes and behaviour. It examines recruitment and selection, career advancement, performance evaluation, salary management and job protection practices.

The analysis of human resources *practices* shows that merit recruitment procedures are widely used, though most recent trends indicate a decline in application. Moreover, personal and political connections, in the respondents' own experience, important for getting a job in the civil service. Career advancement practices reflect the position-based civil service system in Kosovo. Civil servants advance primarily on the basis of public competitions. Past performance is seen as important for career advancement as personal and political connections.

Performance evaluations are widely practiced. Yet civil servants are ambivalent about the quality of the process and the consequences of performance ratings for promotions, dismissals and, in particular, pay increases. Civil servants are, on average, dissatisfied with the salary system and consider salary levels as insufficient to sustain their families. However, compared to the private sector civil service salaries appear to be competitive. Civil servants are ambivalent about job security. They indicate that they may be dismissed for poor performance but also for political reasons. Throughout, human resources management practices vary considerably between ministries, agencies and municipalities and indeed between individual institutions at all levels.

Analysis of the *consequences* of human resources management shows that politicisation and nepotism in recruitment, career advancement and job protection practices are associated with less job satisfaction, less trust and other critical attitudes of civil servants. Conversely, performance orientation in career advancement, performance evaluation and salary management is associated with superior attitudes of civil servants. Moreover, an improvement of salary satisfaction and perceived sufficiency has positive consequences for civil servants' attitudes in Kosovo. It will be essential for the Ministry of Public Administration to reduce politicisation and nepotism in civil service management across public administration, to enhance performance orientation, to ensure the consistent implementation of merit recruitment procedures and the performance evaluation process and to review the salary system.

Job satisfaction, work motivation, inter-personal trust, public service orientation and a positive attitude towards impartial behaviour towards citizens are essential for the performance of public administration, citizen satisfaction and trust in public institutions. Which factors influence and shape these desirable attitudes and behaviours of civil servants? Based on the insights of research and practice in public administration and management, the civil service survey focused on the quality of leadership and the experience of civil servants with human resources management practices.

## Towards a more professional civil service in Kosovo

This part focuses on the quality of human resources practices across the civil service in Kosovo. Human resources practices are a critical driver of civil servants' attitudes and behaviour and, as a consequence, the performance and integrity of public administration. This part distinguishes five areas of human resources management summarised in Figure 6.

- Recruitment and selection practices including the public advertisement of job vacancies, written and oral examination and the role of merit and non-merit selection criteria, in particular, the importance of personal and political connections to get a job in the civil service.
- Career advancement practices including public competitions for promotion, internal competitions and transfers within and between institutions, the role of performance, political and personal connections to advance to a better position.
- Performance evaluation practices both in terms of process and consequences for promotion, pay and dismissal decisions.
- Salary management, in particular, civil servants' level of salary satisfaction, the perceived salary equality among civil servants, the competitiveness of salaries in relation to the private sector and the importance of different salary criteria such as performance and connections.
- Job protection, in particular, civil servants' contractual situation, their sense of job security, and the impact of poor performance and political change on prospects of dismissals and involuntary transfers within the civil service.

Kosovo passed its first Civil Service Act and the Salary Act in 2010. The civil service survey is an opportunity to assess the quality of implementation and to identify areas of human resources management that require improvement in order to meet the ambitions of the Public Administration Reform Strategy and to achieve compatibility with SIGMA's principles of administration.

**Figure 6. Key areas of human resources management**

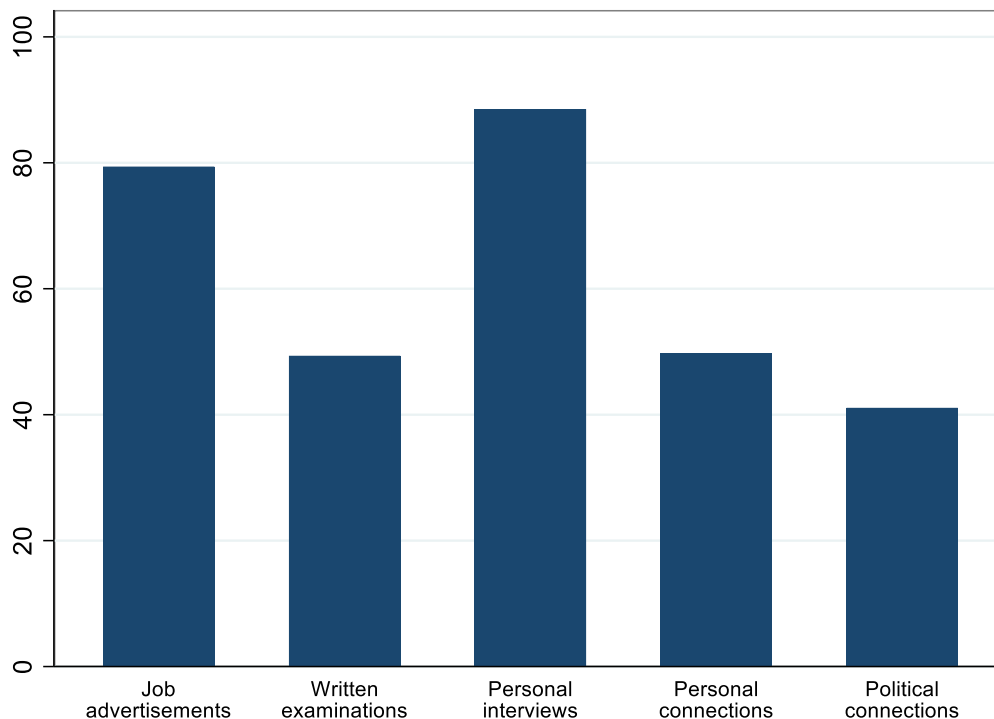


### **2.2.1. Recruitment and selection**

In the area of recruitment and selection, the survey focused on merit recruitment practices in accordance with SIGMA's principles of administration. Merit recruitment is a key determinant of the performance and integrity of public administration. Accordingly, the survey assessed civil servants' experience with public job advertisement as opposed to informal channels of recruitment such as word of mouth, their experience with written examinations and personal interviews and the importance they attach to personal and political connections in getting their first job in the civil service. As shown in figure 7, in Kosovo,

- 79 per cent of civil servants learned about their first job in the civil service thanks to a public job advertisement. The figures include either a job advertisement in a newspaper, on the web site of the institution that recruited the civil servant or on a private online portal.
- 49 per cent of civil servants have passed a written examination before they were selected for their first job
- 89 per cent of civil servant sat a personal interview as a form of assessment for their first job in the civil service.
- For 50 per cent of civil servants personal connections such as help from family members, friends or other personal acquaintances inside public administration were at least somewhat important for getting their first job in the civil service.
- For 41 per cent of civil servants political connections such as support from a party, politician or person with political links were at least somewhat important for getting their first job in the civil service.

**Figure 7. Recruitment and selection practices in Kosovo**



In comparison to Albania, the overall proportions differ only slightly from the experience of civil servants in Kosovo. For instance, 51 per cent of civil servants passed an examination when entering the civil service and 67 per cent passed a personal interview. These numbers indicate a large proportion of public employees in central government institutions who are subject to less stringent regulations. Moreover, 52 per cent of civil servants indicate that personal connections helped them to get their first job in the civil service and 38 per cent indicated that they benefited from some sort of political support.

At the same time, it should be emphasised that Albania has introduced a new recruitment procedure in 2013 in order to curb politicisation and nepotism in recruitment. The preliminary findings from the survey of civil servants are positive in that they find that the so-called pool recruitment procedure which involves a considerable degree of the centralisation of recruitment and selection are associated with less personal and political connections at the point of civil service entry.

Closer analysis of the Kosovo survey reveals important trends over time. Figure 8 shows that civil servants learned through public advertisements about job opportunities in the civil service for most of the time during the last 20 years. However, tentatively, there has been a recent drop in the importance of job advertisement (this conclusion is only tentative due to the comparably small number of survey responses from recent recruits into the civil service). Moreover, the figure shows how newspaper advertisements have become less important over time, while advertisement on public and private online portal have become gradually more relevant.

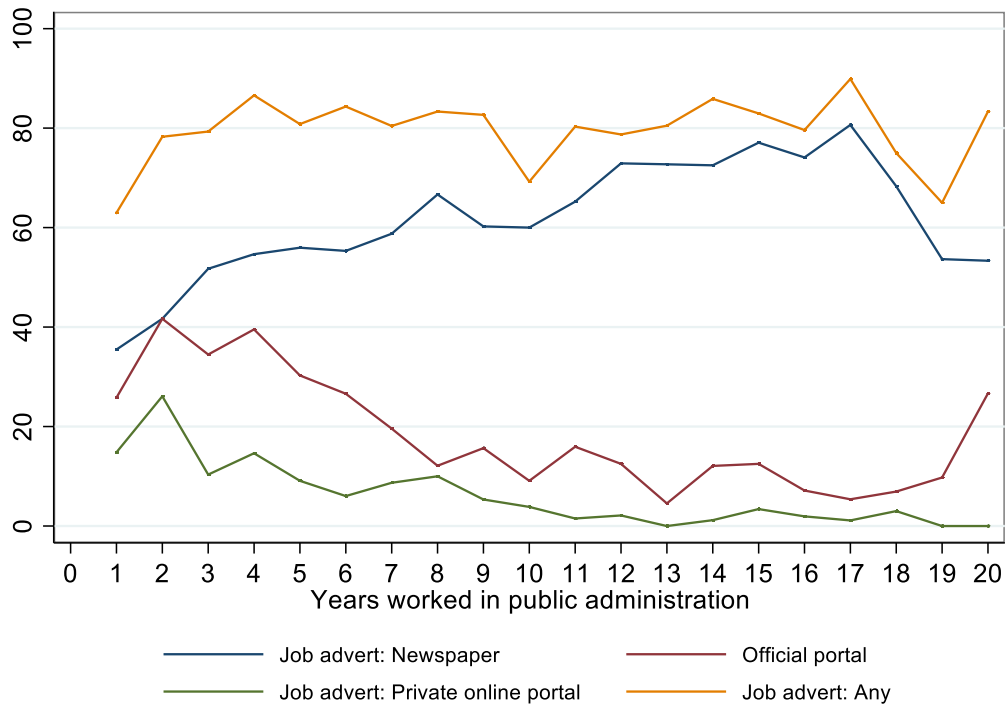
Figure 9 shows that written examinations have become more important over time. Looking at the last 20 years, only a minority of civil servants who entered the civil



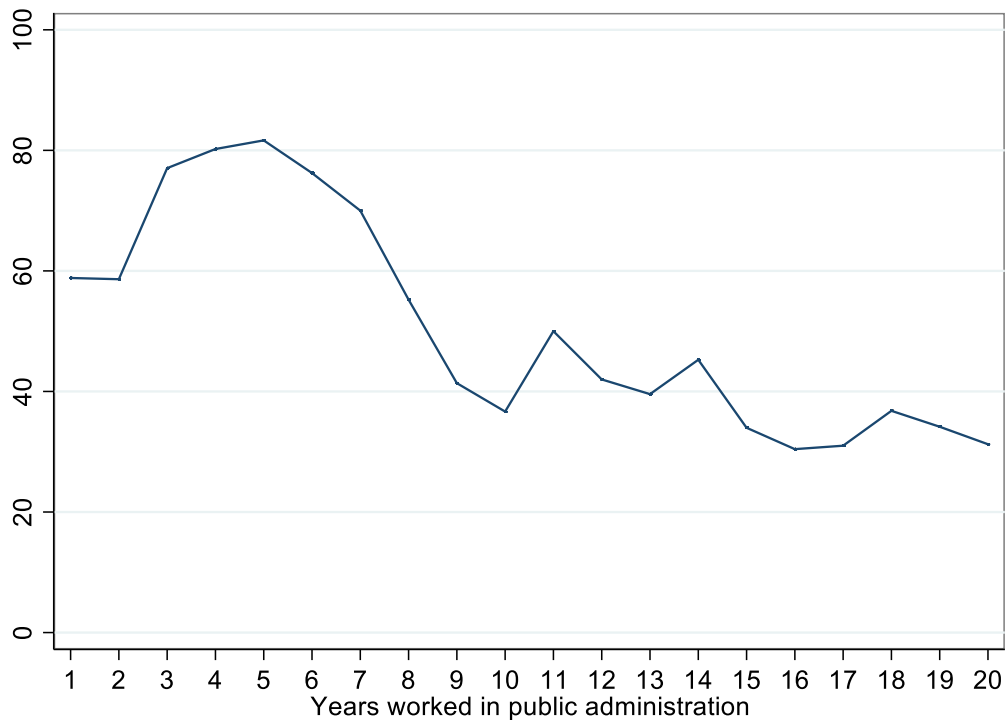
## Towards a more professional civil service in Kosovo

service before 2010 took written examinations. By contrast, after the coming into force of the 2010 Civil Service Act, the majority of civil servants took a written examination as required by legislation. However, the most recent trend indicates a decline in the proportion of civil servants who passed an examination for their first job in the civil service.

**Figure 8. Job advertisement over time**

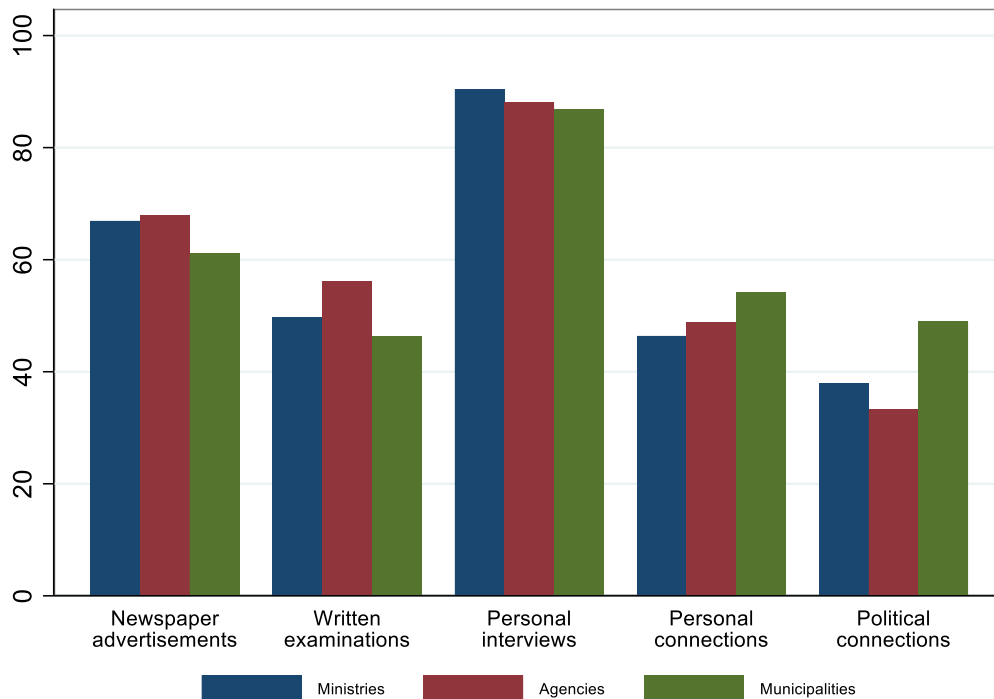


**Figure 9. Written examinations over time**



Looking more closely within Kosovo, the survey shows that recruitment and selection practices differ across institutions. Civil servants who work in independent agencies have most frequently learned about their job opportunities through public job advertisements. It is also relatively more common for them to have passed a written examination and to have had less support from personal connections inside public administration to get their first job in the civil service. Municipalities differ primarily in relation to the greater importance of personal and political connections for getting a job in the civil service. Beyond the broad institutional differences, the survey further demonstrates that institutions differ widely in the way civil servants experience human resources management.

**Figure 10. Recruitment and selection practices in ministries, agencies and municipalities**



It should be further clarified at this point that a low proportion of civil servants does not necessarily indicate non-compliance with the legal requirements of the Civil Service Act. If an institution employs many civil servants who joined before 2010, that is, before written examinations became compulsory, one would expect a lower proportion. However, over time – and assuming that the civil service survey will be conducted again in the future – the proportion of civil servants with written examinations should continuously increase, as an institution recruits new civil servants.

Finally, we conducted a statistical analysis to identify the consequences of recruitment practices on civil servants' attitudes. The analysis suggests that recruitment on the basis of personal and political connections has consistently negative effects on the satisfaction of civil servants, the intention to stay in the public sector, the motivation of civil servants to serve the public interest and their willingness to behave impartially.

At the same time, the data shows that civil servants who have been recruited through job advertisements and written examinations are more satisfied, more trusting and more impartial towards citizens. Interestingly, the positive effect of job advertisements is primarily the result of civil servants who learned about their job vacancy through newspapers and the web site of the institution that recruited them. This suggests that it is important continue to use newspaper outlets in the future and to ensure that job vacancies are advertised on the web site of the recruiting institution.

The findings further put a premium on seeking instruments that help to reduce politicisation and nepotism in civil service recruitment. The cross-country analysis for the project showed that merit recruitment procedures can reduce politicisation and

nepotism at the point of civil service entry. In the case of Kosovo, these effects were also identified but require some qualifications. The de-politicising effect of job advertisements is largely limited to the positive effect of newspapers. Moreover, there is no effect of personal interviews on de-politicisation and the effect of written exams is comparatively small.

The finding has two implications. First, it reinforces the importance of ensuring the implementation of written examinations and public job advertisements across institutions and to not allow for any exceptions. Second, the relatively small effect of written examinations on curbing politicisation and nepotistic hiring suggests that the examination procedure in Kosovo is currently not fully achieving the objectives that it is meant to achieve. This may be the result of the institutional design, the lack of implementation capacity or both.

In Kosovo, the recruitment and selection procedure is highly decentralised. The evidence from Albania suggests that a greater central involvement such as the central coordination and implementation of written examinations can reduce the importance of personal and political connections in recruitment and selection.

The reference to Albania does not require a direct copy of the Albanian recruitment and selection procedure but merely indicates the benefits of creating more central capacity and increasing central involvement in the (pre-) selection of candidates for their first job in the civil service. Pool recruitment as developed in Albania would require considerable central capacity which the Ministry of Public Administration does currently not possess. Any development towards the centralisation of the recruitment procedure would therefore require a step-by-step approach to take into account local conditions.

However, in the first place it is certainly most important to ensure that consistent application of the existing examination procedure in each public administration institution, for instance, through monitoring, training of personnel managers and support for the implementation of competitions for positions.

### **2.2.1. Conclusions and recommendations**

The majority of civil servants currently employed in the civil service in Kosovo have directly experienced the application of merit recruitment procedures. The long-term trend is positive in that merit recruitment procedures, in particular, written examinations have become more important over time. However, our data also suggests, more tentatively, that the short-term trend referring to the last three years points in the opposite direction of a declining importance of public job advertisements and written examinations in the civil service. At the same time, civil servants report that personal and political connections were remarkably important for getting their first job in the civil service. In terms of action points, the findings suggest

- A need to reduce the role of personal and political connections in recruitment and selection across the civil service, in particular, in municipalities, as both kinds of non-merit selection criteria are consistently associated with inferior civil service attitudes.
- A need to monitor closely the consistent application of merit recruitment procedures across public administration institutions and to ensure that the quality of their application will be expanded.

- An invitation to consider a greater role for the Ministry of Public Administration or other central bodies in the implementation and oversight of the recruitment and selection procedure.

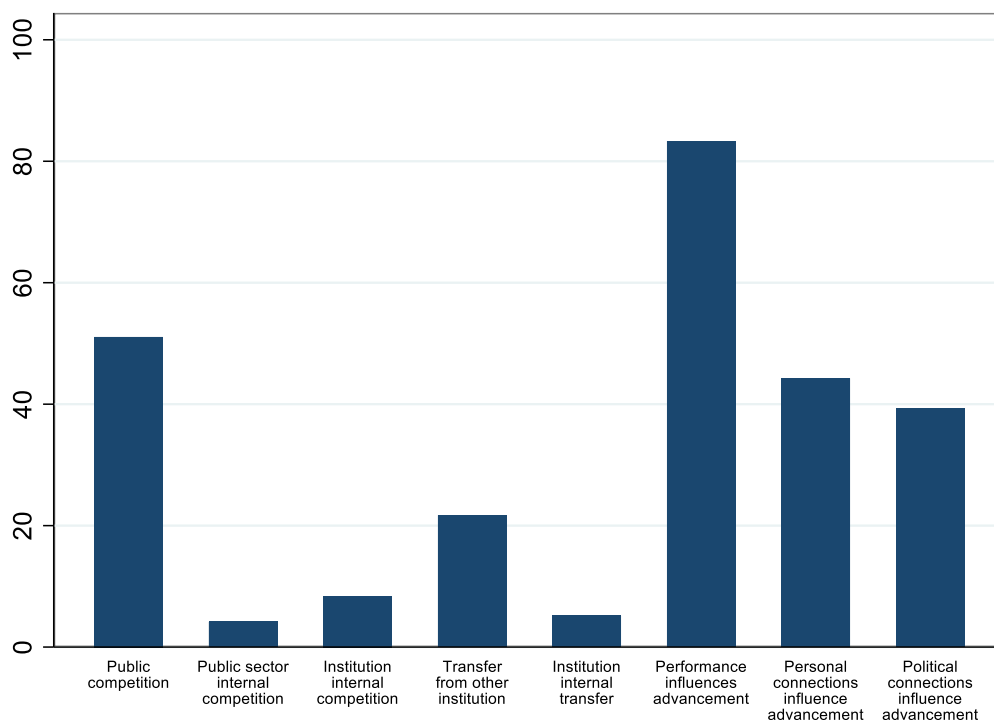
### 2.2.2. Career advancement

In the area of career advancement, Kosovo has traditionally maintained a position-based system, even though efforts have been underway to strengthen the career elements of the civil service system. SIGMA's principles of administration do not require accession countries to choose either of the two types of civil service systems as long as the principle of merit promotion is observed in law and practice.

The survey assessed the career mobility of civil servants, the procedure through which they advanced to their current position and the role of key advancement criteria such as past performance, political and personal connections. The findings confirm the position-based character of the civil service system in Kosovo, in that the majority of civil servants advance on the basis of public competitions. However, transfers within and, to a lesser extent, between institutions are not unusual. In addition, career advancement is in most cases based (also) on past performance in the civil service, even if nearly half of all civil servants indicate that personal and political connections helped them to advance to their current job. To be more specific,

- Civil servants have, on average, worked in 3.25 positions and in two different institutions since joining the civil service. Career mobility is hence relatively low in Kosovo.
- 51 per cent of civil servants have undergone a public competition that involves candidates from within and outside the civil service to advance to their current position. A smaller proportion of 4 per cent and 8 per cent has undergone restricted competitions against other candidates from the civil service or their institution respectively. Internal transfers are the second most frequent form of career advancement. 22 per cent of civil servants have advanced thanks to an internal transfer. 5 per cent have advanced thanks to an external or lateral transfer from another institution.
- 83 per cent of civil servants indicate that good performance in their current job is important or very important for promotions to better positions in the future.
- 44 per cent of civil servants indicate that personal connections to family, friends or other acquaintances have been at least somewhat important when advancing to their current position.
- 39 per cent of civil servants indicate that political support from parties, politicians or persons with political links has been at least somewhat important when moving to their current position in the civil service.

**Figure 11. Career advancement practices in Kosovo**



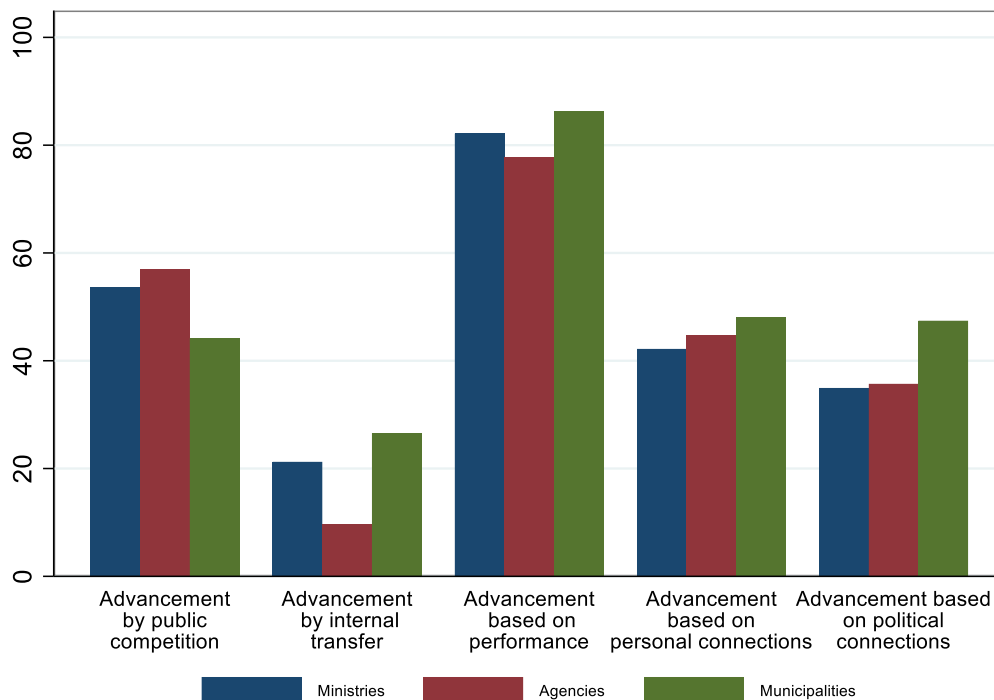
Comparing career advancement practices to Albania, the survey evidence suggests fairly similar patterns. 43 per cent of civil servants have advanced to their current position through public competitions and 15 per cent have advanced thanks to an internal transfer. Competitions ‘within’ to the civil service and lateral transfer, by contrast, are slightly more common in Albania. In relation to advancement criteria, the survey indicates that nearly 60 per cent of civil servants admit that personal connections are somewhat relevant for advancement to a better position in the future. Nearly 50 per cent identify political connections as at least somewhat important. The differences between Albania and Kosovo are hence small.

Comparing career advancement practices within Kosovo, the survey shows relevant differences between ministries, agencies and municipalities. Public competitions, for instance, is less common in municipalities, while internal transfers occur more frequently. Transfers are least common on independent agencies. Moreover, both personal and, in particular, political connections are more common in municipalities.

Differences are more pronounced when comparing across individual institutions. In some institutions public competitions are more frequently used, while in others transfers are the most common approach to career advancement. For instance, 80 per cent of civil servants in the Privatisation Agency have acquired their current positions following a public competition, while none has been transferred. By contrast, in some municipalities, internal transfers are a more common form of career advancement than public competitions.

Similar institutional differences can be identified with regard to the prevalence of merit and non-merit advancement criteria. Most notably, several municipalities stand out with high proportions of civil servants who indicate the importance of personal and political connections for career advancement.

**Figure 12. Career advancement practices in ministries, agencies and municipalities**



The complementary statistical analysis indicates that the difference between public competitions and transfers does not have direct consequences for the satisfaction, motivation and impartial behaviour of civil servants. A positive effect could only be found for the relation between public competitions and public service motivation. At the same time, it is evident that advancement criteria are important predictors of civil servants' attitudes. Performance-based promotions, for instance, have a positive effect on job satisfaction and inter-personal trust among civil servants. Conversely, politicised and nepotistic career advancement practices undermine job satisfaction and inter-personal trust. Moreover, they are associated with less commitment to the public sector and hence a greater turnover intention among civil servants, less public service motivation and less impartial behaviour of civil servants.

The negative consequences of personal and political connections reinforce the importance of instruments that have the capacity to curb politicisation and nepotism. In the case of Kosovo, the survey evidence suggests that public competitions for career advancement are associated with less politicisation. This finding is especially relevant for municipalities, which are characterised by the relatively greater importance of political connections combined with the less frequent application of public competitions.

### 2.2.2. Conclusions and recommendations

In summary, career advancement practices reflect primarily the position-based character of the civil service system in Kosovo. Public competitions are widely practised while internal and lateral transfers are relatively less important.

## Towards a more professional civil service in Kosovo

Performance is essential for career progression but political and personal connections play an important – at least supplementary – role. In terms of action points, the focus of attention should be placed on

- Reducing the role of both personal and political connections in career advancement, while strengthening the performance element.
- Expanding the application of public competitions, in particular, at the level of municipalities, as they are associated with less politicised career advancement practices.
- Reviewing and strengthening examination procedures insofar as career advancement are concerned in order to strengthen skills and competency screening, while reducing opportunities for political interference.

### 2.2.3. Performance evaluation

Performance evaluations are an essential component of performance management in public sector organisations. Yet the quality of their implementation is often contested. The survey in Kosovo assessed the performance evaluation practices in relation to the frequency of evaluations, the quality of the process (proxied by whether performance objectives are agreed before the beginning of the evaluation period), and the consequences of performance ratings on prospects of promotion, pay increase and dismissal from the civil service.

The findings are ambivalent. On the one hand, it is evident that performance evaluations are regularly conducted and that the legal requirement to do so is followed, by and large, consistently across institutions. However, civil servants have concerns about the quality of the process and the consequences for promotion, dismissals and, in particular, remuneration. To be more specific,

- On average, civil servants underwent 1.8 performance evaluations during the last two years. 55 per cent were evaluated twice during the last two years, which implies one evaluation per year in accordance with the legal basis. 20 per cent were evaluated more than twice during the last two years. 25 per cent were evaluated once or never during the last two years.
- Looking at the process of evaluation, 59 per cent of civil servants agree or strongly agree that performance objectives were agreed before the beginning of the evaluation period. Bearing in mind the requirement to set objectives, this findings indicates a considerable degree of incomplete implementation.
- 81 per cent of civil servants agree or strongly agree that hard work will lead to better performance ratings.
- 52 per cent of civil servants indicate that a good performance rating improves their prospect of promotion.
- 55 per cent of civil servants believe that a bad performance rating may lead to their dismissal from the civil service.
- Merely 25 per cent of civil servants agree or strongly agree that a good performance rating will lead to a salary increase. This indicates that the link between performance evaluations and salary management is weak.



Figure 13. Frequency of performance evaluations in Kosovo

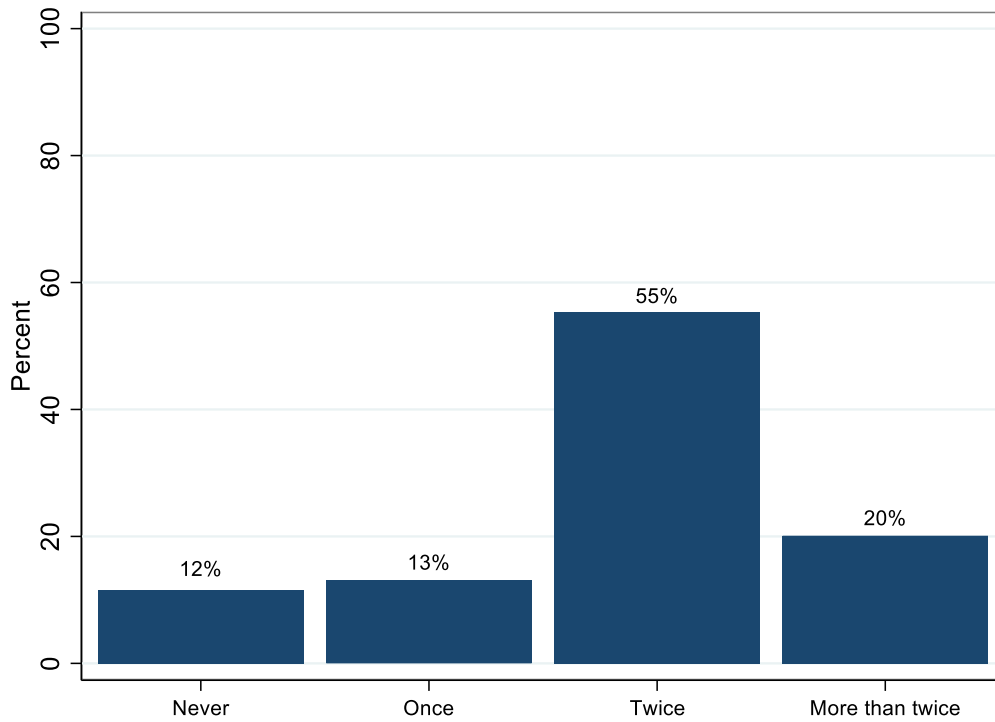
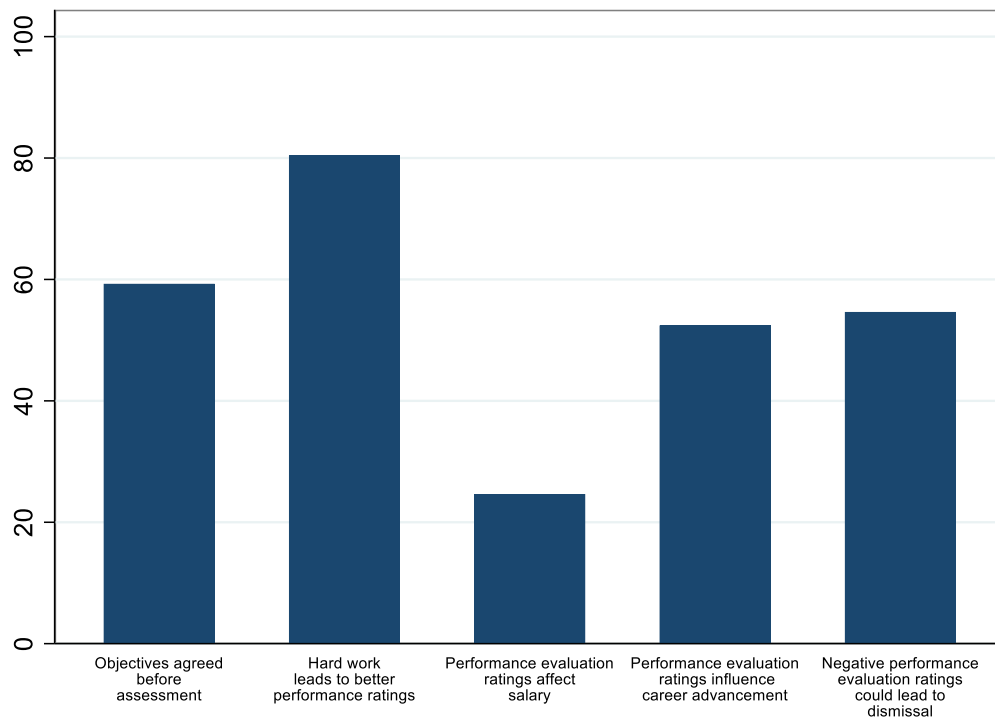


Figure 14. Performance evaluation practices in Kosovo

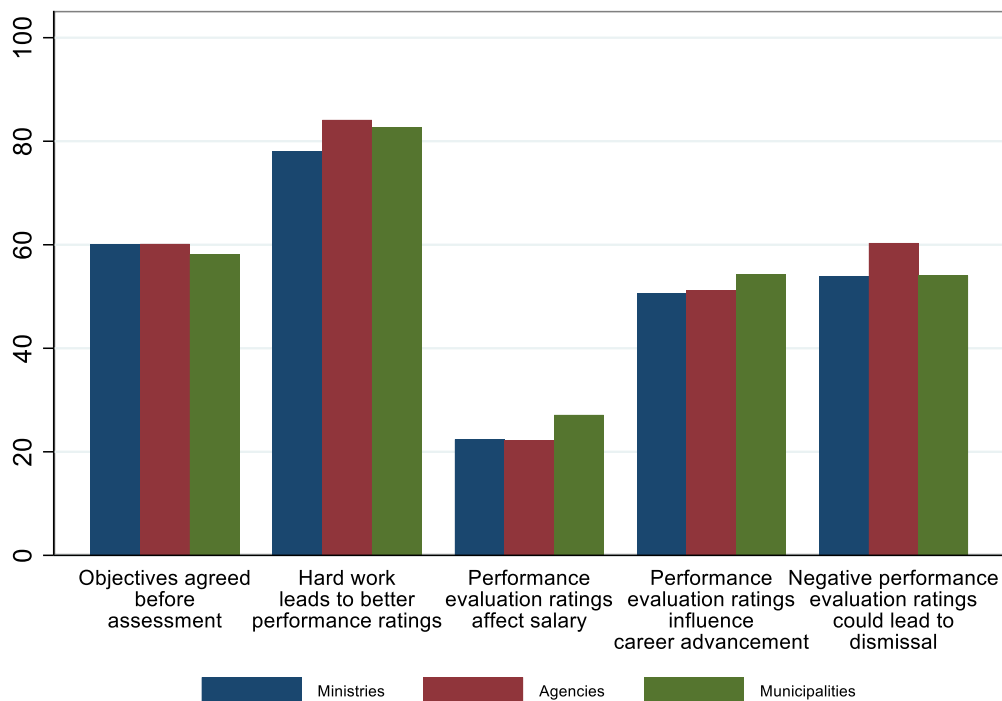


Differences in performance evaluation practices are limited when comparing ministries, agencies and municipalities. In independent agencies, civil servants

indicate that they undergo evaluations slightly more frequently. The differences in relation to the quality of the performance evaluation process are comparably small. Agency staff are more likely to indicate that hard work will be recognised with better performance ratings. By contrast, staff at municipalities agree slightly more often than their peers that positive performance ratings influence promotions and pay decisions.

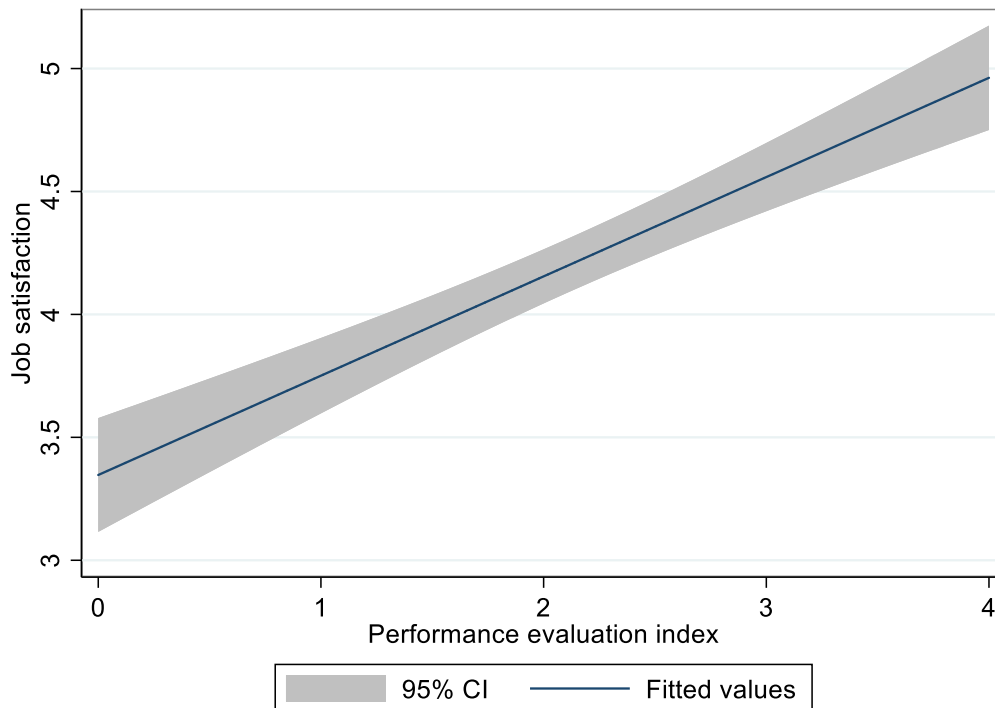
Differences are more prominent when comparing individual institutions. In the Ministry of Justice, for instance, civil servants took, on average, 2.1 evaluations during the last two years and nearly 80 per cent of civil servants agreed that performance objectives were set at the beginning of the evaluation period. By contrast, in some ministries and municipalities, less than 50 per cent of civil servants indicated that performance objectives were agreed in advance, which indicates a need to closely monitor the implementation of the performance evaluation system across institutions.

**Figure 15. Performance evaluation practices in ministries, agencies and municipalities**



The statistical analysis shows that performance evaluation practices have influence the job satisfaction and inter-personal trust and, with qualifications, the impartiality of civil servants. Figure 16 combines features of the performance evaluation process to show the impressive impact on job satisfaction. A well-implemented performance evaluation process can raise the level of job satisfaction by nearly two points on a 0 to 6 scale.

**Figure 16. Consequences of performance evaluation practices on job satisfaction**



However, when distinguishing the components of the performance evaluation process, the evidence suggests that the linkage between performance evaluations and dismissals has negative consequences at best. It does evidently not lead to harder working civil servants as might be expected by incentive-based approaches to management. Instead, the fear of punishment for poor performance may lead to negative side effects on the attitudes of civil servants, possibly by raising their anxiety. Future reform initiatives should therefore reconsider the use of performance evaluations for dismissal decisions and focus on positive performance incentives and the developmental aspects of evaluations instead.

### 2.2.3. Conclusions and recommendations

The effective implementation of performance evaluations is a key component of the professionalisation of the civil service in Kosovo. The survey shows that civil servants are regularly evaluated. A large majority also believes that their work performance is reflected in the performance ratings. However, the process can be improved insofar as performance objectives are agreed in advance and insofar as the consequences on promotions, dismissals and, in particular, pay decision are concerned. Moreover, performance evaluation practices differ considerably across institutions. For the Ministry of Public Administration and individual institutions this suggests that efforts to improve the quality of implementation will be beneficial, in particular, when bearing in mind the positive effect of good practices on civil servants' attitudes.

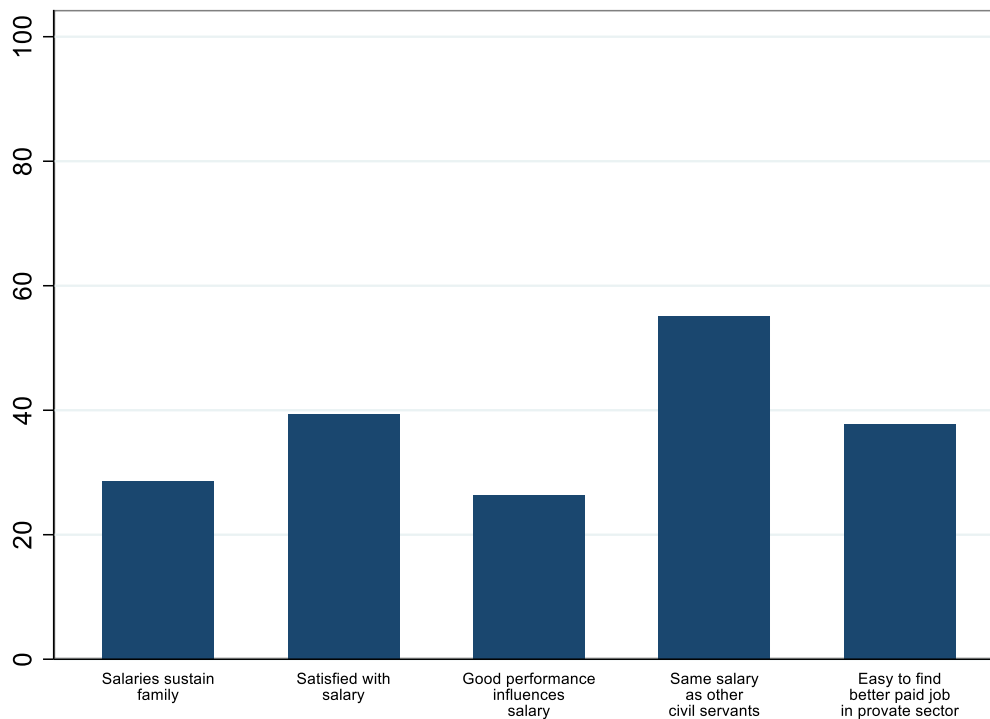
### 2.2.4. Salary management

In Kosovo, the salary system is regulated by the Salary Act, which was passed alongside the Civil Service Act in 2010. Yet the implementation of the Salary Act has continuously posed challenges for the Ministry of Public Administration and many institutions. In relation to salary management, the survey therefore assessed the satisfaction of civil servants with their overall salary and the extent to which their salary is sufficient to sustain their families. In addition, the survey assessed the link between performance at work and salary levels, the extent to which civil servants in similar positions receive similar salaries and the extent to which civil service salaries are competitive relative to the private sector.

The findings are, on average, critical. A majority of civil servants is dissatisfied with their salary and regards their salary as insufficient to maintain their family. Good performance is only rarely rewarded with higher salary levels. Civil servants are ambivalent in relation to salary equality, that is, the principle of equal pay for equal work in the civil service. Despite the considerable degree of dissatisfaction, a majority of civil servants indicates that they would not easily find a better-paid job in the private sector. To be more specific,

- Merely 29 per cent of civil servants agree or strongly agree that their salary is sufficient to sustain their family.
- 39 per cent of civil servants are satisfied with their salary.
- Only 26 per cent believe that good performance will lead to a higher salary.
- 55 per cent of civil servants agree or strongly agree that they are paid the same salary compared as civil servants who work in similar positions.
- 38 per cent of civil servants indicate that they could easily find a better paid job in the private sector. This finding reflects that the public sector pays, for most public servants, competitive salaries and/or that private sector job opportunities are limited for civil servants. Indeed, despite widespread dissatisfaction with the salary system, the finding suggests that the civil service still pays better than most jobs in the private sector.

**Figure 17. Perceptions of salary management in Kosovo**



In the survey, we further explored to what extent civil servants are engaged in paid activities besides their civil service job. Ancillary jobs are regulated by the Civil Service Act. According to the evidence, 67 per cent of civil servants are ‘not’ involved in additional paid jobs. Among the civil servants who do receive supplementary income, most do so through teaching and consultancy work. Private company ownership or additional private sector employment are highly unusual.

Compared to Kosovo, the salary experience of civil servants in Albania is similarly critical. Around 20 per cent indicate that they regard their salary as sufficient to sustain their family and merely 22 per cent find that good performance would lead to a salary increase. However, 44 per cent of civil servants are satisfied with their salary level. Moreover, 68 per cent agree or strongly agree that salary equality across the civil service is high, which reflects the highly regulated salary system in Albania. In addition, 51 per cent believe that they could easily find a better-paid job in the private sector. Even if civil servants in Albania are slightly more satisfied with their salaries, they do evidently consider their salaries to be less competitive in their environment. As we will see below, to some extent this finding results from the focus of the survey in Albania on central government institutions.

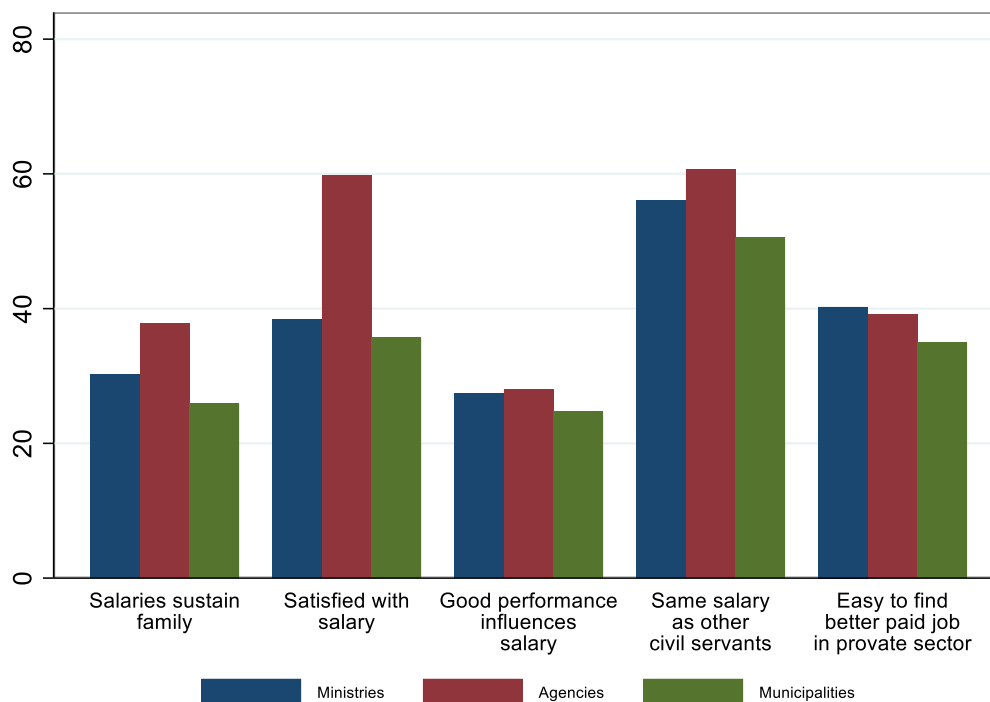
Compared to other areas of human resources management, civil servants’ experience with salary management is characterised by greater variability across institutions than any other area. On average, civil servants working in agencies evaluate the salary management practices more positively.

- In agencies (38 per cent), civil servants are more satisfied with their salaries than in ministries (30 per cent) and municipalities (26 per cent).

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- In agencies (60 per cent), civil servants agree or strongly much more frequently that they can sustain their families from their current salary than in ministries (38 per cent) and municipalities (36 per cent).
- Civil servants hardly differ in their assessment of the (weak) relation between performance and salary levels, ranging from 28 per cent in agencies to 25 per cent in municipalities.
- In agencies (61 per cent), civil servants agree or strongly agree more often than civil servants in ministries (56 per cent) and municipalities (51 per cent) that they are paid the same salary than civil servants with similar job responsibilities.
- Civil servants in ministries (40 per cent) and agencies (39 per cent) largely agree in relation to the job opportunities available to them in them in the private sector, presumably, as most institutions are located in Pristina. In municipalities (31 per cent), civil servants indicate that it is slightly more difficult to find a better-paid job in the private sector.

**Figure 18. Perceptions of salary management in ministries, agencies and municipalities**



Differences are also prominent between individual institutions. For example, salary equality, that is, equal pay for equal jobs, is a key objective of the 2010 Salary Act. Yet the perception of salary equality varies considerably from 77 per cent in the Kosovo Security Forces to less than 50 per cent in several municipalities.

The statistical analysis demonstrates that the perception of the salary system has major effects on civil servants' attitudes and behaviour. Salary satisfaction and

perceived salary equality have direct effects on job satisfaction and on inter-personal trust among civil servants. Salary management that rewards good performance also has a positive effect on job satisfaction and inter-personal trust.

### **2.2.4. Conclusions and recommendations**

Civil servants in Kosovo are, on average, dissatisfied with the salary system. They are dissatisfied with their salary level, consider their salary to be insufficient, do not perceive, in their majority, a meaningful performance-salary link and are ambivalent with regard to the level of salary equality vis-à-vis their colleagues. Moreover, the perceptions of the salary system vary considerably across institutions, which suggests an uneven implementation of the Salary Act across public administration.

For the Ministry of Public Administration this presents a challenge, as efforts to improve the implementation of salary management are essential. Moreover, the importance of salary satisfaction and sufficiency for civil servants' attitudes suggests a need to review the salary system in the near future.

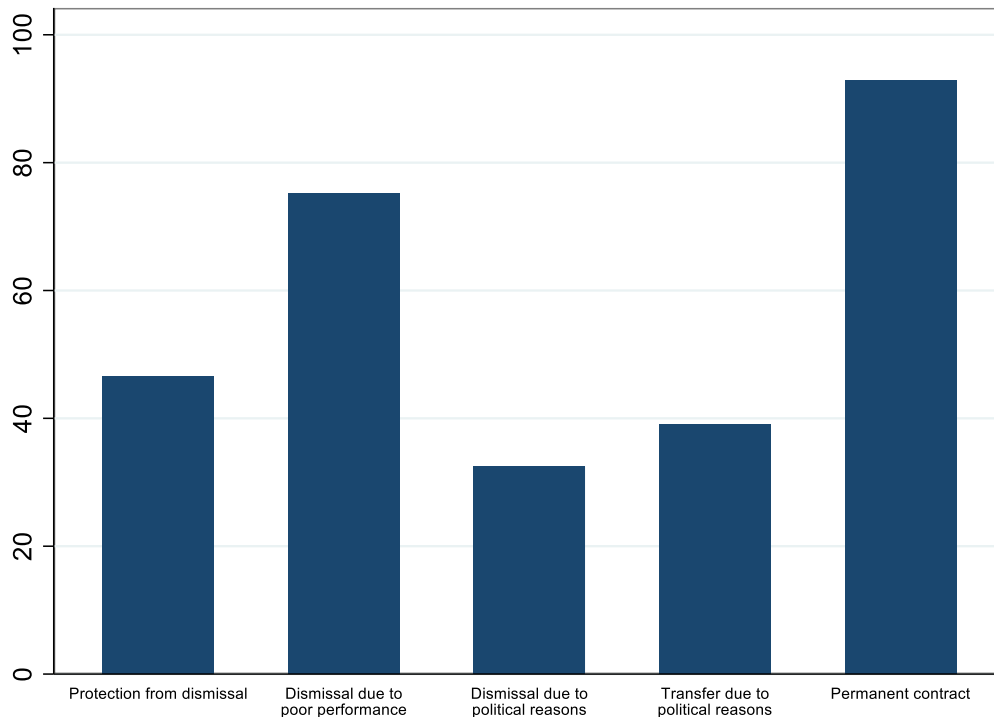
### **2.2.5. Job protection**

Ensuring job stability is one of SIGMA's main principles of public administration. In Kosovo, employment protection was not provided during the period of UNMIK administration. Civil servants were usually appointed on three-year contracts that were renewable. The Civil Service Act of 2010 introduced indefinite terms of employment for civil servants.

Against this background, this final section of human resources management examines the experience of civil servants with employment security and the risk of involuntary dismissal and transfer. The survey indicates that civil servants are split in their perceptions of job security in the civil service. Less than half of civil servants believe that it is difficult to dismiss them from the civil service. A majority of civil servants would expect dismissal if they performed poorly. However, the fear of political dismissal is real for a considerable proportion of civil servants. The same holds true for involuntary transfers for political reasons. To be more specific,

- By now, 90 per cent of all civil servants are employed on permanent contracts.
- 47 per cent of civil servants agree or strongly agree that it is difficult to dismiss them from the civil service.
- 75 per cent indicate that they may be dismissed from the civil service if they performed poorly on the job.
- 33 per cent of civil servants agree or strongly agree that they might be dismissed for political reasons.
- 39 per cent of civil servants agree or strongly agree that they might be transferred away from their positions for political reasons against their will.

Figure 19. Perceptions of job protection in Kosovo

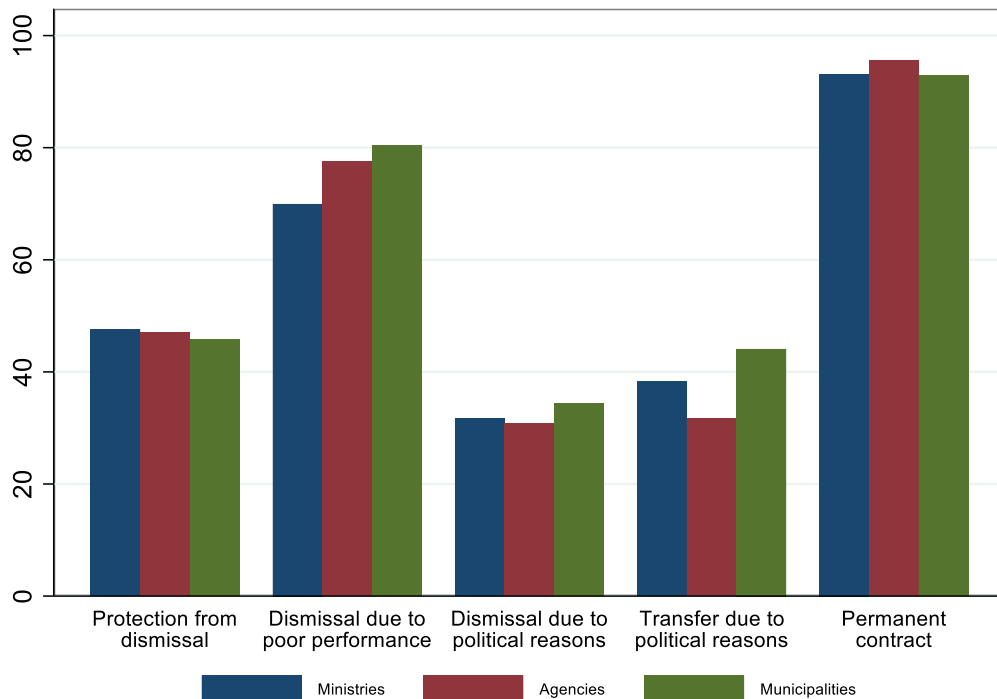


Despite very different civil service reform trajectories, civil servants in Albania have a very similar level of job protection. In Albania, 43 per cent of civil servants believe that it is difficult to dismiss them, 72 per cent believe that they can be dismissed for poor performance and 30 per cent indicate that they can be dismissed or transferred for political reasons.

The differences across types of institutions are relatively small in this area of human resources management. Municipalities only differ insofar as civil servants are more likely to expect a dismissal or an involuntary dismissal for political reasons. This finding reflects the generally higher level of politicisation at the level of municipalities. At the level of individual institutions, somewhat larger differences can be identified.



**Figure 20. Perceptions of job protection in ministries, agencies and municipalities**



Relevant differences are also evident across groups of civil servants. For instance, managers feel slightly less secure in their job but are not more likely to expect a dismissal for poor performance or for political reasons. However, the quality of management matters for civil servants' sense of job security: civil servants who regard their superiors as politicised are more concerned about the prospects of political dismissals. By contrast, civil servants who served under transformational leaders – that is managers deploying leadership practices such as leading by example or generating enthusiasm for an organization's mission – expect to be dismissed for poor performance but 'not' on political grounds.

These are important findings, as the statistical analysis suggests that the expectations of political dismissal and involuntary political transfer are correlated with less job satisfaction, less inter-personal trust and less impartial behaviour in the civil service. By contrast, civil servants who expect to be dismissed on the basis of poor performance are more satisfied and more public service oriented. This indicates once more that the performance orientation of human resources management is beneficial for the satisfaction and performance of civil servants.

### 2.2.5. Conclusions and recommendations

Civil servants in Kosovo differ in their perceptions of job security. The majority expects to be dismissed for poor performance but a considerable proportion also fears a political dismissal, transfer or demotion for political reasons. In particular, the expectation of political dismissals should be reduced, as it correlates with negative

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attitudes and behaviours of civil servants. The Ministry of Public Administration should hence take measures to safeguard job security from political interference.

## Part 2.3. The quality of leadership in the civil service in Kosovo

This part examines the quality of leadership in the civil service in Kosovo. It focuses on how civil servants evaluate their superiors in relation to levels of expertise, management skills, politicisation and good leadership practices.

The analysis shows that a majority (but far from all) civil servants rate their superiors positively in relation to their subject expertise, management skills, leadership practices. Overall evaluations are less positive than in Albania and they vary considerably across institutions within Kosovo. Moreover, most civil servants evaluate their superiors as 'politicised' in the sense that they owe their selection to political contacts.

Leadership practices are further shown to be the most important driver of civil servants' attitudes in our data. In particular, 'good practice' (ethical and transformational) leadership has positive consequences, while politicised management has negative consequences. Investment in the quality of leadership may be the single most important measure to take for the Ministry of Public Administration in the future.

In addition to human resources practices, the civil service survey focused on the quality of leadership in Kosovo as a key driver of civil servants attitudes and behaviour. The quality of leadership has recently been highlighted by SIGMA in regional studies on 'senior civil service professionalisation' and 'management accountability in public administration'. These studies have highlighted the importance of competency development, merit recruitment and de-politicisation.

Taking into account these insights the civil service survey distinguishes five elements of good leadership in public sector organisations (Figure 21). They are the perception of civil servants that:

- Superiors have sufficient expertise in order to perform their duties
- Superiors have sufficient management skills to lead their units.

Both features reflect the need for essential competencies of public sector managers.

In addition, the survey asked civil servants to what extent, according to their experience,

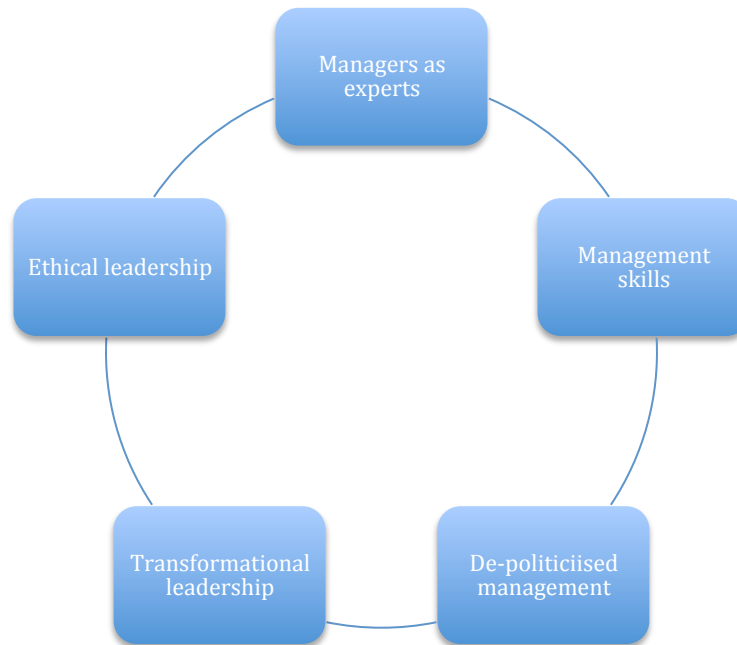
- Superiors were selected for their position thanks to political connections. Politicisation reflects the incentive of the political leadership to enhance the political responsiveness of the bureaucracy. At the same time, it conflicts with the merit principle and may negatively affect the satisfaction of civil servants and the overall performance and integrity of the organisational unit they lead.

The survey further assessed the experience of civil servants with leadership practices in their institution. It focused on

- Transformational leadership practices which refers to the enthusiasm of managers for the mission and vision of their organisation, their ability to motivate staff and to make them proud of their organisation.

- Ethical leadership practices which refer to the practice of communicating ethical principles and holding civil servants to account for their ethical behaviour.

**Figure 21. Desirable attributes of civil service managers**



### 2.3.1. Overview of quality of leadership in the civil service in Kosovo

Looking first at the overall quality of leadership in the civil service in Kosovo, the survey indicates that a small majority of civil servants consider their managers to be experts in their field, they are seen to have adequate management skills and share features of both ethical and transformational leaders. However, a majority of civil servants also indicates that their managers were selected on the basis of political considerations. To be more specific,

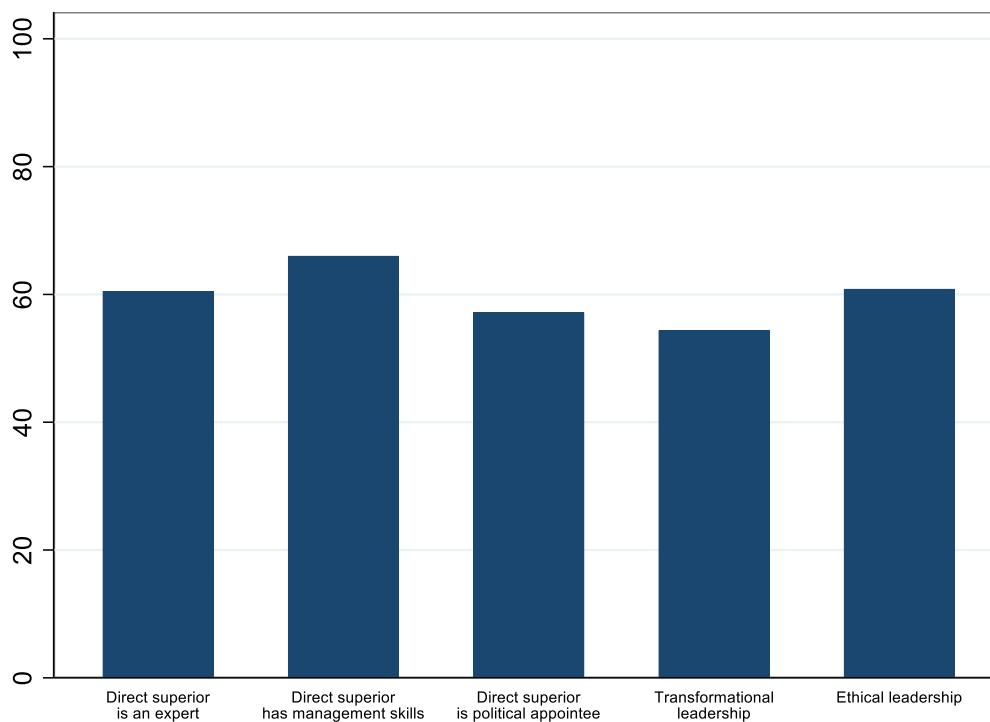
- 61 per cent of civil servants agree or strongly agree that their direct superiors are experts in their field of work.
- 66 per cent of civil servants agree or strongly agree that their direct superiors have relevant management skills.
- 55 per cent of civil servants agree or strongly agree with statements that indicate transformational leadership practices by their direct superiors. The indicator consists of three items including questions on the extent to which superiors are seen to articulate enthusiasm for the organisation's vision and mission, are perceived to lead by example and are seen to make employees proud of their of their organisation.
- 61 per cent of the civil servants agree or strongly agree with statements that reflect ethical leadership practices. Ethical leadership practices also consist of three components here. It specifically refers to superiors who hold their

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subordinates accountable for using ethical practices in their work, who communicate clear ethical standards to their subordinates and who can be trusted to keep promises and commitments.

- 58 per cent of the civil servants agree or strongly agree that their superiors was appointed, at least in part, thanks to their political connections. Conversely, merely 32 per cent of civil servants believe that political connections did not play a role when their superior was appointed. This indicates that despite relatively high levels of expertise, skills and evidence of proactive leadership practices politicisation at management level is widespread in Kosovo.

**Figure 22. Leadership in the civil service in Kosovo**



Further analysis of the survey results shows that in Kosovo certain leadership qualities correlate highly. Managers who are identified as experts in their field and managers who are considered to possess management skills practice are also considered to act more frequently in accordance with the principles of transformational and ethical leadership. At the same time, politicisation is associated with less expertise, less management skills and both less ethical and less transformational leadership practices.

In comparison to Albania, civil servants in Kosovo view their direct superiors, on average, more critically. Differences are particularly evident in relation to the perceived politicisation of direct superiors and, with qualifications, in relation to the application of ethical leadership practices. To be more specific,

- In Kosovo, the expertise of managers is perceived to be lower than in Albania (79 per cent).

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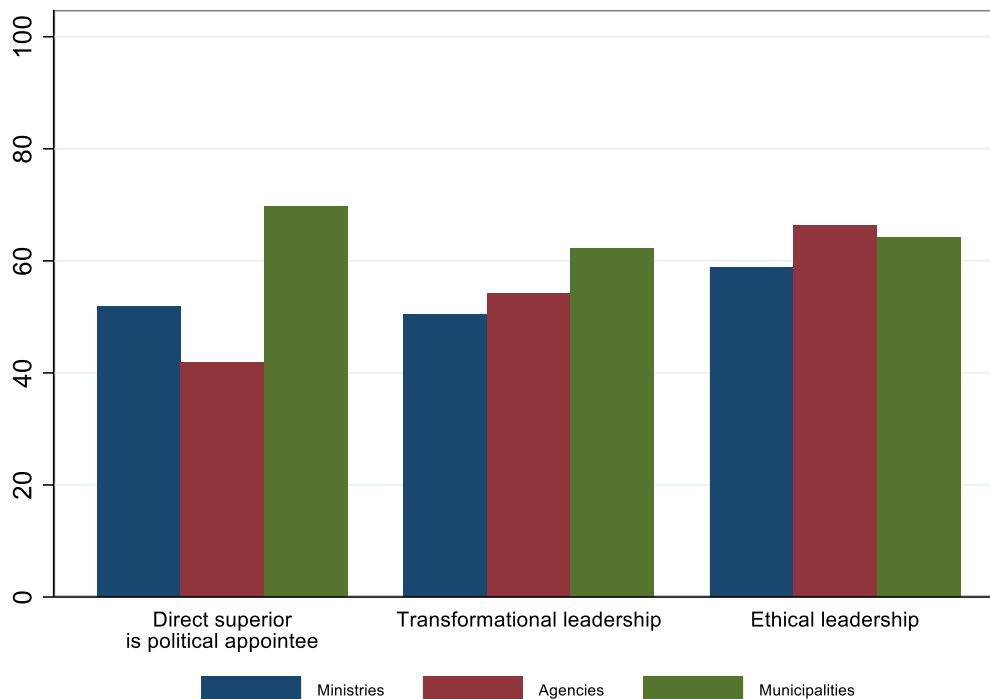
- In Kosovo, management skills are perceived to be less developed than in Albania (81 per cent).
- In Kosovo, transformational leadership practices are considerably less common than in Albania (72 per cent)
- In Kosovo, ethical leadership practices are also considerably less common than in Albania (79 per cent).
- In Kosovo, the perceived politicisation of managers is higher than in Albania (39 per cent). In the case of politicisation, reference should also be made to Estonia as another case from Central and Eastern Europe. In Estonia, only 5 per cent of civil servants agree or strongly agree that their superior was, at least in part, appointed thanks to political connections. This comparative finding indicates a considerable gap between Kosovo on the one hand and Estonia on the other.

### 2.3.2. Differences between institutions

Within Kosovo, the evaluation of leadership attributes varies considerably across ministries, municipalities, independent agencies and indeed individual institutions. First, the quality of leadership is rated lower by most civil servants working in central government ministries. Second, while civil servants in municipalities evaluate the quality of leadership positively on several key dimensions, leadership also stands out as more politicised than ministries and, in particular, agencies. To be more specific,

- In ministries, 63 per cent of civil servants identify their direct superior as experts in their field as opposed to 58 per cent in municipalities and 65 per cent in independent agencies.
- In ministries, 64 per cent of civil servants agree or strongly agree that their direct superiors have management skills as opposed to 70 in municipalities and 70 per cent in agencies.
- In ministries, 50 per cent of civil servants agree or strongly agree that their direct superiors are transformational leaders as opposed to 63 in municipalities and 54 per cent in agencies.
- In ministries, 59 per cent of civil servants agree or strongly agree that their direct superiors are ethical leaders as opposed to 65 in municipalities and 66 per cent in agencies.
- In the ministries, 52 per cent of civil servants agree or strongly agree that their superiors has been appointed, at least in part, thanks to political connections. In municipalities, even 70 per cent consider their superior to be politicised. At the agency level, politicisation is lower, in that it is perceived by 42 per cent of civil servants.

**Figure 23. Quality of leadership in ministries, agencies and municipalities**



At the same time, the survey shows that leadership practices differ considerably across individual institutions. Focusing on transformational leadership only, agreement is as low as 30 per cent, while it reaches above 80 per cent in institutions such as the Kosovo Security Forces. In future, the Ministry of Public Administration should hence make efforts to identify institutions with weak evaluations of their leadership in order to target their support.

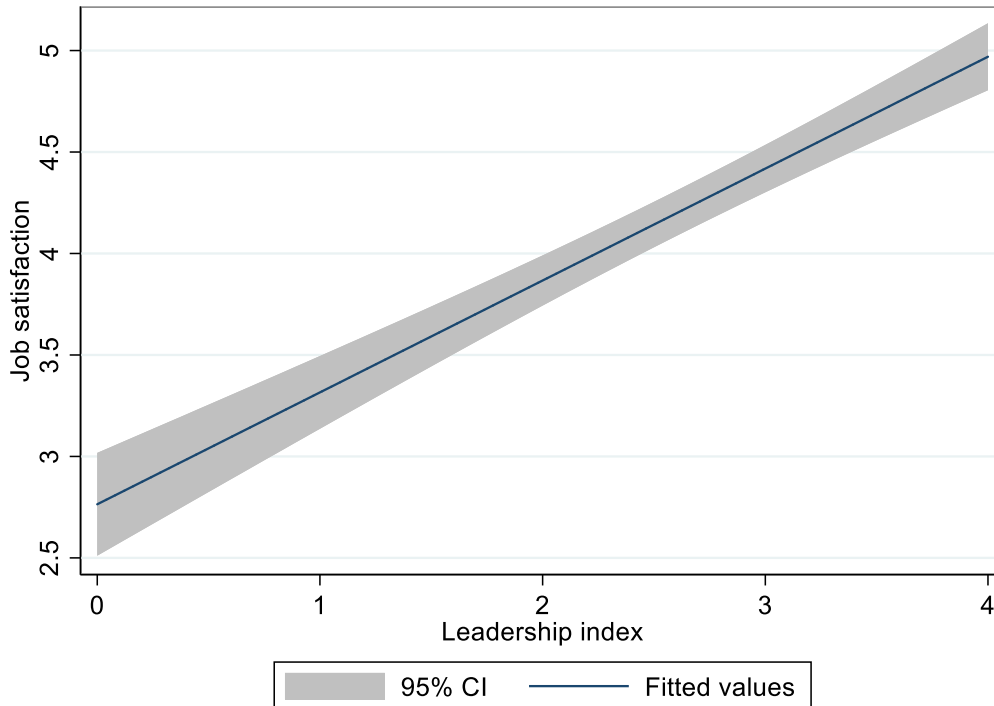
In order to assess the importance of leadership for the attitudes of civil servants, we conducted a statistical analysis of the consequences of our leadership attributes as perceived by civil servants. The analysis shows that the quality of leadership has a significant effect on the job satisfaction, inter-personal trust among civil servants at the workplace, commitment to working in the public sector. Interestingly, the magnitude of the effect is higher than for most components of human resources management.

The positive effect is highly significant for the role of managers' expertise, management skills and, in particular, transformational and ethical leadership practices. For instance, an improvement from strongly disagree to strongly agree by four points on the transformational leadership scale increase the level of job satisfaction by more than two points on a 7-point scale. If both ethical and transformational leadership are present, this effect becomes even stronger. This finding reinforces the importance of investing in the quality of leadership in the civil service, as it can make a noticeable difference for the satisfaction and indeed performance of the civil service.

Conversely, politicised leadership is consistently found to have a negative significant effect on civil servants' job satisfaction and level of organisational trust. In other

words, politicised management tends to damage the overall capacity of the civil service.

**Figure 24. Consequences of transformational leadership on job satisfaction**



### 2.3.3. Conclusions and recommendations

The civil service survey provides a comprehensive overview of the perceived quality of leadership across public administration institutions in Kosovo. Findings indicate

- Moderately positive evaluations of managers' expertise, their management skills and the application of transformational and ethical leadership practices. However, there is considerable scope for improvement, in particular, because leadership practices have been shown to have a major impact on the job satisfaction, commitment to the public sector and inter-personal trust among civil servants. For the Ministry of Public Administration, the finding presents a clear mandate to invest in the quality of leadership across the civil service.
- A critical evaluation of the politicisation of managers across the civil service. Political considerations are identified widely, in particular, in municipalities. At the same time, politicisation has a consistently negative effect on job satisfaction and trust among civil servants. Efforts to reduce political influence of management appointments are hence essential and can hence be expected to be beneficial for the functioning of the civil service.
- Considerable differences in the perceived quality of leadership across institutions. These differences require tailored attention from the Ministry of



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Public Administrations and major efforts from the relatively low-performing institutions.

## Part 3. Conclusions and implications for civil service reform in Kosovo

The results of the first systematic civil service survey in Kosovo provide new evidence that will inform the realisation of the Public Administration Reform Strategy, in particular, the reform of the civil service. The Government of Kosovo is in the process of amending the Civil Service Act. The findings from the civil service survey provide a number of recommendations for the Ministry of Public Administration and institutions at central and local level.

- 1) The civil service survey provides a novel instrument that the Ministry of Public Administration may want to use in the future to regularly monitor and engage civil servants in the process of civil service reform and professionalisation. Ideally, the Government can formally commit to the implementation of civil service surveys by including the requirement to do so in the Civil Service Act or by incorporating it in the statute of the Department of Civil Service Administration (or its successor).
- 2) The findings of the civil service survey suggest that efforts should be made to reduce politicisation and nepotism in civil service management. Both politicisation and nepotism are widespread in recruitment, career advancement and job protection. They have consistently negative consequences for civil servants' attitudes and behaviour and hence the performance and integrity of the civil service.
- 3) Merit recruitment procedures such as public job advertisement and written examinations are widely applied in practice and are shown to have positive effects on civil servants' attitudes as well as on curbing politicisation and nepotism. However recent trends point towards a declining application of merit recruitment procedures. Moreover, practices differ considerably across institutions. For the Ministry of Public Administration, this requires efforts to monitor and ensure the faithful implementation of merit recruitment procedures in 'all' institutions. Efforts to review the examination procedure should be considered. This should include a partial centralisation of the examination procedure and hence a more proactive role for the Ministry of Public Administration in the future.
- 4) Civil service management shows signs of performance orientation in career advancement, salary management and job protection. Civil servants are appreciative of performance orientation, in that it has consistently positive consequences for their attitudes. Conversely, a lack of performance incentives, in particular, in relation to pay and promotions undermines their performance. Performance orientation can be promoted through the better implementation of the performance evaluation procedure. Training and monitoring efforts should be pursued by the Ministry of Public Administration in this respect.
- 5) The salary system may be in need of further review by the Ministry of Public Administration. Civil servants' satisfaction with the salary system is low. Implementation of the Salary Act appears to be uneven.

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- 6) The evaluation of the quality of leadership by civil servants is ambivalent. Expertise and management skill levels of superiors are often perceived to be adequate. Transformational and ethical leadership practices – that is ‘good leadership’ – are less common. The politicisation of management is widespread across the civil service. Politicised leadership has consistently negative consequences for the performance and integrity of the civil service, while transformational and ethical leadership practices have positive consequences. For the Ministry of Public Administration this provides an important agenda for investment in the quality of leadership in the future.
- 7) While civil servants appear to be satisfied, committed to the public sector, motivated to serve the public interest and motivated to work hard, they show signs of low inter-personal trust at work. The Ministry of Public Administration may want to develop measures to enhance inter-personal trust relations in institutions with low inter-personal trust scores.
- 8) A large proportion of civil servants appears to be willing to act informally and hence in contradiction with the principle of impartiality towards citizens. The Ministry of Public Administration may want to draw more attention to these issues by means of ethics and rule of law training – and stronger ethical leadership – in the future.

## Part 4. Appendix

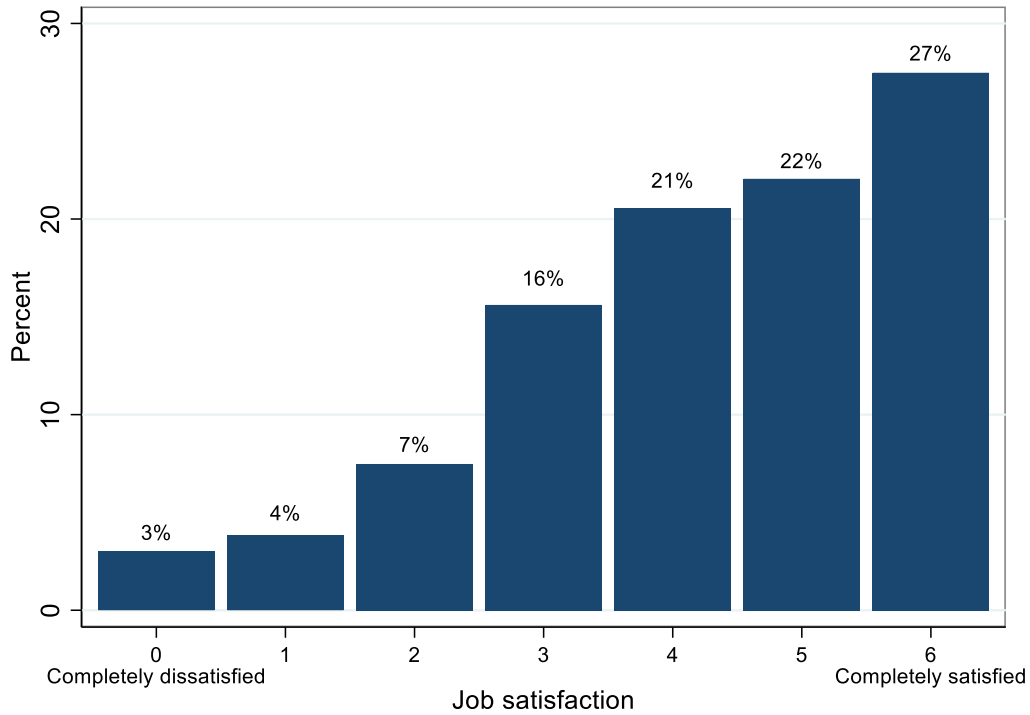
### Appendix A. List of institutions

**Table A1. List of institutions with at least 20 completed responses**

| Institution                                         | Frequency |
|-----------------------------------------------------|-----------|
| Prime Minister's Office                             | 68        |
| Ministry of Agriculture, Forestry and Rural Develop | 34        |
| Ministry of Communities and Returns                 | 20        |
| Ministry of Culture, Youth and Sports               | 60        |
| Ministry of Economic Development                    | 56        |
| Ministry of Education, Science and Technology       | 31        |
| Ministry of Environment and Spatial Planning        | 83        |
| Ministry of Finance                                 | 24        |
| Ministry of Foreign Affairs                         | 34        |
| Ministry of Health                                  | 55        |
| Ministry of Infrastructure                          | 46        |
| Ministry of Internal Affairs                        | 136       |
| Ministry of Justice                                 | 65        |
| Ministry of Labor and Social Welfare                | 88        |
| Ministry of Local Government                        | 16        |
| Ministry of Public Administration                   | 75        |
| Ministry of the Kosovo Security Forces              | 45        |
| Ministry of Trade and Industry                      | 47        |
| Privatisation Agency of Kosovo                      | 38        |
| State Prosecutor                                    | 39        |
| Kosovo Judicial Council                             | 20        |
| Municipality of Dragashit                           | 21        |
| Municipality of Ferizaj                             | 25        |
| Municipality of Fushe Kosoves                       | 25        |
| Municipality of Gjakoves                            | 41        |
| Municipality of Gjilanit                            | 36        |
| Municipality of Gllgovc                             | 21        |
| Municipality of Istogut                             | 26        |
| Municipality of Klines                              | 21        |
| Municipality of Lipjanit                            | 25        |
| Municipality of Mitrovices                          | 72        |
| Municipality of Mitrovices Veriore                  | 28        |
| Municipality of Obliqit                             | 22        |
| Municipality of Pejes                               | 39        |
| Municipality of Podujeves                           | 27        |
| Municipality of Prishtines                          | 103       |
| Municipality of Prizrenit                           | 27        |
| Municipality of Skenderaj                           | 24        |
| Municipality of Vushtrrise                          | 33        |

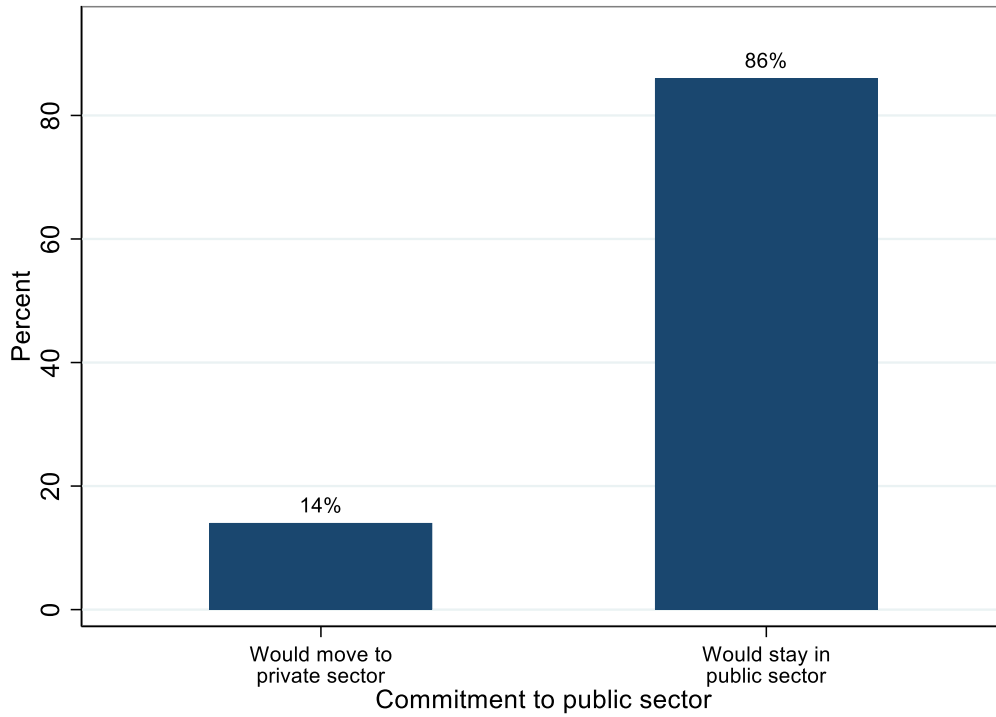
## Appendix B. Attitudes and behaviour of civil servants (distributions)

### *Job satisfaction*

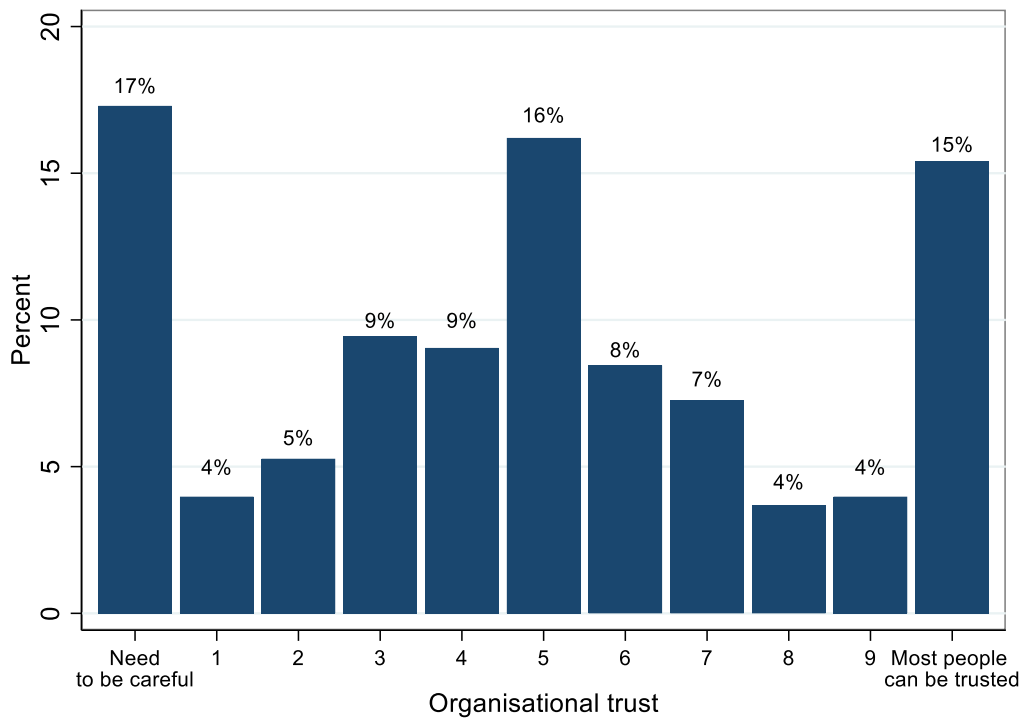


# Towards a more professional civil service in Kosovo

## Commitment to public sector

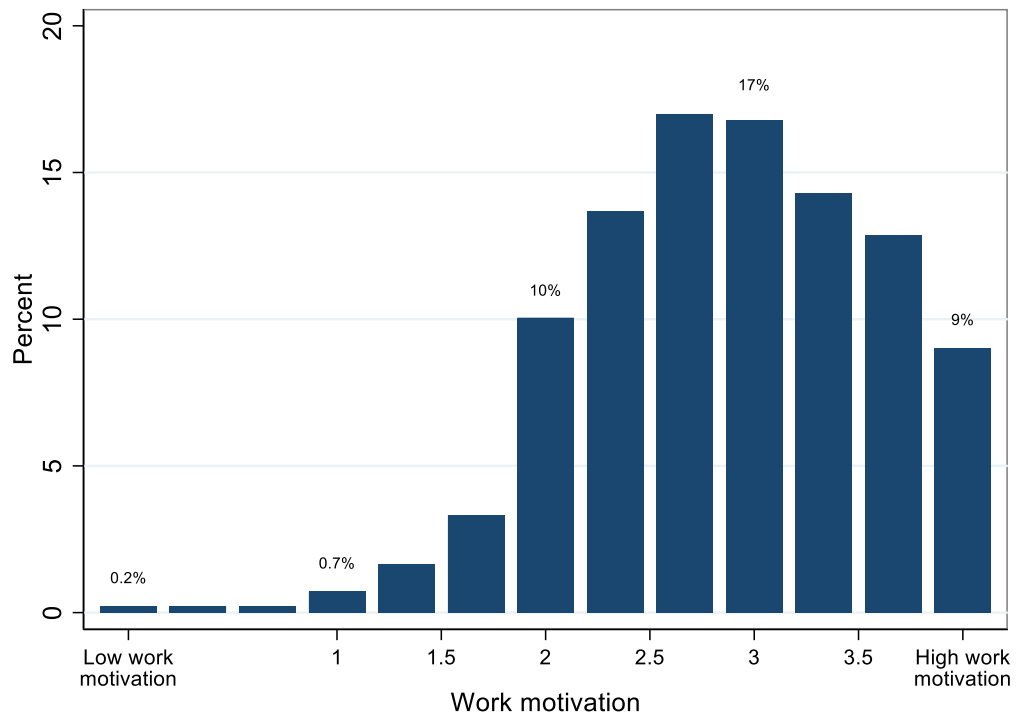


## Inter-personal trust



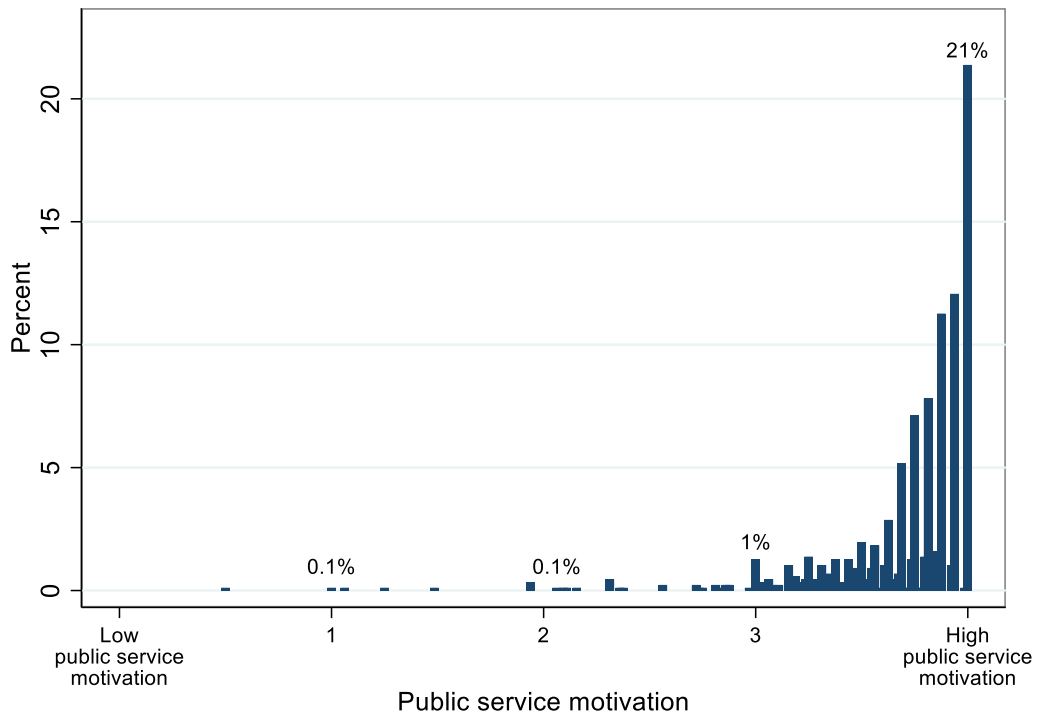
# Towards a more professional civil service in Kosovo

## Work motivation

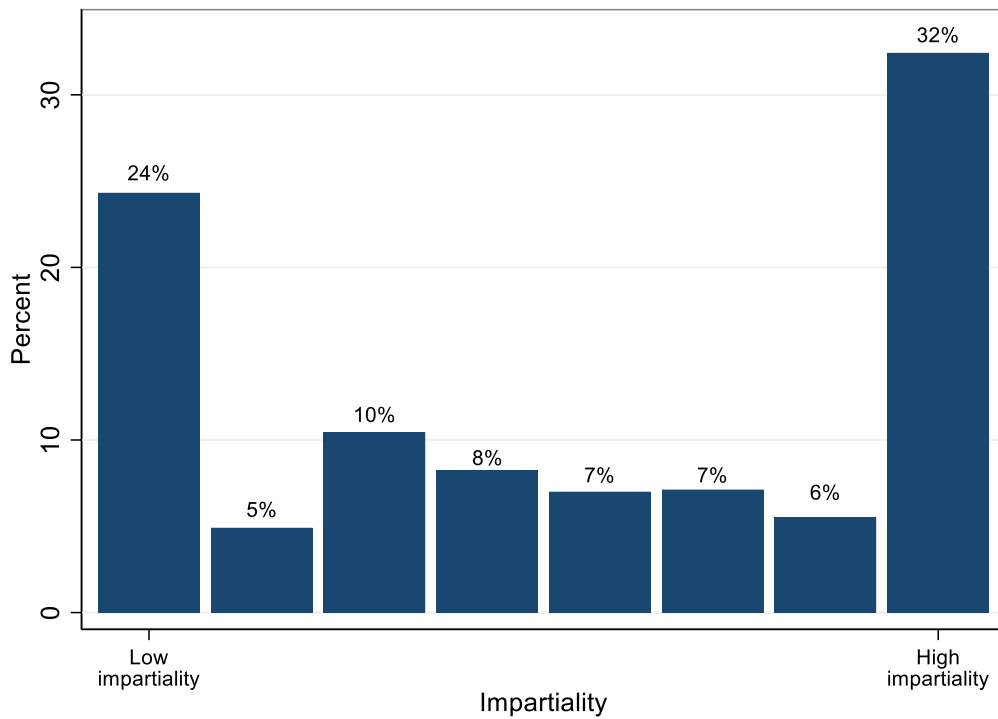


# Towards a more professional civil service in Kosovo

## Public service motivation



## Impartiality





## Appendix C. Survey questions (selected)

### *Public service motivation*

To what extent do you agree with the following statements?

#### *Attraction to public service*

|                                                                                 | Strongly disagree     | Somewhat disagree     | Neither disagree nor agree | Somewhat agree        | Strongly agree        | DK/ Prefer not to respond |
|---------------------------------------------------------------------------------|-----------------------|-----------------------|----------------------------|-----------------------|-----------------------|---------------------------|
| I admire people who initiate or are involved in activities to aid my community. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>      | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>     |
| It is important to contribute to activities that tackle social problems.        | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>      | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>     |
| Meaningful public service is very important to me.                              | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>      | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>     |
| It is important for me to contribute to the common good.                        | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>      | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>     |

#### *Commitment to public value*

|                                                                                                                    | Strongly disagree     | Somewhat disagree     | Neither disagree nor agree | Somewhat agree        | Strongly agree        | DK/ Prefer not to respond |
|--------------------------------------------------------------------------------------------------------------------|-----------------------|-----------------------|----------------------------|-----------------------|-----------------------|---------------------------|
| I think equal opportunities for citizens are very important.                                                       | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>      | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>     |
| It is important that citizens can rely on the continuous provision of public services.                             | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>      | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>     |
| It is fundamental that the interests of future generations are taken into account when developing public policies. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>      | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>     |
| To act ethically is essential for public servants.                                                                 | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>      | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>     |

#### *Compassion*

|                                                                  | Strongly disagree     | Somewhat disagree     | Neither disagree nor agree | Somewhat agree        | Strongly agree        | DK/ Prefer not to respond |
|------------------------------------------------------------------|-----------------------|-----------------------|----------------------------|-----------------------|-----------------------|---------------------------|
| I feel sympathetic to the plight of the underprivileged.         | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>      | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>     |
| I empathize with other people who face difficulties.             | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>      | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>     |
| I get very upset when I see other people being treated unfairly. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>      | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>     |

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|                                                      |                       |                       |                       |                       |                       |                       |
|------------------------------------------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| Considering the welfare of others is very important. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
|------------------------------------------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|

### ***Self-sacrifice***

|                                                                                             | Strongly disagree     | Somewhat disagree     | Neither disagree nor agree | Somewhat agree        | Strongly agree        | DK/<br>Prefer not to respond |
|---------------------------------------------------------------------------------------------|-----------------------|-----------------------|----------------------------|-----------------------|-----------------------|------------------------------|
| I am prepared to make sacrifices for the good of society.                                   | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>      | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>        |
| I believe in putting civic duty before self.                                                | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>      | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>        |
| I am willing to risk personal loss to help society.                                         | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>      | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>        |
| I would agree to a good plan to make a better life for the poor, even if it costs me money. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>      | <input type="radio"/> | <input type="radio"/> | <input type="radio"/>        |