

# **The Quality of Civil Service Management in Albania**

**EVIDENCE FROM A SURVEY OF CENTRAL GOVERNMENT CIVIL  
SERVANTS AND PUBLIC EMPLOYEES**

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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

This report presents the results of a survey that was conducted among civil servants and public employees in Albania in May and June 2017. The survey is part of a global project on the consequences of civil service management practices that is funded by the UK Department for International Development and the British Academy. The project includes ten countries from Eastern Europe (Estonia, Kosovo and Albania), Latin America (Brazil, Chile), Asia (Bangladesh, Nepal) and Africa (Ghana, Uganda and Malawi). With more than 23.000 participants, the project has generated the largest survey of civil servants that has ever been conducted.

The survey of civil servants is comparable to staff satisfaction surveys that are increasingly used in OECD countries to monitor and engage civil servants in civil service reform and modernisation, with an added emphasis on human resource management practices and their effects. To our knowledge, this is the first time a systematic staff survey of this kind has been conducted with civil servants in Albania. The survey covers a range of personnel management practices such as recruitment and selection, career advancement, performance evaluation, salary management, job stability and leadership practices, skill levels and the working environment in public administration. It examines the effectiveness of management practices in these areas in relation to job satisfaction and turnover intention among civil servants, work performance and work motivation, public service orientation, organisational trust, and varieties of ethical and unethical behaviour in public administration.

In Albania, the survey was conducted as an online survey in Albanian language. It was distributed centrally by the Department of Public Administration (DoPA) to civil servants and public employees who are employed at central government organisations. The survey generated 3694 responses, which amounts to a response rate of approximately 46 per cent.

### ***1. Attitudes and behaviour of civil servants and public employees***

**1. In Albania, job satisfaction, work motivation and self-assessed performance are high among civil servants and public employees.** 77 per cent of civil servants and public employees are either satisfied or very satisfied with their job. 93 per cent assess their own contribution to the success of their organisation as positive. 65 per cent of civil servants and public employees are highly motivated, in that they always or often put forth their best effort at work, do extra work that is not necessarily expected of them and come early or stay late at work. Work motivation, job satisfaction and self-assessed performance are relatively higher among managers, civil servants above the age of 50 and civil servants and employees on permanent contracts.

**2. Commitment to public service is high in Albania.** 75 per cent of civil servants and public employees have no intention of leaving the public sector. 55 per cent expect to spend the rest of their working life in public administration. In particular, 93 per cent of civil servants and public employees derive motivation from serving the public interest and society as a whole. Public service motivation is relatively higher for managers, civil servants above the age of 50 and staff on permanent contracts.

**3. Inter-personal trust within organisational structures is at an intermediate level, that is, more civil servants and public employees mistrust than trust each other.** 53 per cent believe that they need to be careful when dealing with other people inside their organisation, while merely 37 per cent believe that most people can be trusted. Trust is relatively higher for managers, older civil servants above the age of 50 and staff on permanent contracts.

**4. There is scope for strengthening attitudes towards rule compliance in public administration.** Merely 26 per cent of civil servants and public employees would under no circumstances bend rules in the context of their job, for instance, because they wanted to get a job done, help a citizen in need or because they disagreed with a given rule. The propensity to bend rules is higher among managers, young civil servants below the age of 30 and temporary staff.

**5. Only half of public servants are willing to whistleblow.** 53 per cent of civil servants and public employees would report unethical behaviour by political superiors in order to hold them to account. Managerial staff and older civil servants above the age of 50 would be relatively more likely to report unethical behaviour.

**6. Organisational misbehaviour and engagement in minor ethical infractions at work is not widespread but not negligible either.** Based on self-reporting, merely 50 per cent of civil servants and public employees have never used office resources such as printers, phones and stationary for private purposes. Deviant organisational behaviour is slightly more common among managers and young civil servants below the age of 30.

**7. Major ethical violations are sometimes observed by civil servants and public employees.** When focusing on the last two years, 51 per cent have observed that colleagues use their position to help friends and family at least from time to time. 52 per cent have observed that colleagues have supported the electoral campaign of a political party at least occasionally. 30 per cent have observed that colleagues help to divert government resources to political parties or individuals with political links. 28 per cent have observed that colleagues accept gifts or otherwise personally benefit from their position in public administration.

## ***II. Civil service management practices and their effectiveness***

### Recruitment and selection

**1. Formal channels of information to learn about job opportunities in public administration have become more influential over time.** At the point of taking the survey, the largest proportion (33 per cent) of civil servants and public employees found out about their first job in the civil service through informal contacts and communications with personal acquaintances. However, a trend over the last four years towards formal channels of information is evident, in particular, thanks to an increasing proportion of civil servants and employees who learn about job opportunities through the web site of the Department of Public Administration (DoPA).

Public vacancy announcements have a positive effect on job satisfaction, the intention to stay in the public sector and both ethical attitudes and ethical behaviour in public administration. They are also found to reduce favouritism and politicisation in recruitment and selection. *Building on impressive recent progress, efforts should be made to invest further in the public advertisement of job opportunities, for instance, through various online channels.*

**2. Merit-based assessment procedures have gradually become more important for the selection of civil servants and, to a lesser extent, public employees.** 51 per cent of civil servants and public employees passed a written entry examination and 67 per cent passed a personal job interview. These proportions take into account different requirements for civil servants and public employees. Moreover, especially over the last four years, the proportion of staff who has passed a written entry examination has increased to over 80 per cent.

The effectiveness of written examinations and personal interviews is mixed. Both are found to reduce favouritism and politicisation during recruitment and selection. Moreover, written examinations are associated with a greater willingness to comply with rules and less engagement in deviant organisational behaviour. Personal interviews positively influence the motivation of staff and their commitment to public service. *It is hence essential that written examinations and personal interviews are consistently applied for all groups of civil servants.*

**3. Independent selection commissions (34 per cent) and direct superiors (31 per cent) are most influential in recruitment and selection processes.** However, the role of DoPA has increased over time, in particular, over the last four years, while the relative influence of direct superiors has declined.

The influence of both DoPA and selection commissions is consistently associated with less favouritism and less politicisation during recruitment and selection. Moreover, it is associated with higher job satisfaction, higher work motivation, higher levels of self-assessed performance, greater propensity to comply with rules and less engagement in organisational misbehaviour. By contrast, an influential role for direct superiors has negative consequences for favouritism, politicisation, job satisfaction, motivation and ethical behaviour. *Efforts should hence be made to build on recent progress and to hence strengthen the role of DoPA and independent selection commissions in recruitment and selection.*

**4. Merit criteria such as educational qualifications and job-specific expertise are relatively more important for selection into civil service and public employee jobs. However, non-merit criteria are not negligible.** 52 per cent of civil servants and public

employees admit that personal connections have had at least some importance and 32 per cent regard political support indicate that political support was at least somewhat relevant for the selection into their first job in public administration.

Non-merit criteria such as personal connections and support from a political party or person with political links are consistently associated with inferior outcomes among civil servants and public employees. Favouritism, i.e. the importance of personal connections, and politicisation, i.e. the role of political connections, reduce job satisfaction, work motivation, commitment to public service, trust in colleagues, the propensity to comply with rules and to report unethical behaviour and it increases engagement in deviant organisational behaviour such as the use of office resources for private purposes. *Efforts of the kind suggested above should hence be made to further decrease the relative importance of personal and political connections in recruitment and selection.*

**5. The pool recruitment represents an innovative recruitment and selection procedure developed in Albania and introduced for the first time in 2014. It is largely positively evaluated by civil servants and public employees.** 73 per cent believe that candidates who have passed through pool recruitment have always or often high skills to perform their job, 80 per cent believe that they always or often have highest ethical standards and merely 18 per cent indicate that personal and political connections influence who is selected through the pool recruitment procedure.

Pool recruitment has evidently increased the importance of formal channels of learning about job opportunities, merit mechanisms of assessment as well as the role of DoPA and selection commission in recruitment and selection. Moreover, pool recruitment is associated with less favouritism and less politicisation, which indicates that the reform has achieved its primary objective. At this point, no direct effect has been found on other attitudes and behaviour of civil servants. However, the number of observations in our survey sample is too small (given the recent reform) for a proper assessment of these effects. Based on the data available, *there are grounds to retain and indeed expand the role of pool recruitment into public administration in Albania.*

### Career advancement

**6. Public competitions are the main mechanisms for career advancement in public administration in Albania.** 57 per cent of civil servants and public employees have advanced to their current position either by external public competition, public competition within the civil service or within their institution as opposed to 29 per cent who have advanced by means of internal or lateral transfer.

The various types of public competitions are, in one way or another, associated with less favouritism and less politicisation in career advancement. No such effect has been found for the various transfer procedures. Public competitions for career advancement are also associated with higher job satisfaction, higher public service motivation and less engagement in organisational misbehaviour. By contrast, transfers appear to increase the intention of civil servants and public employees to stay in the public sector. *While public competitions or publicly advertised opportunities for career advancement appear to be have consequences, the overall effectiveness of the different career advancement procedures should be made subject to further investigation.*

**7. Selection commissions (38 per cent) and DoPA (28 per cent) are relatively more influential in processes of career advancement than direct superiors (26 per cent), General Secretaries (12 per cent) and Ministers (8 per cent).** The role of DoPA is relatively relevant in public competition procedures. Moreover, the role of DoPA is consistently associated with less favouritism and less politicisation as well as high job satisfaction, more trust in colleagues and less engagement in deviant organisational behaviour. Similar positive effects have been found for selection commissions, while an important role for direct superior is rather associated with negative effects. *Efforts should hence be made to further strengthen the role of DoPA and selection commissions in career advancement processes.*

**8. Merit criteria such as past performance and years of experience in public administration are more important for career advancement than non-merit criteria such as personal connections and political support.** Yet the role of non-merit criteria is of some relevance and potentially more relevant for career advancement than for initial recruitment into the civil service. 47 per cent attach at least some importance to support from parties or politically connected individuals and 60 per cent of the civil servants and public employees believe that personal connections are important for future career advancement.



The perception of the relative importance of merit and non-merit criteria for career advancement has major consequences for the attitudes and behaviour of civil servants. Civil servants who perceive past performance and years of experience in public administration as more important for career advancement are more satisfied, more motivated, perform better on the job, demonstrate more commitment to the public service, place more trust in colleagues, are more willing to comply with rules and to report unethical behaviour and engage less in deviant organisational behaviour. For non-merit criteria the opposite holds true. *Additional efforts to strengthen merit criteria and to reduce the role of non-merit criteria should therefore be made.*

### Salary management

**9. Salaries are perceived as insufficient by many even if there is no evidence for general dissatisfaction with salary levels.** Merely 17 per cent of the civil servants and public employees agree that they can sustain their family from their salary alone. At the same time, salary satisfaction is somewhat higher at 44 per cent. There are only minor major differences between categories of staff with civil servants and public employees in management positions being slightly more satisfied than staff in specialist positions.

The ability to sustain one's household and the level of salary satisfaction are both associated with higher job satisfaction, commitment to public service and less engagement in organisational misbehaviour. The evidence further suggests that especially staff in specialist positions is less satisfied with their job and more inclined to leave the public sector if they are dissatisfied with their salary level. *Given the positive effect of salary levels and satisfaction on the attitudes and behaviour of civil servants and public employees, measures might be considered to raise salary levels in public administration.*

**10. The salary system lacks mechanisms to reward good performance.** Merely 21 per cent of the respondents believe that good performance influences their salary level. Similarly, political and personal connections only play a role for a minority of public servants. 25 per cent indicate that personal connections have helped them at least a little bit to raise their salary level and 17 per cent admit that political support has helped them to do so.

However, performance incentives appear to have a positive effect in public administration. Civil servants and public employees who perceive that their salary has been positively influenced by their performance on the job are, on average, more satisfied with their job, more motivated, more committed to public service, more trusting and more unethical in their attitudes and behaviour at work. *Efforts should hence be made to strengthen performance incentives in salary management. This does not necessarily imply the establishment of a formal performance-related pay system but an inquiry into a variety of mechanisms that can be used to better recognise and reward good performance through the salary system.*

**11. Salary equality is high in Albania.** 68 per cent of civil servants and public employees agree that they are paid as well as colleagues who have similar job responsibilities. There is less agreement in relation to vertical salary compression. 39 per cent consider salary compression between managerial and non-managerial staff as too large, while 41 per cent consider it to be too low. Managers tend to fall into the latter group, while staff in specialist positions fall into the former.

The consequences of horizontal salary equality are largely positive for public administration staff. Civil servants and employees who perceive a high degree of horizontal salary equality are more satisfied, more committed to public service, place more trust in colleagues and engage less in organisational misbehaviour. For vertical salary compression, there is no clear picture, as the effect differs for managers on the one hand and specialists on the other. This will require further investigation.

### Performance evaluation

**12. The performance evaluation system is widely and, by and large, consistently implemented.** 82 per cent of civil servants and public employees received at least two evaluations during the last two years and 54 per cent received four and more evaluations during the same period. Differences across the civil service primarily depend on the employment status in that permanent civil servants receive more evaluations than public employees and temporary staff. The frequency of evaluations also differs considerably across ministries.

80 per cent of civil servants and public employees confirm that performance objectives are agreed before the evaluation period and 94 per cent agree that hard work generally leads to a higher performance rating. A higher frequency of evaluations is associated with a more consistent application of the evaluation system. Moreover, the consistent agreement of performance objectives and the perception that hard work is recognised in performance ratings is associated with greater satisfaction, work motivation, commitment to public service and both ethical attitudes and behaviour. *It will therefore be worth to monitor and support the full implementation of the evaluation system in order to take full advantage of its benefits.*

**13. Performance ratings influence career advancement but have only a minor direct effect on salary levels.** 71 per cent of civil servants and public employees agree that the performance rating affects their prospects of career advancement. By contrast, merely 23 per cent indicate that the outcome of their performance evaluation influences their salary level. Similar to salary management practices summarised above, there is hence no link between performance and salaries but incentives are largely channelled through the system of career advancement.

Civil servants and public employees who perceive a positive link between performance ratings and both salary levels and career advancement tend to be more satisfied with their job, more motivated and more trusting and more inclined to report unethical behaviour. The link to career advancement is further associated with commitment to public service. *It will hence be worth to continue efforts to develop the performance evaluation system and to strengthen the link between ratings and salary levels in order to take full advantage of the positive effects of the system.*

### Job protection

**14. Perceived employment security is not high in Albania.** Rather, merely 43 per cent of civil servants and public employees agree that it is difficult to dismiss them from their job in public administration. Moreover, 31 per cent believe that they could be dismissed for political reasons, while 72 per cent agree that they could be dismissed if their performance on the job was insufficient.

Perceived job security is associated with higher job satisfaction, commitment to public service, trust in colleagues, the willingness to comply with rules and to report unethical behaviour and less engagement with deviant organisational behaviour. Conversely, especially the fear of political dismissals has a consistently negative effect on the attitudes and behaviour of civil servants and public employees. *This implies that more efforts should be made to increase the sense of job protection and to reduce the fear of dismissal for political reasons.*

### Leadership

**15. The quality of management is considered to be high.** However, political considerations play a significant role in management appointments. 79 per cent regard their superior as an expert in their field and 81 per cent agree that their superior has the necessary management skills to lead their unit. Yet 39 per cent rate their direct superior as a political appointee who was appointed to the position at least in part thanks to his/her political links. There are notable differences across ministries.

The quality of management has a consistent effect on the attitude and behaviour of civil servants discussed so far. Civil servants who rate their the expertise and management skills of their superiors highly are more satisfied, more motivated, more committed to public service, place more trust in colleagues and have more ethical attitudes and less experience with deviant organisational behaviour. Efforts should hence be made to build on the positive state of affairs in order to fully exploit the advantages of high quality management.

**16. Transformational leadership is widely practiced in public administration in Albania.** 72 per cent of civil servants and public employees agree that their superior generates enthusiasm for the vision and mission of their institution, that they lead by setting a good example and that they make their employees proud to be proud of their institution.

**17. Ethical leadership is also widely practiced across institutions.** 79 per cent of the civil servants and public employees agree that their superior holds subordinates accountable for using ethical principles at work, that they communicate clear ethical standards and they can be trusted to carry out promises and commitments.

Both transformational and ethical leadership are essential for the success of organisations in public administration. They are consistently associated with higher job satisfaction, higher work motivation, more commitment to public service, more trust among colleague and more ethical attitudes and behaviour among staff. *Even if leadership practices are already widely applied, their strong positive impact suggests that efforts to further invest in the quality of leadership will be essential for the continued professionalisation of public administration.*

### Skill levels

**18. Civil servants and public employees consider their own skill levels moderately high, while they see scope for the improvement of their English language skills.** 94 per cent believe that they do always or often have the necessary skills to perform even the most difficult tasks at work. Self-assessed skill levels are relatively higher among managers and civil servants above the age of 50.

33 per cent of the civil servants and employees classify their English language skills as 'advanced' or 'fluent'. This proportion is higher for staff under the age of 30 (41 per cent) than for staff over the age of 50 (18 per cent). It is also significantly higher for high-level managers (52 per cent), while differences are relatively small for all other categories of staff. *There is hence scope to invest further in the foreign language skills of civil servants and public employees.*

It will have to be made subject to further analysis to what extent civil service management practices affect skill levels and foreign language proficiency. However, preliminary evidence suggests that civil servants and public employees who received their first job thanks to personal and/or political connections have lower levels of skills and knowledge. The same applies to staff who have advanced to their current position thanks to personal and/or political connections. *In other words, favouritism and politicisation appears to diminish the skills basis of the civil service.*

### Office environment

**19. Civil servants and public employees mostly consider the standard of their office environment to be sufficient for performing their job.** 61 per cent indicate that they do always or often have the office material (people, material, equipment) available to get their job done. 72 per cent agree that the physical conditions at work (noise level, lighting, temperature, uninterrupted electricity) allow them to do their job well.

Support for EU integration

**20. Finally, civil servants and public employees are overwhelmingly in favour of European Union integration.** Indeed, on a scale from 0 to 10, 96 per cent of the civil servants and public employees support or strongly support European Union integration. Given the high overall support for European Union integration, there are only minor difference across ministries and categories of staff. Notably, however, young civil servants and public employees are less supportive of integration than older staff.

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## Introduction

This report presents the findings of a survey of civil servants and public employees from central government ministries and subordinated organisations in Albania. The survey was conducted in the spring of 2017 as a online survey in Albanian language. It generated 3694 responses from across the central government apparatus. This amounts to a response rate of approximately 46 per cent.

The survey examined a range of management outcome that are commonly assessed by staff surveys including job satisfaction, work motivation, performance and trust among colleagues. In addition the public administration draws attention to questions surrounding commitment to public service and a range of ethical attitudes and behaviour such as the propensity to comply with rules, the willingness to report unethical behaviour and experience with both minor ethical infractions such as the abuse of office resources for private purposes and major ethical violations such as personal and political corruption.

The survey further assessed the human resources management practices in central government organisations. It focused on processes of recruitment and selection, career advancement, performance evaluation, salary management, job protection and leadership practices. In addition, it explored the skill levels of civil servants and public employees and their satisfaction with the working environment in their office. The survey concluded with a general question regarding their support for European Union integration, a question that is relevant in the context of Albania's ambition to become a member of the European Union in the near future.

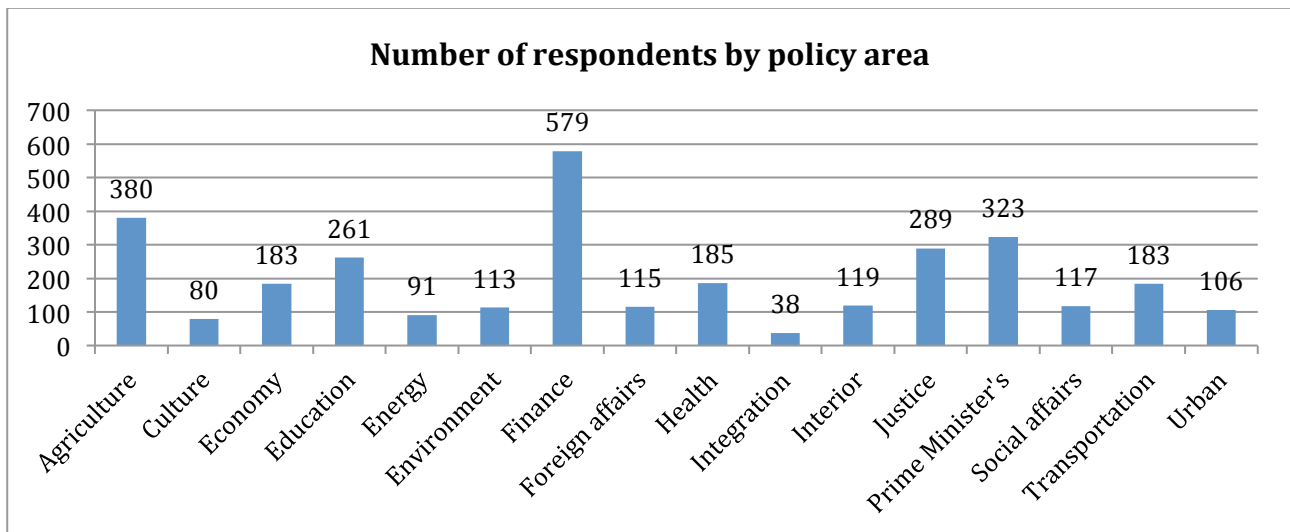
This report will present the descriptive findings from the survey and further show the results of a statistical analysis that assesses the consequences of civil service management practices for civil servants attitudes and behaviour. Ideally, the descriptive and the correlational analysis can identify particular personnel management designs and practices that lend themselves to higher performance, higher levels of satisfaction, more commitment to public service and more ethical attitudes and behaviour in the civil service.

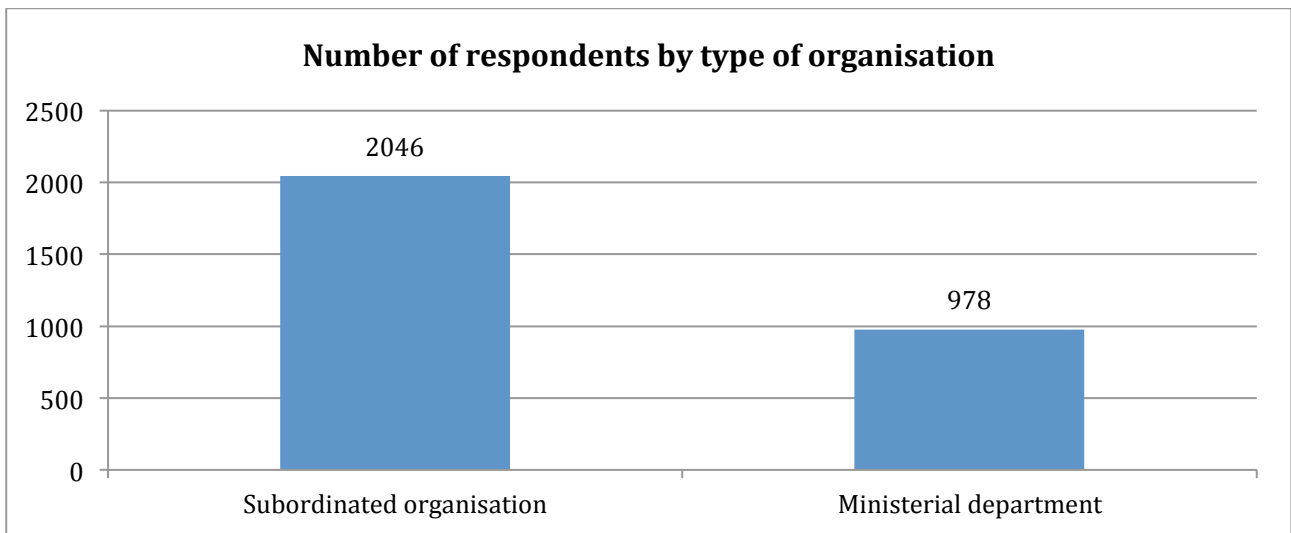
The report is divided in four parts. The first part provides an overview of the sample of civil servants and public employees who completed the survey. The second part presents the attitudes and behaviour of civil servants. The third part presents civil service management

practices as they are experienced by civil servants. It concludes each section with a discussion of the consequences of these management practices for the attitudes and behaviour of civil servants as discussed in part two. The fourth part provides an appendix of additional graphs to show comparisons across policy areas.

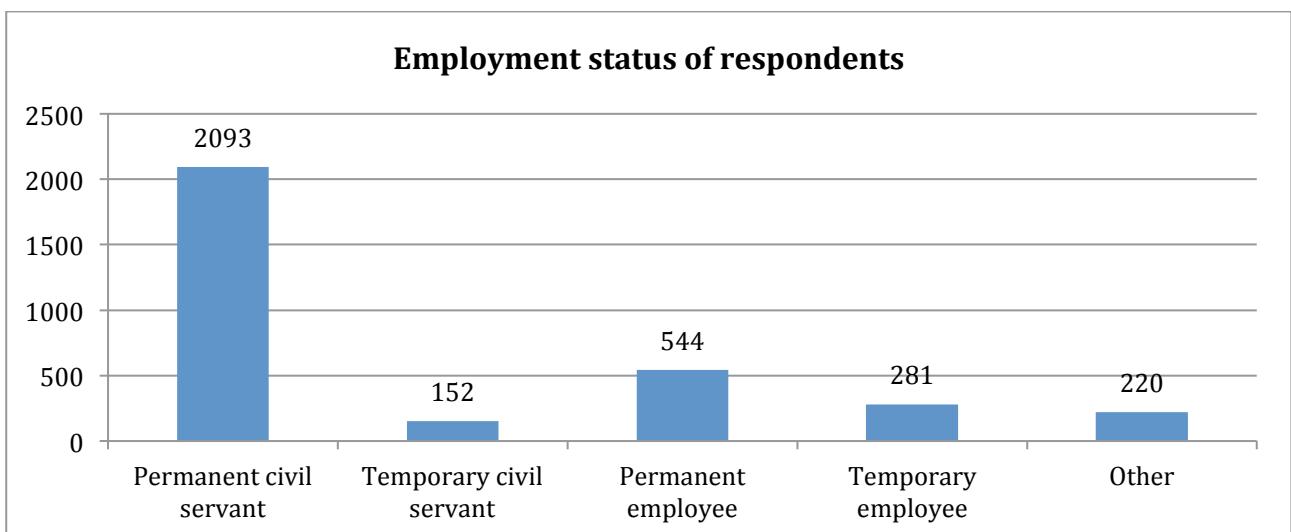
## Part 1: The Sample

The sample consists of 3694 responses from central government civil servants. The sample of respondents has been drawn from all central government ministries. The largest number of respondents works 'in a ministerial department' or in a 'subordinated organisation' of the Ministry of Finance (579). For the other ministries, the number of respondents ranges from 36 for the Ministry of EU Integration to 380 for the Ministry of Agriculture and its subordinated organisations. About two thirds of all respondents are employed in subordinated organisations of government ministries.



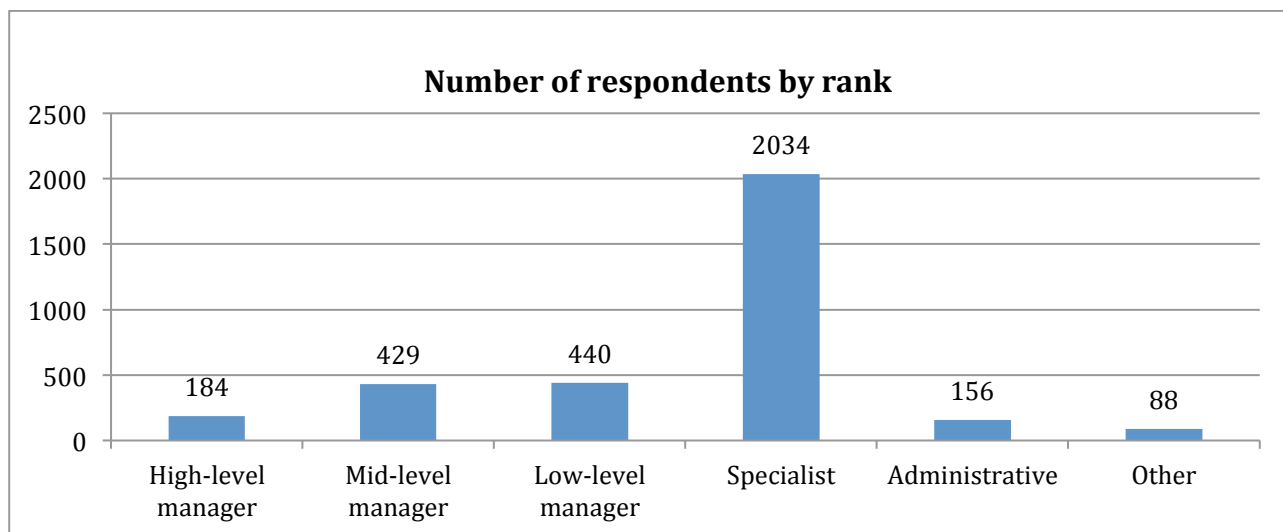


In relation to the employment status, nearly two thirds of all respondents are permanent civil servants. Nearly 15 per cent of the respondents are permanent employees not covered by the Civil Service Law. 13 per cent are either temporary civil servants or temporary employees. The remainder falls into the category of 'other'.



Comparing the rank and level of responsibility of respondents, nearly two thirds of the respondents fall into the category of 'specialist'. The management category distinguishes high, mid and low-level managers. Just over 1000 managers participated in the survey. The categories of 'administrators' and 'other' represent the smallest proportions of respondents. The sample includes respondents with a range of experience in the civil service. The average experience in the civil service is ten years. The largest single proportion of respondents has three years of experience, which indicates a major intake of

new civil servants between the summer of 2013 and the spring of 2014. Indeed, 35 per cent of all respondents have less than four years of experience in the civil service.



Looking more closely at the demographic composition of the sample, 62 per cent of the respondents are female. 38 per cent are male. The mean age of respondents is 38.2 years. In the survey sample, almost 90 per cent of the respondents have completed a Master degree. Indeed, less than 1 per cent of the respondents have not completed any university education. This reflects the entry requirement for civil servants in Albania as defined by the 2013 Civil Service Law.

The largest proportion of respondents has completed a university degree in economics, management or business (29 per cent). Yet the proportions for civil servants with law degrees (23 per cent) and science and engineering degrees (22.5 per cent) is not much lower. This suggests that the civil service is not dominated by a particular educational background as is the case in many other countries around the world.

## Part 2: Attitudes and Behaviour of Civil Servants and Public Employees

This part presents evidence in relation to the attitudes and behaviour of civil servants and public employees. It focuses on

- Job satisfaction
- Turnover intention
- Self-assessed performance
- Work motivation
- Public service orientation
- Intra-organisational trust
- Willingness to comply with formal rules
- Willingness to report unethical behaviour (cf. whistle blowing)
- Personal experience with minor ethical infractions such as the use of office resources for private purposes
- Observation of major ethical violations such as nepotism, personal and political corruption, and experience with political campaigning during national elections (cf. clientelism).

Throughout, the discussion will first compare Albania to other countries included in the project. As Albania is one of the first countries, for which data had been analysed and for which a summary report was written, the report will compare the evidence to Estonia, Chile and Brazil whenever possible.

Subsequently, the differences within Albania will be presented in relation to gender, age, ministries, the type of organisation, employment status and ranks and responsibilities. The discussion of differences between ministries will aggregate respondents that are employed 'in or under' a particular ministry.

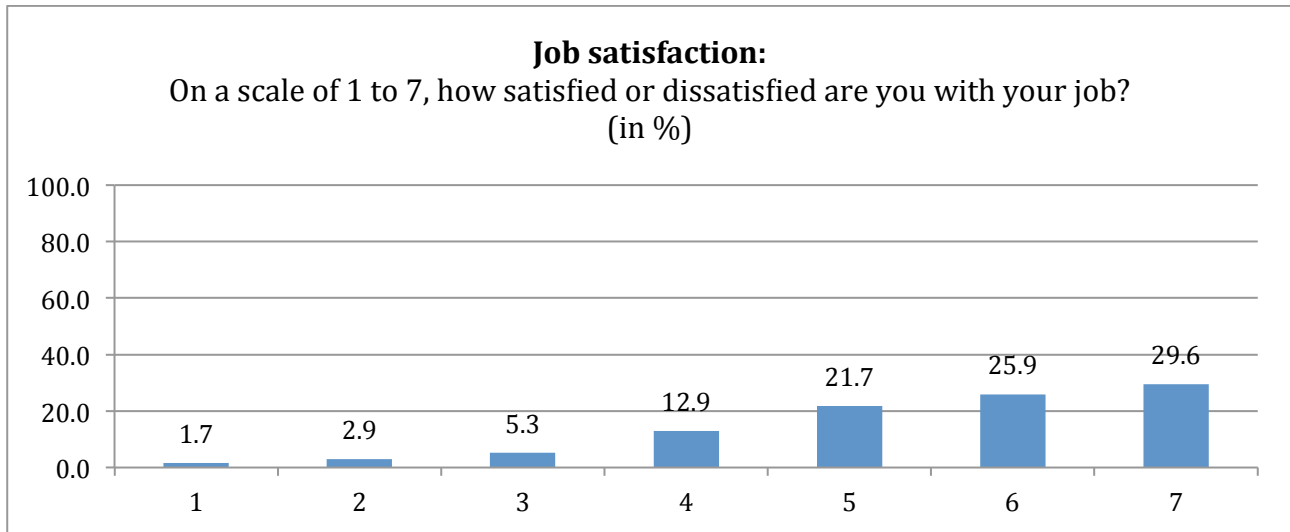
### **Job satisfaction**

How satisfied are central government civil servants and public employees with their job? Job satisfaction of employees is a central management concept. It is commonly associated with the performance of employees, their motivation at work and their willingness to stay in the organisation.

In the survey, we asked civil servants on a scale from 1 to 7 how satisfied or dissatisfied they are their job. In Albania, more than 75 per cent of the respondents are either satisfied

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or very satisfied with their job. The mean response for Albania is 5.46. This is similar to Estonia (5.39), slightly below Chile (5.62) and significantly higher than in Brazil (4.46).

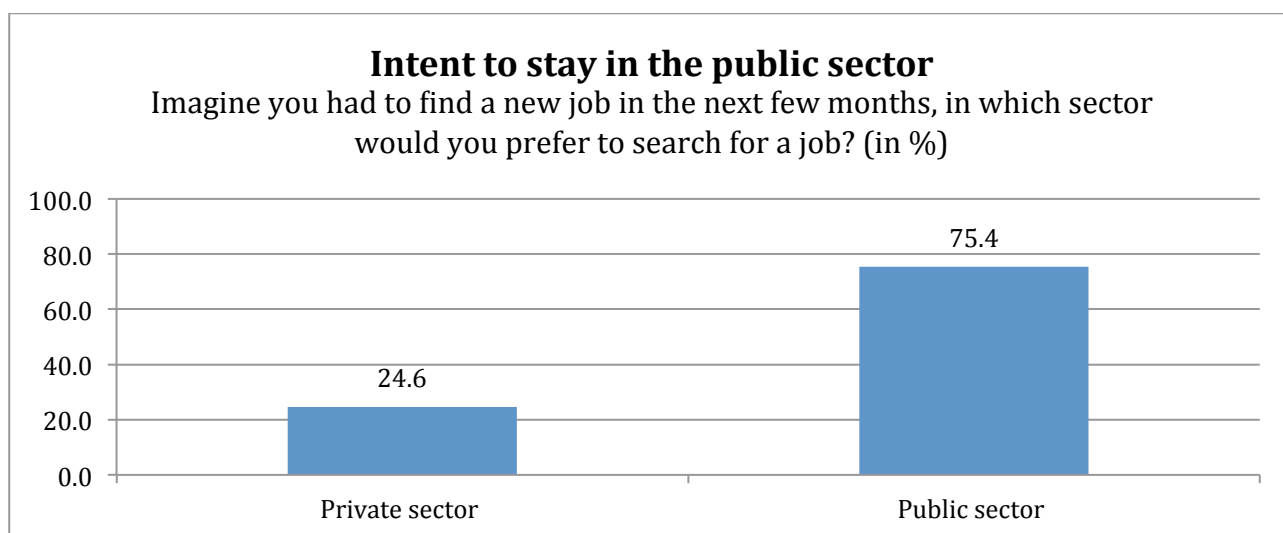


Within Albania, there are relatively few differences across categories of respondents. Female respondents are slightly more satisfied (5.56) than male respondents (5.3). There are virtually no differences between age groups in the civil service. Managers, especially mid-level managers are also slightly more satisfied (5.78) than specialists (5.38). Among ministries, the level of satisfaction ranges from 5.14 for Education to 5.88 for Energy. *Overall, job satisfaction among civil servants and public employees is high in Albania.*

### Intention to stay in the public sector

Turnover intention, that is, the intention to stay in an organisation is a central indicator for management to assess staff satisfaction and their commitment to the organisation. Turnover intention, too, is closely associated with the performance and motivation of staff and signals potential costs for an organisation to recruit new staff.

In the survey, we asked 'imagine you had to find a new job in the next few months, in which sector would you prefer to search for a job?'. In Albania, 75 per cent of the respondents prefer to stay in the public sector and, presumably, in the civil service. This ratio is lower than in Chile (84 per cent) but significantly higher than in Brazil (69 per cent) and Estonia (62 per cent).



Within Albania, there are notable differences between age groups. 85 per cent of the civil servants above the age of 50 prefer to stay in the public sector, while this ratio stands at 73 per cent for civil servants under the age of 30. Women are also more inclined to stay in the public sector than men (79 vs 72 per cent).

There are considerable differences between ministries. The intention to stay in the public sector ranges from a low ratio of 56 per cent in the Ministry of EU Integration to over 80 per cent in the Ministries of Agriculture, Education and Interior. Among categories of staff, temporary staff, especially temporary civil servants (68 per cent) and managers, especially high-level managers (65 per cent) are relatively less inclined to stay in the public sector. *This finding suggests a need for additional efforts to retain high-level managers in the civil service.*

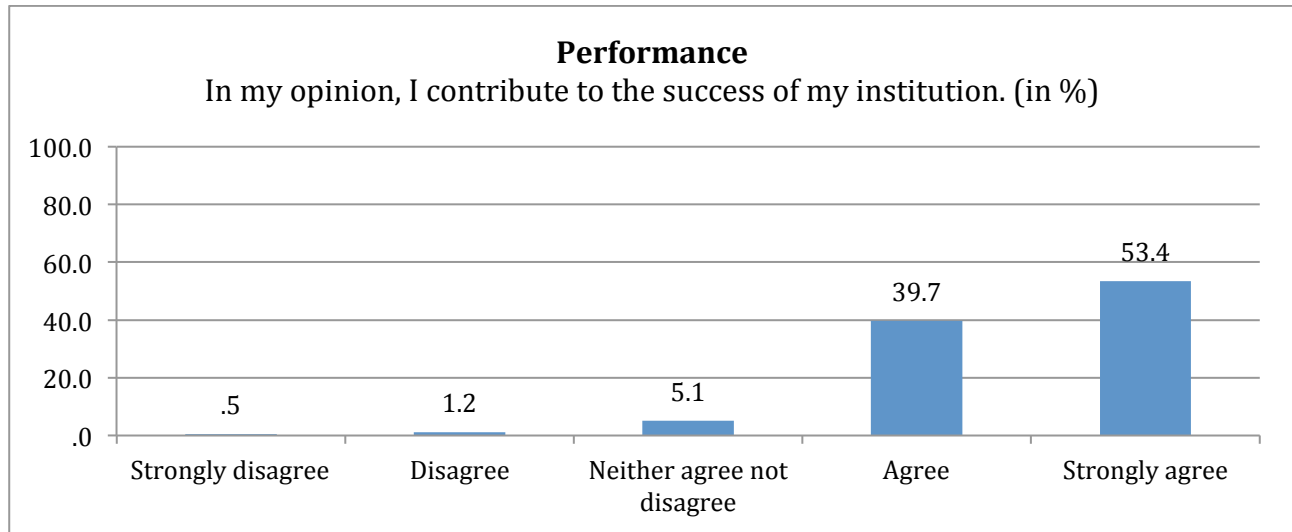
### **Self-assessed performance**

The assessment of the performance of employees by means of staff surveys is inherently difficult. When asking employees to evaluate their own performance, they are naturally inclined to over-estimate their own contribution. In the survey, we follow other management surveys and ask civil servants and public employees to estimate their contribution to the success of their institution.

In Albania, well over 90 per cent of the respondents assess their contribution to the success of their organisation as positive or very positive. Accordingly, the mean response

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for Albania is very high (3.44 on a scale from 0 to 4) and only marginally lower than in Chile (4.59) for which comparable evidence is available.



Within Albania, differences between categories of staff are low given the high average level of self-assessed performance. Women (3.46) and civil servants over the age of 50 (3.54) assess their contribution to the success of their organisation slightly more positively. Temporary civil servants stand out with a relatively low mean of 3.17, which is likely to indicate their lower degree of involvement in the work of their organisation. Finally, differences across ministries are low in that they range from 3.29 in the Ministry of Environment to 3.64 in the Ministry of EU Integration. *Overall, self-assessed performance of civil servants and public employees is high in Albania.*

### Work motivation

Work motivation refers to the willingness of employees to exert effort. It is essential for the performance of any organisation. In the survey, we asked three questions related to work motivation, including, first, the willingness to do extra work that is not expected of the respondent, second, the willingness to come early and stay late at work and hence to work more than the normal working hours and, third, the willingness to put forth one's best effort at work.

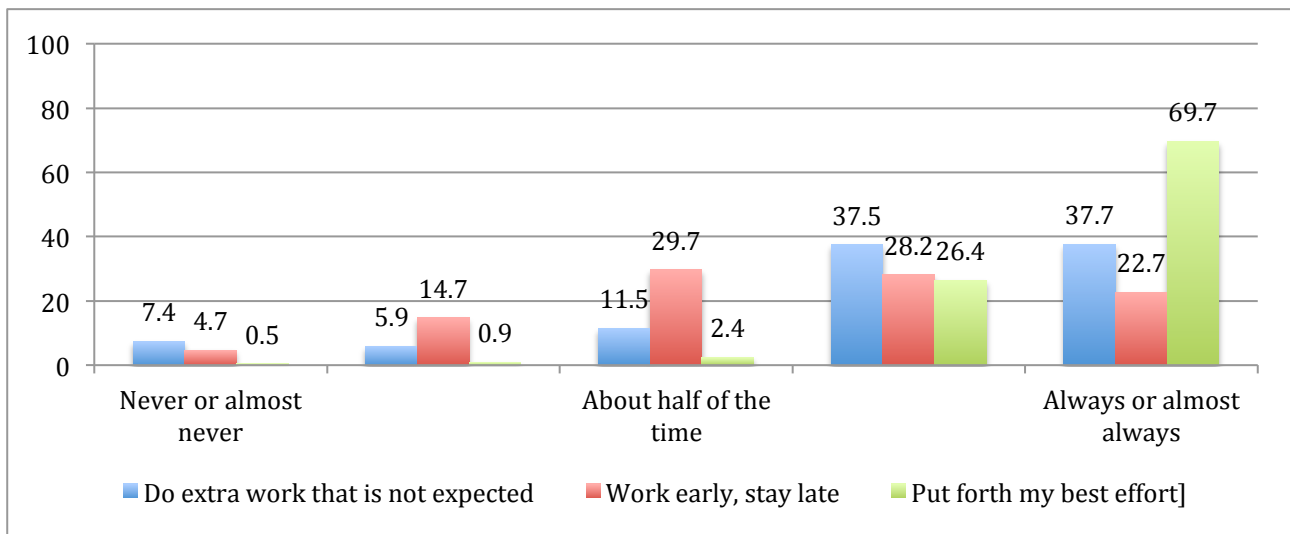
The evidence suggests that levels of work motivation are high among Albanian civil servants. Well over 90 per cent of the respondents always or often put forth their best



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effort at work. Still 75 per cent tend to do extra work that is not normally expected of them. Working extra hours is less common but just over 50 per cent come early or stay late at work often or always.

When aggregating the three attributes of work motivation, 65 per cent of the respondents are always or often motivated to work hard on their job. Accordingly, the mean response for Albania is 3.04 on a scale from 0 to 4. By comparison, the mean response is slightly higher in Chile (3.24) and slightly lower in both Brazil (3.01) and Estonia (2.9).



Within Albania, there are small differences between male (3.01) and female (3.05) respondents. Older respondents are considerably more motivated at work. For respondents over the age of 50, the mean response is 3.15, while it stands at 2.95 for respondents below the age of 30.

Differences between ministries are notable. They range from 2.87 in the Ministry of the Economy to 3.34 in the Ministry of Foreign Affairs. There are virtually no differences between ministerial departments and subordinated organisations. Among categories of staff, temporary civil servants have the lowest mean response of 2.89, which again might reflect their limited involvement in their organisation. Among respondents with different levels of responsibilities, high-level managers have the highest score of 3.34 compared to low-level managers and specialists whose mean response is just below 3.0. Despite these internal differences, *work motivation among civil servants and public employees is high in Albania.*

### **Public service motivation**

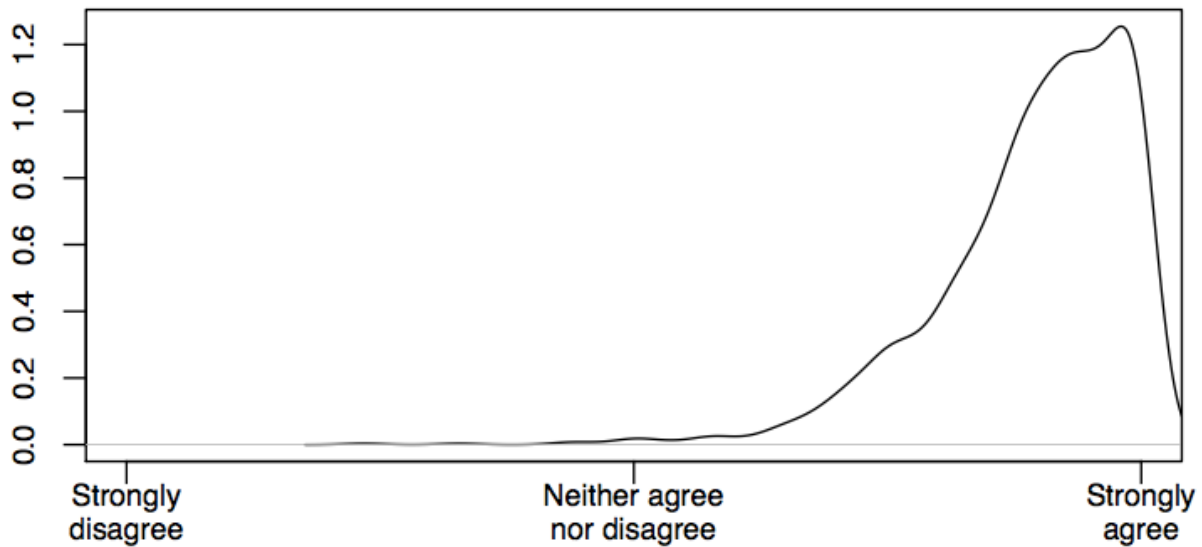
Public service motivation refers to the predisposition of individuals to serve the public interest and society. It is essential for the identity of civil servants and public employees and has widely been found to correlate closely with job satisfaction, work motivation, performance and ethical behaviour of public servants.

Public service motivation is a composite concept. It refers to four motivational attributes, including the 'attraction of civil servants to public service', their 'commitment to the creation of public value', the 'compassion for citizens' especially underprivileged ones and their willingness to 'self-sacrifice for the good of society'.

The concept of public service motivation is measured on the basis of 16 questions, that is, four times four questions that refer to the four components of public service motivation. In relation to the dimension of attraction to public service, the survey asks on a scale from strongly disagree to strongly agree questions such as 'Meaningful public service is very important to me.' and 'I admire people who initiate or are involved in activities to aid my community.' In relation to the dimension of commitment to public values, the survey asks questions such as 'To act ethically is essential for public servants. and 'It is important that citizens can rely on the continuous provision of public services.' In relation to the dimension on compassion, the survey asked 'I feel sympathetic to the plight of the underprivileged.' and 'I get very upset when I see other people being treated unfairly.'. Finally, in relation to the dimension of self-sacrifice, the survey asks 'I believe in putting civic duty before self.' and 'I believe in putting civic duty before self.'

For Albania, it is evident that the level of public service motivation is very high indeed. Nearly 15 per cent of the respondents score 4.0 on a scale form 0 to 4 and 92.5 per cent score 3.0 and higher. Consequently, the mean score of 3.58 is high for Albania. For Chile, this score is slightly higher at 3.78.

### Distribution: PSM



Looking within Albania, there are minor differences between female (3.6) and male (3.55) respondents. Older respondents above the age of 50 also score higher in relation to public service motivation than young respondents below the age of 30 (3.7 versus 3.5).

Differences across ministries are relatively small, which is unsurprising in a context of generally high levels for public service motivation. Scores range from 3.5 for the Ministry of Urban Development to 3.7 for the Ministry of EU integration. Temporary civil servants have a somewhat lower score (3.45) than other civil servants and employees. High-level managers have the highest level of public service motivation when compared to staff with other/fewer job responsibilities and at lower rank. *Overall, public service motivation among civil servants and public employees is hence very high in Albania.*

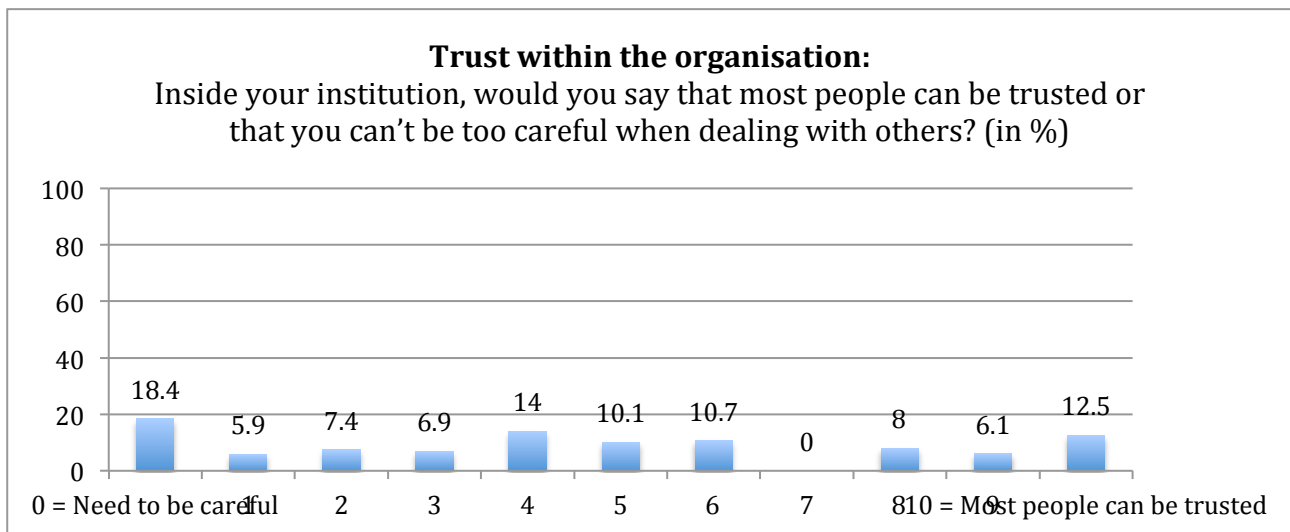
### Trust among colleagues

Intra-organisational trust is another important indicator of the quality of an organisation. It is essential for the success of an organisation, as it enhances the communication and cooperation among its members, increases motivation and reduces the intention to leave. In order to measure the degree of intra-organisational trust, we included one question that

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asked on a scale from 0 to 10 'inside your institution, would you say that most people can be trusted or that you can't be too careful when dealing with others?'

For Albania, the evidence suggests a considerable degree of distrust inside the civil service. Indeed, more respondents (i.e. more than 50 per cent) mistrust than trust their colleagues. The most frequent answer among respondents is '0', which stands for the lowest degree of trust among colleagues. The mean response for Albania is 4.56. This is similar to Chile (4.58) but considerably lower than in Brazil (5.91) and Estonia (6.05).



Inside Albania, there are notable differences between male (4.89) and female (4.37) respondents and across age groups, in that young civil servants below the age of 30 trust their colleagues much less than older civil servants above the age of 50 (3.99 versus 5.85). It hence appears that over time civil servants increase their level of trust in colleagues.

Comparing across institutions and categories of staff, some ministries such as the Ministry of EU Integration stands out with a low degree of trust (3.8), while trust is highest in the Ministry of Energy (5.83). Indeed, only three ministries have a mean response that is above 5.0. Temporary civil servants stand out with a lower degree of trust (3.78). Managers, in particular, mid-level managers have a higher degree of trust compared to other types of managers, administrative staff and especially specialists (4.37). *Overall, there is considerable scope for measures to enhance trust among public administration staff in Albania.*

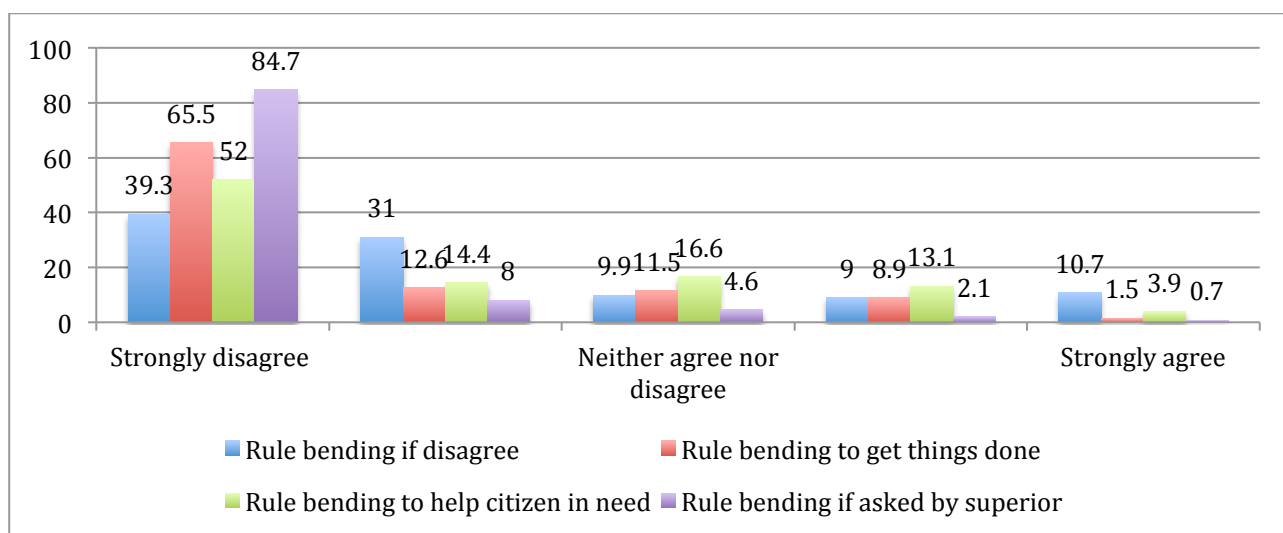
## **Willingness to comply with rules**

To what extent are civil servants and public employees willing to bend rules? The compliance with rules, in particular, formal rules is essential for the rule of law and the working of public administration. In the survey, we asked four questions that asked for the willingness of civil servants to 'bend' rules if they disagreed with them, if would enable them to get things done at work, if they could help a citizen in need and if a superior asked them to do so.

The evidence suggests a mixed picture in relation to the willingness of civil servants to comply with rules. On the one hand, there are merely 26 per cent of all respondents that would under no circumstances bend any rules. This is the group of respondents that 'strongly disagrees' with all four statements related to the potential for non-compliance with rules. The remaining 74 per cent would, when taking the response at face value, at least consider bending a given rule if circumstances permit or ask for it.

On the other hand, it should be recognised that there is a much smaller proportion of respondents, which agrees that under certain circumstances it would be justified to bend the rules. Less than 3 per cent of the respondents would bend formal rules if their superior asked them to. However, around 20 per cent of the respondent would bend rules if they disagreed with them and around 17 per cent would do so in order to help a citizen in need. Whether one adopts the 'zero-tolerance threshold' (above) or a more permissive threshold to measure the willingness to potentially bend the rules, there certainly is considerable scope for increasing the respect for formal rules among civil servants and public employees.

When aggregating the four questions, the mean response for Albania is 0.79 on a scale form 0 to 4. This score is encouraging but disguises the proportion of respondents that would be willing to bend rules if they disagree with them. The questions were not asked in Brazil, Chile and Estonia.



Within Albania, there are some differences between women (0.77) and men (0.82) and across age groups. In particular, younger civil servants below the age of 30 are much more willing to bend rules than older civil servants (0.95 vs 0.67). There are some differences across ministries with the respondents from the Ministry of Health standing out with the propensity to bend rules (1.03). By contrast, the Ministries of Agriculture and Education demonstrate the lowest score (0.63). Comparing categories of staff, it became evident that permanent civil servants are least inclined to bend rules while permanent employees are most willing to do so (0.74 versus 0.96). Moreover, high-level managers (0.87) are more willing to bend the rules than low-level managers and specialists. This suggests that high-level managers do not always lead by example when it comes to complying with rules in public administration.

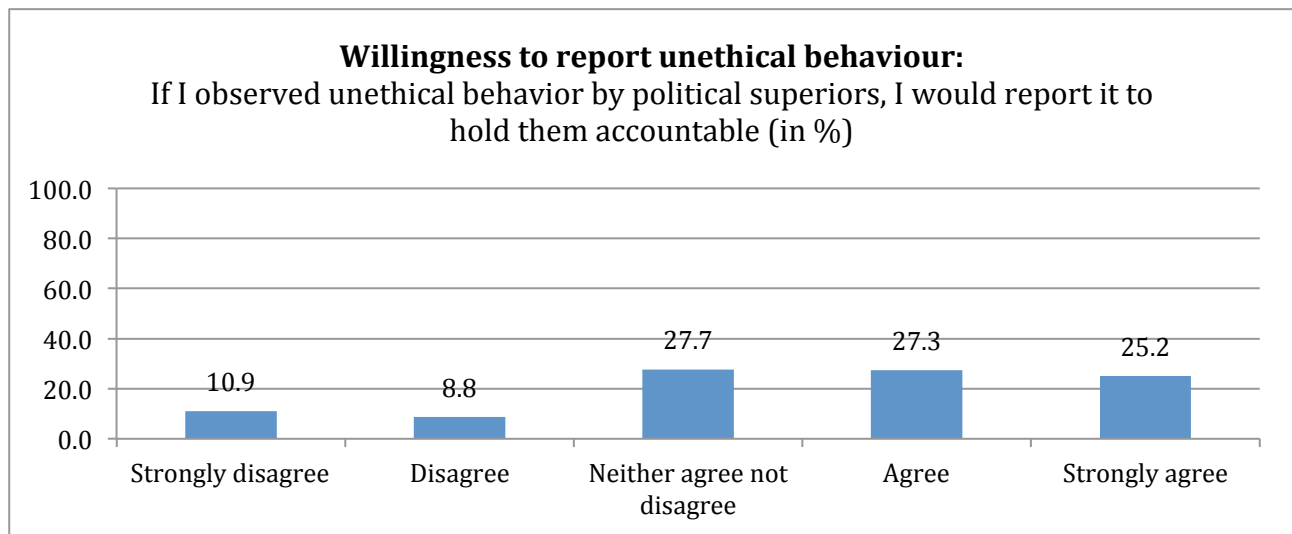
*Overall, there is scope for strengthening the attitudes towards rule bending. In particular, young civil servants and employees and, perhaps surprisingly, (high-level) managers could benefit from measures to raise the understanding of the need to comply with rules in the law-based context of public administration when compared to other categories of staff.*

### Reporting unethical behaviour (cf. whistle blowing)

To what extent are civil servants and public employees willing to blow the whistle if they observe unethical behaviour by political leaders? The willingness to report unethical behaviour is an essential indicator for the capacity of public administration to prevent corruption. Civil servants are often the first in line to observe corrupt behaviour and are

therefore also in a privileged position to prevent such behaviour by reporting it to a superior or an external body. In the survey, we specifically asked if civil servants were to report unethical behaviour by political superiors to hold them accountable.

The evidence suggests a rather limited willingness to report unethical behaviour by political superiors. Only just over 50 per cent of the respondents are inclined to blow the whistle, while the largest proportion of respondents neither agrees nor disagrees with the statement. Consequently, the mean response for Albania is relatively low at 2.47 out of 4.



Within Albania, there are some differences between male (2.58) and female (2.39) respondents and to a smaller extent across age groups whereby younger civil servants are less willing to report unethical behaviour than older civil servants.

A comparison across institutions and categories of staff further indicates that relevant differences can be observed for ministries. The mean responses range from a low 2.11 for the Ministry of Environment to a high 2.75 for the Ministry of Energy. Staff from Ministries of Agriculture and EU Integration also stand out with relatively greater willingness to report unethical behaviour. Moreover, high-level managers (2.61) are more inclined to report unethical behaviour of political superiors than staff below the top ranks, which reflects their leadership responsibility and their ability to observe the behaviour of political superiors better than their subordinates. Finally, differences between types of civil servants and public employees are small.

*Overall, there is considerable scope to develop initiatives to increase the willingness to report unethical behaviour in public administration. Legislative initiatives, for instance, in the area of whistle blower protection may be one area to consider. Training and education initiatives may be another measure to explore in more detail. Further comparison to the evidence from other countries may be considered as well insofar as additional questions on the subject were asked in some of the other countries included in the study.*

### **Ethical behaviour in public administration**

To what extent are civil servants and public employees themselves involved in unethical behaviour and to what extent do they observe such behaviour at their workplace?

Assessing unethical behaviour by means of surveys is difficult, as respondents may under-report the true extent of their involvement in this type of behaviour. In order to assess the ethical behaviour of civil servants and public employees. First, we asked respondents *directly* how often they use office resources for private purposes. The office resources that were included the use of printers and papers to print private documents, the use of office phones, email and internet for private purposes and the use of office stationary at home again for private purposes. These forms of unethical behaviour are also studied under the heading of organisational misbehaviour or deviant organisational behaviour. We therefore label them in this context as minor ethical infractions.

Second, we ask civil servants and public employees *indirectly* how often they observe major ethical violations such as political corruption, bribery, nepotism and clientelism (i.e. electoral campaigning on behalf of political parties) among the employees of their organisation. By asking indirectly the respondent's answer is protected and he/she does not have to reveal whether he/she is personally involved in such major violation.

Together these two perspectives give us an indication of the extent to which unethical behaviour can be considered a problem in public administration, which organisations and which categories of staff are more or less at risk of being involved in unethical behaviour.

Moreover, there are good grounds to expect that evidence for minor ethical infractions may be an indicator for the presence of more serious yet less visible major ethical

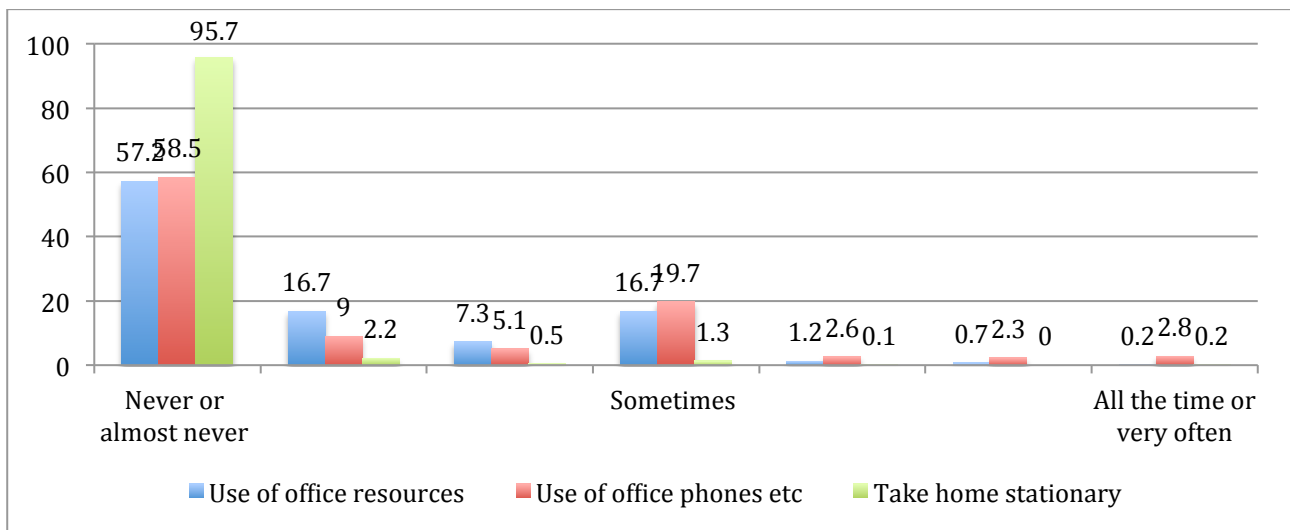


violations such as personal and political corruption. This is a hypothesis however that would require further inquiry.

### Minor ethical infractions

When looking at all three types of minor ethical infractions mentioned above, 50 per cent of the civil servants and public employees, according to their own admission, have at least some experience with the use of office resources for private purposes. Looking more closely at the relative importance of the minor infractions, just over 40 per cent of the respondents use office resources such as printers for private purposes at least from time to time. The same proportion would use office phones, email and internet for private purposes at least occasionally. A much smaller proportion (less than 5 per cent) would take home office stationary for private purposes.

When aggregating the three questions, the mean response for Albania is 0.71 on a scale from 0 to 6. This is a low score but it should be recognised that if a zero-tolerance policy is applied, around half of our respondents do not meet the standards of the policy. Moreover, given the sensitivity of the question, the result is likely to bias the true misuse of office resources downwards.



When comparing within Albania, there are differences between male (0.81) and female (0.64) respondents and between age groups, whereby younger civil servants below the age of 30 are more frequently misusing office resources than older civil servants above the age of 50 (0.76 versus 0.5).

Looking across institutions, there are some differences across ministries with the Ministry of Foreign Affairs standing out with a considerably higher score for minor ethical infractions. At the other end, minor ethical infractions are less common in the Ministries of Agriculture and Energy.

The abuse of office resources also varies across categories of staff. Temporary civil servants (0.94) are more involved in these kinds of minor ethical infractions. Moreover, high-level managers (0.92) use office resources for private purposes more often than their subordinates.

*Overall, the finding indicate some scope for initiatives that aim to reduce deviant organisational behaviour. Such initiative might specifically target younger respondents, temporary civil servants, high-level managers as well as particular ministries, for instance, by means of ethics training and campaigns to raise awareness regarding the use and abuse of office resources for private purposes.*

### **Major ethical violations**

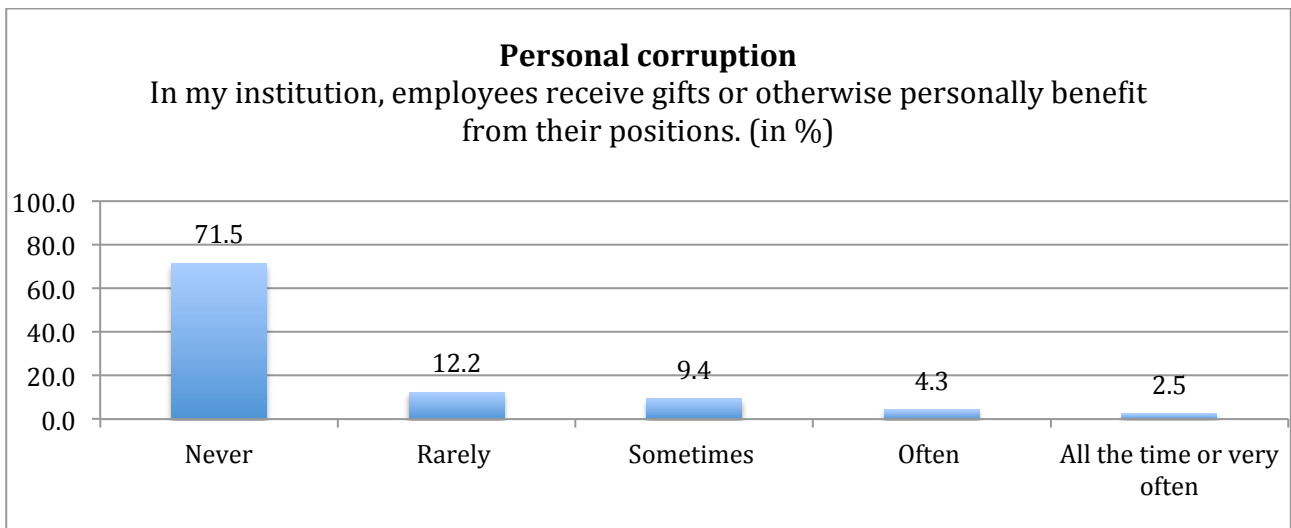
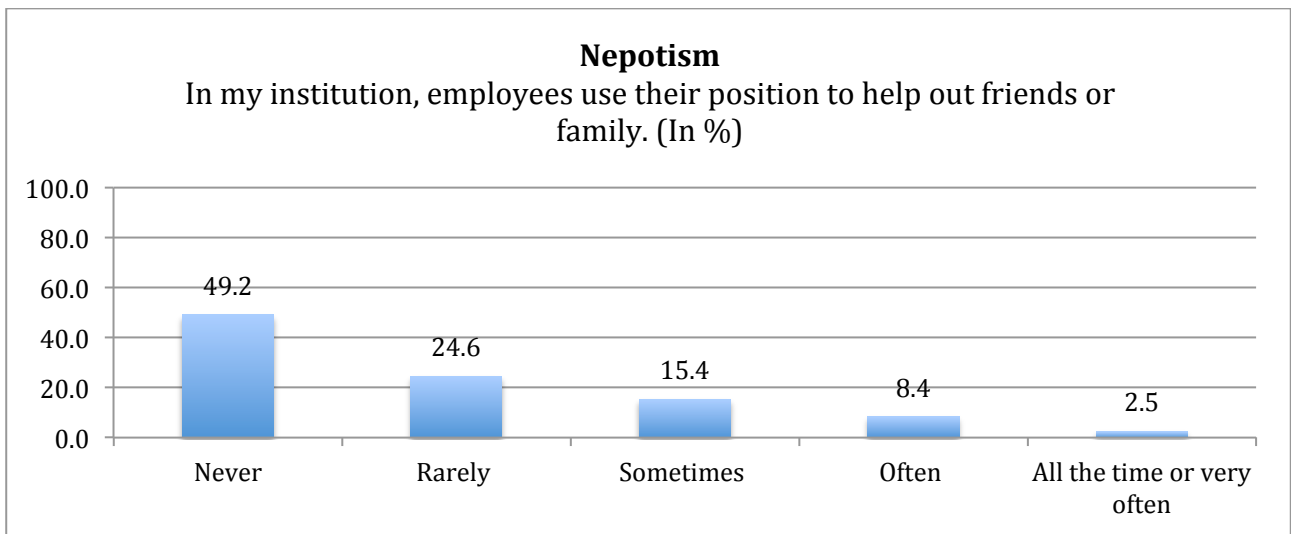
In order to examine the experience with major ethical violations such as bribery, gift acceptance, nepotism, the diversion of government resources to politicians and political parties and the involvement of civil servants in electoral campaigns of political parties we asked indirectly to gauge the frequency of such behaviour among employees of their organisation.

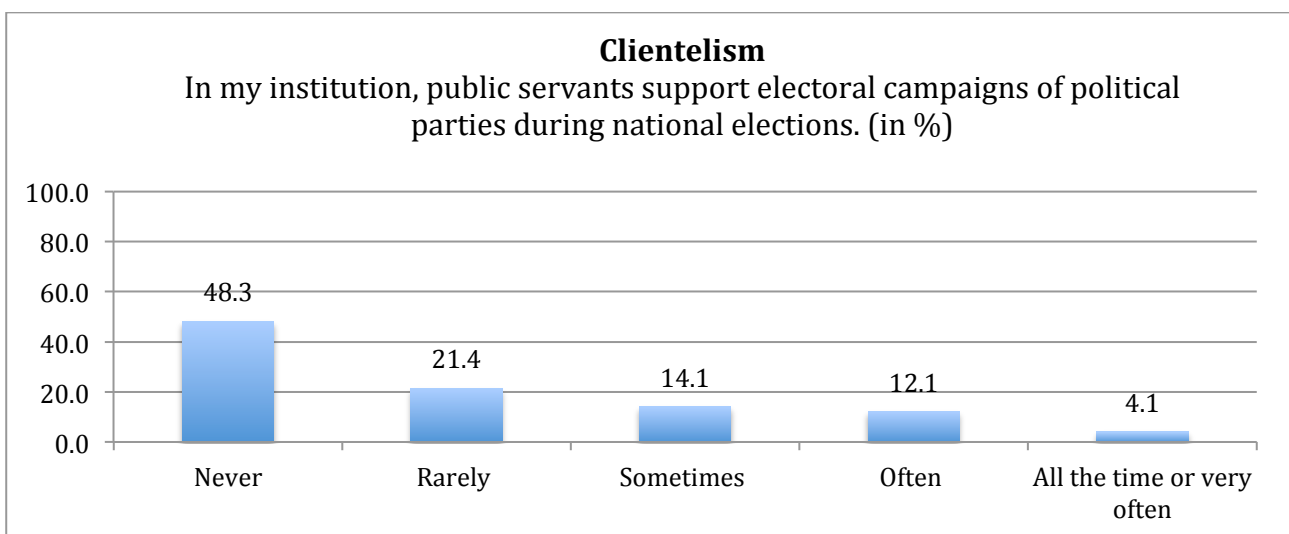
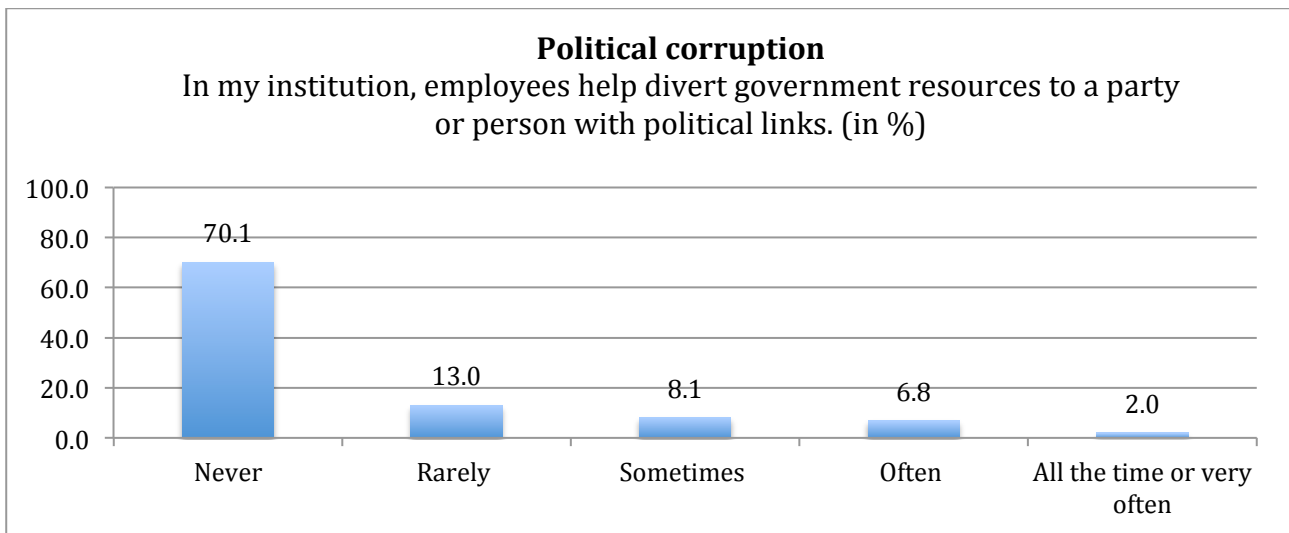
First, favouritism or more specifically nepotism, that is, the use of the official position in for the benefit of friends and family members does not occur frequently in public administration. However, just over 50 per cent of the respondents indicate that it occurs at least from time to time inside their institution.

Second, personal corruption, which refers to the acceptance of gifts and potentially informal payments as well as other use of one's position for personal gain does not occur frequently. However, nearly 30 per cent of the respondents observe it from time to time in their institution.

Third, political corruption, which refers to the diversion of government funds and policy benefits to political parties and persons with political links does not occur often. However, similar to the case of bribery, 30 per cent of the respondents observe it from time to time.

Finally, the participation of civil servants in electoral campaigns violates their duty to remain politically neutral, in particular, while they are on the job. Indeed, the survey was taken during the electoral campaign for the 2017 national election. The survey evidence suggests that around 50 per cent of the respondents observe this type of behaviour among colleagues at least from time to time.





When looking further within Albania, it is meaningful to compare the results across ministries and policy areas. A 'clean' ministries index identifies the proportion of respondents that has 'never' observed any of the four major ethical violations listed above among colleagues of their organisation. The evidence suggests that there are considerable differences. In Ministries of Foreign Affairs, EU Integration, Interior and Urban Development the cleanness score is significantly lower than the mean of 43%. By contrast, the Ministries of Agriculture, Energy and Environment are relatively cleaner than the average ministry.



*In sum, according to the survey evidence major unethical violations do not occur frequently in public administration in Albania. However, their occurrence is not negligible and, admittedly, it does not take many cases for political and personal corruption to be a problem and even to lead to a major scandal. The finding of occasional occurrences should provide enough of a motivation to raise the awareness of the importance of integrity, impartiality and political neutrality in the civil service. Moreover, nepotism and political clientelism are at least somewhat more common in Albania and will hence require further attention by policy makers in the future.*

### **Part 3: Personnel Management Practices and Their Effects on Attitudes and Behaviour of Civil Servants and Public Employees**

This part presents the personnel management practices in central government ministries and subordinated organisations and their effect on the attitudes and behaviour of civil servants and public employees that have been outlined in the previous part. The discussion distinguishes six areas of personnel management

- Recruitment and selection
- Career advancement including promotion and transfer
- Salary management
- Performance evaluation

- Job stability
- Leadership

For each management function, the overall results are presented followed by a discussion of differences across institutions and categories of staff. Where possible, the results will be used to identify trends over time.

For several civil service management functions, the discussion will also assess whether particular management practices are associated with more or less politicisation as well as more or less favouritism both of which contradict the ambition of the Albanian government to promote the professionalisation of the civil service.

Finally, the discussion will turn towards the effectiveness of the personnel management practices, that is, it will assess whether a particular practice such as a public vacancy announcement is associated with more job satisfaction, work motivation, performance, etc or not. The discussion of the effectiveness of management practices will rely on a statistical analysis that will control for relevant factors such as the gender, age, rank and years of experience in public administration.

Differences to other countries will not be included at this stage, as this part of the cross-country analysis has not yet been conducted. A cross-country discussion will be added to this report after the completion of the global study.

### **Recruitment and selection**

This section examines four aspects of the recruitment and selection process followed by a discussion of their effectiveness. It begins with initial announcement of vacancies and how respondents found out about the job opportunity in public administration. Formal processes such as newspaper advertisements and web announcements are commonly have the advantage of reaching wider pool of potential applicants. By contrast, informal processes such as word of mouth and personal communications with friends or other acquaintances inside government organisations tend to increase the potential for non-meritocratic selection processes and outcomes.

Second, the assessment of candidates is the central stage of the selection process itself. The survey we distinguished written examinations, personal interviews and other/alternative forms of assessment. Written and oral entry examinations are typically considered to be key components of merit civil service systems. In Albania, both are required by law for civil servants.

Moreover, merit processes tend to delegate selection decisions to central civil service agencies such as DoPA in the case of Albania and/or independent selection commissions. By contrast, a large role for line managers and politicians such as ministers are typically associated with less meritocratic and hence more personalised and politicised selection processes.

Third, to complement questions of process, we explicitly examine the relative importance of job qualifications, job-specific expertise, personal and political criteria for the selection of candidates into public administration.

Fourth, we explore the practice of pool recruitment that has been established in Albania in 2013/2014 in order to enhance the professionalisation of the civil service. The survey included several questions that will help to identify whether the new pool recruitment procedure has so far achieved its desired objectives.

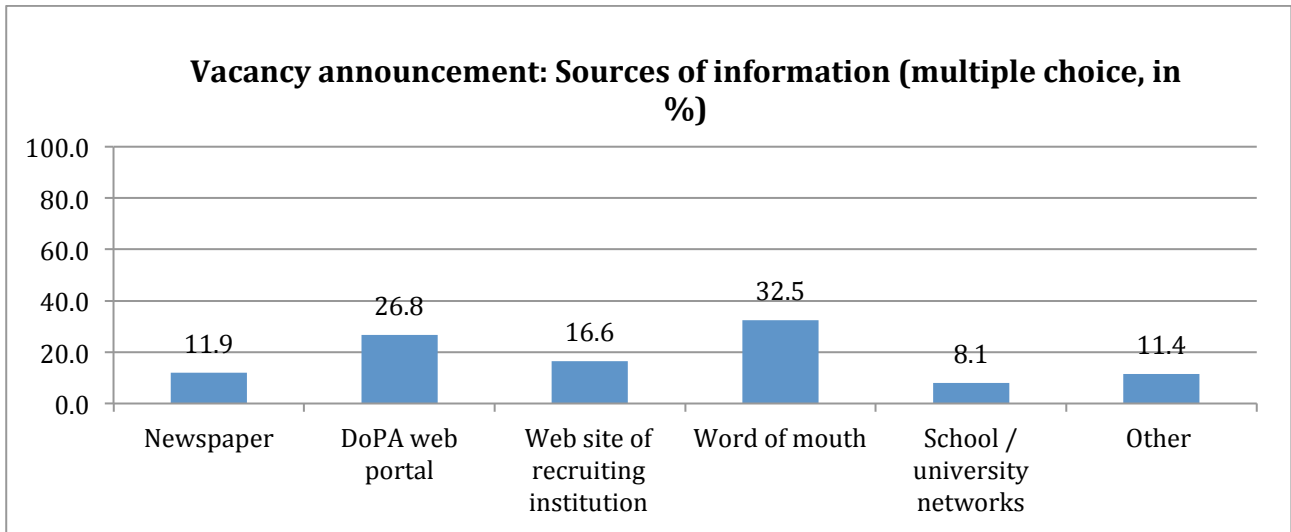
Finally, we discuss the effect of vacancy announcements, selection mechanisms, selection criteria and the pool recruitment procedure on the attitudes and behaviour of civil servants and public employees.

### **Vacancy announcements**

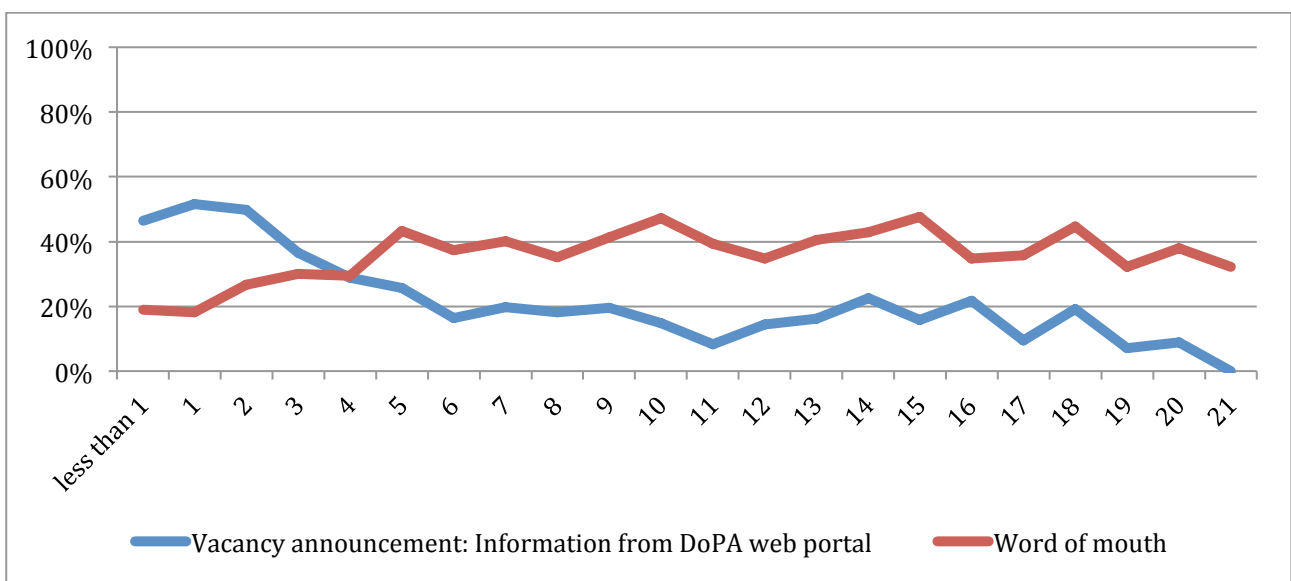
How do civil servants and public employees find out about job vacancies? In the survey, we explicitly asked how respondents found out about their 'first job' in public administration. To be sure, they may have joined the civil service a long time ago but the assumption is that they would somewhat remember the source of information. They could choose as many channels of information as they saw fit.

The evidence shows that nearly 33 per cent of the respondents found out thorough word of mouth and hence informal communications with personal acquaintances. A

considerable number of 27 per cent found out thanks to the vacancy announcement on the DoPA web site. Newspaper adverts are a less common source of information.

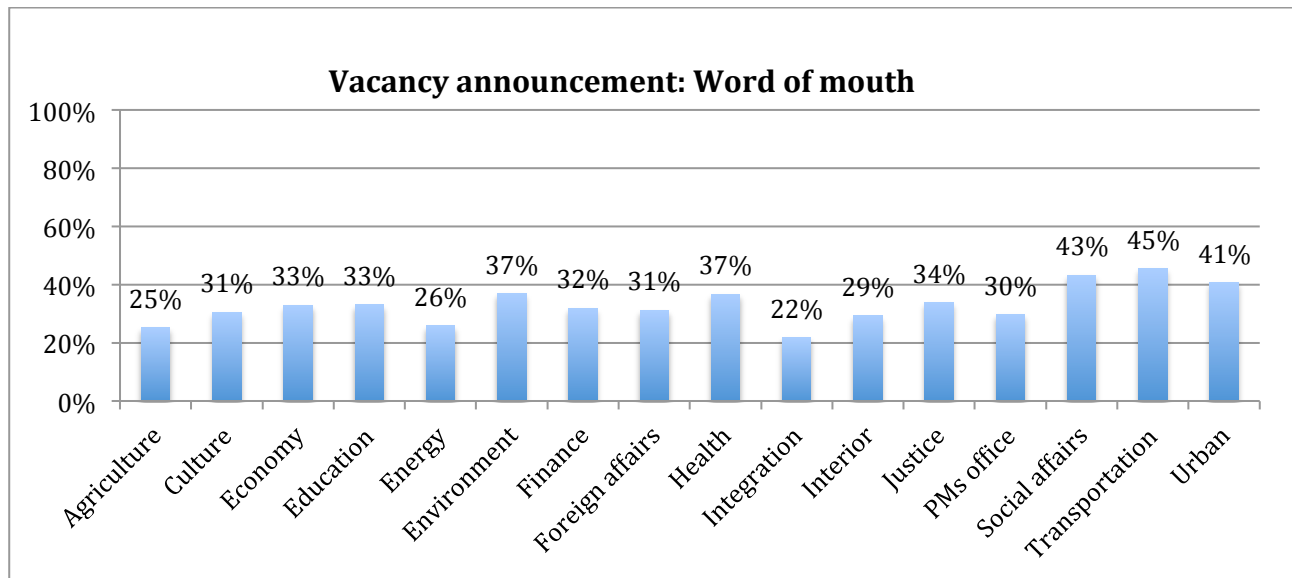


While informal sources of information are hence prevalent in Albania, it is also evident that the trend goes in the direction of more formal and open channels of information, in particular, the internet. Indeed, especially since around 2013/14 (3-4 years ago), there has been a major surge of respondents who found out about their vacancy thanks to the DoPA web site. During the same period of time, word of mouth became less important, declining from an average of around 40 per cent for respondents who were recruited before 2013 to less than 20 per cent for respondents who have been recruited since.





Notwithstanding the trend over time, there are also considerable differences across ministries. In the Ministries of Transport (43 per cent) and Urban Development (45 per cent), for example, personal, informal communications are a much more common source of information than in other ministries such as the Ministries of EU Integration (22 per cent), Agriculture (25 per cent) or Energy (26 per cent).



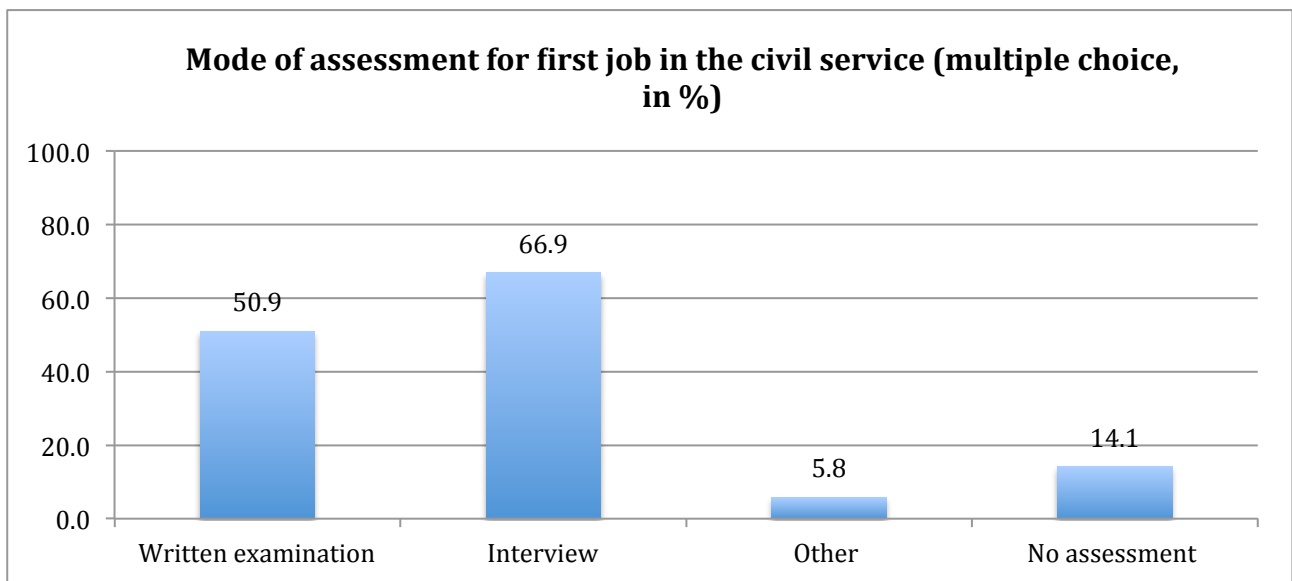
In a separate statistical analysis of the consequences of announcement mechanisms we simply distinguished between informal channels of information such as word of mouth and any kind of formal channel such the DoPA web site or a newspaper. *The findings provide support for the positive effect of public vacancy announcements on reducing both favouritism and politicisation in recruitment and selection processes. DoPA should hence be encouraged to continue its proactive strategy to publicly advertise job vacancy via the internet.*

### Selection mechanisms

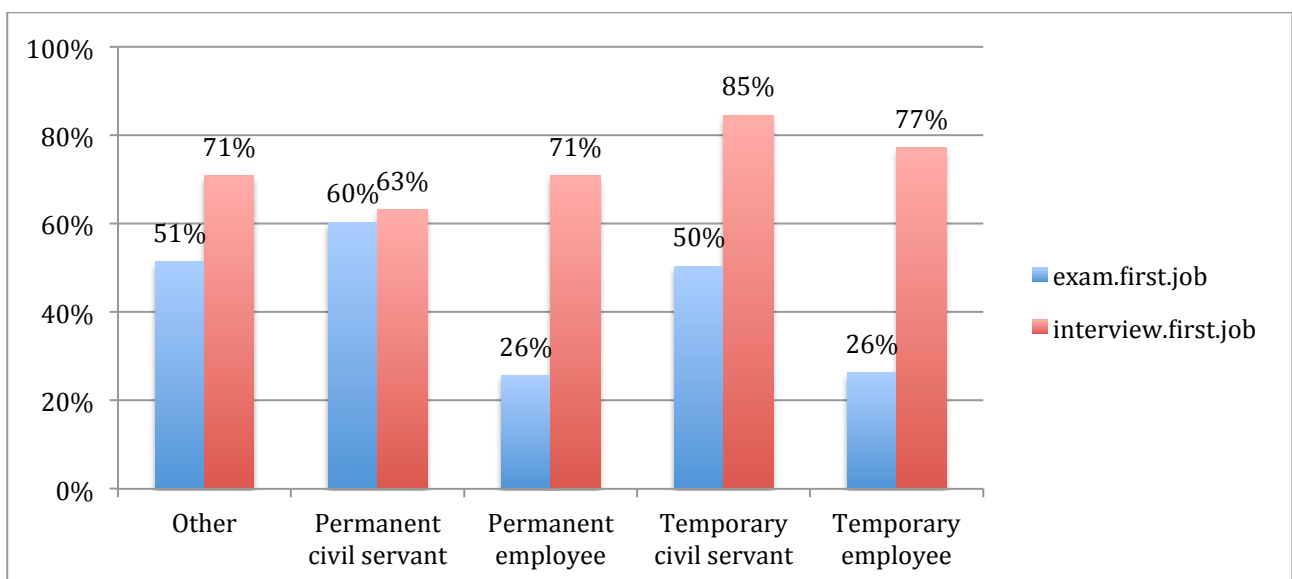
Looking more closely at the mode of assessment, it is evident that 51 per cent of the respondent took a written examination and 67 per cent passed a personal interview before they were selected for their first job in public administration. Only 14 per cent did not sit any assessment.

These figures suggest a wide use of written and especially oral examination techniques. It should be qualified that the question asked for recruitment into the 'first job' in public

administration. The figures hence also capture assessment processes in the early 2000s and in the 1990s to the extent that these respondents still work in the civil service. Moreover, the legal basis for selection and recruitment differs across categories of staff.



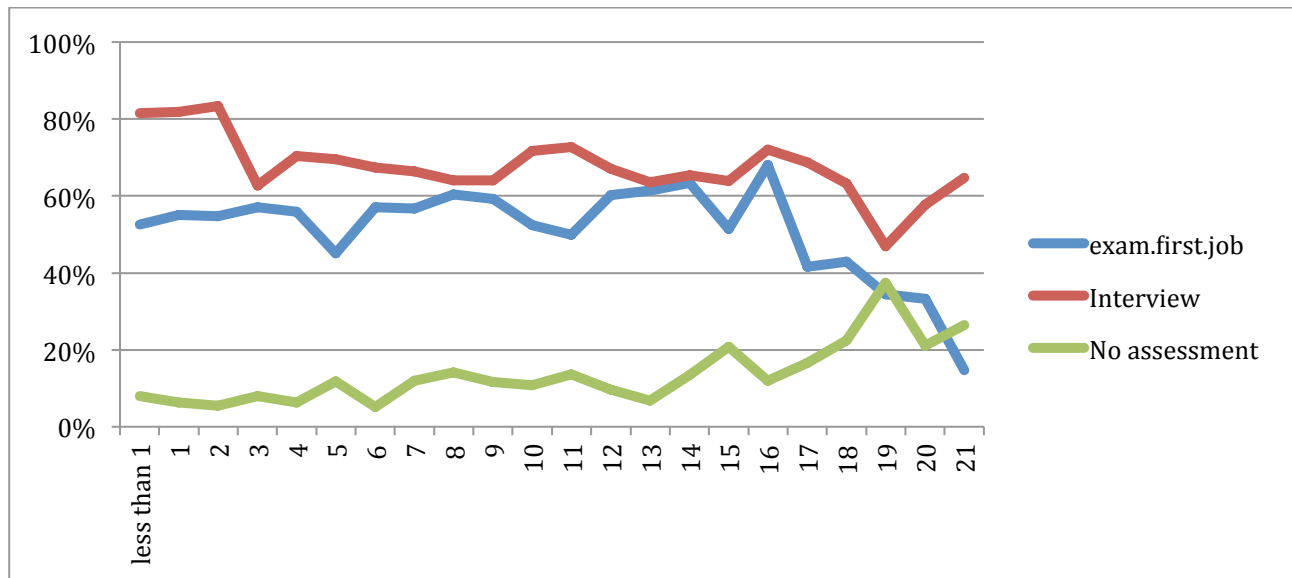
The overall figures further reflect the differences in legal requirements for civil servants and public employees. Permanent and temporary public employees have passed written entry examination much less often. There is hence considerable scope for more merit-based recruitment at the level of public employees.



Looking over time, it is evident that written and oral examinations increased considerably from around 2000, which reflects the coming into force of the 1999 Civil Service Law.

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Moreover, there is a considerable increase in the proportion of written examinations since 2013/14. *In other words, there has been a positive trend towards meritocratic selection mechanisms in Albania in recent years.* At the same time, the proportion of respondents who did not have to pass any assessment declined steadily, especially, after the first Civil Service Law was adopted.

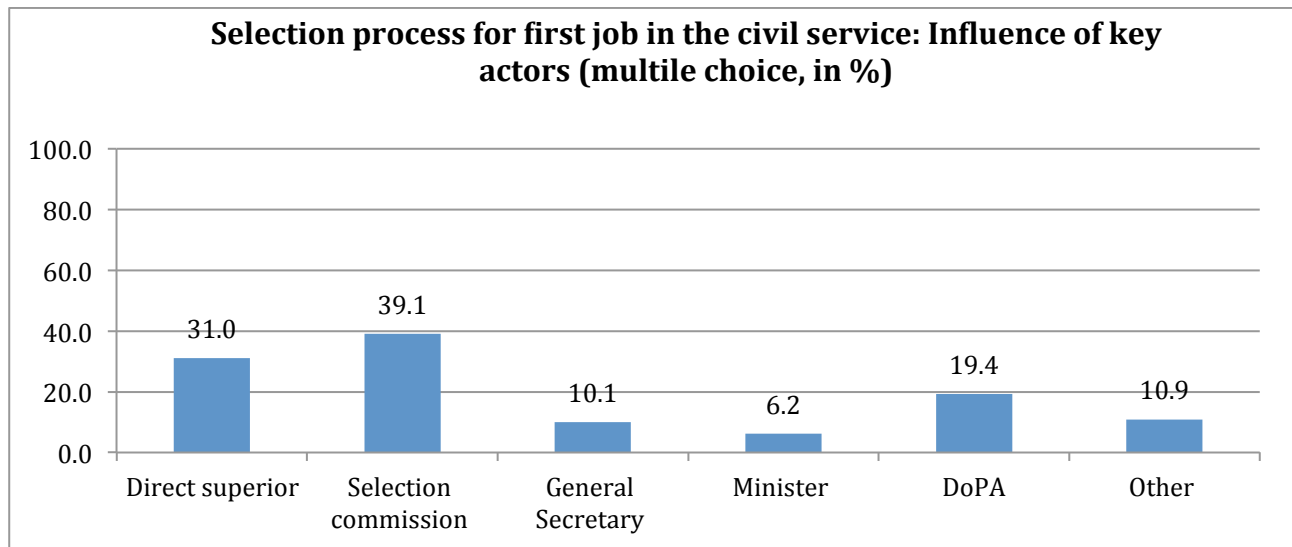


The positive perspective is reinforced by a separate statistical analysis on the consequences of formal assessments. *In Albania, written examinations are found to reduce both personal favouritism and politicisation in recruitment and selection. For personal interviews a positive effect is found on reducing politicisation but not on general favouritism in recruitment and selection. This suggests that there may be scope for the strengthening of the interview guidelines for both civil servants and public employees in order to increase the consistency of interviews and to hence reduce the potential for discretion and favouritism.*

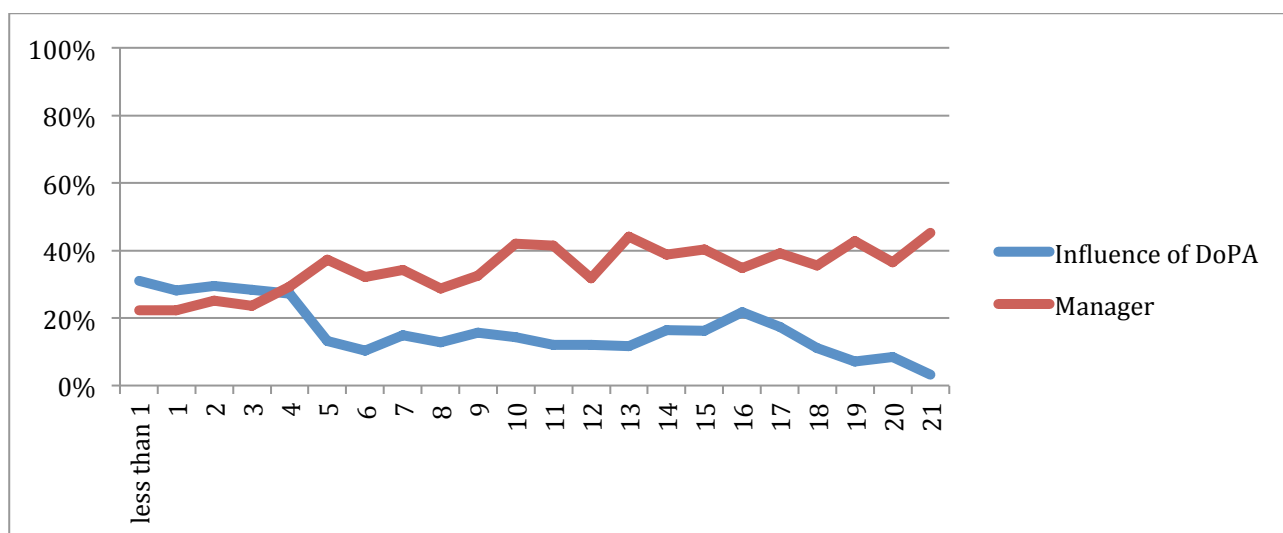
In the context of assessing mechanisms of selection, the survey also asked which institutions influenced the final decision of the selection process. To be sure, formally, there is an independent selection commission that is formed either by the recruiting institution or by DoPA. However, in practice other institutions may have a say in the selection process such as the manager who seeks to fill a vacancy, the General Secretary of the ministry or the Minister. The latter have no formal role in the selection process but informally they may, of course, be involved in one way or another.

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The survey allowed respondents to tick as many options as they considered relevant. The results show that selection commissions (39 per cent) are the most important institution to influence the outcomes of selection processes. However, the direct superior (31 per cent) either informally or as member of a selection commission appears to often play a prominent role in selection, too. By contrast the role of DoPA is still more limited, even though nearly 20 per cent indicate that it had a say in the selection decision. Ministers and General Secretaries play a much smaller but certainly not a negligible role.



*While the aggregate findings hence present a mixed picture, the over-time trend suggests a growing role for DoPA and a declining role for managers, i.e. direct superiors. As will be seen below, this is a positive trend that has contributed to the growing professionalisation of the recruitment and selection process. The main change occurred approximately 4 years ago, i.e. around 2013 when DoPA's role in the recruitment process was strengthened.*



The growing role of DoPA is accompanied by a positive effect on reducing both favouritism and politicisation in the recruitment and selection process. In a separate statistical analysis, it became evident that *a larger role for DoPA and for selection commissions is associated with a smaller role for personal and political connections in selection. By contrast, a larger role for managers and for ministers is associated with more favouritism and politicisation.* There is hence considerable evidence to support a more prominent role for DoPA and selection commissions in the recruitment and selection process.

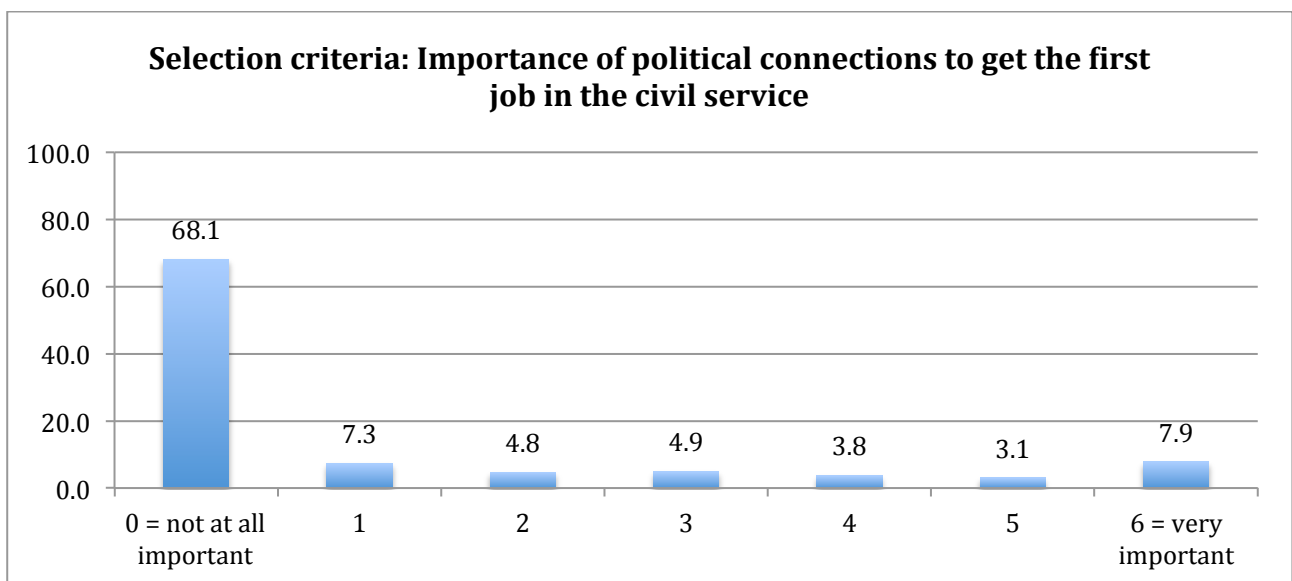
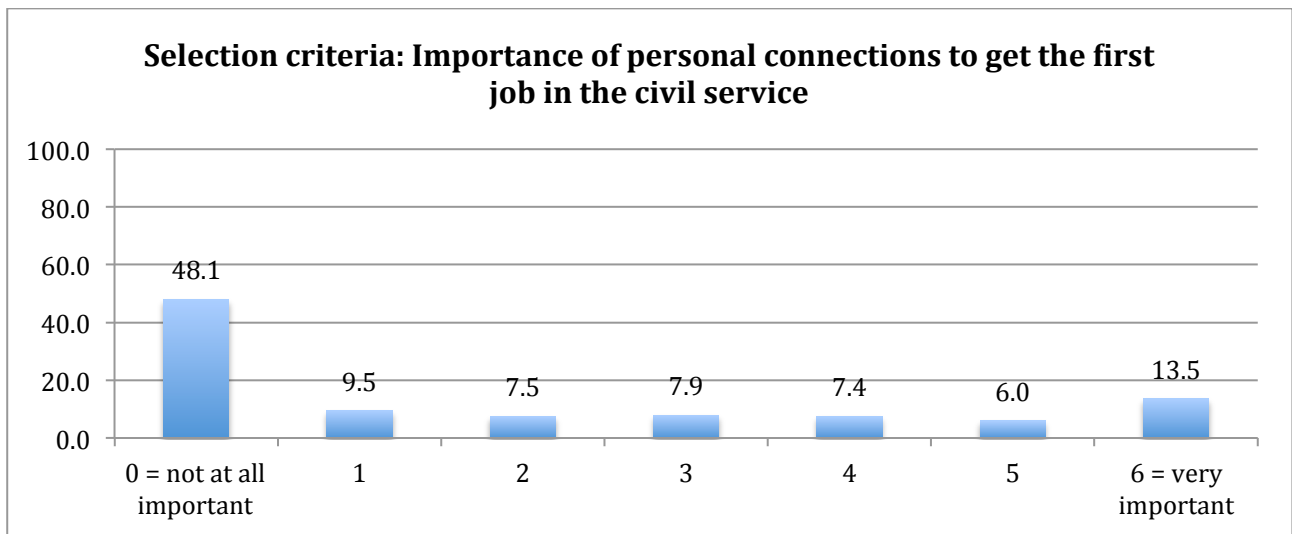
However, when comparing across ministries, it is also evident that there are also considerable differences in the role DoPA plays. In the Ministries of EU Integration and Health, for instance, DoPA's role remains small. By contrast, in Foreign Affairs, Education and Economy, DoPA's role during the selection process appears to be much more prominent. *Given the positive influence of DoPA on merit recruitment and selection there is hence scope for increasing DoPA's role in the future.*

### Selection criteria

In addition to the selection process, the survey asks for the criteria that were applied when getting the first job in public administration. We focus here on the role of personal connections (i.e. favouritism) and political support (i.e. politicisation) in order to gauge the importance of non-meritocratic criteria in selection. Personal connections on the one hand and political connections on the other are not the same but they are highly correlated with each other. Both types of selection criteria are difficult to observe, as respondents have an

incentive to under-report or misreport the true importance of these kinds of criteria. The aggregate figures should therefore be read with a degree of caution.

From the survey, it is evident that for just over 50 per cent of the respondent personal connections to friends, family and other personal relations in public administration have provided at least some degree of help to get their first job in the civil service. By comparison, political support from a party or a personal with political links have been less relevant, in that just over 30 per cent attach at least some importance to it for the selection into their first job in public administration.



There are several notable differences across ministries. For respondents from some ministries such as EU integration (72 per cent) and Foreign Affairs (72 per cent) personal

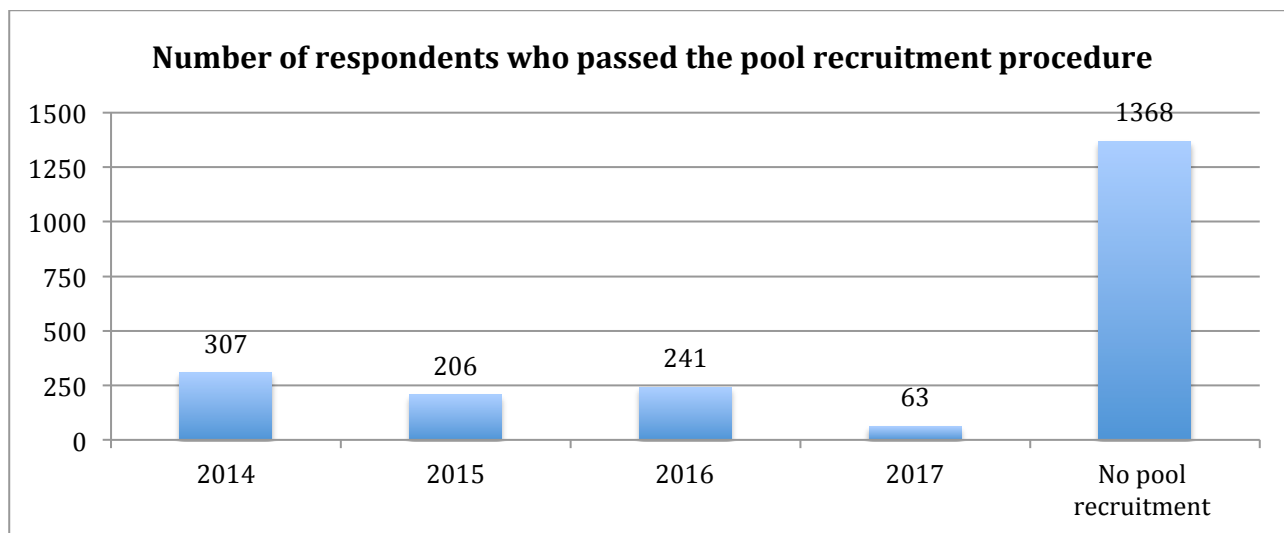
connections are relatively more important than for others. The same applies to the role of political support, which is relatively more important for the Ministries of EU Integration (54 per cent), Environment (42 per cent) and Transport (41 per cent).

To be sure, the figures may be interpreted in more than one way and the percentages should not necessarily be taken at face value, as they are likely to under-represent the role of personal connections and political support in recruitment and selection. *The basic conclusion that should be drawn however is that personal connections and political support remain important during the recruitment and selection process and, as will be shown below, efforts to increase the merit elements will surely pay off. As already indicated above, a more prominent role for public vacancy announcements, written and oral examinations, coordination and implementation by DoPA and independent selection commissions are the most promising mechanisms to achieve the greater professionalisation of the recruitment and selection process.*

### **Pool recruitment**

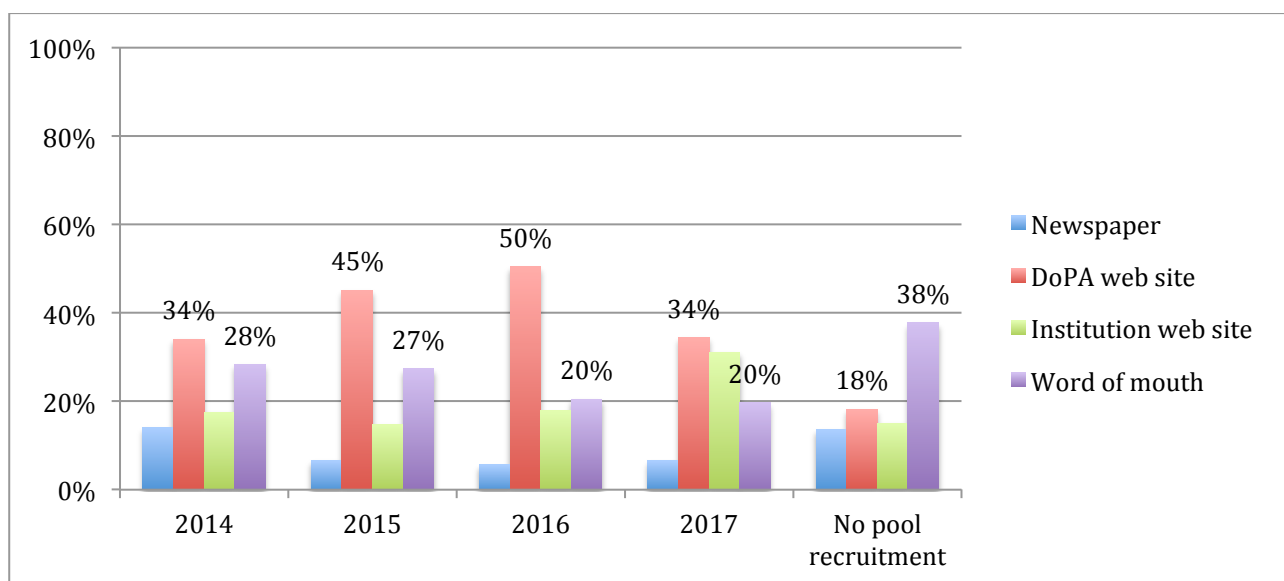
The pool recruitment procedure will be discussed separately given its prominent position in recent civil service reforms in Albania. It was introduced in 2013 and operated for the first time 2014 in order to enhance the professionalisation of the recruitment and selection process. It is currently used for entry-level executive (specialist) positions. It is possible however for civil servants who are already employed in the civil service to apply for positions advertised through the pool recruitment procedure. This section assesses the experience with pool recruitment in more detail.

First, at the time of completing the survey, 817 respondents had passed the pool recruitment procedure. The number of pool recruits has increase year on year. The numbers for 2017 merely reflect the evidence for the first few months of the year and might increase further, though the election context should be expected to reduce the number of new recruitment procedures for this particular year.



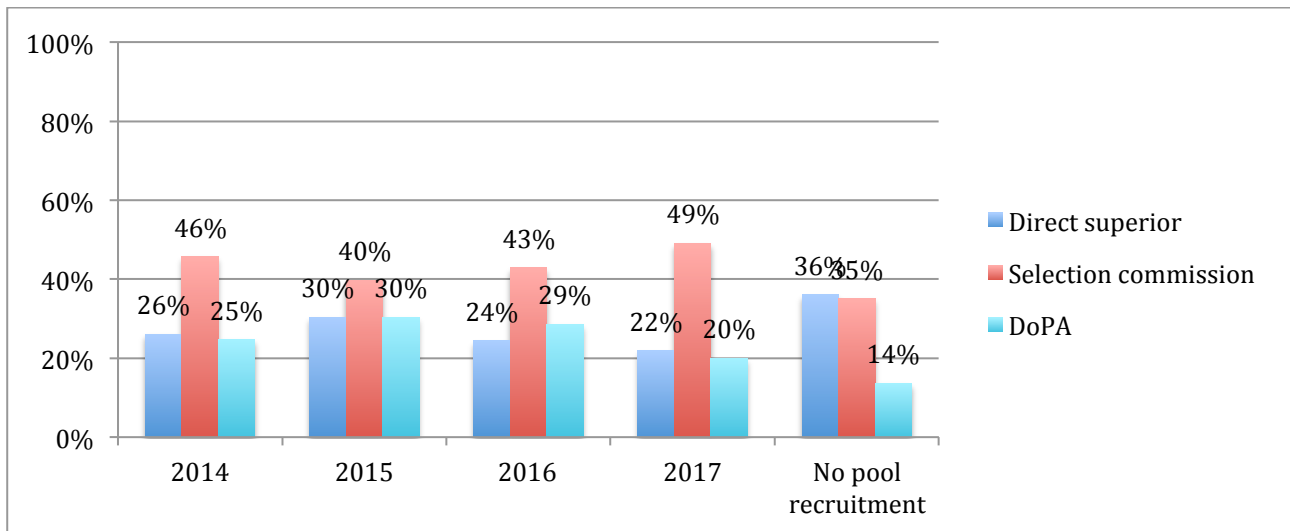
As one would expect, pool recruits are more common among specialists and civil servants. It is also evident that there are more pool recruits in some ministries than in others, e.g. there are few pool recruits in the Ministry of Transport, while there are relatively more in the Prime Minister’s Office and the Ministry of Energy. There are no major differences between ministerial departments and subordinated organisations in the sample.

Looking more closely at the recruitment and selection process, the largest proportion of these respondents found out about the vacant position(s) through the DoPA web site (up to 50 per cent, e.g. in 2016), while informal channels of information were less relevant. In particular, the comparison to respondents who were not recruited through the pool recruitment procedure is telling, in that they were much more likely to rely on word of mouth to find out about job vacancies.





It is also evident and arguably unsurprising that the independent selection commissions and DoPA play the most influential role when it comes to the selection of candidates through the pool recruitment procedure. By contrast, managers and also ministers play a relatively larger role for civil servants who were 'not' recruited through pool recruitment.

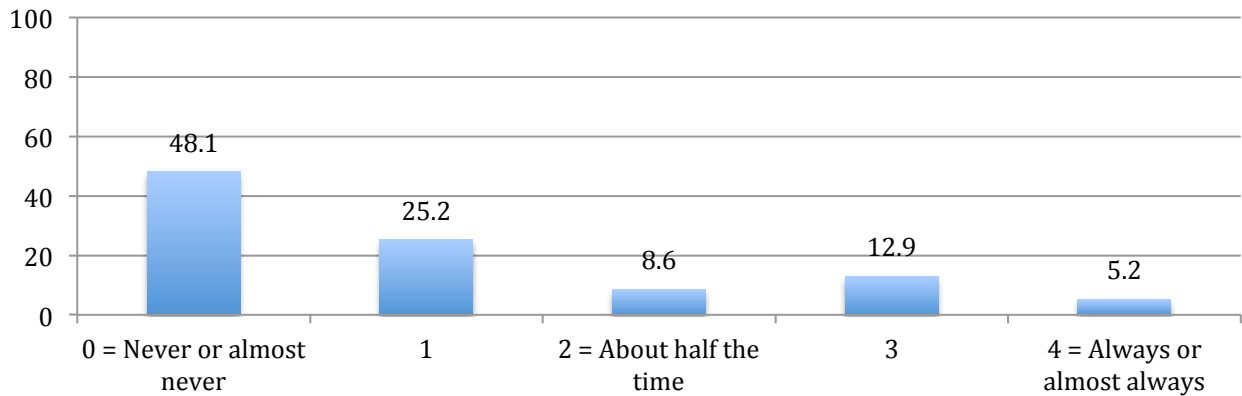


In order to gain a better understanding of its effectiveness, we further asked respondents to evaluate the pool procedure with regard to its capacity to minimise favouritism and politicisation and to maximise the selection of candidates with high levels of skills and qualification as well as high ethical standards.

The evidence suggests a generally positive evaluation of the pool recruitment procedure. Nearly 75 per cent of the respondents indicate that the pool recruitment procedure ensures that candidates are never or rarely selected on the basis of personal and political connections. At the same time, more than 70 per cent of the respondents agree that pool recruits have always or often the skills and qualifications needed to perform their job well. Moreover, 80 per cent of the respondents indicate that pool recruits maintain high ethical standards of behaviour on the job. *The overall evaluation of the pool recruitment procedure is therefore positive.*

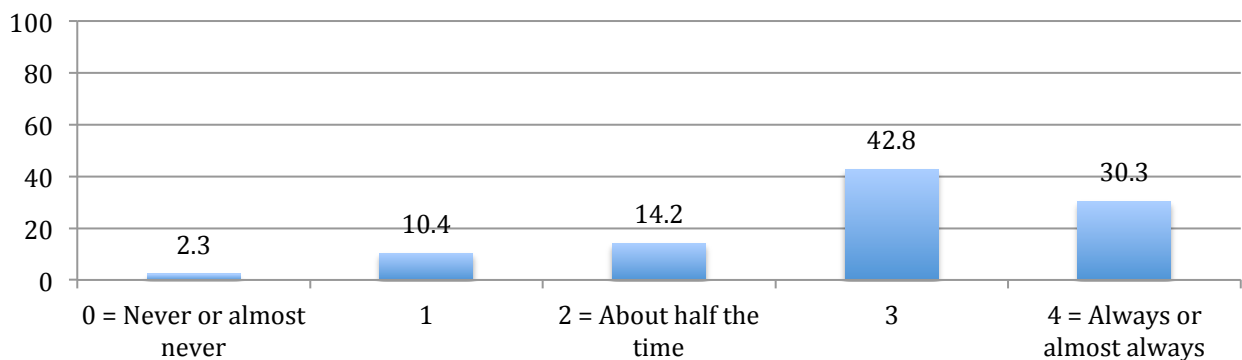
**Pool recruitment and political connections:**

In your institution, are civil servants recruited through the pool recruitment procedure selected based on their political connections?



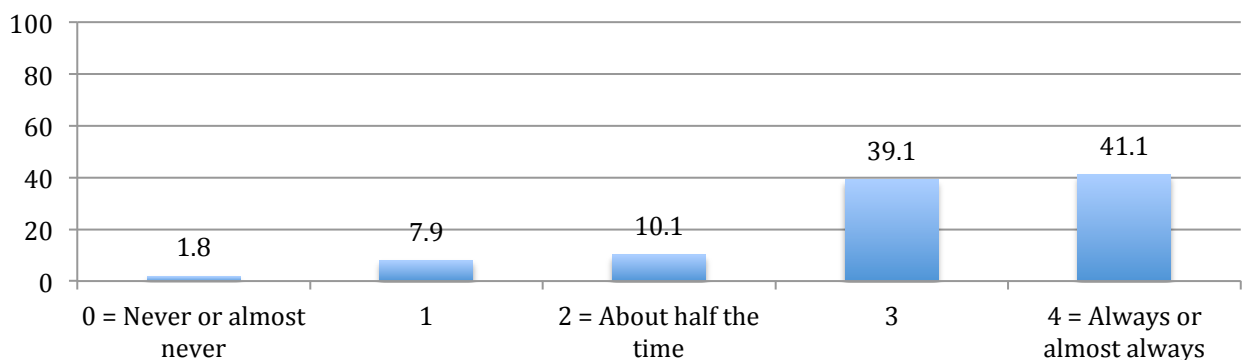
**Pool recruitment and merit:**

In your institution, do civil servants recruited through the pool recruitment procedure have the skills and qualifications needed to perform their jobs well?



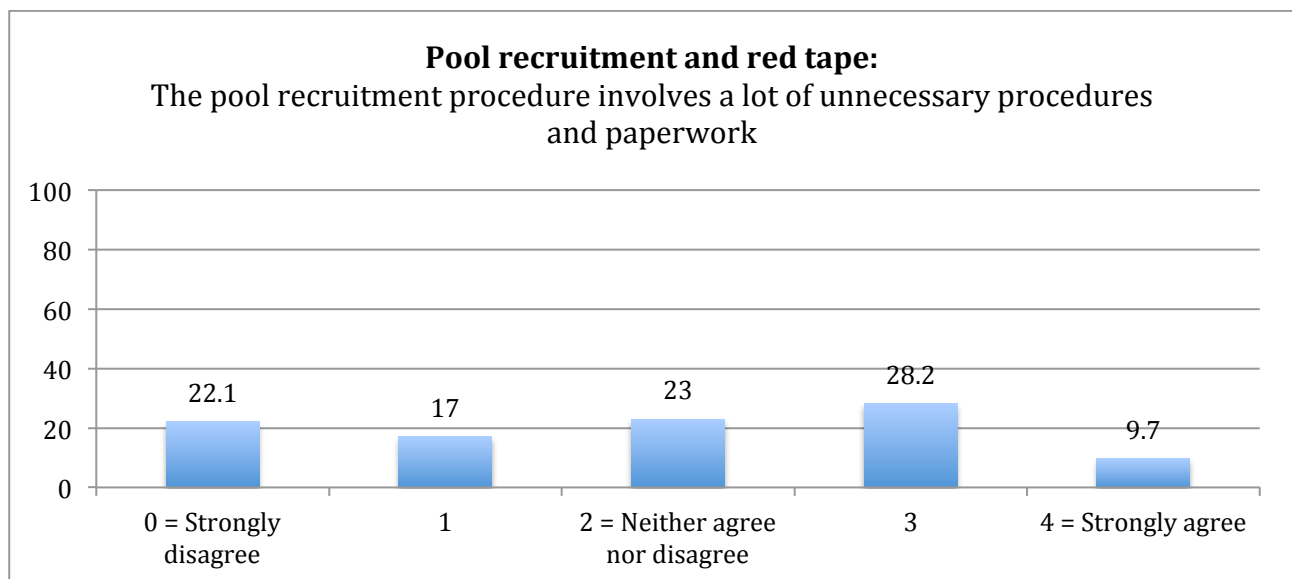
**Pool recruitment and integrity:**

In your institution, do civil servants recruited through the pool recruitment procedure maintain the highest standards of ethical behavior?



This finding is confirmed when conducting a statistical analysis of the effectiveness of the pool recruitment procedure. *It indicates that pool recruits are less likely to have been selected for their job on the basis of personal connections and on the basis of support from a political party or a person with political links. The strongest effect can be found in relation to the role of personal connections in that pool recruitment has evidently reduced favouritism in selection since its introduction. There is hence considerable ground for the expansion of the pool recruitment procedure in the future.*

In the survey, we also asked whether respondents consider the recruitment procedure to be overly bureaucratic and cumbersome. The responses are somewhat mixed. A roughly equal proportion of respondents agrees versus disagrees with the statement that the procedure introduces unnecessary procedures and paperwork. *The critical perspective is slightly higher among high-level managers and hence suggests the need to either streamline the procedure in the future or to make an effort to communicate the benefits of the procedure to top managers.*



### Effects of recruitment and selection practices

What then is the effect of the recruitment and selection practices in Albania on the attitudes and behaviour of civil servants and public employees? In order to assess this question, we conducted a statistical analysis that relates the recruitment and selection

management practices to respondents' attitudes and behaviour outlined in the first part. In the table, below, the basic results are reported by means of colour coding. '+' signs and green colour indicates a positive, significant effect of a particular recruitment and selection practice. By contrast, a '-' and red colour sign indicates a significant negative effect. A white space indicates that no statistically significant effect was found. This does not mean that the particular practice has no effect at all on attitudes and behaviour but in the current sample no association between the variables could be identified.

Rather than going cell by cell in the table below, this section will focus on four key findings from the analysis.

First, favouritism (i.e. personal connections) and politicisation (i.e. political connections) are consistently associated with negative effects on job satisfaction, performance, work motivation, public service motivation, trust in colleagues, the intent to stay in the public sector and the willingness to report unethical behaviour. At the same time, they are consistently associated with a greater willingness to bend rules and to use office resources for private purposes. *This means that even if the overall extent of favouritism and politicisation in recruitment and selection was limited (see above), efforts to further reduce favouritism and politicisation will be essential for making the civil service work better in the future.*

Second, public vacancy announcements by DoPA, over the internet and/or through newspapers are associated with higher job satisfaction, a higher intention to stay in the public sector, more trust in colleagues, and a greater willingness to report unethical behaviour. Moreover, it reduces the willingness to bend rules and to engage in minor ethical infractions at work. The effect is likely to stem from the attraction of a wider pool of applicants with potentially more professional attitudes to work in the civil service. *Additional efforts to publicly advertise job vacancies are therefore likely to be pay off with a more professionalised civil service.*

Third, the role of DoPA and independent selection commission in recruitment and selection has a positive effect on job satisfaction, the intention to stay in the public sector, and self-assessed performance. Moreover, their involvement reduces the willingness to bend rules and to engage in minor ethical infractions at work. At the same time, there are strong grounds to reduce the (un-checked) role of line managers and ministers in

## The Quality of Civil Service Management in Albania

recruitment and selection processes. Their role is associated with a reduced intention to stay in the public sector, lower job satisfaction, less willingness to report unethical behaviour and more willingness to bend rules and to use office resources for private purposes. *There is hence support for a stronger role for DoPA and independent selection commission in recruitment and selection.*

Fourth, the role of written exams and personal interviews is evidently weaker. Written exams are associated with less unethical behaviour (rule bending and minor infractions) and interviews are associated with higher work motivation and higher public service motivation. It is difficult to say why this is the case. It may be that the design of written examinations and personal interviews needs consideration in order to increase their effectiveness, as one would expect them to have an important screening effect during recruitment and selection. *A review of the effectiveness of written examinations and personal interviews might hence be a possible way forward.*

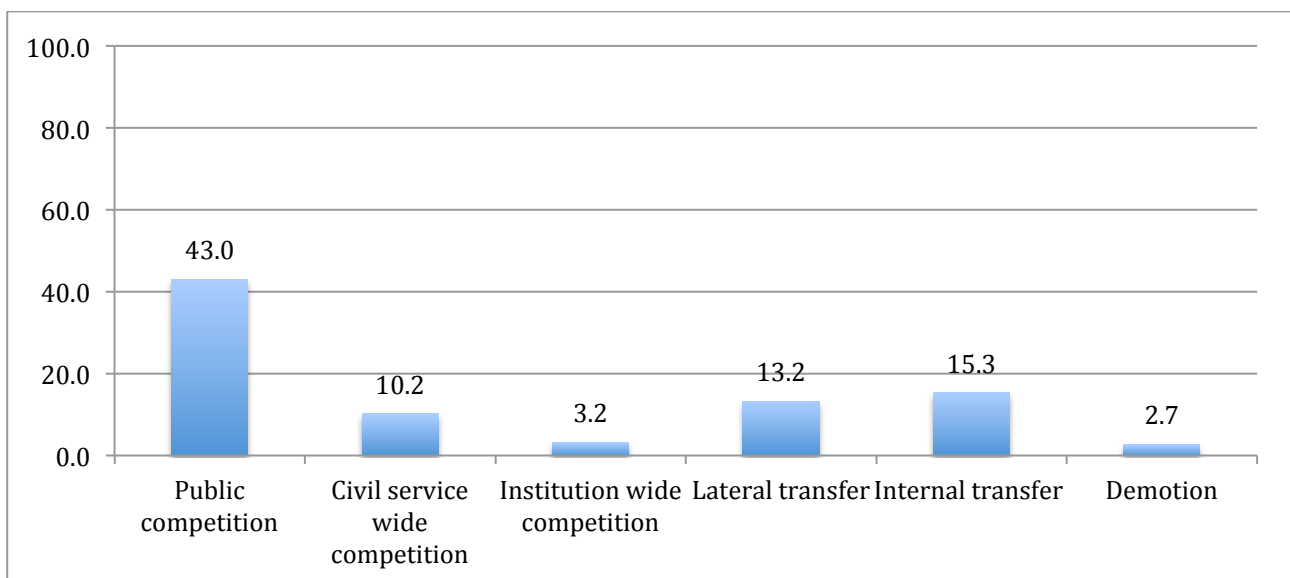
	Job satisfaction	Intent to stay in public sector	Self-assessed performance	Work motivation	Public service motivation	Trust in colleagues	Rule bending	Reporting unethical behaviour	Minor infractions
Public vacancies	+	+				+	-	+	-
Written Exams							-		-
Interviews				+	+				
Influence manager	-	-					+		+
Influence selection commission			+				-		-
Influence minister		-					+	-	+
Influence DoPA	+	+							-
Personal connections	-	-	-	-	-	-	+	-	+
Political connections	-	-	-	-	-	-	+	-	+

## Career advancement

Two dimensions of career advancement were assessed in the survey. First, the procedure through which civil servants advanced to their current position. In the context of that question, the survey also asked which institutions influenced the advancement decision in order to better understand the relative merit of selection commissions and the central involvement of DoPA. Second, the criteria that influence their advancement to a better position in the future. The presentation of these two dimensions of career advancement will be followed by a discussion of the effectiveness of different practices.

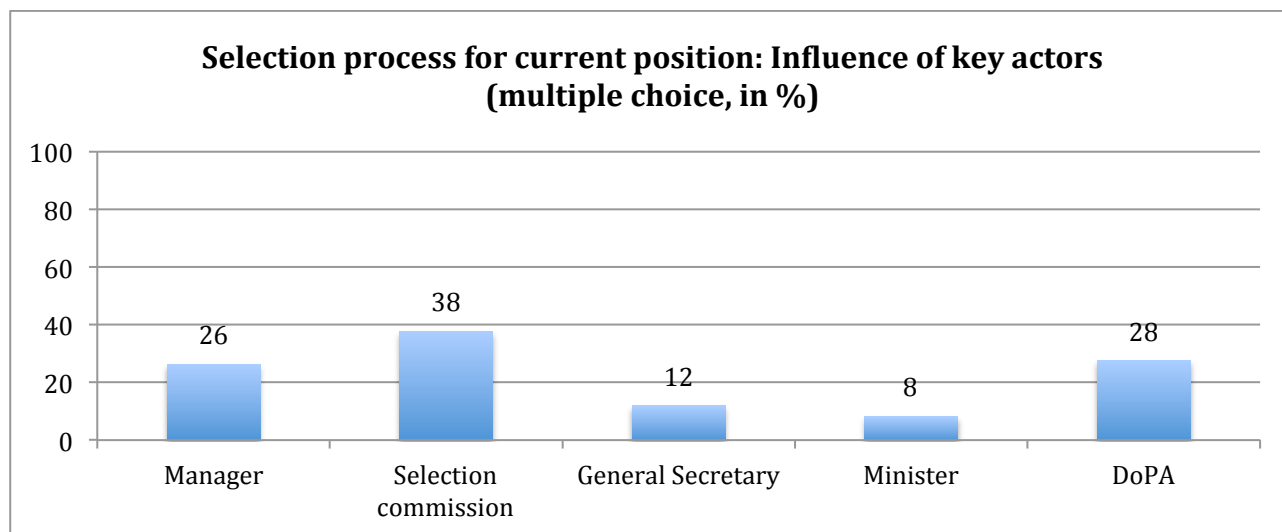
### Advancement mechanisms

The largest proportion of respondents advanced to their current position on the basis of a public competition (43 per cent). Internal transfers within institutions (15 per cent) and lateral transfers between institutions (13 per cent) come second and third but apply to a much smaller proportion of respondents. Competitions within the civil service and hence excluding external candidates make up the relevant fourth group of respondents.



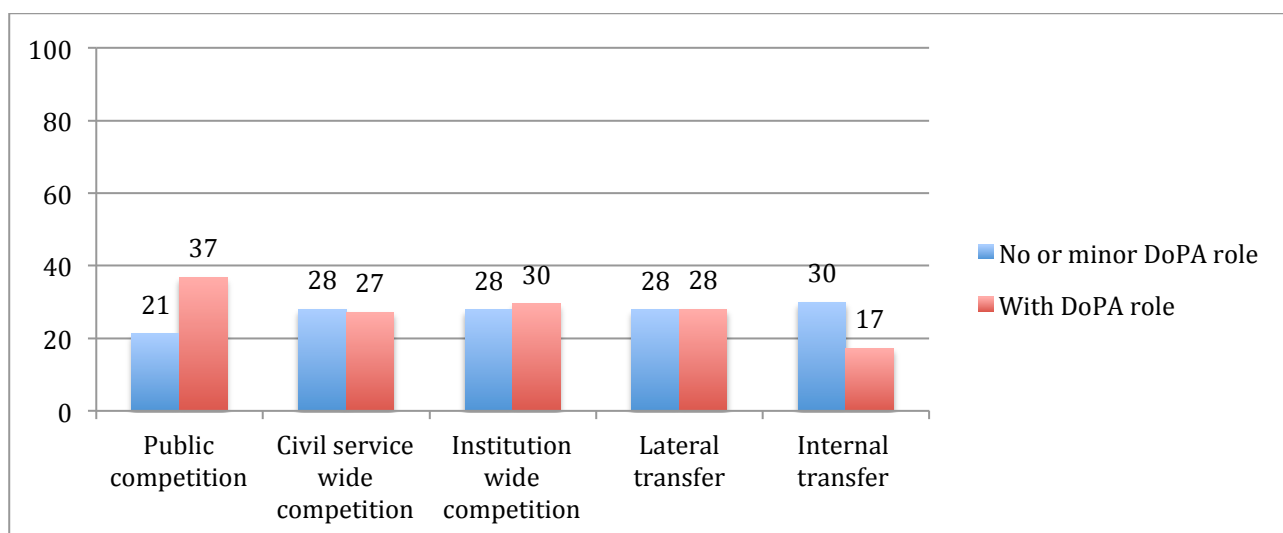
The survey further inquired which actors have influenced the advancement to the current position in the civil service. The evidence shows that similar to recruitment and selection, selection commissions are most relevant for career advancement. Interestingly, the role of DoPA is perceived to be more important than for recruitment and selection. However, this higher proportion is likely to result from the focus of the question on advancement to the

'current position'. The finding therefore indicates the growing role of DoPA in 'recent' years.



Looking more closely at the influence of DoPA under different advancement procedures, it is evident that DoPA is most influential when public competitions are organised. By comparison, DoPA plays a secondary role when it comes to the organisation of civil service wide competitions, internal competitions for promotions and lateral transfers. For internal transfers, finally, DoPA plays a relatively minor role. These findings largely reflect the legal basis for career advancement in Albania.

A separate statistical analysis of career advancement procedures suggests that *the organisation of public competitions for career advancement is associated with both less politicisation and a smaller role for personal connections for appointments to current job*. Civil service wide competitions for career advancement are further associated with less politicisation, while no effect could be identified for less personalisation during career advancement. For the other advancement procedures, there are no consistent effects. The coefficients point in the direction of more politicisation and more favouritism for both internal and lateral transfer procedures but none of the effects is statistically significant. It is hence not possible to draw substantive conclusions from the data. Perhaps unsurprisingly, demotions to lower positions are associated with more political influence, which is likely to reflect the perception that respective staff has been demoted on political grounds.



The statistical analysis further indicates that an influential role for selection commissions and DoPA is associated with less politicisation and less favouritism during career advancement. Conversely, an influential role for line managers and in particular ministers is associated with more politicised career advancement and more favouritism during career advancement. *These findings suggest that a stronger role for selection commissions and for DoPA will be beneficial for the professionalisation of career advancement processes. Indeed, the evidence above suggests that there is considerable scope for expanding the role of DoPA during the organisation of promotions and transfers.*

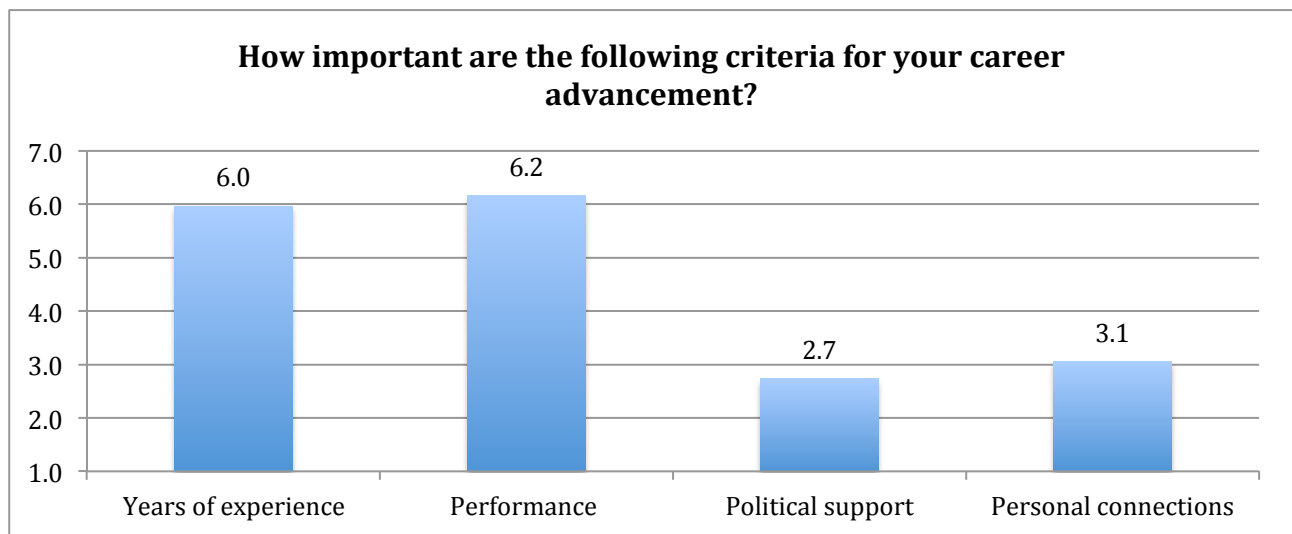
### Advancement criteria

Finally, the survey asked about the importance of various criteria for the future advancement to better jobs in public administration. The evidence indicates that years of experience and performance in the current position are most important for career advancement. Indeed, nearly 60 per cent consider years of experience to be very important and 67 per cent of the respondents identify past performance as very important. These values are reflected in high overall means of 6.0 on a scale from 1 to 7 for the importance of years of experience for career advancement and 6.2 for past performance.

While the mean responses are lower for the role of political support and personal connections, it should be pointed out that they remain relevant for career advancement. Even if only a minority of respondents identifies these non-meritocratic criteria as very important, the interpretation should focus on those that attach at least some relevance to them. From this angle, nearly 50 per cent of the respondents identify political support as at



least somewhat important and nearly 60 per cent refer to personal connections inside public administration as at least somewhat important for career advancement to a better position in the future.



*These findings suggest scope for further investment in the professionalisation of career advancement practices. Yet it is evident from the analysis above that greater transparency through public or civil service wide competitions and a stronger role for selection commissions and DoPA provide institutional mechanisms to achieve this objective.*

### **Effects of career advancement practices**

What then is the effectiveness of the different career advancement procedures and the different criteria for career advancement? The statistical analysis follows the same approach taken already for the discussion of recruitment and selection processes. The following key findings stand out.

First, like in the case of recruitment and selection, favouritism and politicisation in the area of career advancement are consistently associated with lower job satisfaction, a reduced intention to stay in the public sector, lower public service motivation, less trust, a greater willingness to bend rules, a reduced willingness to report unethical behaviour and a greater tendency to engage in minor ethical infractions at work. For self-assessed performance and work motivation, a negative effect can be identified for politicisation but not for favouritism. Conversely, career advancement on the basis of years of experience and past performance consistently associated with desirable outcomes. In other words,

*even if politicisation and favouritism for career advancement are not overly widespread in Albania, efforts to further reduce them and instead to invest in the predictability and performance orientation of promotions and transfers will certainly pay off.*

Second, the influence of selection commission and DoPA is again positive on job satisfaction, the intention to stay in the public sector, trust in colleagues and both a reduced willingness to bend rules and to engage in minor ethical infractions. At the same time, the influence of managers and ministers during career advancement is associated with a lower intention to stay in the public sector, a greater propensity to bend rules and a greater use of office resources for private purposes. However, the negative effect of the discretion of managers and ministers is less pronounced in comparison to recruitment and selection processes. *Given the still relatively small role of DoPA in transfer and advancement procedures, there is arguably scope for an enhancement of DoPA's role.*

Third, the various advancement procedures have limited and partially inconsistent effects on the attitudes and behaviour of civil servants and public employees. Competitions increase job satisfaction, public service motivation and experience with minor ethical infractions but public competitions appear to reduce the intention to stay in the public sector. Transfers increase the intention to stay in the public sector and hence to pursue a career in public administration. Yet lateral transfers have a negative effect on public service motivation. *There is arguably scope for the open competitions in the area of career advancement when also taking into account the findings from the recruitment and selection section. Yet the effectiveness of transfers might require further investigation.*

Finally, the number of demotions is small in Albania. However, it is noteworthy (and arguably unsurprising) that demotions are associated with lower job satisfaction. Moreover, they seem to encourage minor ethical infractions at work. *There is hence a case for avoiding demotions, as they undermine the quality of the civil service.*

	Job satisfaction	Intent to stay in public sector	Self-assessed performance	Work motivation	Public service motivation	Trust in colleagues	Rule bending	Reporting unethical behaviour	Minor infractions
Influence manager		-					+		+
Influence selection commission						+	-		-
Influence minister									+
Influence DoPA	+	+				+			-
Public competition		-							-
Civil service wide competition	+				+				
Lateral transfer		+			-				
Internal transfer		+							
Demotion	-								+
Personal connections	-	-			-	-	+	-	+
Political connections	-	-	-	-	-	-	+	-	+
Experience	+	+	+	+	+	+	-	+	-
Performance	+	+	+	+	+	+		+	-

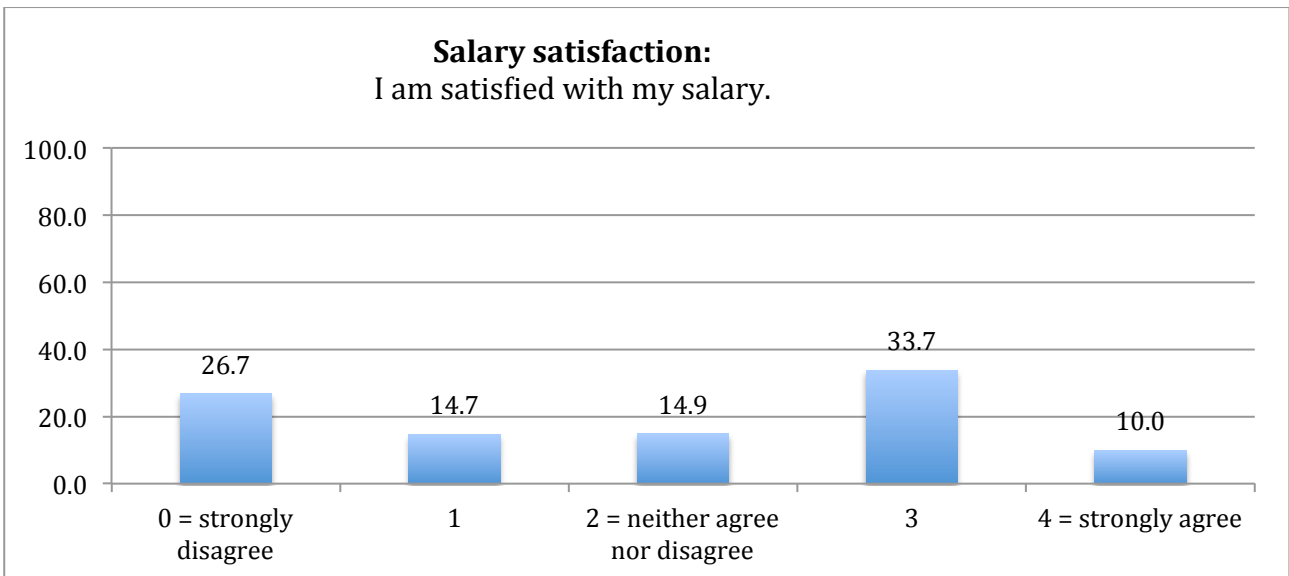
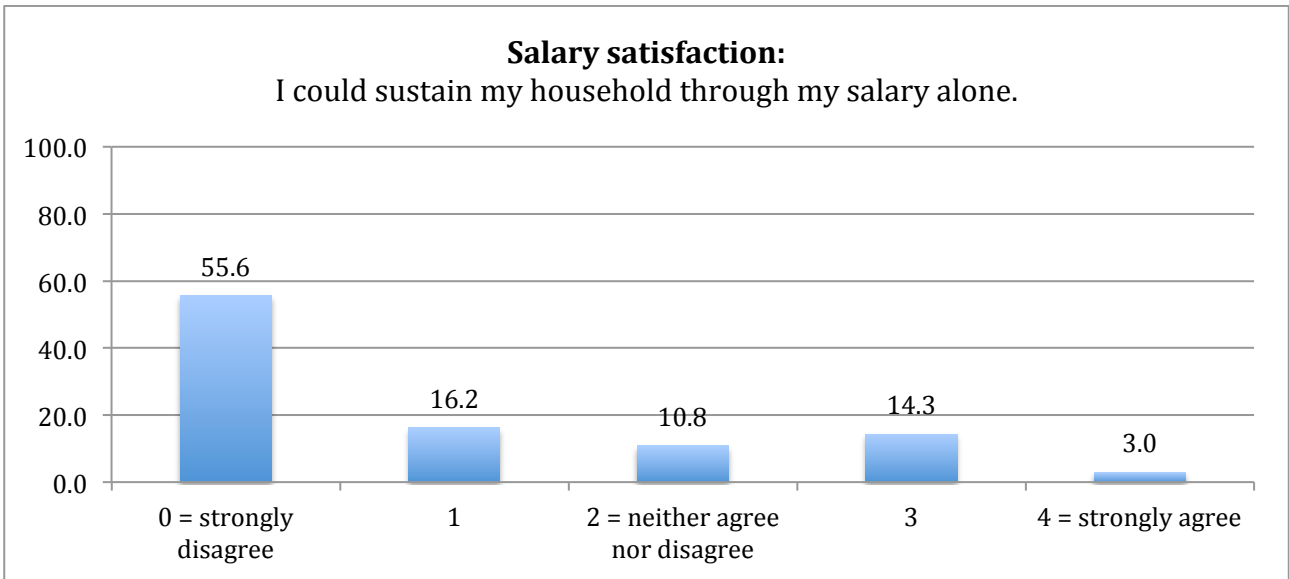
## Salary management

In relation to salary management, the survey asked various questions in relation to satisfaction, performance incentives, salary equality and moonlighting, i.e. paid activities besides regular civil service jobs.

### Salary levels and satisfaction

First, in relation to salary satisfaction the picture is mixed. On the one hand, it is evident that more than 70 per cent of the respondents believe that they would not be able to sustain their household from their salary alone. Yet a larger proportion of respondents is satisfied with their current salary level than is not. Indeed, 44 per cent of the respondents

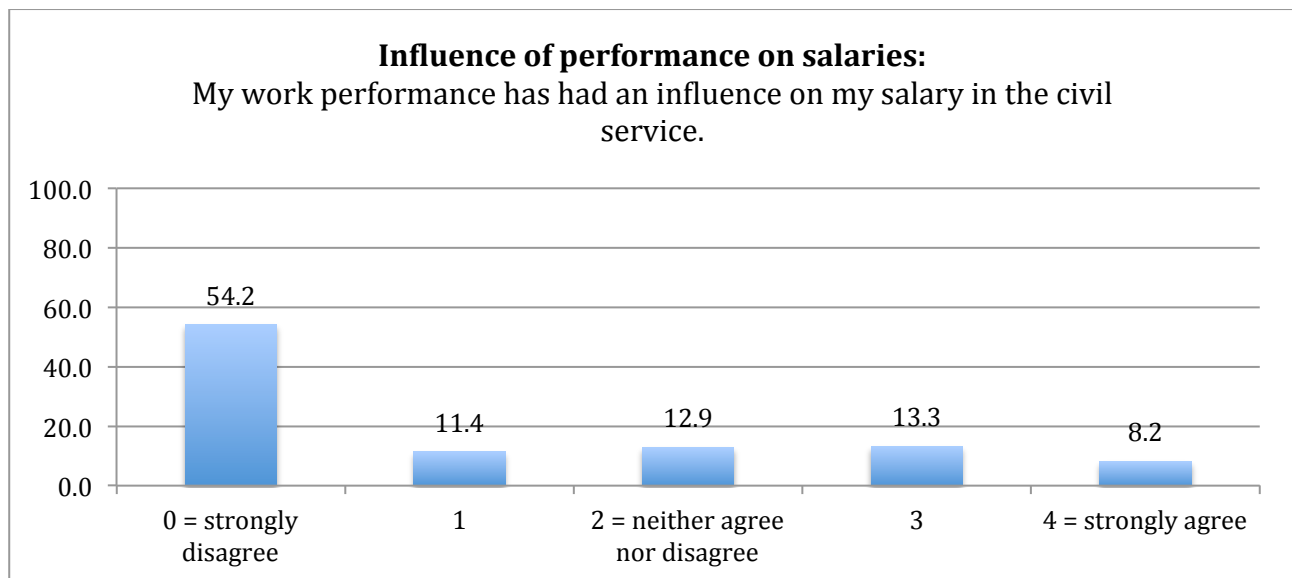
agree or strongly agree with the statement that they are satisfied with their salary, while 41 per cent disagree or strongly disagree. Moreover, when comparing across categories of staff, there is no evidence that managers are less satisfied with their salary level. In fact, the mean response for high, mid and low level managers is higher than for specialist level staff. Yet there are relevant differences across ministries. Respondents in the Ministries of Finance, Interior, Justice and in the Prime Minister’s Office are relatively more satisfied with their salary level.

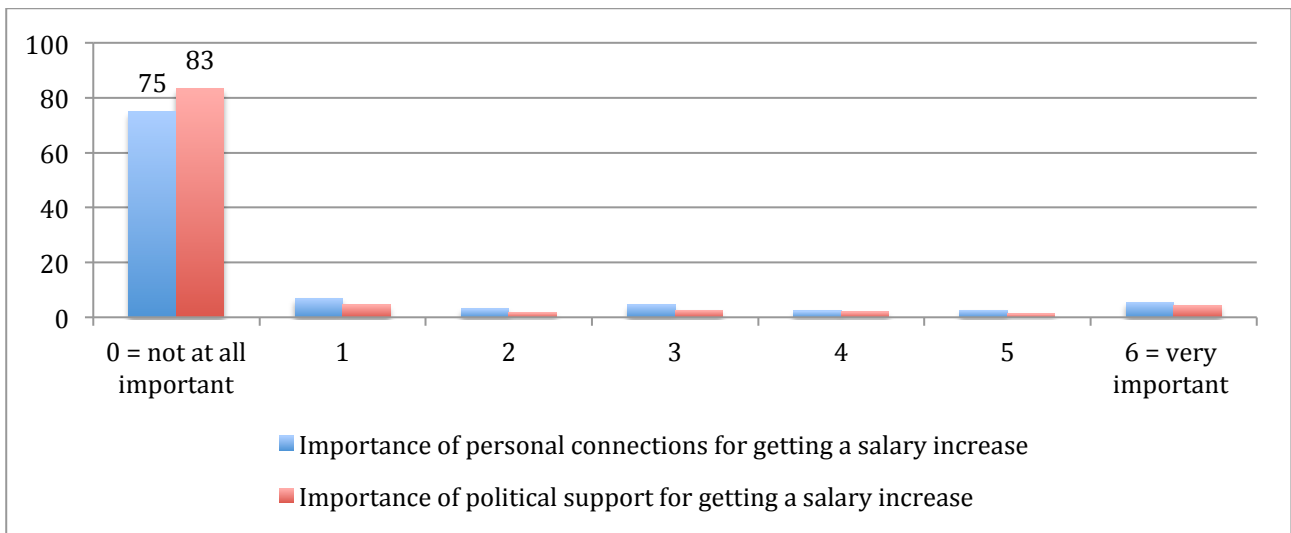


**Salary determinants**

Second, *the current salary management practices do evidently not involve strong performance incentives*. Indeed, well over 60 per cent of the respondents disagree or strongly disagree with the statement that their work performance has had an influence on their salary in the civil service. There are some differences across ministries. In the Ministries of Finance, Foreign Affairs, Transport and in the Prime Minister's Office the salary-performance link is perceived to be higher yet still not strong. The weak link between salary level and work performance is otherwise consistently found across all categories of staff.

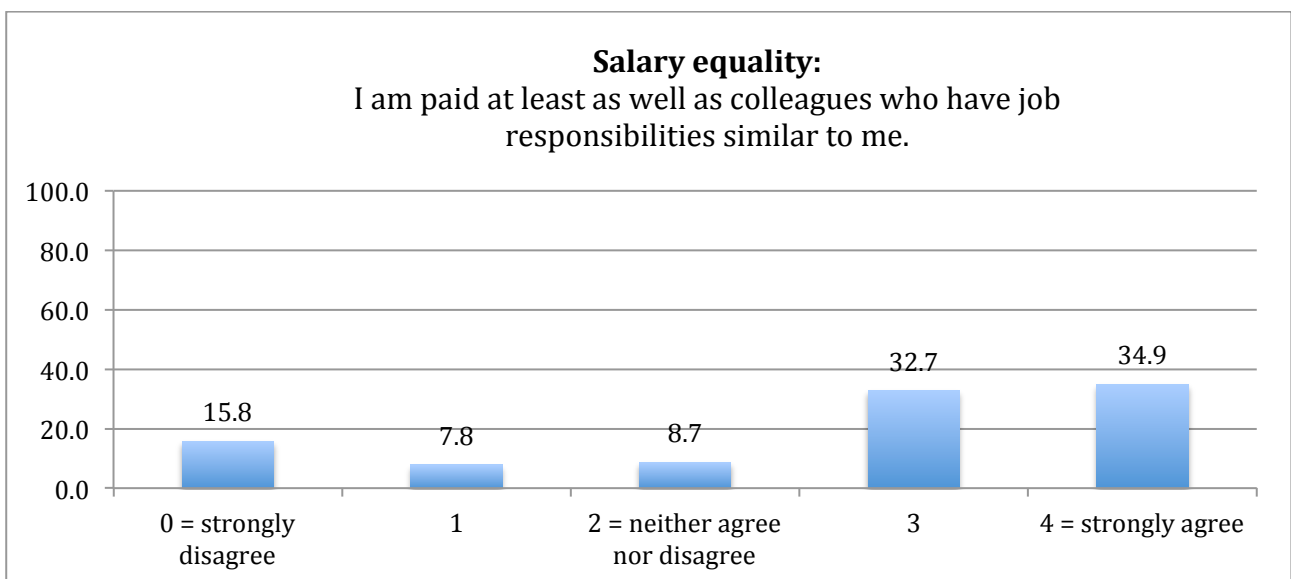
There is evidence that years of experience have a relatively stronger impact on salary levels. Just over 50 per cent of the respondents identify seniority as important for their salary level. *The survey further shows that personal connections and political support are largely irrelevant for salary management*. Indeed merely 17 per cent consider support from a political party or a politician to be of at least some relevance for having received a salary increase and 25 per cent believe that personal connections have at least somehow helped to increase their salary in the past. Non-meritocratic criteria do hence not appear to play a major role in the context of salary management practices.





### Salary equality

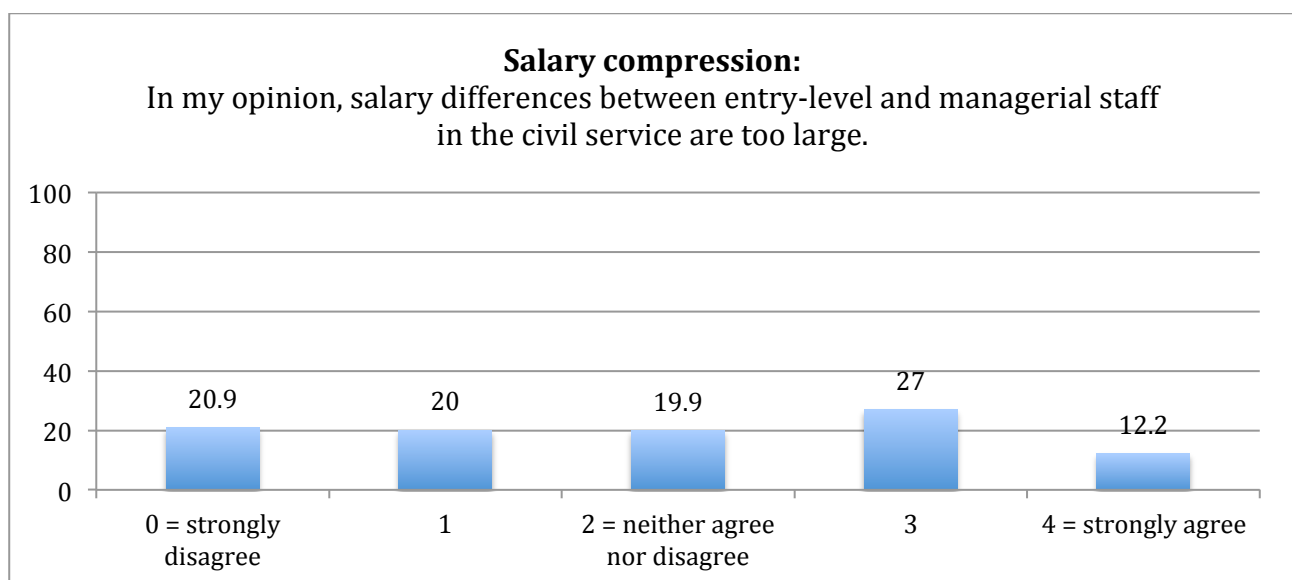
Third, the survey examined the experience of civil servants with both horizontal and vertical salary equality. Generally, the large majority of respondents (nearly 70 per cent) agree or strongly agree with the statement that they are as well paid as colleagues who perform the same type of job responsibilities. This reflects the legal basis of salary management in Albania, which gives prominence to the link between position, responsibilities and salary level. There are some differences across ministries in that the perception of salary equality is stronger in the Ministries of Foreign Affairs and Agriculture than in others such as Health, Culture and EU Integration. However, there are few differences across categories of staff in public administration.

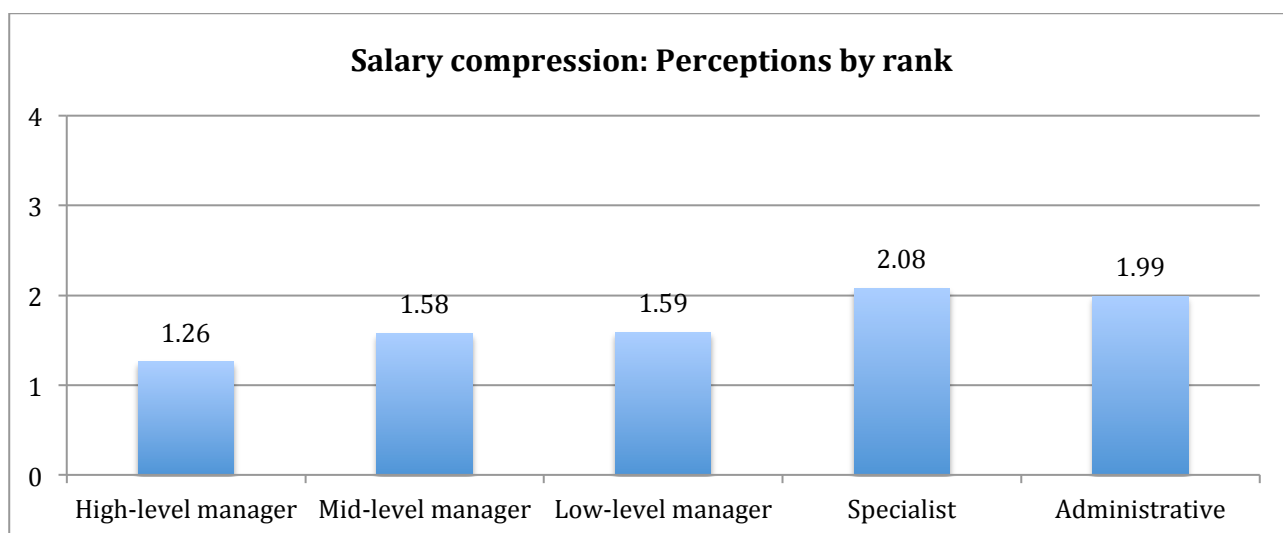


## The Quality of Civil Service Management in Albania

The picture is more ambiguous with regard to vertical salary compression. In the survey we asked whether civil servants consider the salary differences between entry level and managerial staff to be too large. Just under 40 per cent agreed with this statement, indicating that they would advocate lower salary compression, that is, relatively higher salary levels for specialists and administrative staff. However, virtually the same proportion of respondents disagrees with the statement and hence considers the salary differences to be too small. These respondents would hence prefer lower salary compression and, presumably, relatively higher salary levels for managerial staff.

There are some differences across ministries. For instance, the perception that salary compression is too low is especially relevant in the Ministries of Energy, Finance and Social Affairs. Most relevant, the perception partially depends on the respondent's level of responsibilities. Managers are generally less supportive of the current policy of low compression than specialists and administrative staff. Indeed, 65 per cent of the high-level managers disagree or strongly disagree with the current level of salary compression. By contrast, only 34 per cent of the specialists are in disagreement with the current level of salary compression. *The views on whether or not to increase the compression in the Albanian salary system therefore very much depends on the perspective of the individual.*





*It is too early to see whether the current level of salary compression has negative consequences for the performance of civil servants, especially, higher level managers. However, preliminary evidence suggests that the intention to leave the civil service is much higher for high-level managers who are critical of the current level of salary compression. The main cost for the government may therefore result from the loss of high-level managers due to perceived unfairness of the current salary system.*

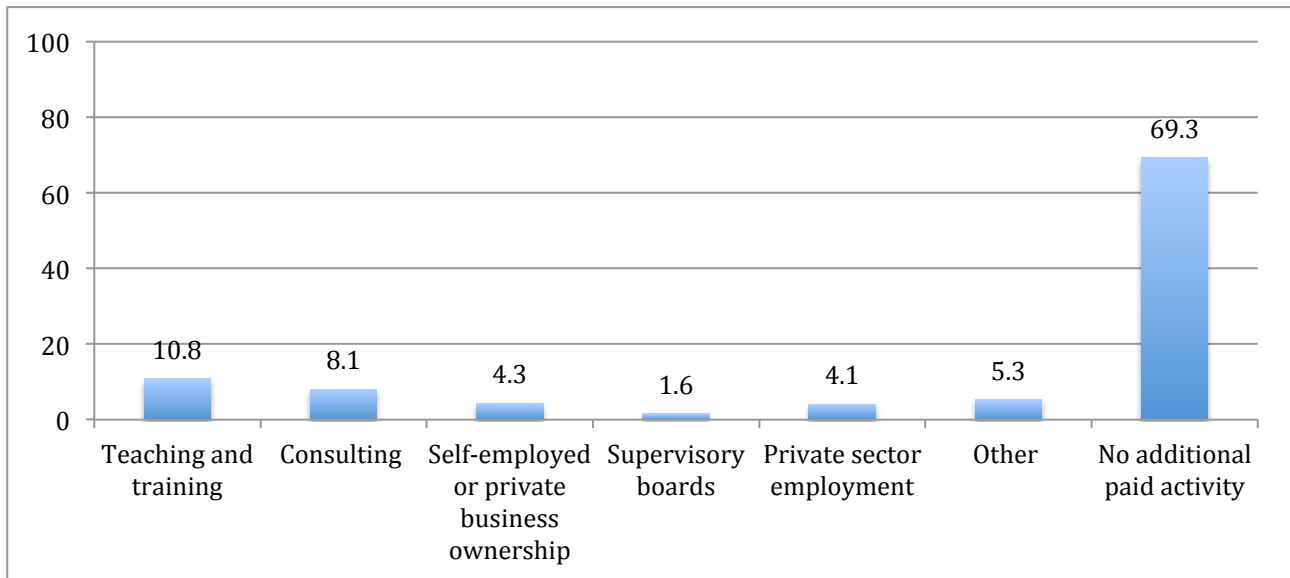
### **Moonlighting**

Finally, the survey inquired about the experience of civil servants with moonlighting, that is, their involvement in paid activities besides the regular job in the civil service. The evidence indicates that just over 30 per cent of the respondents perform ancillary jobs besides their civil service job. Teaching and training as well as consultancy are the most frequent types of ancillary jobs. Other activities such as appointments to supervisory boards or additional private sector employment are unusual.

There are relevant differences across ministries. Teaching and training, for instance, are relatively more important for staff of the Ministries of Culture and Health. Appointments to supervisory boards are more relevant for civil servants from the Ministries of Energy and Economy. Further analysis of moonlighting activities across institutions and categories of staff may be conducted if desired.



Most respondents do not consider ancillary jobs to be particularly important for their overall income. Indeed, merely 25 per cent identify these additional paid jobs as important or very important for their income.



### Effects of salary management practices

What then is the effect of current salary management practices on the attitudes and behaviour of civil servants and public employees? The following findings stand out.

First, salary levels are generally important for job satisfaction and work motivation. No statistically significant effect is found in relation to the other outcomes of interest, for instance, it does not appear to affect the public service motivation of civil servants and public employees nor their propensity to take use office resources for private purposes. Yet the ability to sustain one's household similarly captures the extent to which the salary level affects the attitudes and behaviour of civil servants. Here it is evident that a higher ability to sustain one's household is associated with a higher level of job satisfaction, a higher intention to stay in the public sector, public service motivation, trust in colleagues as well as ethical behaviour such as the willingness to report unethical behaviour and the a lower propensity to engage in minor ethical infractions. Moreover, salary satisfaction is consistently associated with the desirable outcomes discussed so far. *As a general point, it should hence be noted that higher salary levels, in general, lead to more favourable attitudes and behaviour of civil servants and public employees. Given the perception of relatively low salaries, this is hence an area in which improvement are possible.*

Second, performance based salary practices are consistently associated with higher job satisfaction, a greater intention to stay in the public sector, higher work motivation and higher public service motivation, more trust in colleagues, a lower propensity to bend the rules and less engagement in minor ethical infractions. Of all features of the salary system, performance orientations has the most consistent effect on the desirable outcomes discussed in part 2 of this report. *At present, the performance orientation of the salary system is considered by respondents as very low and hence an area that cries out for improvement. Performance orientation does not necessarily mean the introduction of performance-related pay schemes but it requires initiatives that reward good performance with higher salary levels.*

Third, horizontal salary equality is positively associated with several relevant outcomes such as job satisfaction, the intention to stay in the public sector, public service motivation, trust in colleagues, the willingness to report ethical problems and less engagement in minor ethical infractions. However, the overall impact is much less consistent than, for instance, the effect of performance oriented salaries. *In general, the area of salary equality is an area in which the salary system in Albania does already perform relatively well.*

Fourth, vertical salary compression is not yet included in the analysis but will be added in due course. From the initial analysis, it appears that the currently low compression ratio in Albania reduces the intention of managers to stay in the public sector. It also appears to lower overall work motivation among civil servants and public employees but the effect appears to be small. *From a policy-making point of view, it is hence a question of the importance that is attached to the relative satisfaction of top management in public administration. As will be shown below, leadership and the quality of managers more generally are overwhelmingly important when it comes to improving satisfaction, motivation, trust and ethical behaviour in the civil service. Efforts to improve the salary position of management might hence be justified, possibly by strengthening the performance based elements of management salaries.*

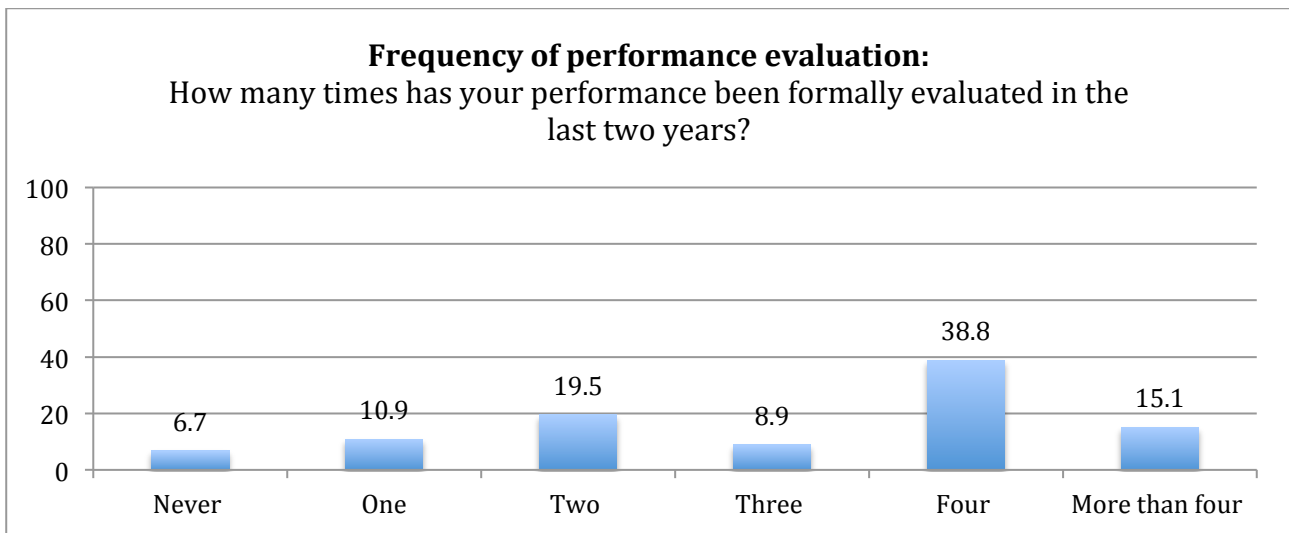
	Job satisfaction	Intent to stay in public sector	Self-assessed performance	Work motivation	Public Service Motivation	Trust in colleagues	Rule bending	Reporting unethical behaviour	Minor infractions
Salary level	+			+					
Salary sustain family	+	+			+	+		+	-
Salary satisfaction	+	+		+	+	+		+	-
Performance based salary	+	+		+	+	+	+	+	-
Salary equality	+	+			+	+		+	-

## Performance evaluation

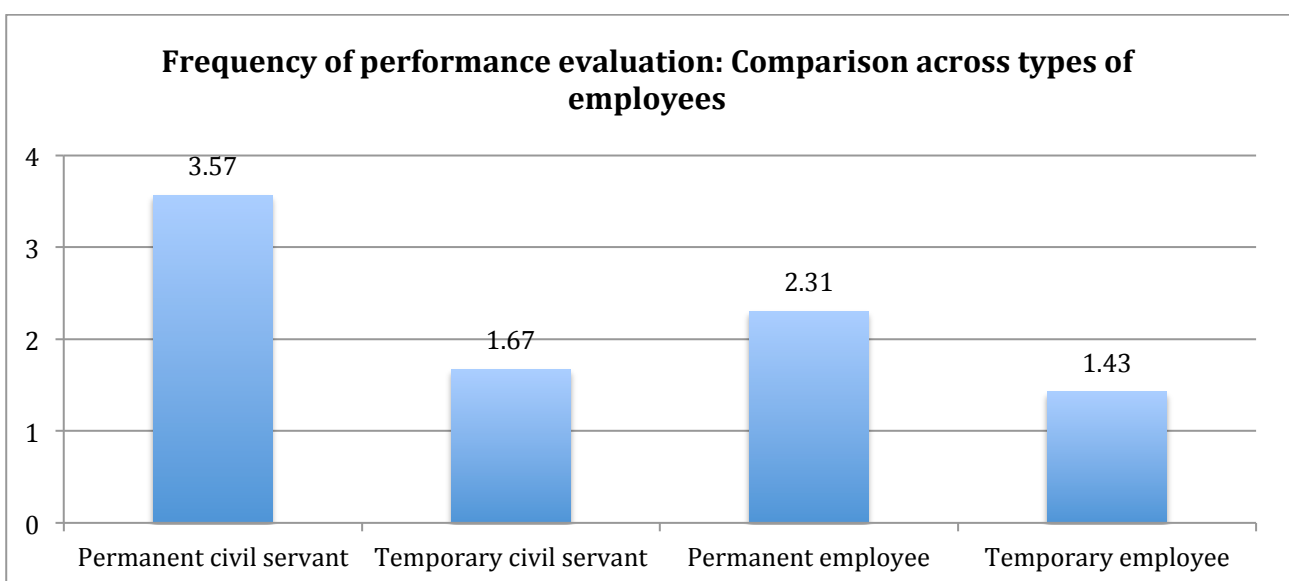
The survey asked a range of questions in relation to the regular performance evaluation of staff. It focused on the frequency of evaluations, the features of the evaluation process and the consequences of evaluations for salaries and career advancement. The latter relates closely to the question of salary and career incentives discussed already in the previous two sections.

### Evaluation frequency

In accordance with the legal basis, performance evaluations are regularly conducted in Albania. Nearly 55 per cent of the respondents have had four or more evaluations during the last two years. Only 7 per cent have never been evaluated. Differences are clearly identifiable in relation to the employment status of staff. Permanent civil servants were, on average, evaluated 3.6 times during the last two years. Permanent public employees were evaluated only 2.3 times. Temporary civil servants and temporary employees are evaluated less regularly.

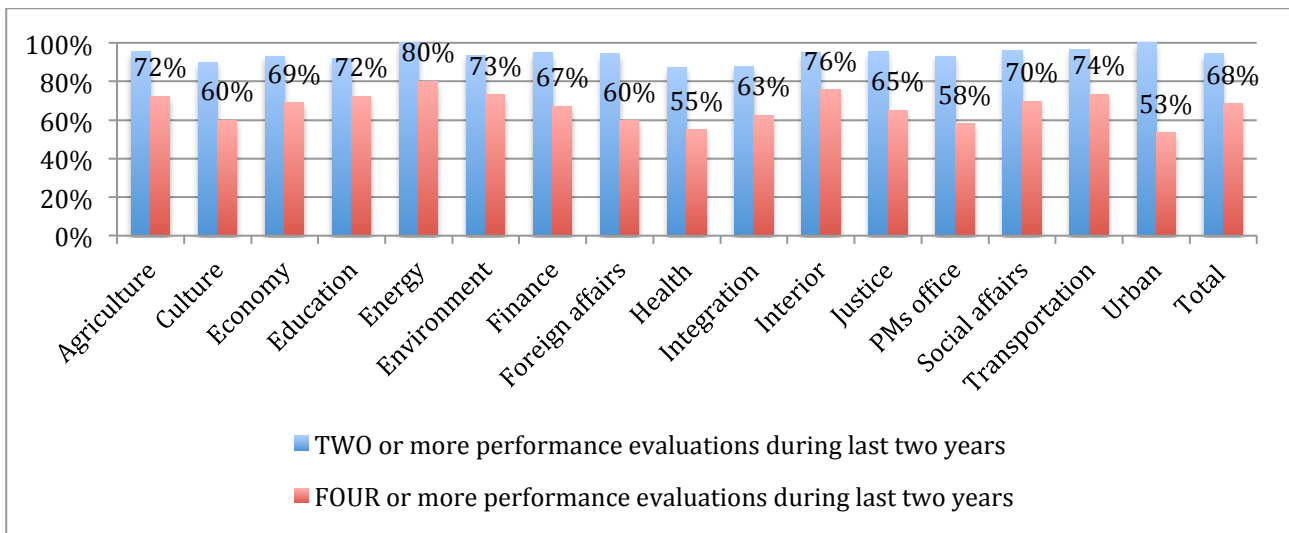


To be sure, there are some differences across ministries but they are largely related to the status of civil servants and employees in these ministries and their subordinated organisations. As can be seen below, in several ministries the evaluations are not conducted twice per year for permanent civil servants and not even twice per year for permanent employees. In the graph on permanent employees it should be born in mind that the number of respondents is small for several ministries such as Economy, Energy, Environment, Interior and Foreign Affairs. However, it is evident that in many ministries, public employees do not even receive one evaluation per year. *For the future, there is certainly scope for the improvement of the implementation of the performance evaluations system.*

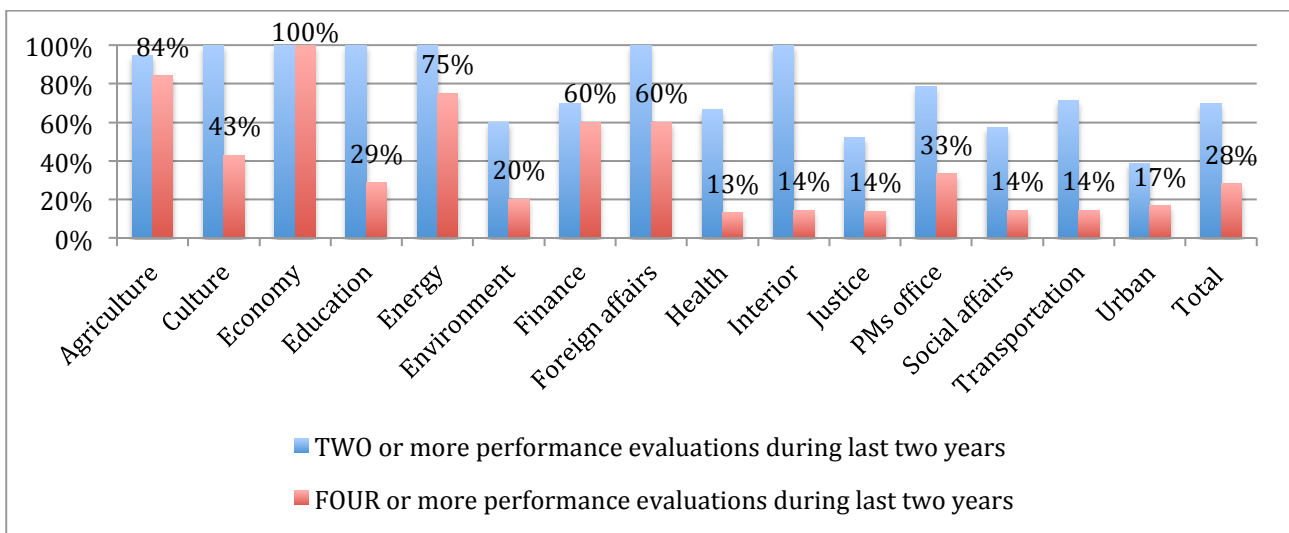


Performance evaluation of permanent civil servants

## The Quality of Civil Service Management in Albania

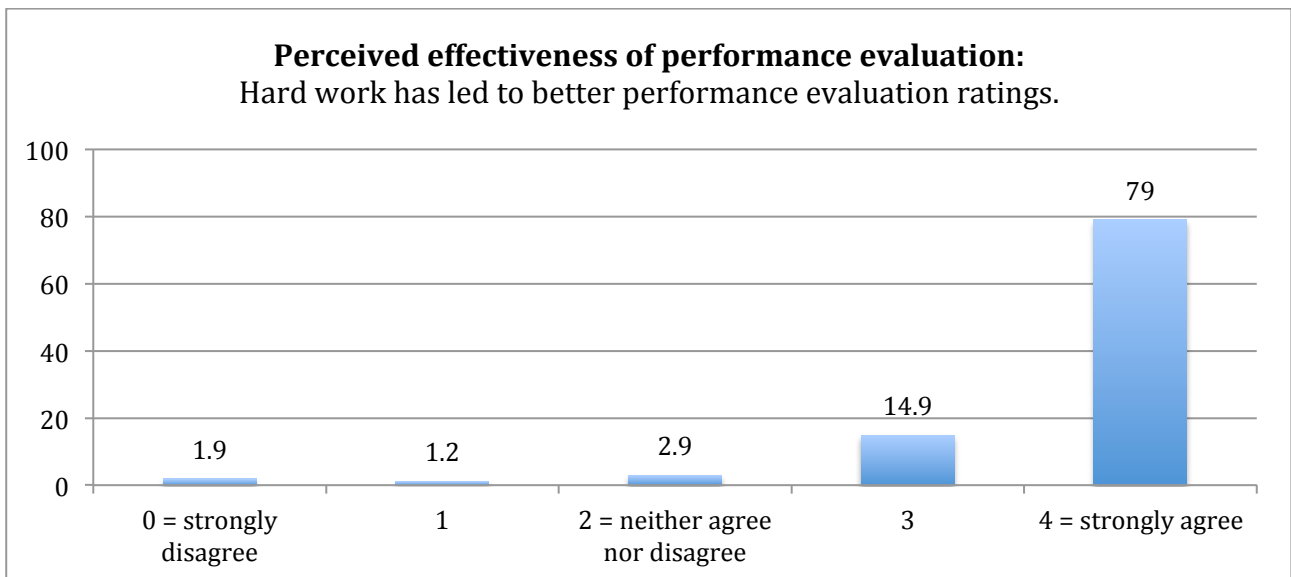
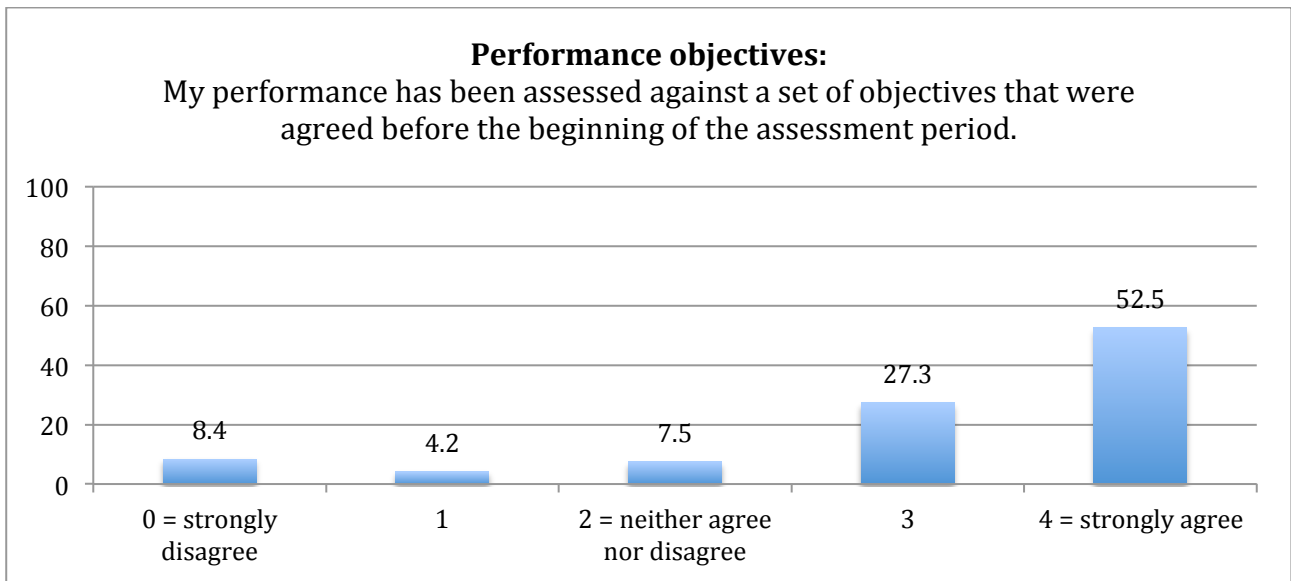


### Performance evaluation of permanent employees



### Evaluation process

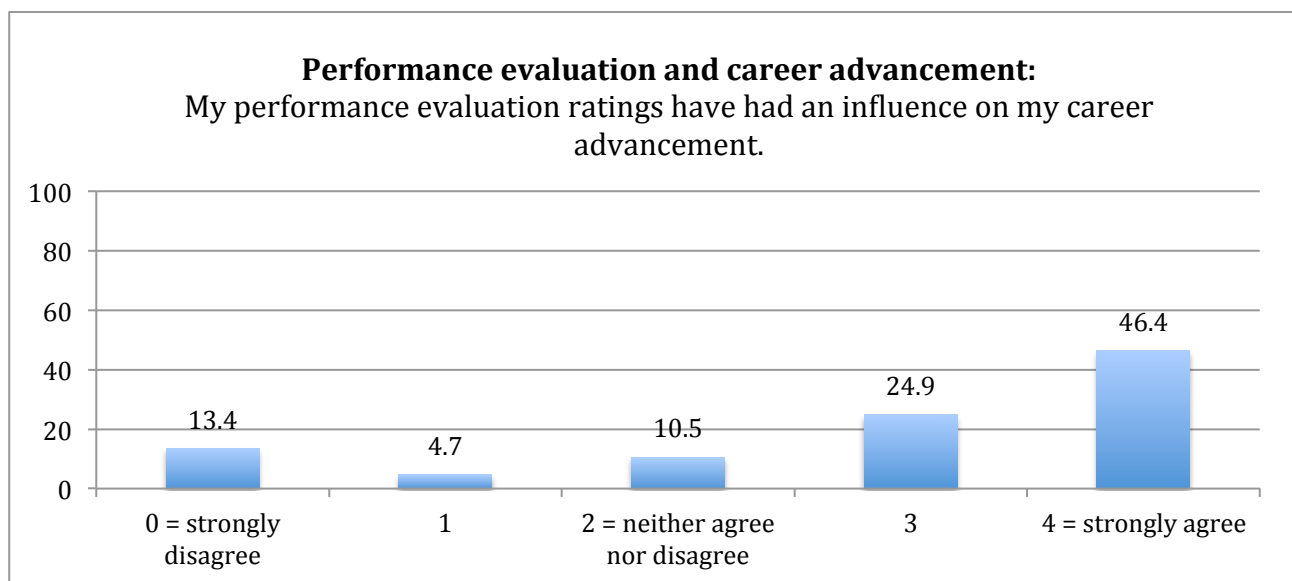
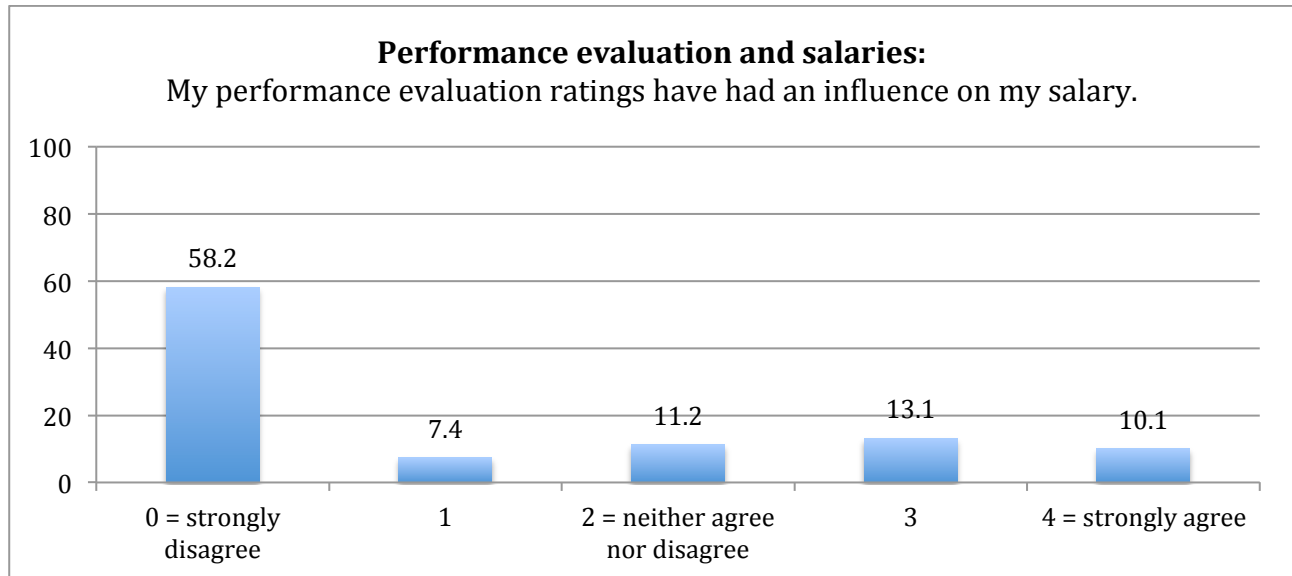
Second, looking more closely at the process of evaluation, nearly 80 per cent of the respondents agree that performance objectives are agreed before the beginning of the evaluation period. Moreover, 95 per cent of the respondents recognise that hard work will lead to a better performance rating. From complementary analysis, it is also evident that a higher frequency of evaluations is associated with a better implementation process in that objectives are more often agreed before the beginning of the evaluation period and hard work is rewarded with a higher rating. This suggests that the regular and indeed more frequent evaluation has a positive effect on the implementation and consistency of the evaluation process.



### Effects of evaluations

Third, despite the relatively consistent implementation of the performance evaluation system, it is evident that the outcomes of the evaluation affect the career advancement of staff but not their salary level. The incentives of the civil service system are hence biased towards career incentives rather than salary incentives. Just over 70 per cent of the respondents agree with the statement that their performance rating affects their career advancement. By contrast, less than 25 per cent of the respondents agree with the statement that their performance rating influences their salary level. Presumably, this link

is mainly established through the system for career advancement, as higher positions also lead to higher salaries.



There are some differences across ministries. The impact of performance evaluations on salary levels is perceived to be particularly low in the Ministries of Education, EU Integration and Interior. In fact, these are also ministries (together with Social Affairs, Economy and Finance) in which there is a relatively weaker link between performance ratings and prospects of career advancements. This suggests a more general pattern that in some ministries, the performance evaluation may be implemented relatively consistently but the consequences on salaries and career advancements are more limited. *From a*

*policy point of view, there is hence scope to explore in more detail the effectiveness of the performance evaluation system in several ministries.*

### **Effects of performance evaluation practices**

What then is the effect of the current performance evaluation system on the attitudes and behaviour of civil servants? The statistical analysis suggests that a well-implemented performance evaluation system can make a real difference.

First, the agreement of performance objectives before the beginning of the assessment period has a positive effect on a range of outcomes such as job satisfaction, the intent to stay in the public sector, self-assessed performance, public service motivation, trust in colleagues and ethical attitudes and behaviour. Similar, the perception that hard work leads to a better performance rating has a consistent effect across the outcomes discussed in part 2 of this report. This suggests that the thorough monitoring of the implementation of the performance evaluation system will pay off for the quality of the civil service.

Second, the analysis indicates that the perception of a greater link between performance ratings and both salaries and promotion prospects improves job satisfaction, the intention to stay in the public sector, work motivation and public service motivation, trust in colleagues and the willingness to report unethical behaviour. It also reduces the engagement of staff in minor ethical infractions. This finding suggests that there may be important gains from improving the link between performance ratings and both salary levels and career prospects.

Third, the impact of the frequency of performance evaluations will require further analysis. However, preliminary analysis suggests that a larger number of evaluations improves the implementation process in that respondents experience more regularly that performance objectives are agreed before the beginning of the evaluation period and hard work leads to better ratings. In addition, preliminary analysis suggests that a more consistent implementation process increases the perception of the effectiveness of the evaluation process. *This suggests hence that ultimately more frequent evaluations may pay off for the overall quality of implementation and the perceived effectiveness of the evaluation outcomes.*



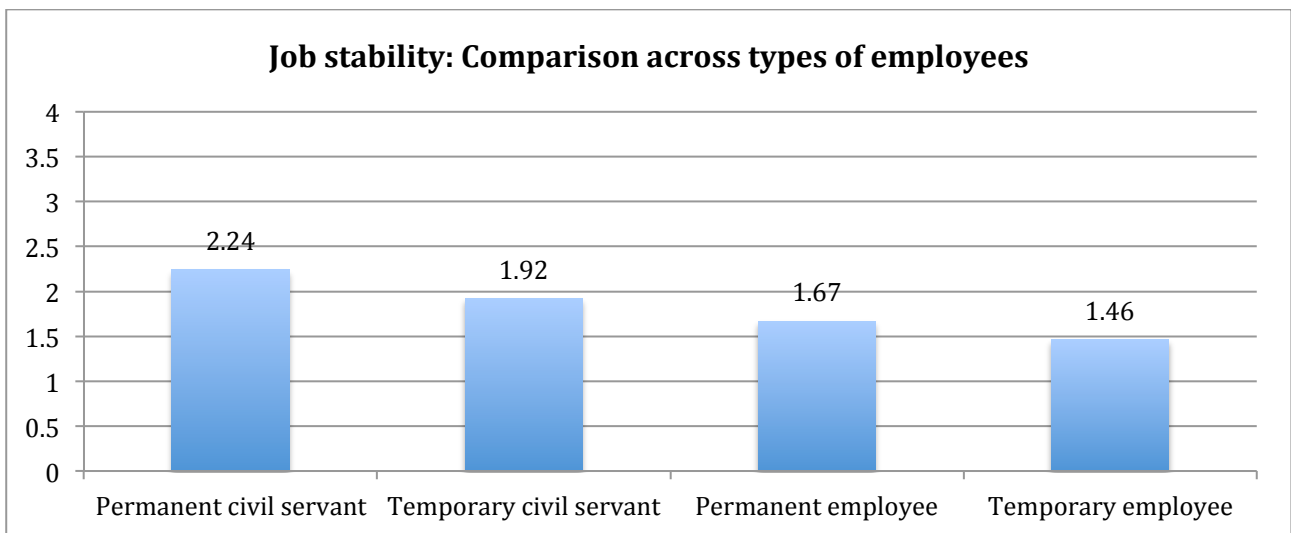
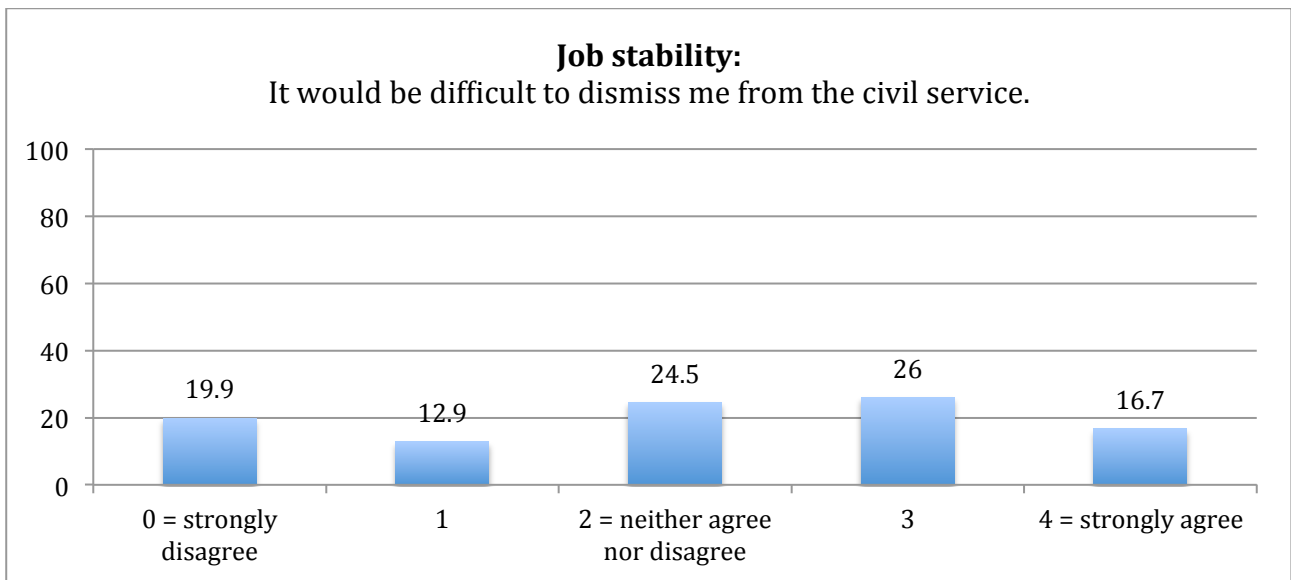
	Job satisfaction	Intent to stay in public sector	Self-assessed performance	Work motivation	Public Service Motivation	Trust in colleagues	Rule bending	Reporting unethical behaviour	Minor infractions
Performance evaluated against previously agreed goals	+	+	+		+	+	-	+	-
Perception that harder work leads to better evaluation	+	+	+	+	+	+	-	+	-
Performance evaluation results linked to higher pay	+	+		+		+		+	
Performance evaluation results linked to promotion	+	+		+	+	+		+	-

## Job protection

The survey assessed the question of job protection and stability from two angles. First, it assessed the general sense of job security of civil servants. Second, it examined the relation between job stability and performance as well as political change.

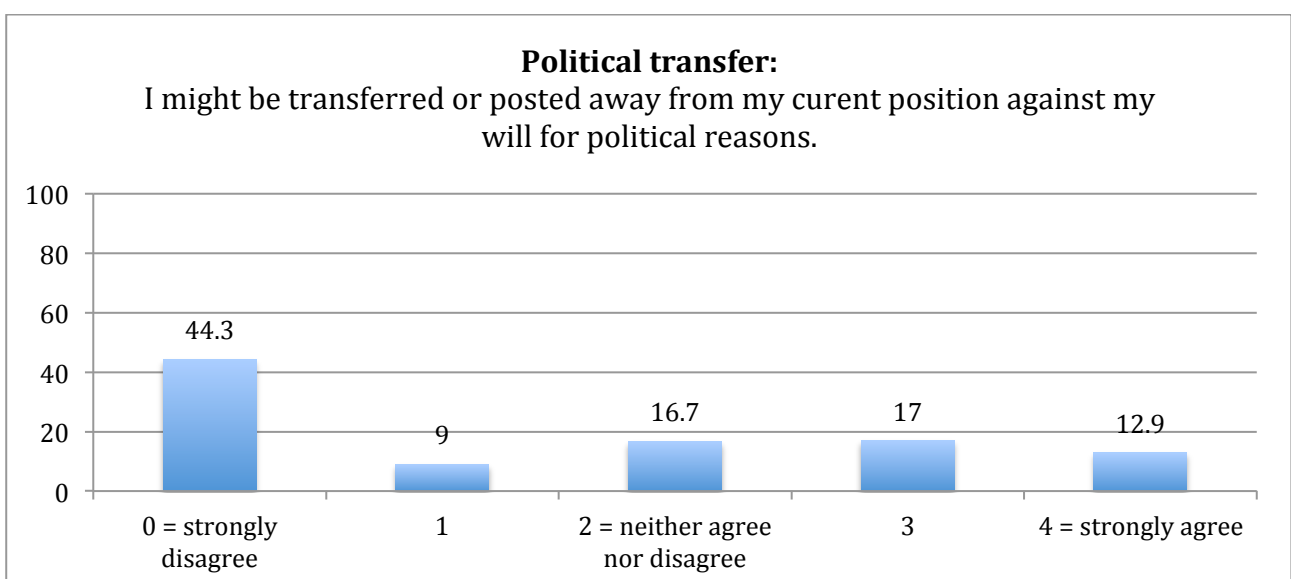
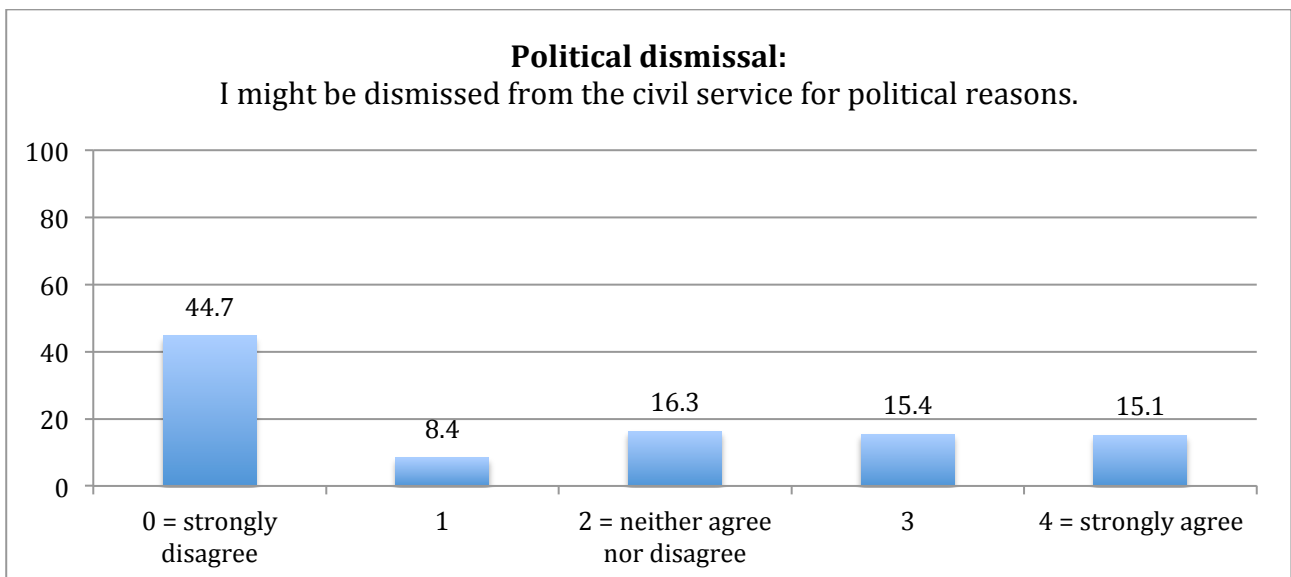
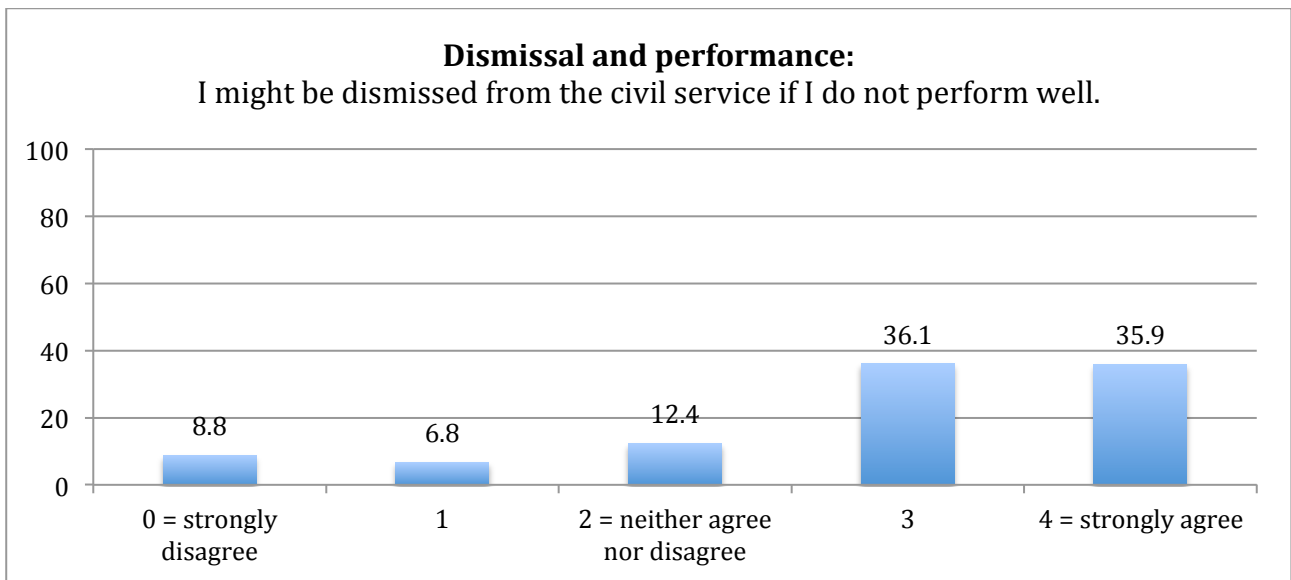
### Perceived job security

First, perceived job stability is not particularly high in Albania. According to the survey, just over 40 per cent believe that it is difficult to dismiss them from the civil service. There are some differences across ministries. For instance, the sense of job protection is lower in the Ministries of Justice, Urban Development and Culture, while it is comparatively high in the Ministry of Foreign Affairs. The main differences result from the employment status of respondents. Permanent civil servants, as one would expect, feel more secure about their job than temporary civil servants and, in particular, public employees.



### Reasons for dismissal

Second, more than 70 per cent of the respondents agree that they may be dismissed if they do not perform well on their job. By contrast, the impact of political change on job stability is more limited. Just of 30 per cent believe that they might be dismissed for political reasons such as a change of government. The value is similar for forced transfers, which reflects the position-based character of the civil service system despite recent effort to strengthen career elements.



There are some differences across ministries. The fear of political dismissals is higher in the Ministries of EU Integration and Justice, for instance. The respondents from the Ministry of EU Integration also stand out with greater concerns regarding forced transfers for political reasons. Moreover, unlike one would expect, managers feel less exposed to the risk of political dismissal and transfer, that is, high-level managers agree more than all other categories of staff that it would be difficult to dismiss or transfer them.

### **Effects of job protection practices**

What then is the effect of perceived job stability on the attitudes and behaviour of civil servants and public employees?

In the first place, the analysis focused on the differences between temporary and permanent staff, as one might expect that temporary staff feels less secure and as a result is less satisfied and less motivated. However, there is not much evidence to support this expectation. Temporary contracts are associated with a somewhat lower level of public service motivation. Yet the effect is weak. But, perhaps surprisingly, temporary civil servants display a higher level of job satisfaction. Other relations often point in the expected direction but they do not reach statistical significance, as a result of which we cannot draw substantive conclusions on the basis of the current sample.

Second, while job stability is, as presented above, not perceived to be high in Albania, it is evident that it is associated with higher job satisfaction, intention to stay in the public sector, self-assessed performance, public service motivation, trust in colleagues and the willingness to report unethical behaviour. Moreover, it is associated with more rule compliance and less engagement in minor ethical infractions at work. It should be inquired why job protection is not perceived to be higher in Albania, as this is an area in which change may lead to improvements in the quality of the civil service.

Finally, the evidence is clear in relation to the negative effect of political dismissals and the positive effect of dismissals related to non-performance. The perceived fear of political dismissals has consistently negative effects on satisfaction, performance, motivation and trust, while simultaneously raising the prospects of illegal and unethical behaviour in public administration. Conversely, it is evidently good for the spirit of the civil service if dismissals

## The Quality of Civil Service Management in Albania

are limited to poor performance and hence based on merit. *In future, efforts should hence be made to minimise political dismissals from the civil service.*

	Job satisfaction	Intent to stay in public sector	Self-assessed performance	Work motivation	Public Service Motivation	Trust in colleagues	Rule bending	Reporting unethical behaviour	Minor infractions
Temporary contracts (vs. permanent contracts)	+				-				
Perceived job stability	+	+	+		+	+	-	+	-
Expected dismissal for non-performance	+	+	+	+	+	+		+	-
Expected dismissal for political reasons	-	-	-	-	-	-	+	-	+

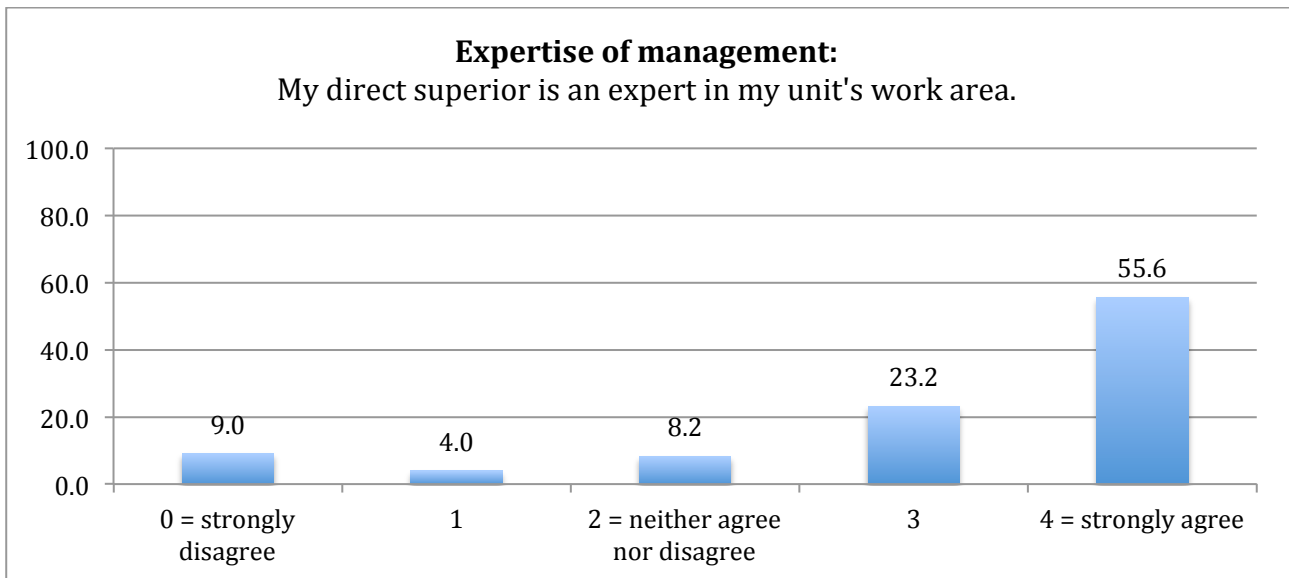
### Quality of leadership

The quality of leadership is critical for the success of any organisation. It affects the performance of staff, the satisfaction and motivation of subordinates and hence overall quality of the organisation. In the survey, we asked three types of questions to explore first the relationship between professional competence and political loyalty, which is central for the study of the senior civil service. Second, we explored so-called transformational leadership practices and, third, we inquired about the extent to which ethical leadership is practiced by managers in the Albanian civil service.

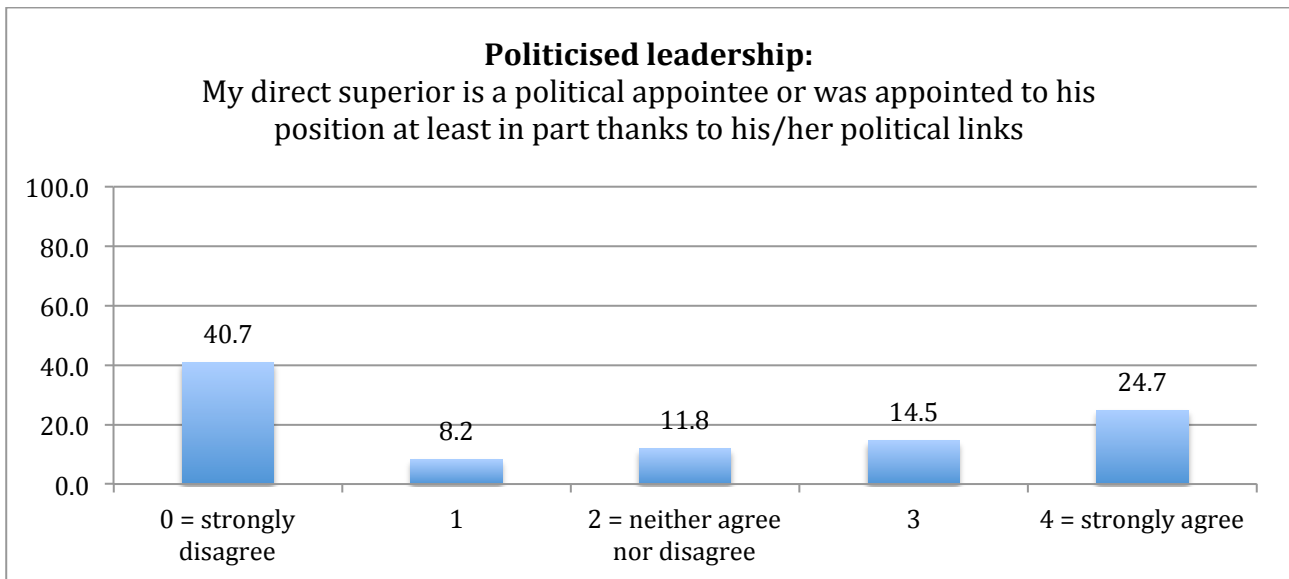
### Management skills and politicisation

First, nearly 80 per cent of the respondents evaluate their direct superior as an expert in their unit's field of work. This is high value that applies relatively consistently across ministries. Only the Ministries of EU Integration, Social Affairs and Transport stand out with lower mean evaluations of the expertise of their leadership.

A similar proportion of respondents also rates the management skills of their superiors highly. Again, just over 80 per cent agree with the statement that their superior has the necessary management skills. Differences across ministries correlate closely with the evaluation of the expertise of superiors, in that especially the Ministries of EU Integration and Transport stand out with relatively lower mean scores.



The positive evaluation of the expertise and management skills of superiors is only partially matched by perspectives on the politicisation of superiors. Here, almost 40 per cent of the respondents agree with the statement that their direct superior was appointed, at least in part, thanks to his/her political links. The modal response is 'strong disagreement' but a proportion of nearly 40 per cent should not be discounted easily.

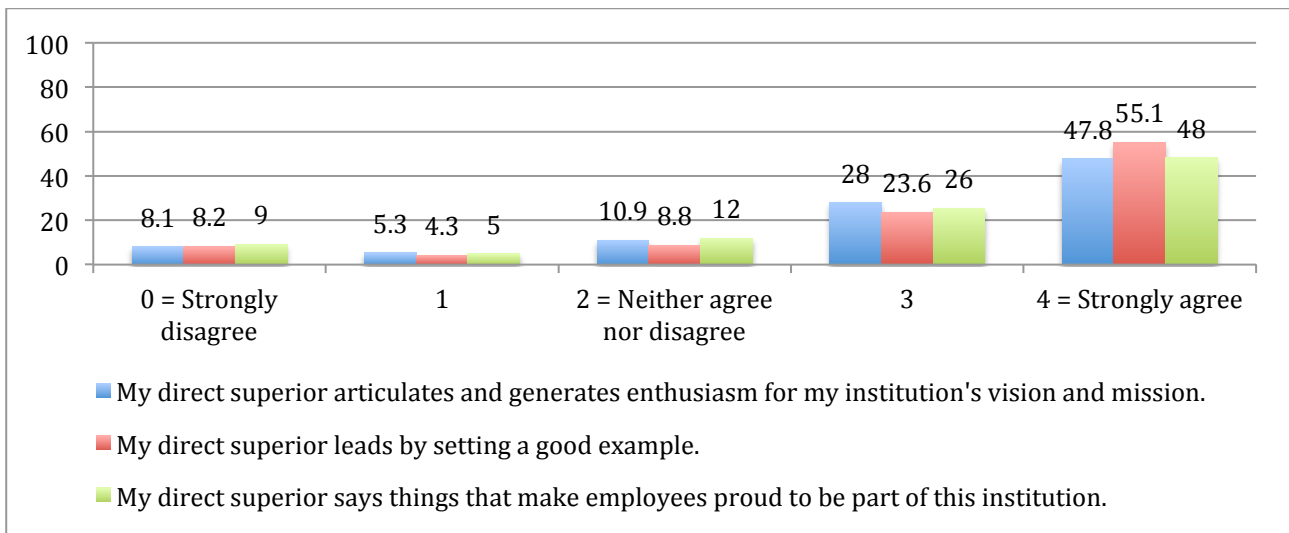


Again, there are considerable differences across ministries. The management of the Ministries of EU Integration and Transport is perceived as relatively more politicised than in the other ministries. Interestingly, mid-level and high-level managers evaluate their own superiors as more politicised than low-level managers and specialists. This is certainly a plausible finding, as high-level management is located more closely to politicians and, as a result, are more likely to be exposed to political pressures. Yet the finding provides a positive confirmation for the validity of the results, as it suggests sincere answers from the respondents.

### Transformational leadership

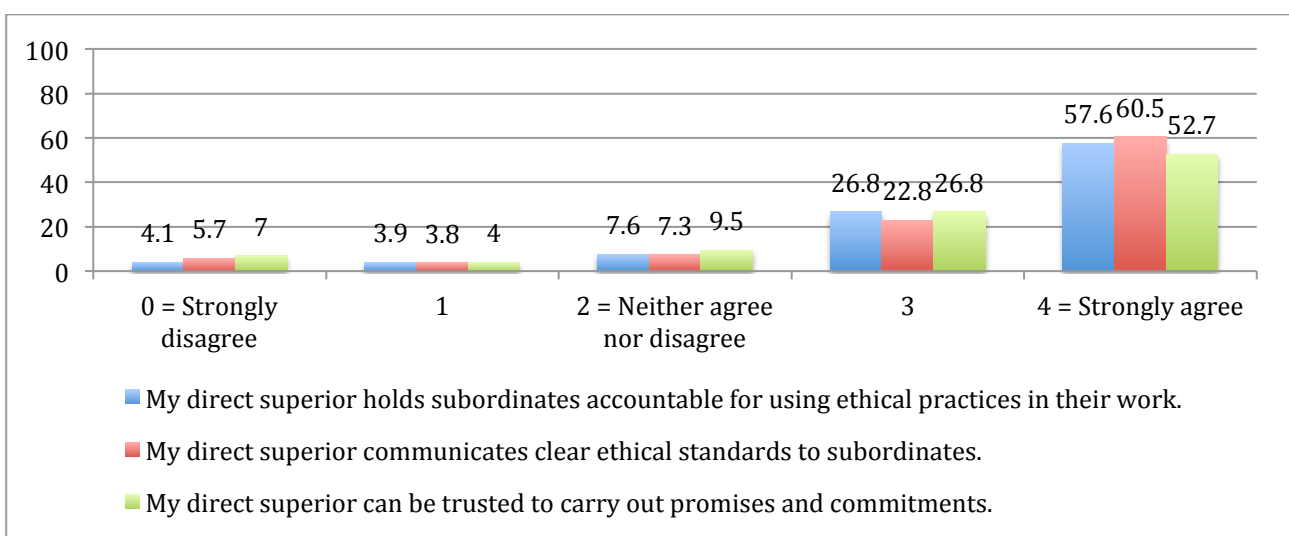
Second, the survey further asked respondents to assess the extent to which their superiors shared features of 'transformational' leadership. Transformational leaders are role models for their employees. They inspire their employees, articulate enthusiasm for the vision and mission of their institution, lead by example and make employees feel proud of their institution. The survey results indicate that transformational leadership is remarkably widespread in the Albanian civil service. 75 per cent of the respondents support the statement that their superior generates enthusiasm for their organisation, nearly 80 per cent see their superior as leading by example and nearly 75 per cent find that their superior makes them proud of their institution.

## The Quality of Civil Service Management in Albania



### Ethical leadership

Third, the picture is similar for ethical leadership practices in the civil service. In order to assess ethical leadership, the survey examined whether superiors hold their subordinates accountable for using ethical principles at work, whether they communicate clear ethical standards and whether they can be trusted to carry out promises and commitments. The findings suggest that ethical principals are indeed communicated by superiors, in that more than 80 per cent of the respondents agree with the statement. The level of agreement is slightly lower for the other two indicators of ethical leadership but still above 70 per cent.



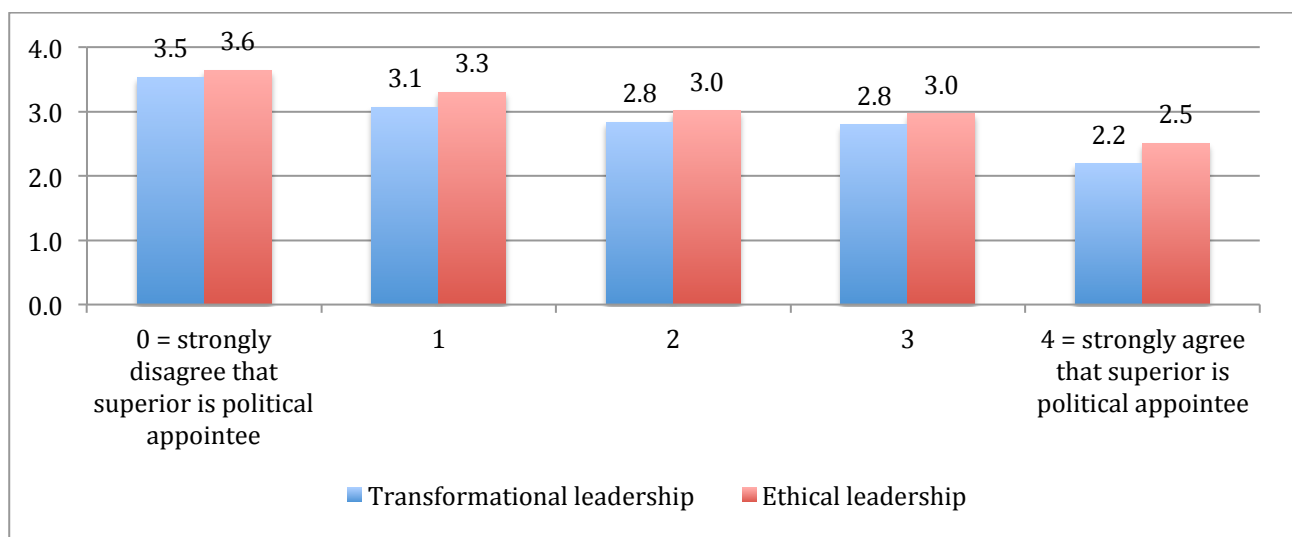
To be sure, there are some differences across ministries. When aggregating the three features of transformational leadership, the mean response for Albania is 3.1 with



## The Quality of Civil Service Management in Albania

ministries ranging from 2.6 (Ministries of EU Integration and Transport) to 3.3 (Ministry of Interior and the Prime Minister's Office). Differences between categories of staff are minor, even though it is notable that high-level managers and permanent civil servants are relatively more critical of their superiors.

A similar finding applies to ethical leadership practices. When aggregating the three features of ethical leadership, we find that it is less prevalent in the Ministries of EU Integration, Economy, Justice, and, in particular, Transport. Again, high-level managers and permanent civil servants are relatively more critical of their superiors than other categories of staff.



Further analysis also suggests a strong relationship between transformational leadership and the identification of superiors as political appointees. In fact, the difference between superiors that are considered to be political appointees and superiors that are considered to be professional/non-political appointees is large by all standards. This applies for both the practice of transformational and ethical leadership.

*In summary, even if the overall pictures of management expertise and skills as well as leadership practices is positive, there is clearly scope for development in general and in particular ministries. Moreover, the strong negative link between politicised leadership and transformational as well as ethical leadership suggests strong support for further investing in the professionalisation of the management cadre in Albania.*

## Effects of management and leadership practices

Finally, we assessed the consequences of management attributes and leadership practices on the attitude and behaviour of civil servants and public employees. The statistical analysis suggests that the quality of management has arguably the strongest effect of all the human resources management practices that have been discussed so far.

First, superiors that are considered to be experts in their field and to have relevant management skills are consistently associated with higher job satisfaction among staff, a lower intention to leave the public sector, a higher level of self-assessed performance, a higher level of work motivation and public service motivation, more trust in colleagues, a greater willingness to report unethical behaviour, and a lower propensity to bend rules and to engage in minor ethical infractions at work. Conversely, with few exceptions, political appointees in management positions almost consistently reduce the attributes among civil servants and public employees. *This suggests investment in the further professionalisation of the senior civil service will almost certainly pay off for the quality of public administration in Albania. While the expertise basis was considered satisfactory by many respondents, there is still scope for less political interference with senior appointments.*

Second, a higher level of both ethical and transformation leadership are associated with higher job satisfaction, a higher intention to stay in the public sector, better performance, more motivation, higher public service motivation, more trust in colleagues, a greater willingness to report unethical behaviour and less use of office resources for private purposes. *Again, there is hence supportive evidence for the development of leadership practise in Albania. The evaluation by respondents has already been positive but there is clearly scope for further investment in this area.*

	Job satisfaction	Intent to stay in public sector	Self-assessed performance	Work motivation	Public Service Motivation	Trust in colleagues	Rule bending	Reporting unethical behaviour	Minor infractions
Superior expertise	+	+	+	+	+	+	-	+	-
Superior management skills	+	+	+	+	+	+	-	+	-
Superior political appointee	-	-		-		-	+	-	+
Transformational	+	+	+	+	+	+		+	-

leadership									
Ethical leadership	+	+	+	+	+	+		+	-

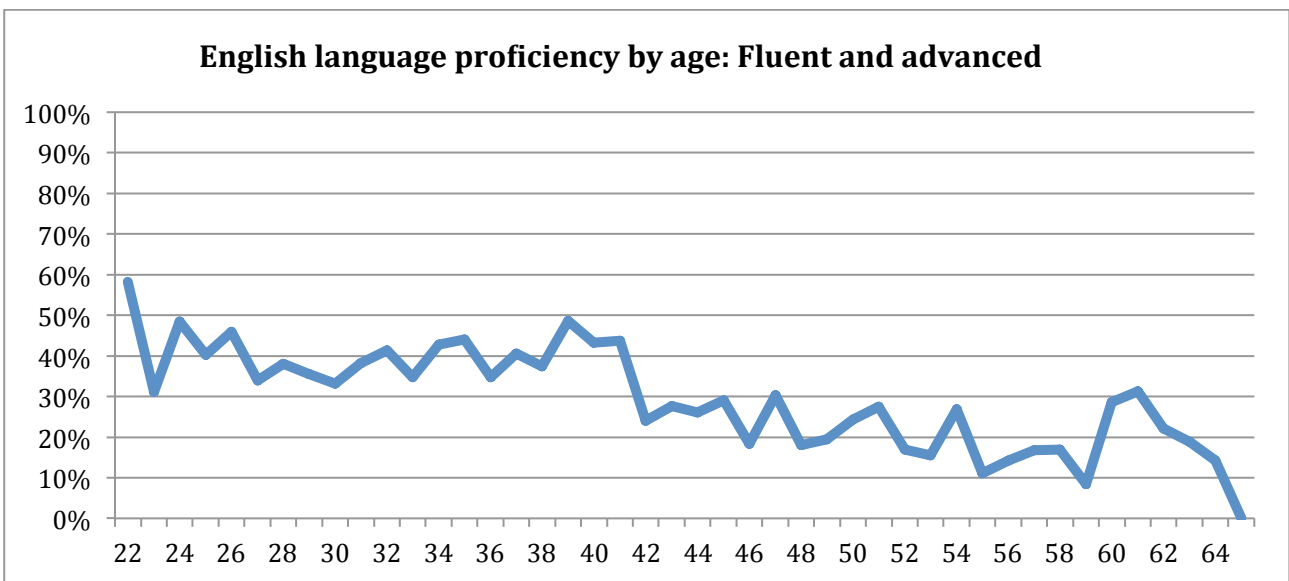
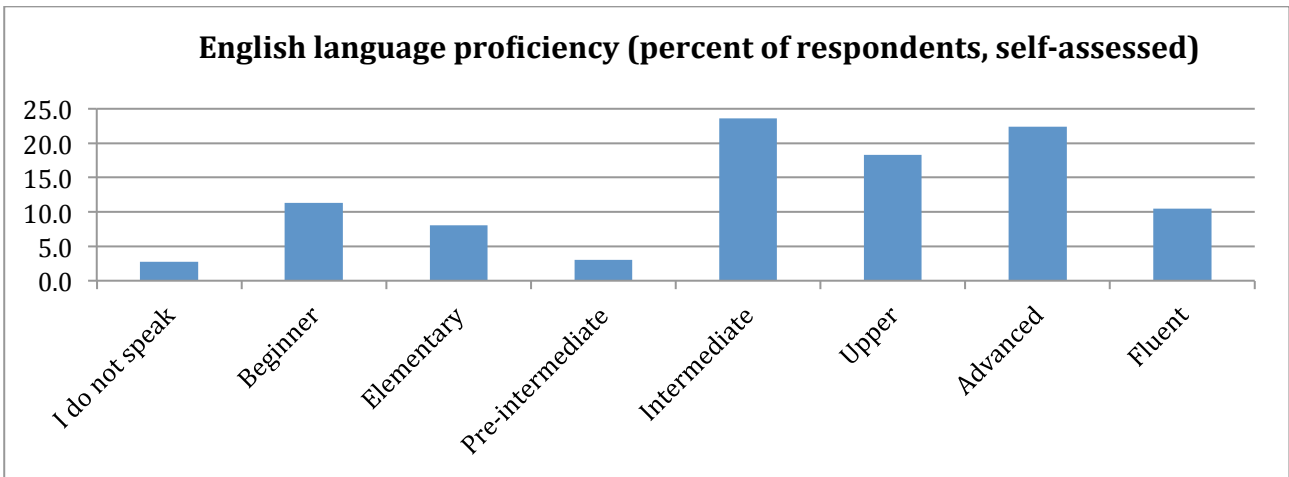
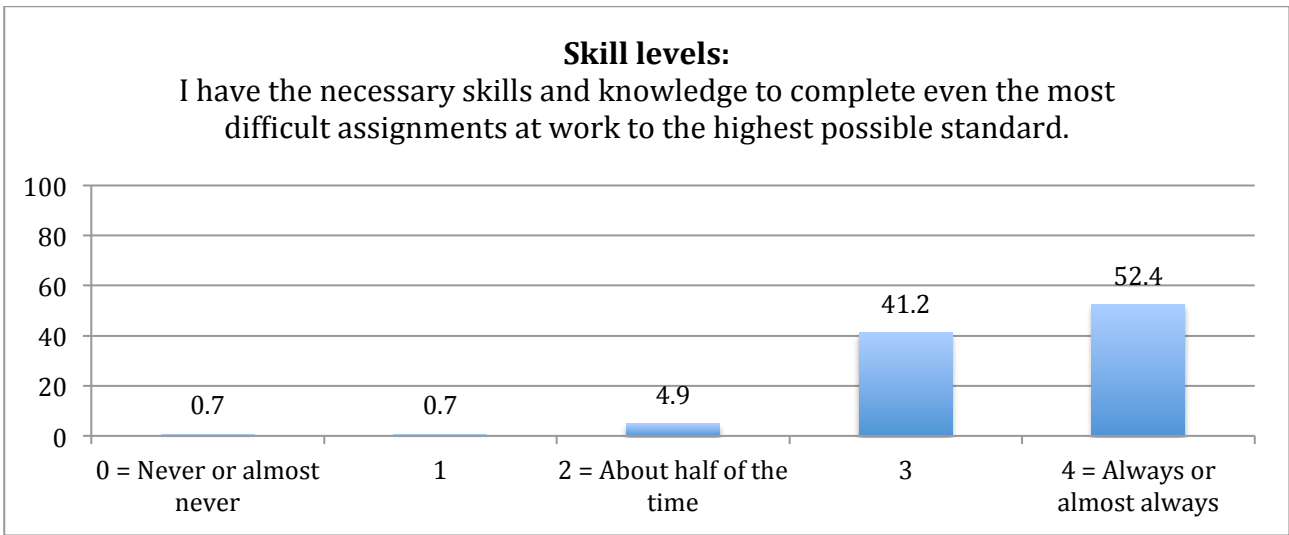
### Skill, knowledge and English language proficiency

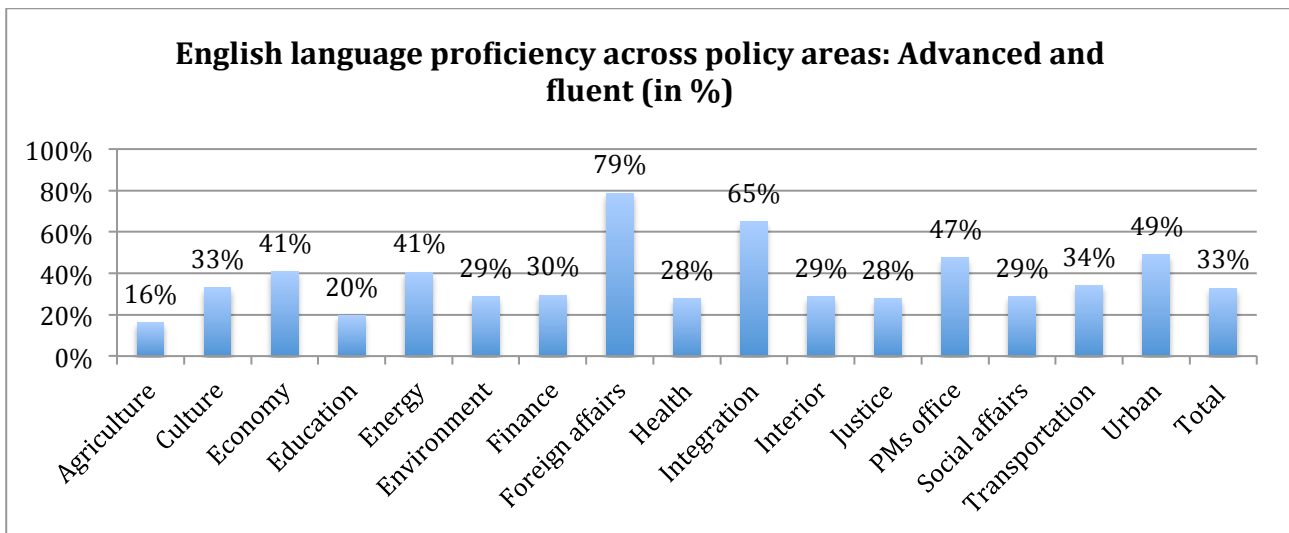
The survey further examined the knowledge and skill levels of civil servants and public employees. It relied on self-assessment of general knowledge and skills and English language proficiency, which is especially relevant in the context of EU integration.

94 per cent of the civil servants and public employees agree that they have the necessary their knowledge and skill levels to perform their job at the highest standard. There are some differences across ministries and categories of staff. There are a number of notable differences within Albania. Managers, older staff and permanent civil servants self-assess their own knowledge and skills higher than their peers. At the same time, there are only minor differences across ministries and subordinated organisations.

English language skills are at an intermediate level across civil servants and public employees. 33 per cent have skill levels that classify as advanced or fluent. There are considerable differences across age groups. 41 per cent of the young civil servants below the age of 30 have fluent or advanced English language skills, while only 18 per cent of the older civil servants above the age of 50 speak English at an advanced or fluent level. Moreover, 52 per cent of the high level managers also speak English at an advanced or fluency level, while differences are small among other categories of staff.

There are also major differences between ministries. The Ministries of Foreign Affairs and EU Integration stand out in that very large proportions of civil servants have advanced or fluent English language skills. In more domestically oriented ministries, the level of English language skills is significantly lower.





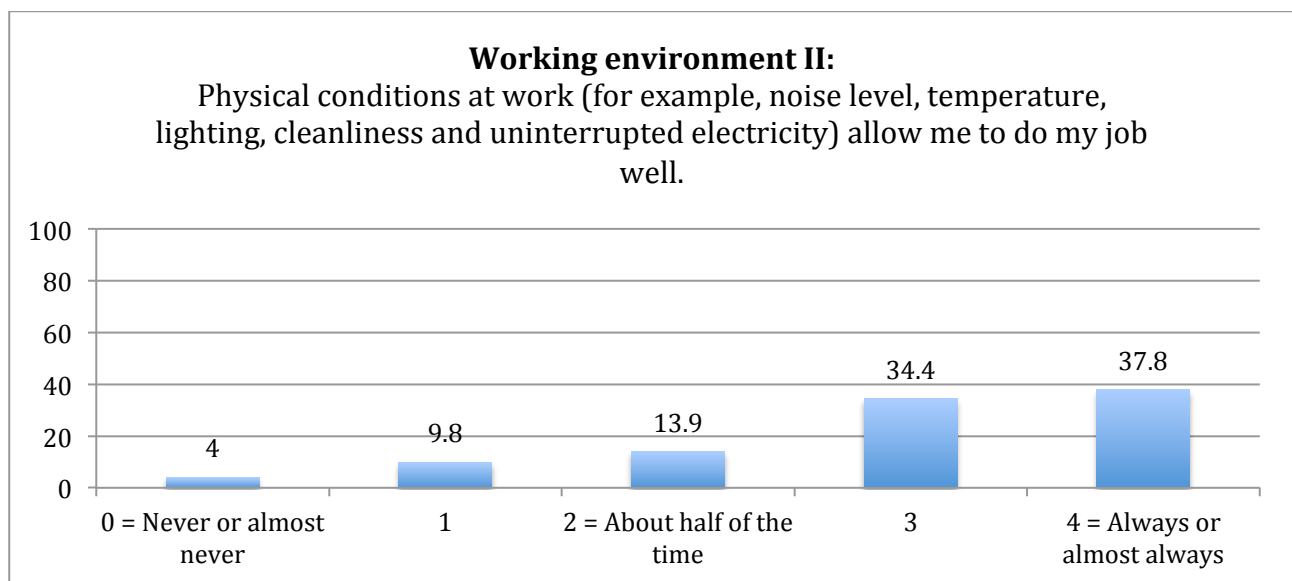
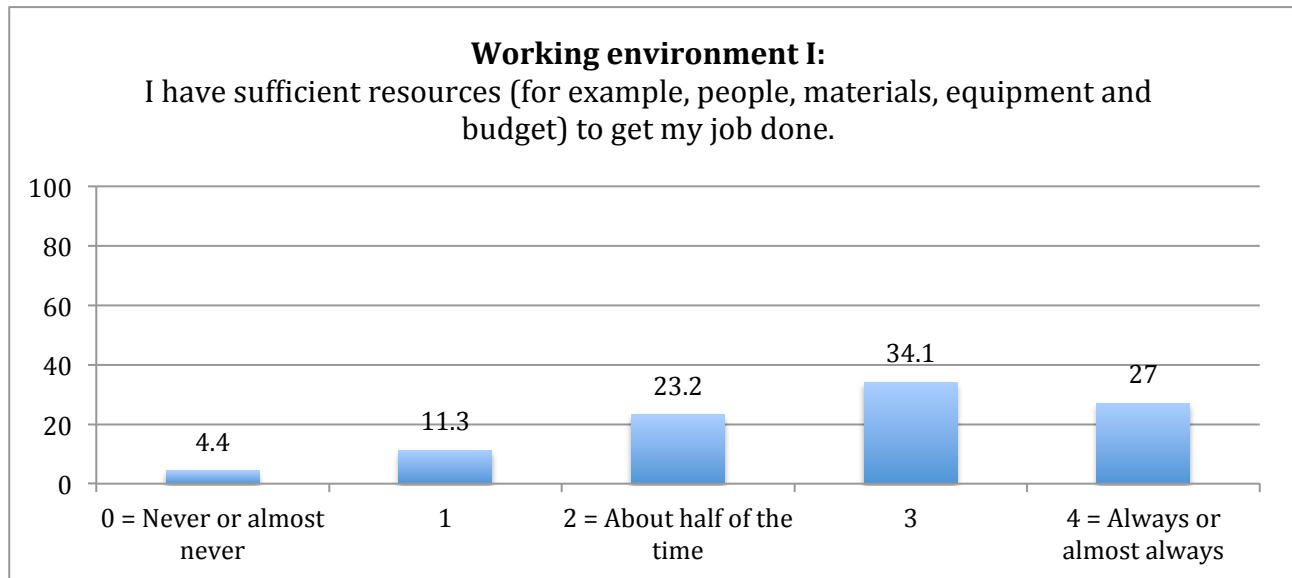
## Working environment

The working environment is an essential yet often underestimated factor that significantly contributes to the satisfaction, motivation and performance of employees. In the survey, we asked we respect to both the physical conditions at work, for instance, the noise levels, temperature, lighting, cleanliness, etc and the availability of sufficient resources to enable staff to perform their job properly, for instance, the availability to personnel, money, office space and equipment.

Regarding the quality of resources, 61 of the civil servants and public employees agree that they have sufficient resources to perform their job properly. Permanent civil servants and high level managers are significantly more critical towards the quality of the resources than other groups of staff. There are also notable differences across ministries. Staff in the Ministry of Urban Development is far more satisfied, for instance, than staff in the Ministry of Environment as the least satisfied ministry.

Regarding the quality of physical conditions, 72 per cent of the respondent agree that they are sufficient for them to get their jobs done. Again there are some differences across ministries with staff in the Ministry of Justice being least satisfied. Moreover, permanent civil servants and young civil servants and public employees are relatively less satisfied with the physical conditions at work.

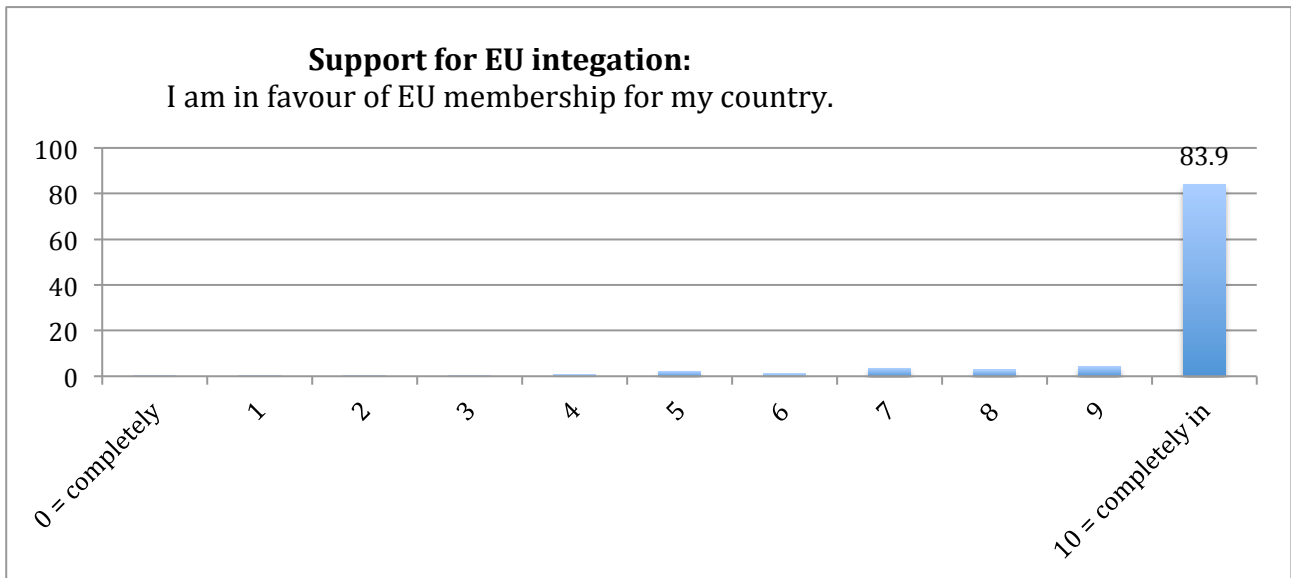
Further analysis for the relationship between the quality of the working environment and the attitudes and behaviour of civil servants and public employees will be conducted at a later stage.



### Support for European Union Integration

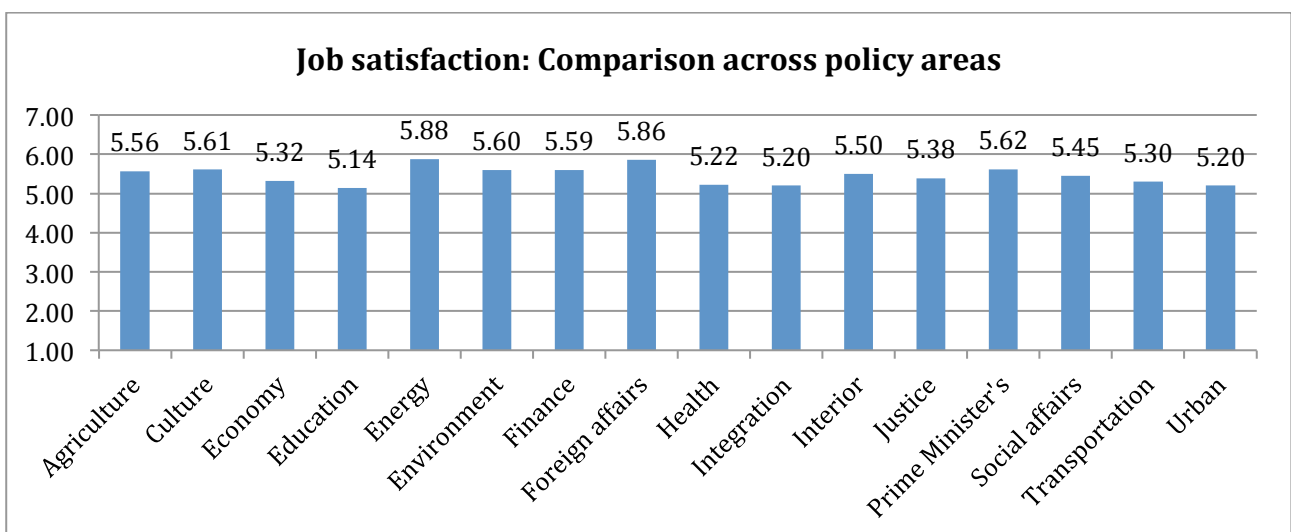
Finally, given the specific context of public policy and public administration reform in Albania, we asked civil servants and public employees about their views on European integration. The survey evidence suggests that they are overwhelmingly in favour of European integration. Indeed, on a scale from 0 to 10, 84 per cent are absolutely in favour and hence ticked the value '10'. Looking more broadly, around 96 per cent of the

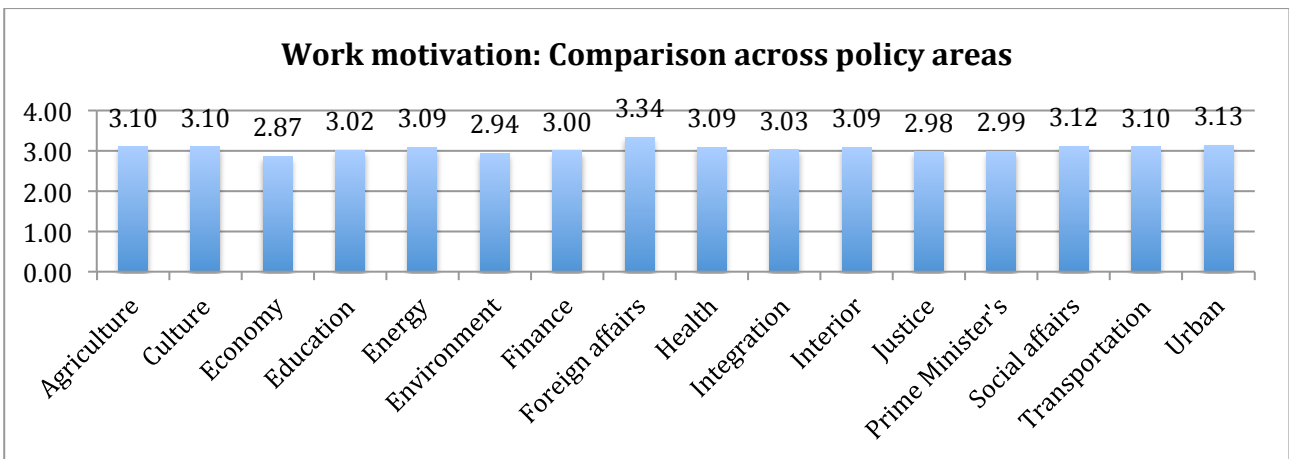
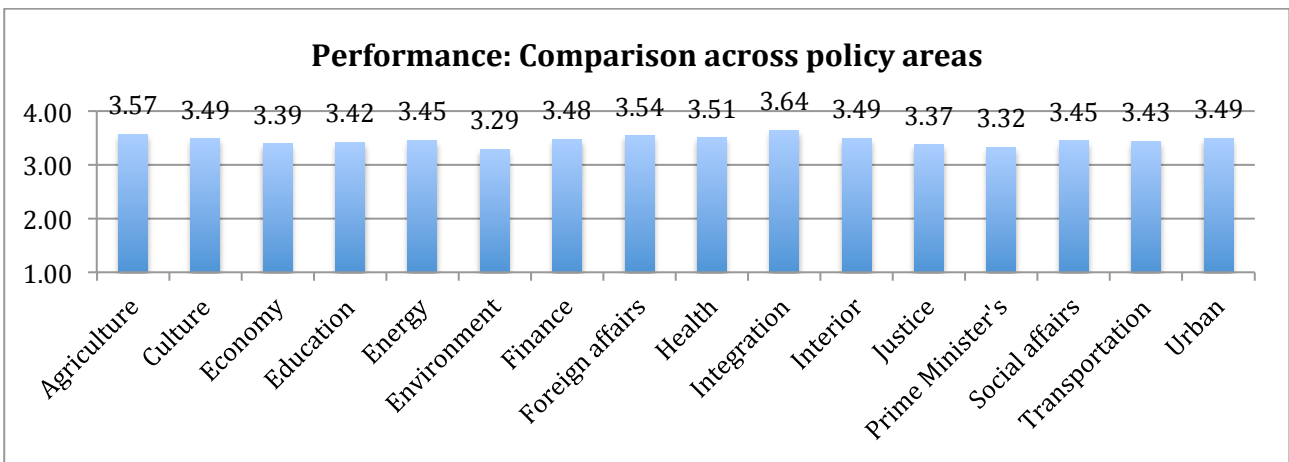
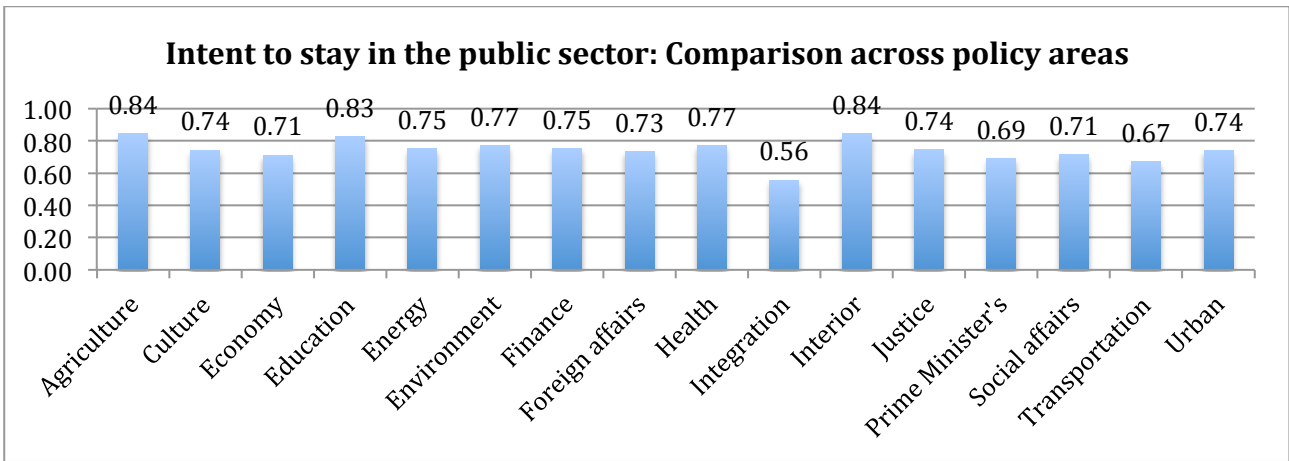
respondents support EU integration. This is by all standards a very high score, which indicates that the attitudes of civil servants will facilitate and enable the EU accession process in Albania.



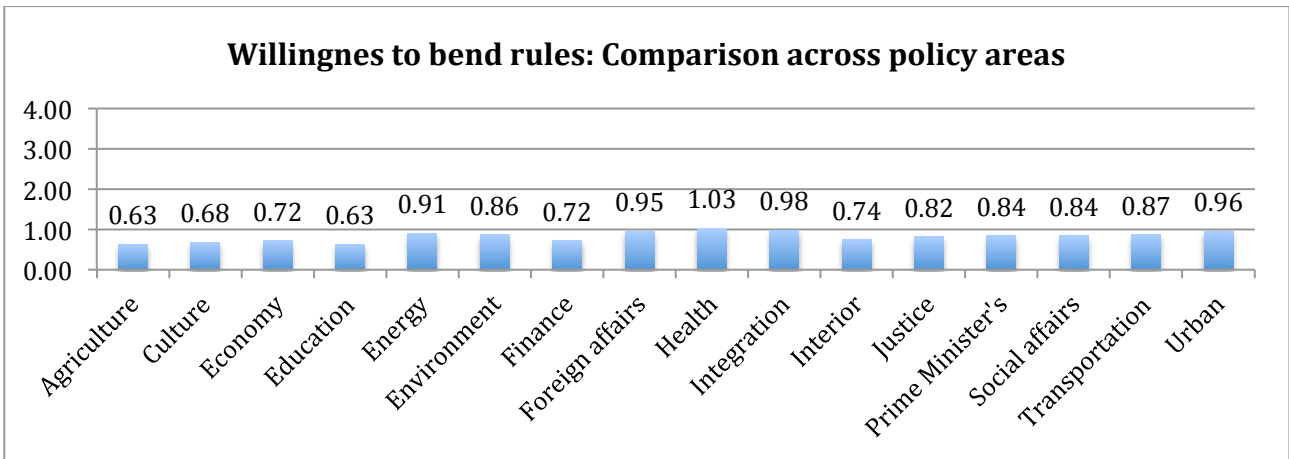
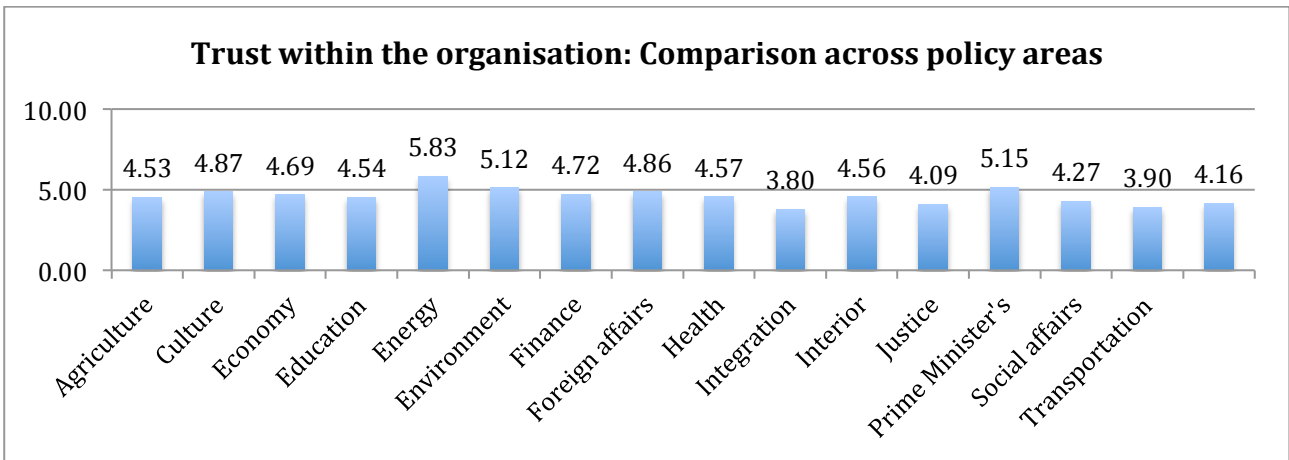
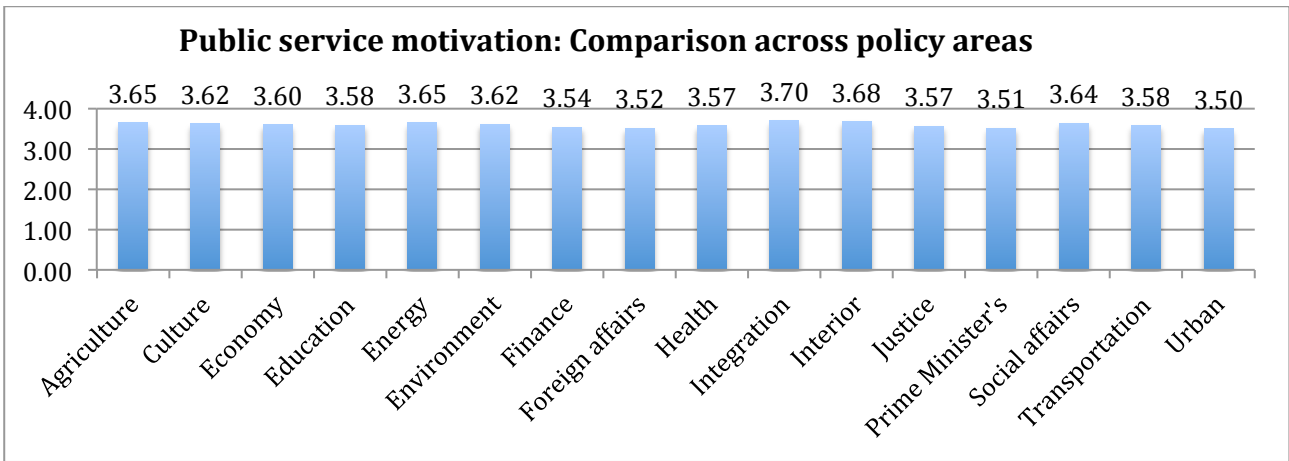
## Appendix: Comparisons Between Ministries

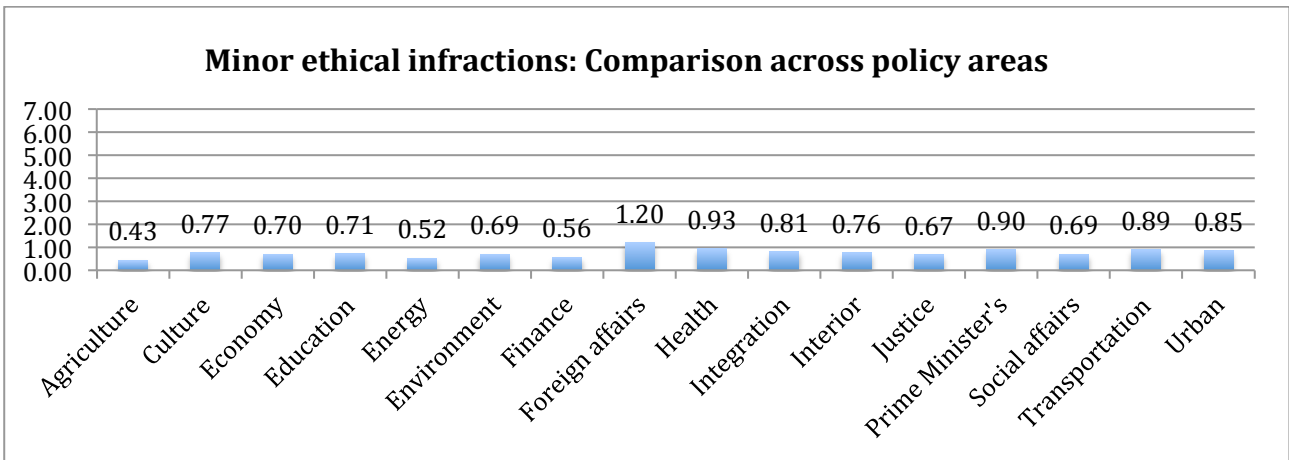
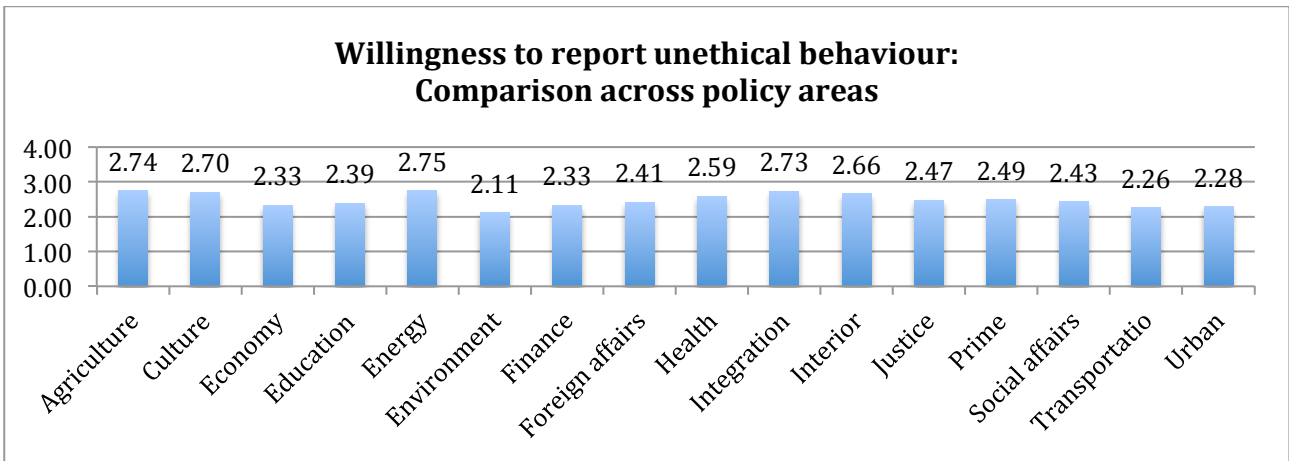
### Attitudes and behaviour of civil servants and public employees: Comparisons across policy areas





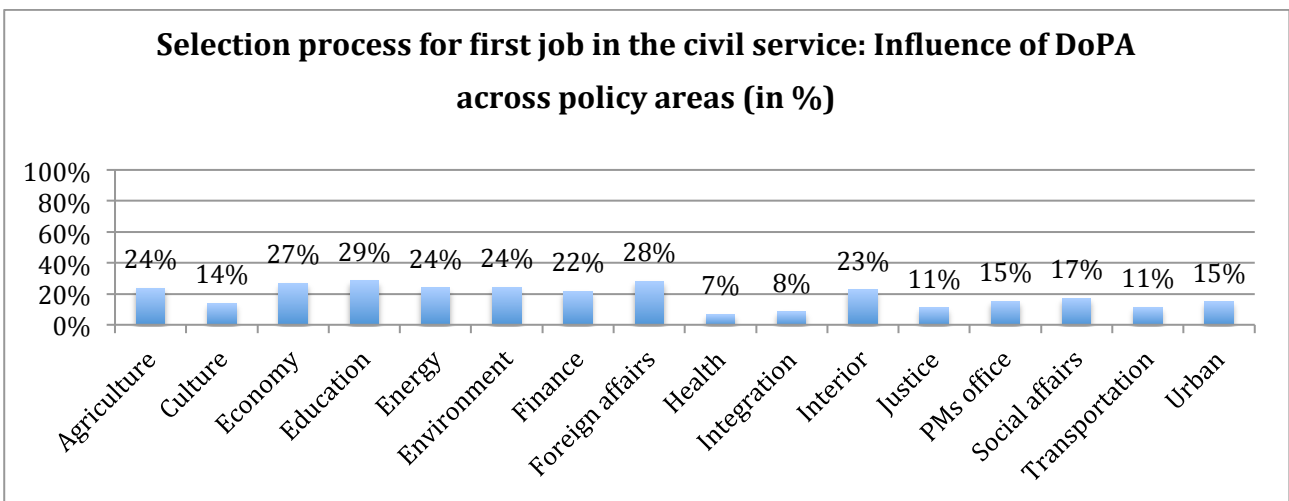


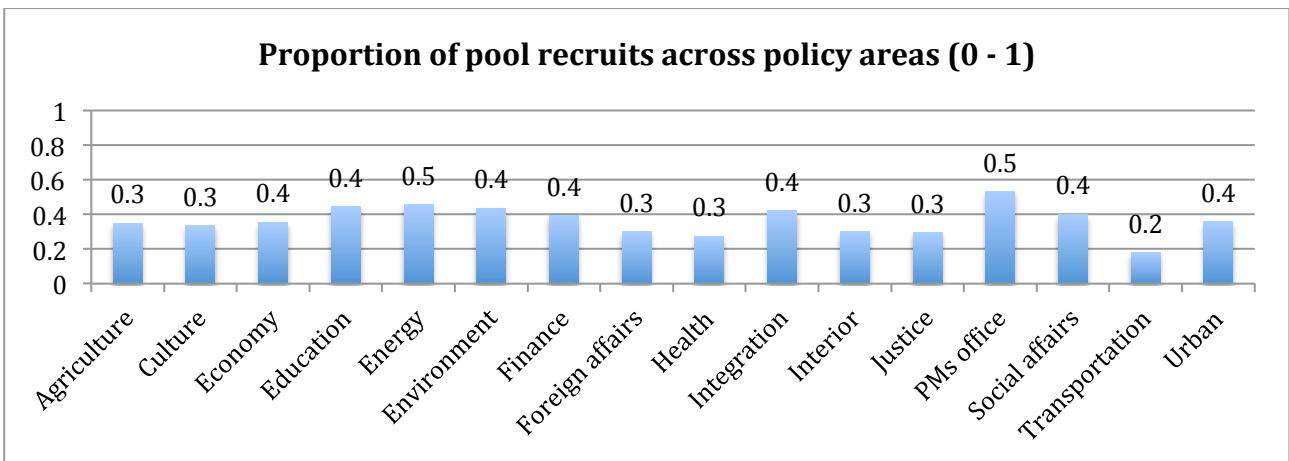
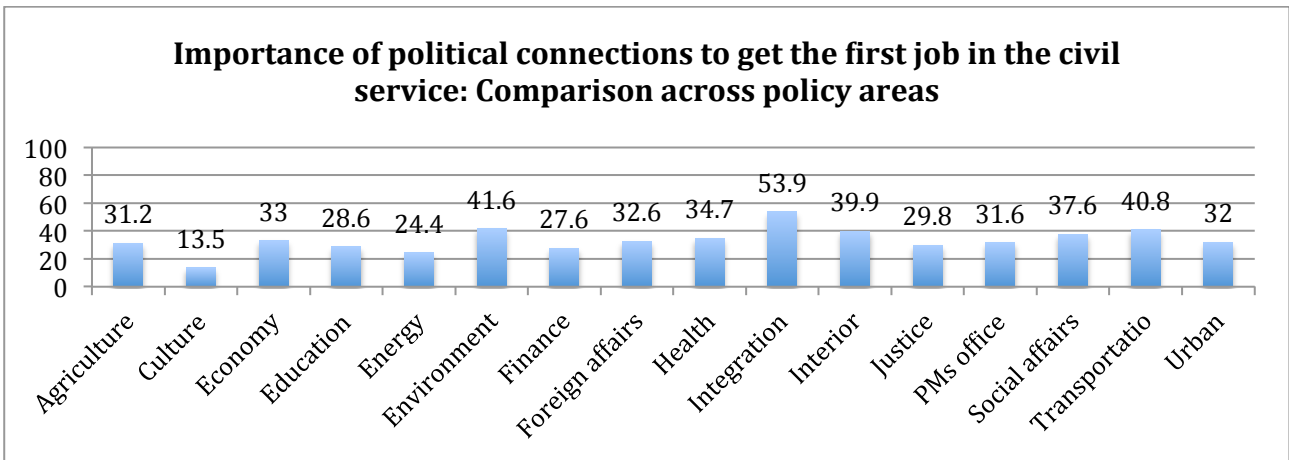
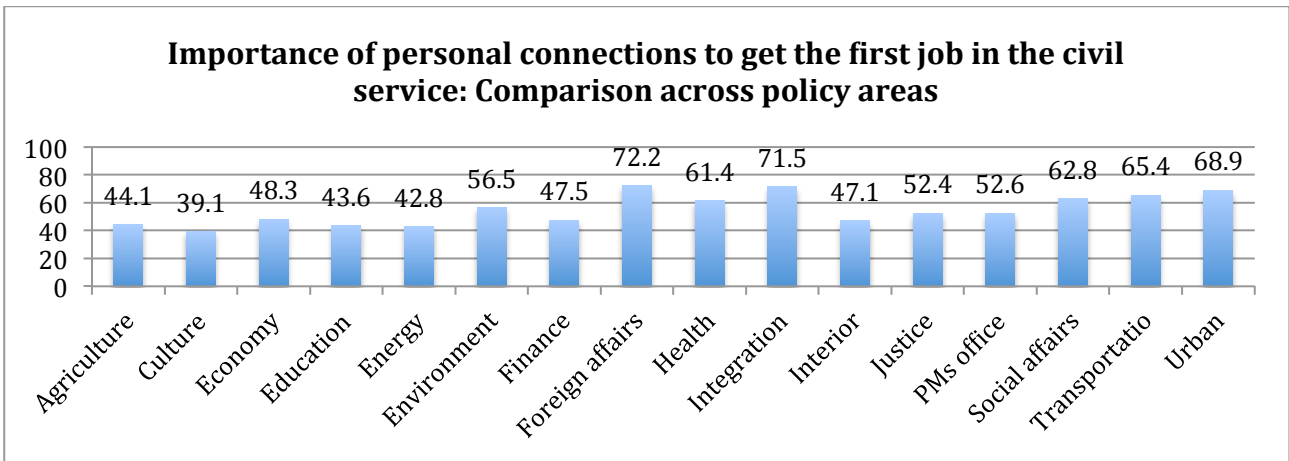




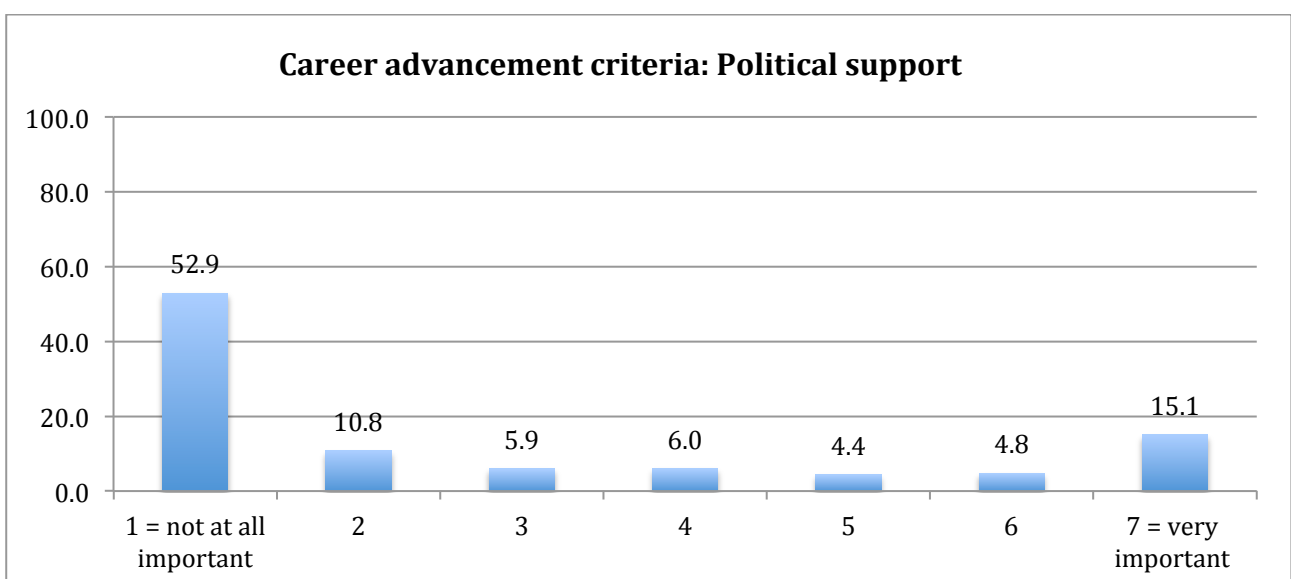
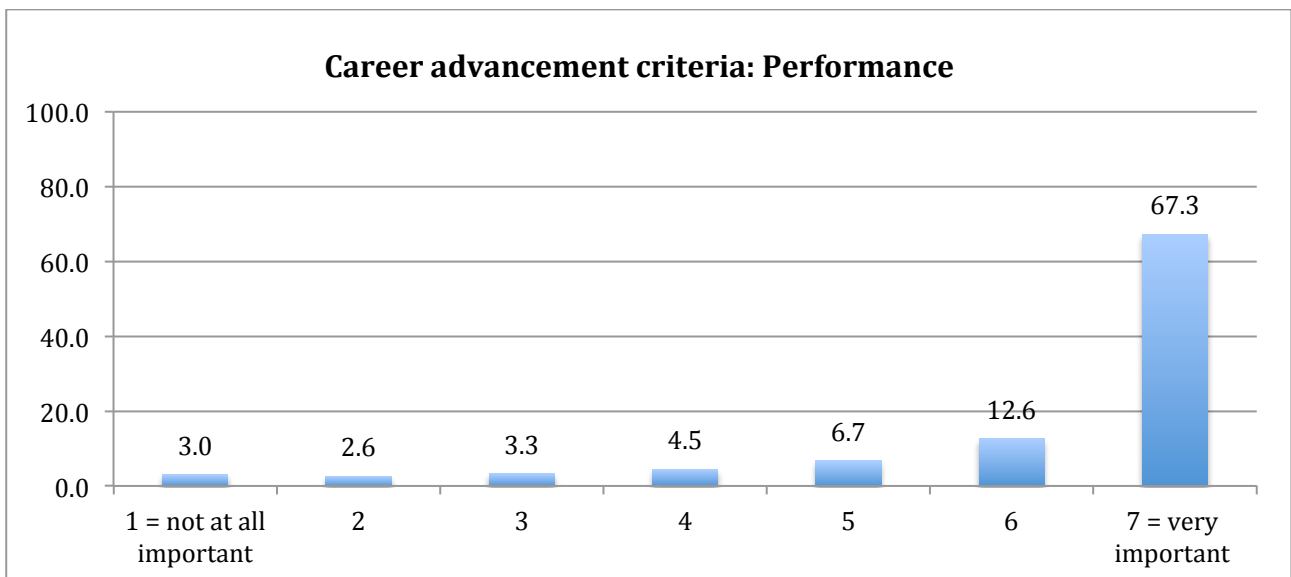
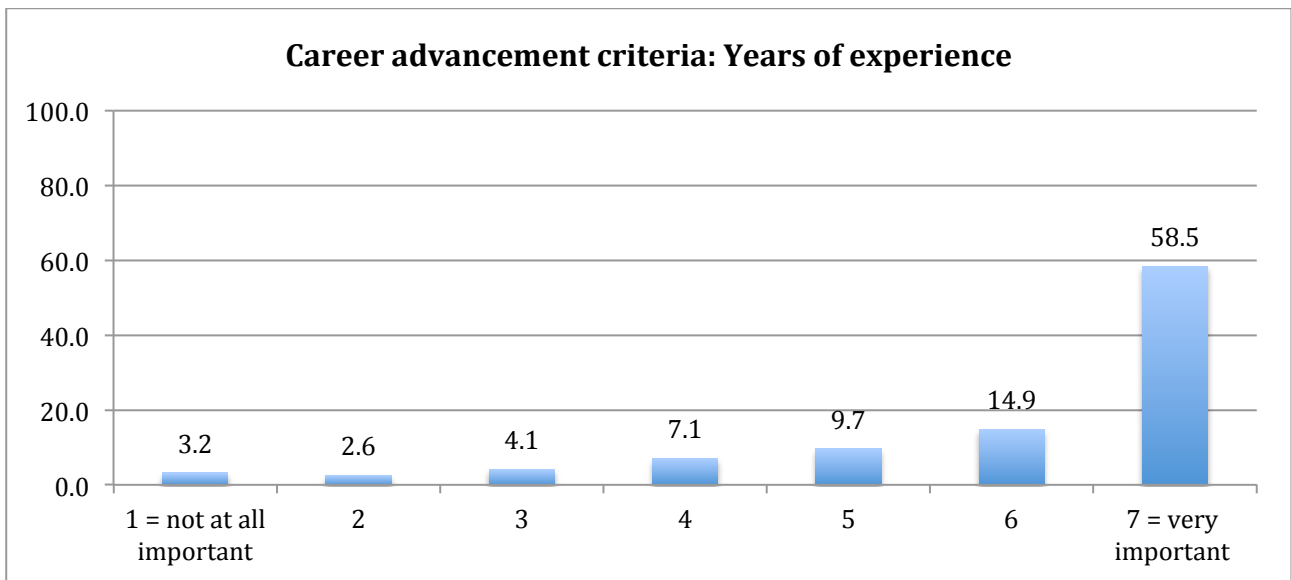
**Personnel management practices: Comparisons across policy areas**

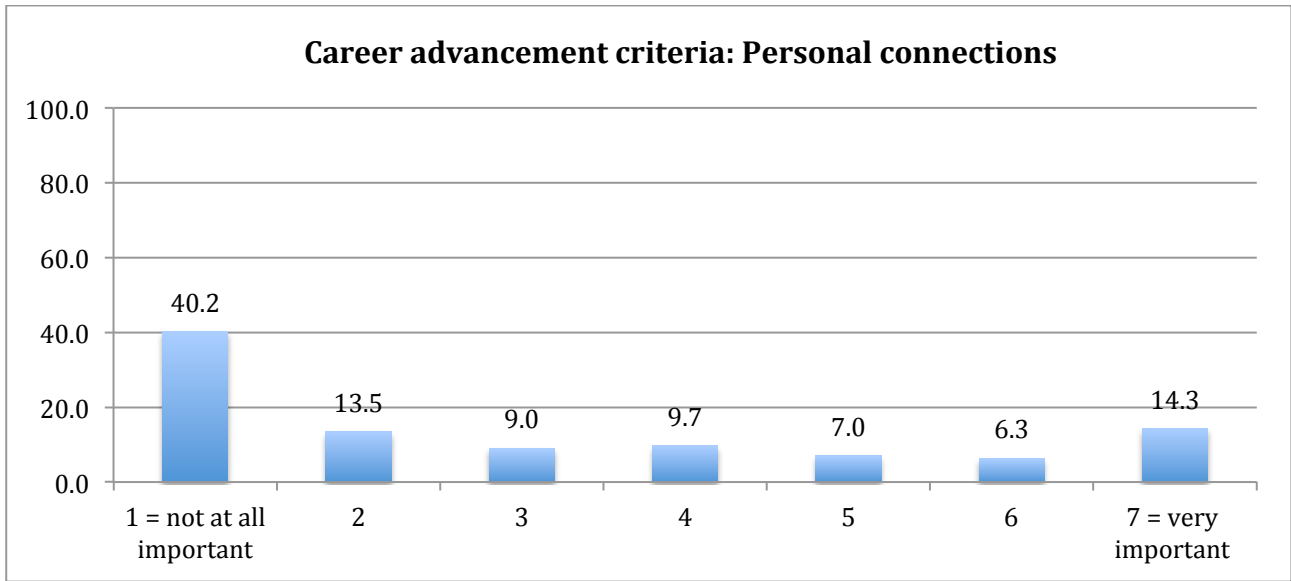
**Recruitment and selection**



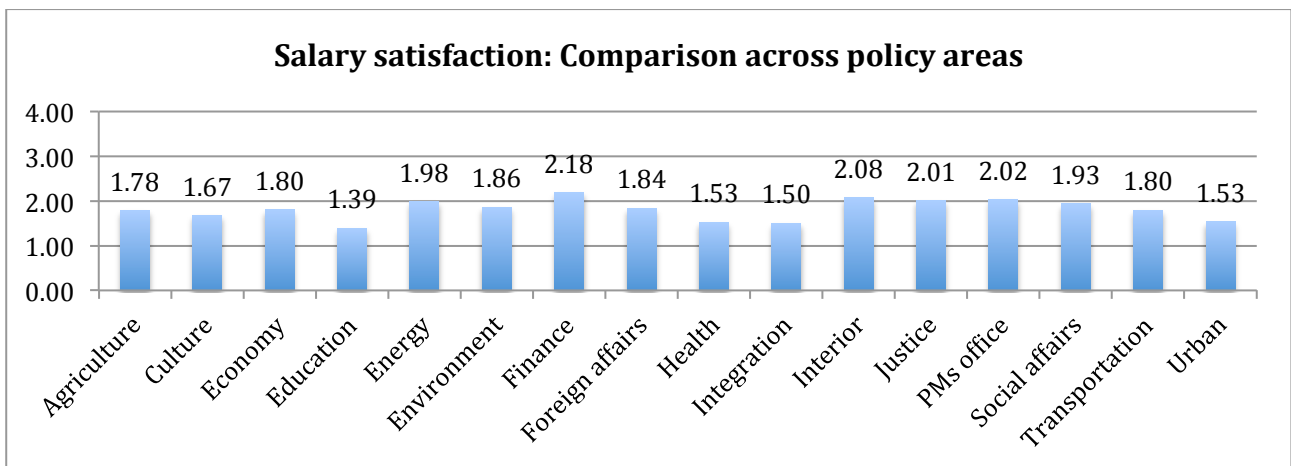
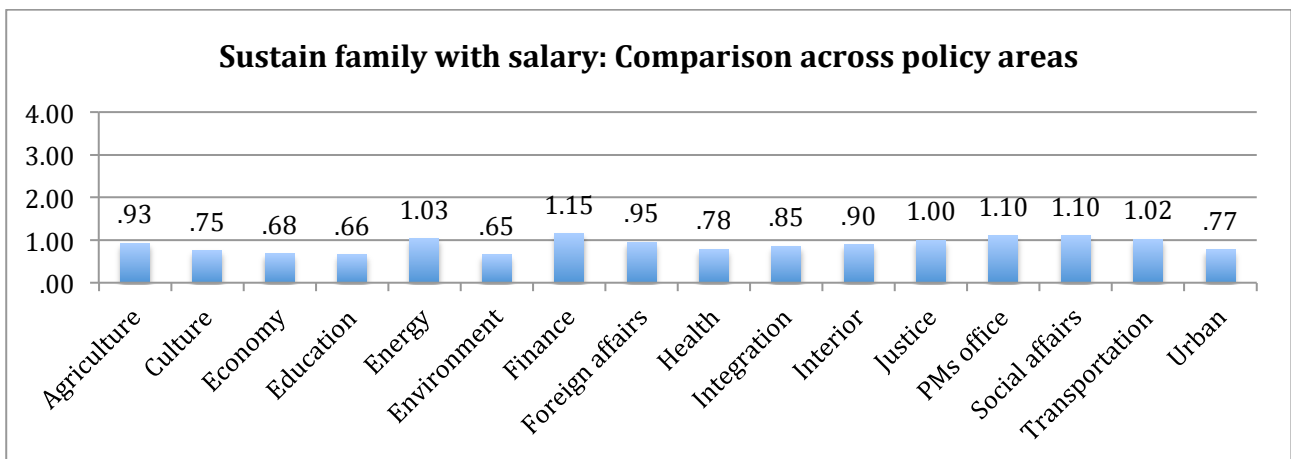


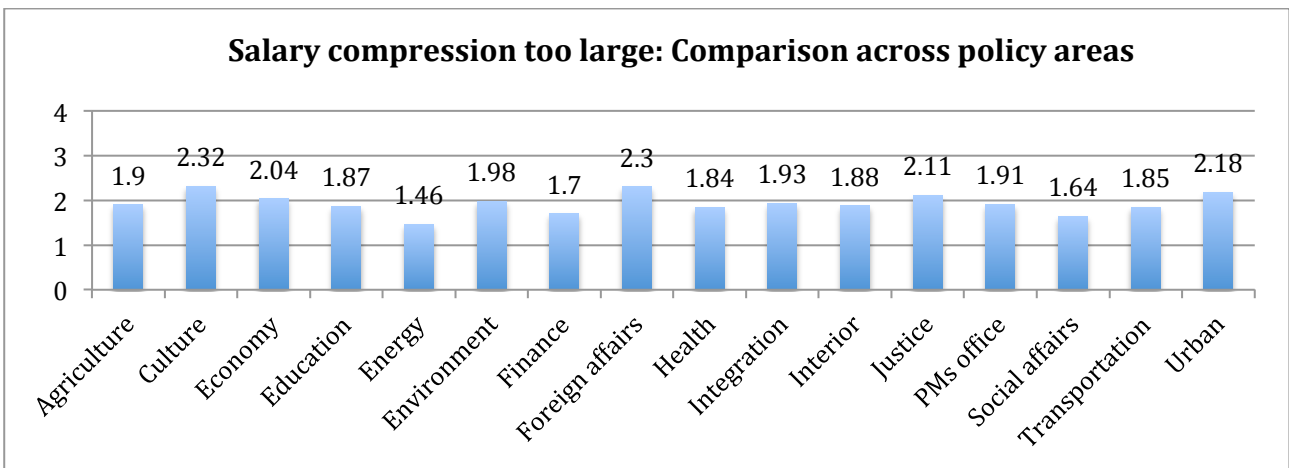
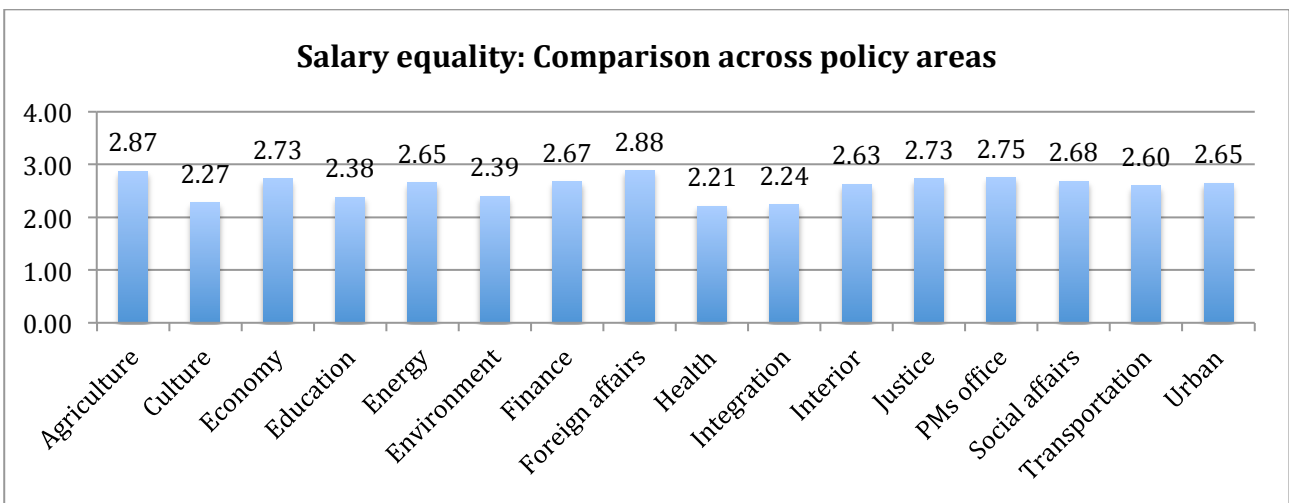
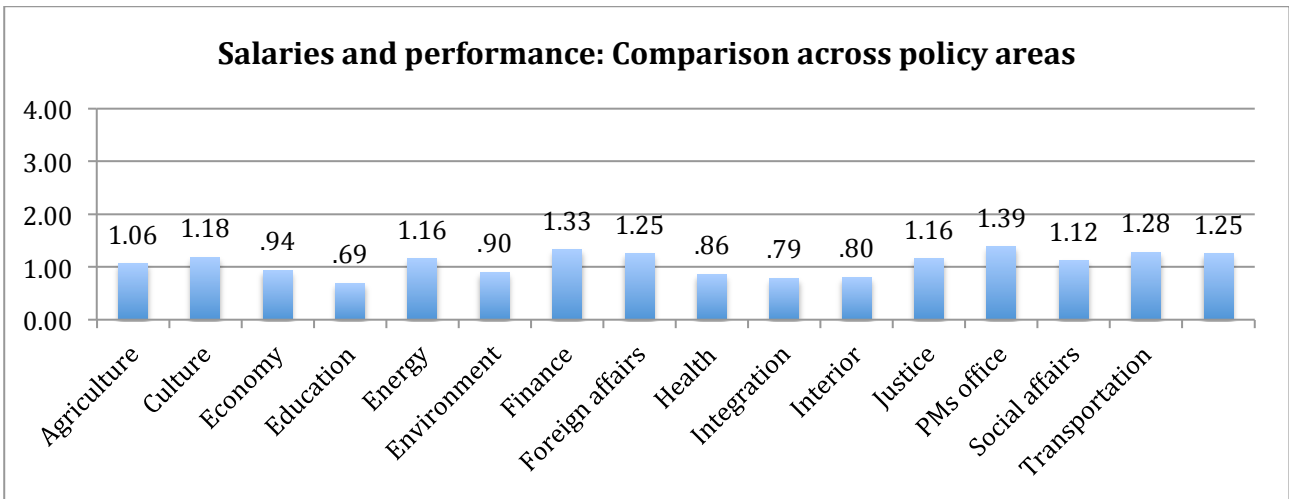
**Career advancement**



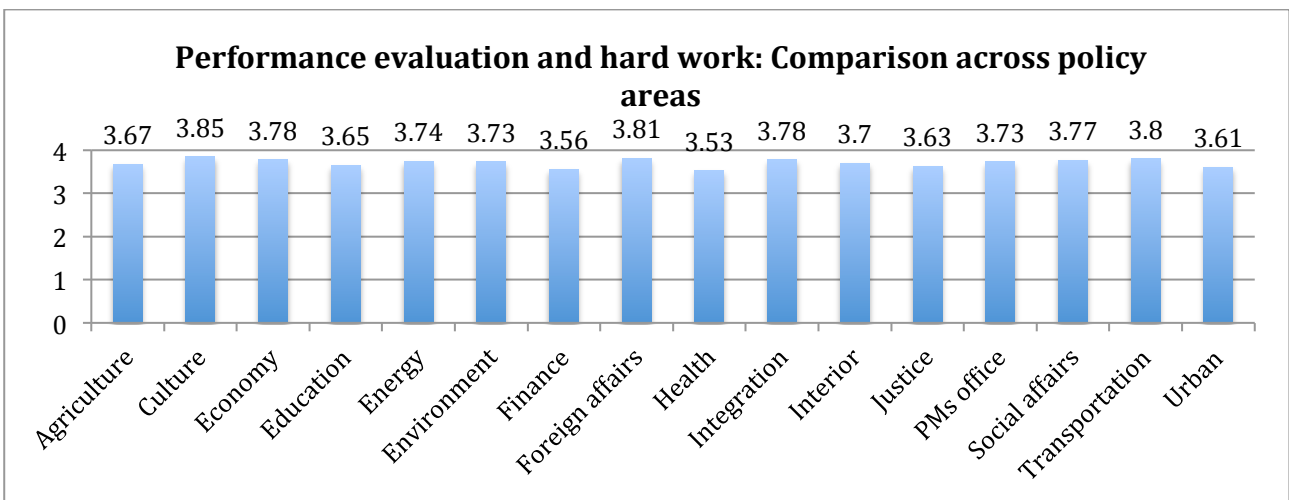
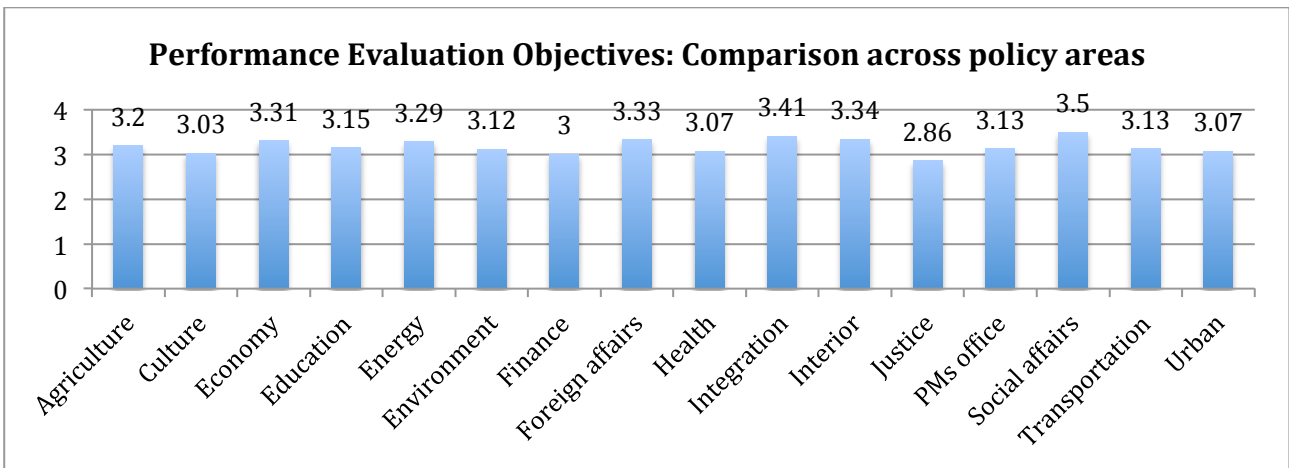
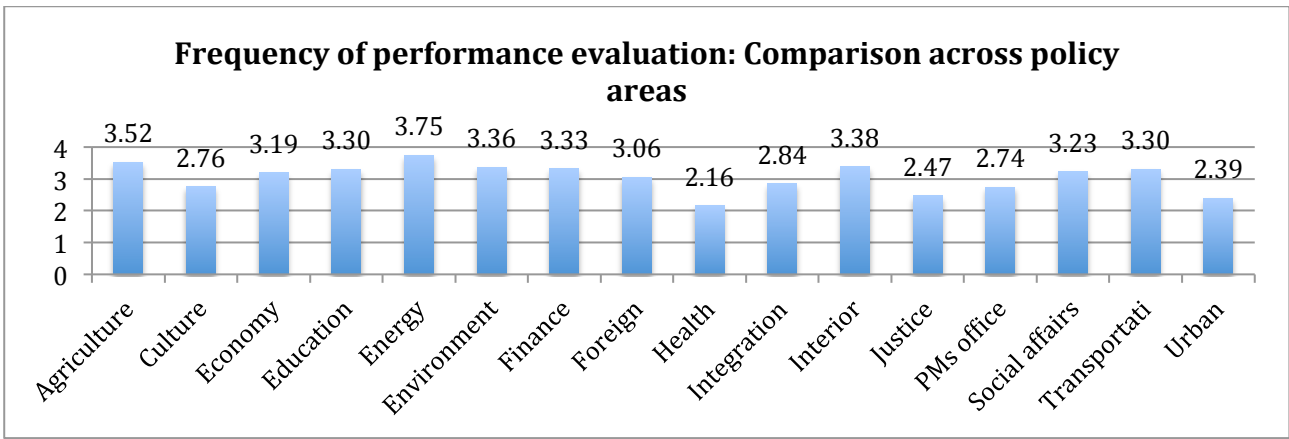


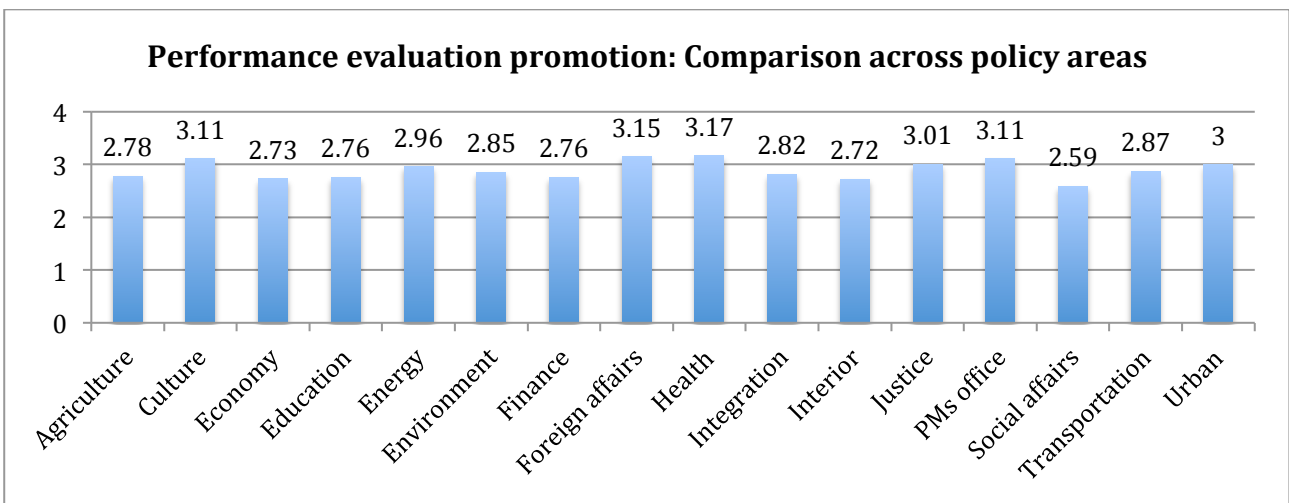
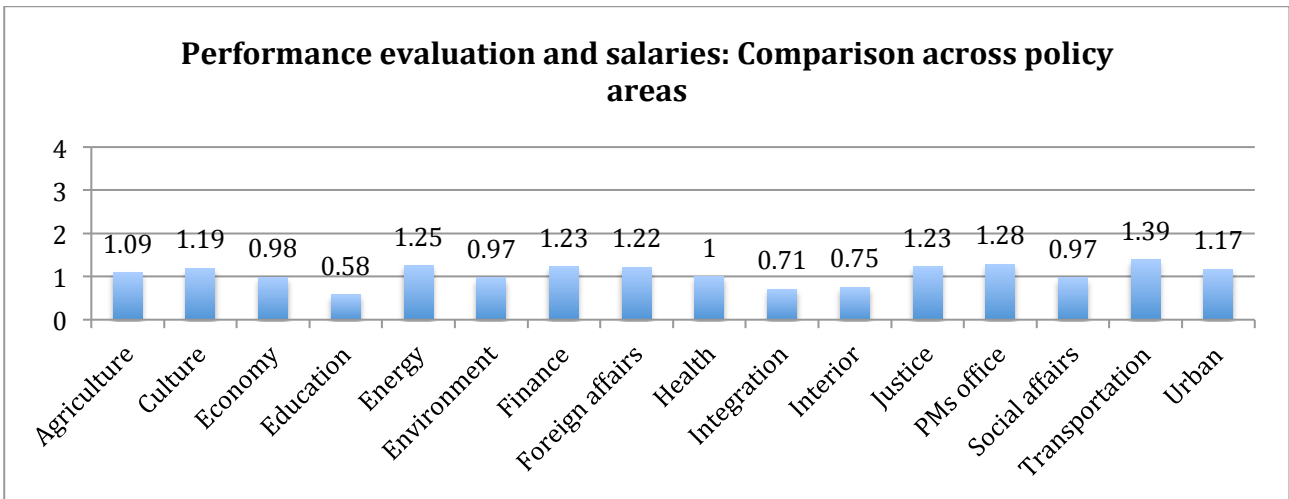
## Salary management



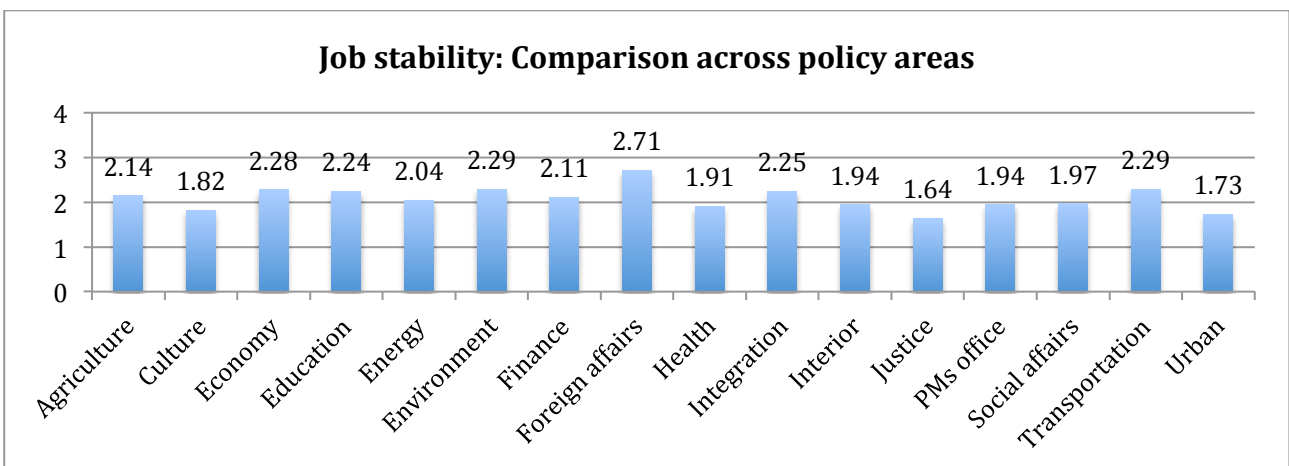


**Performance evaluation**

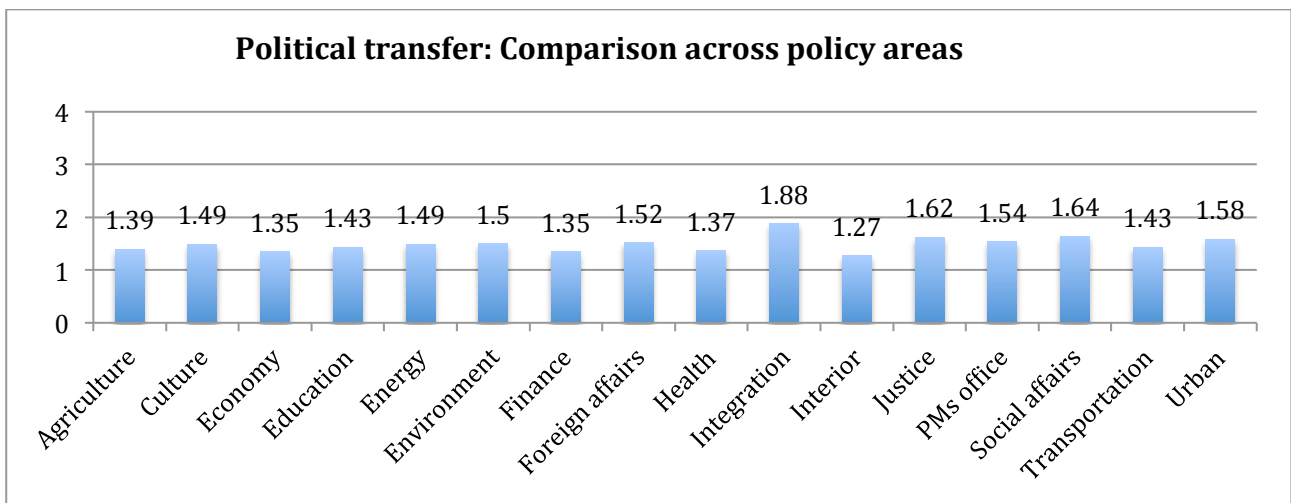
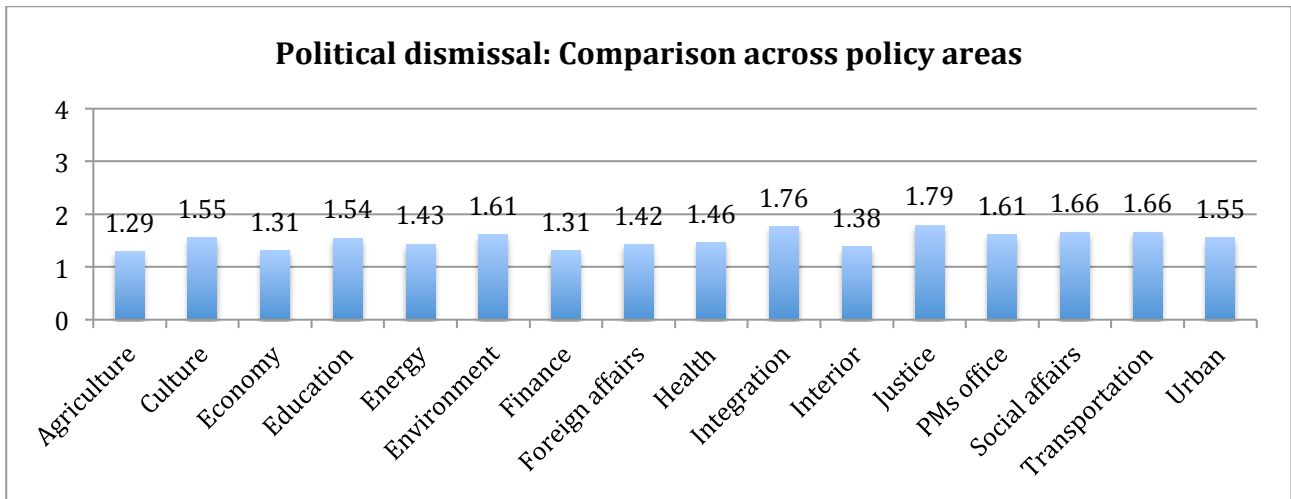




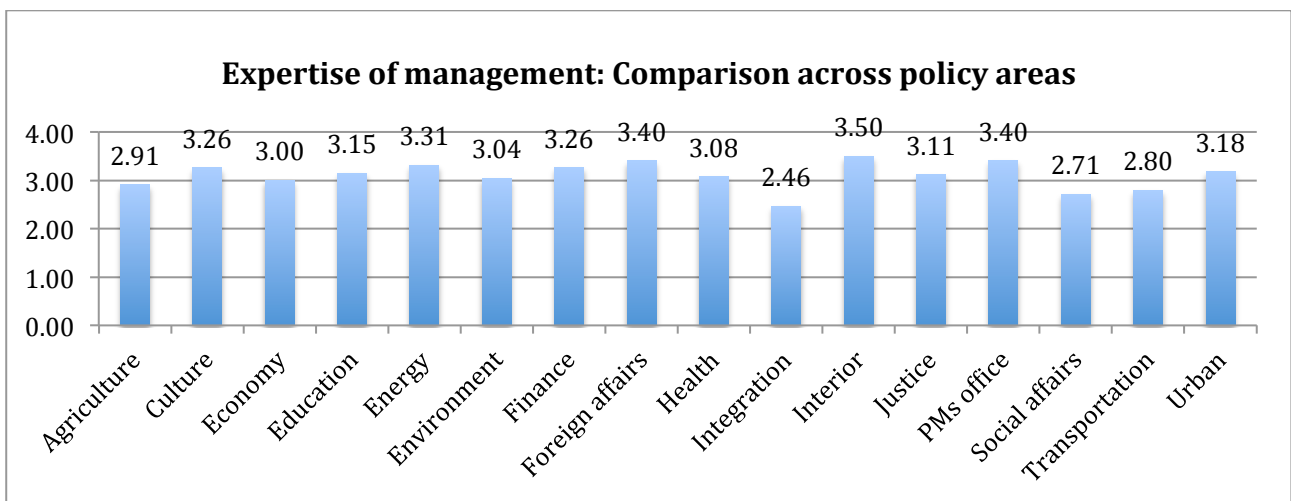
## Job protection

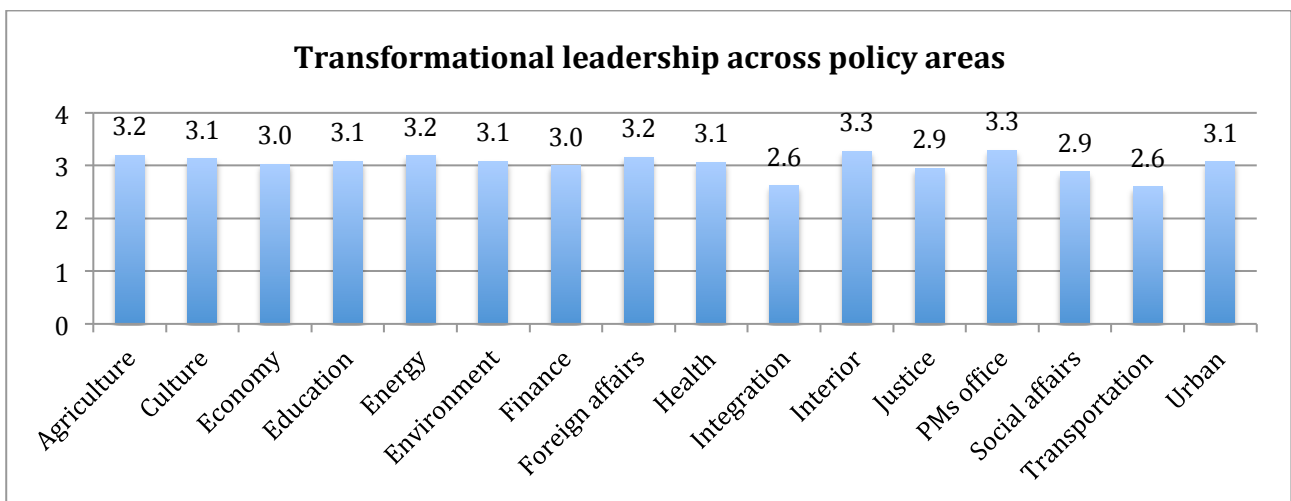
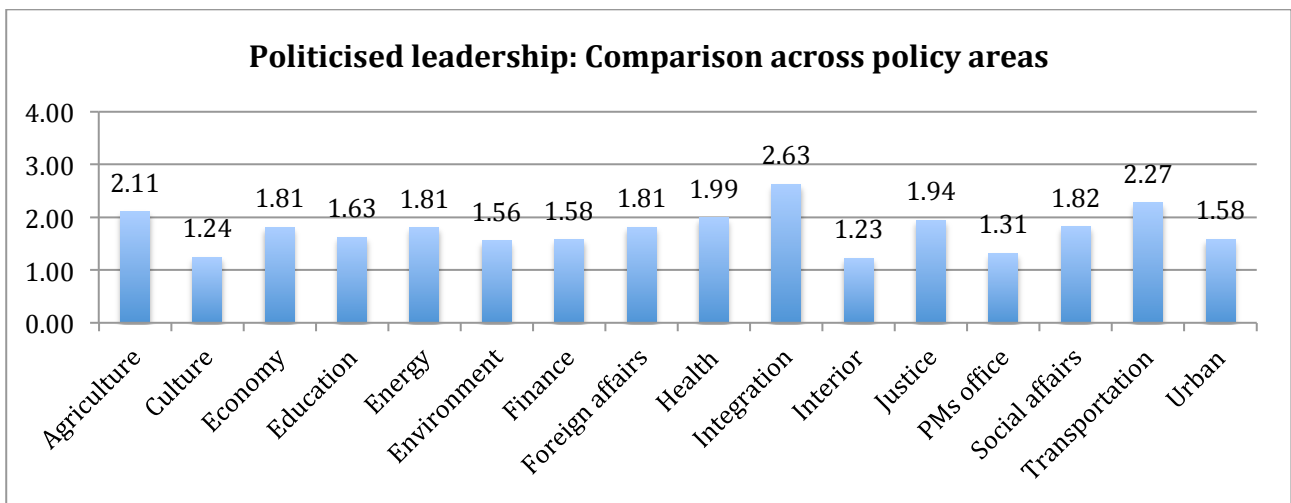
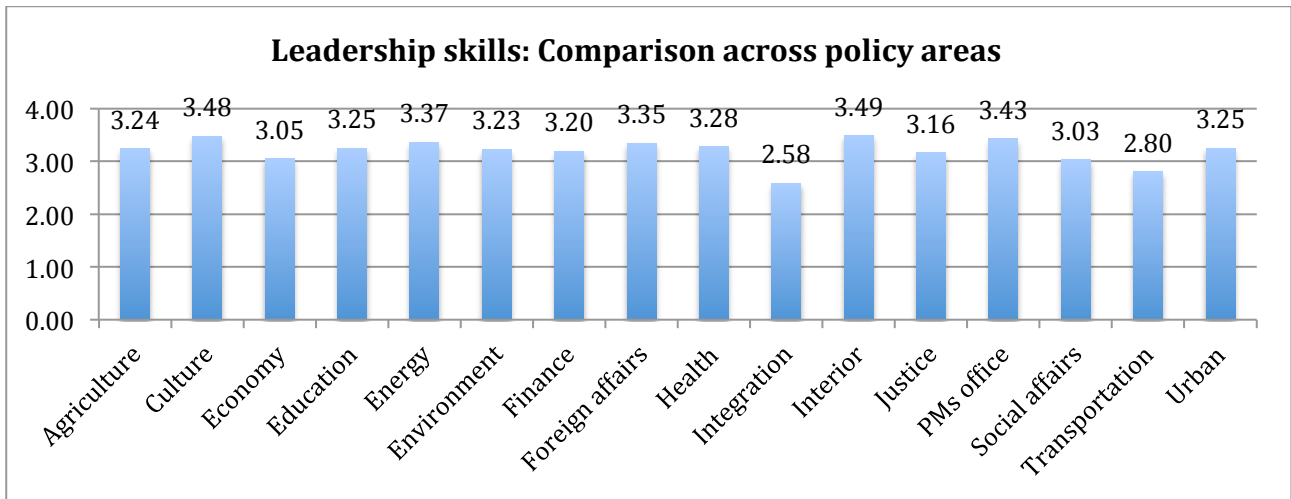


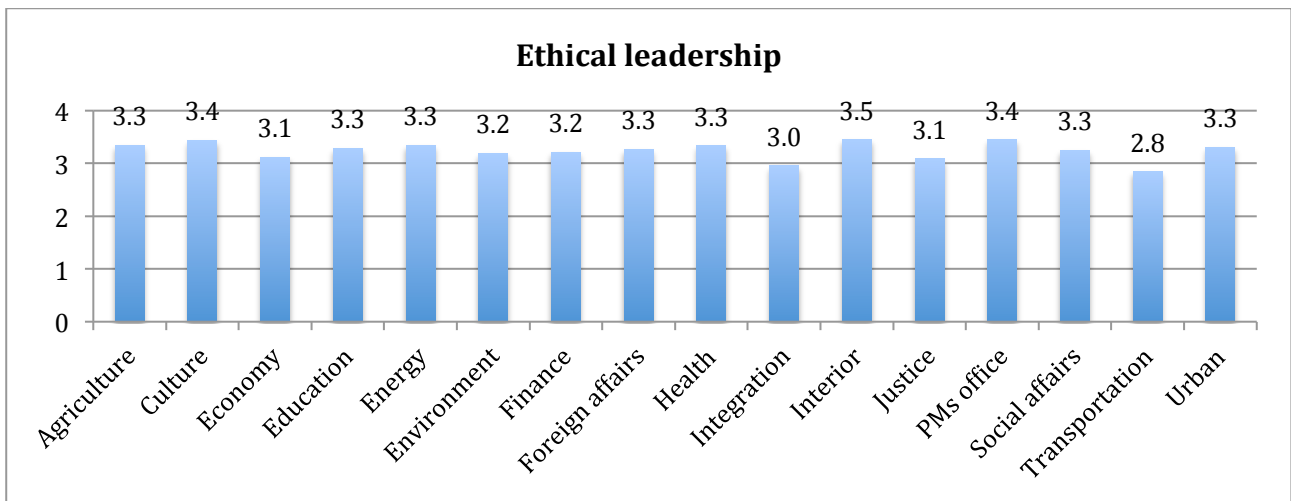




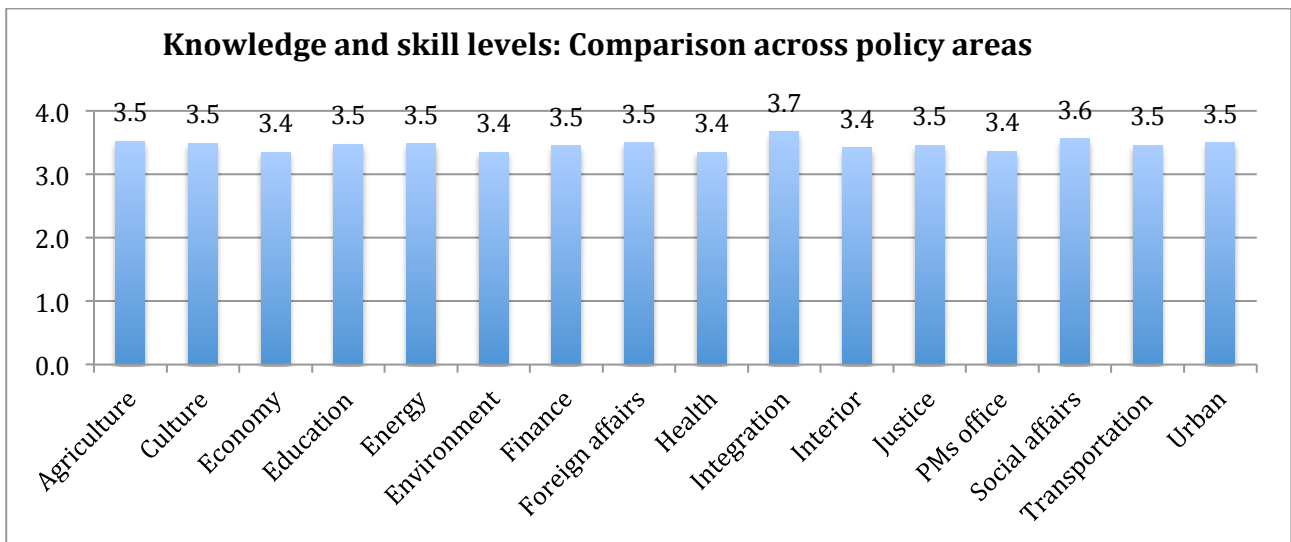
## Management and leadership



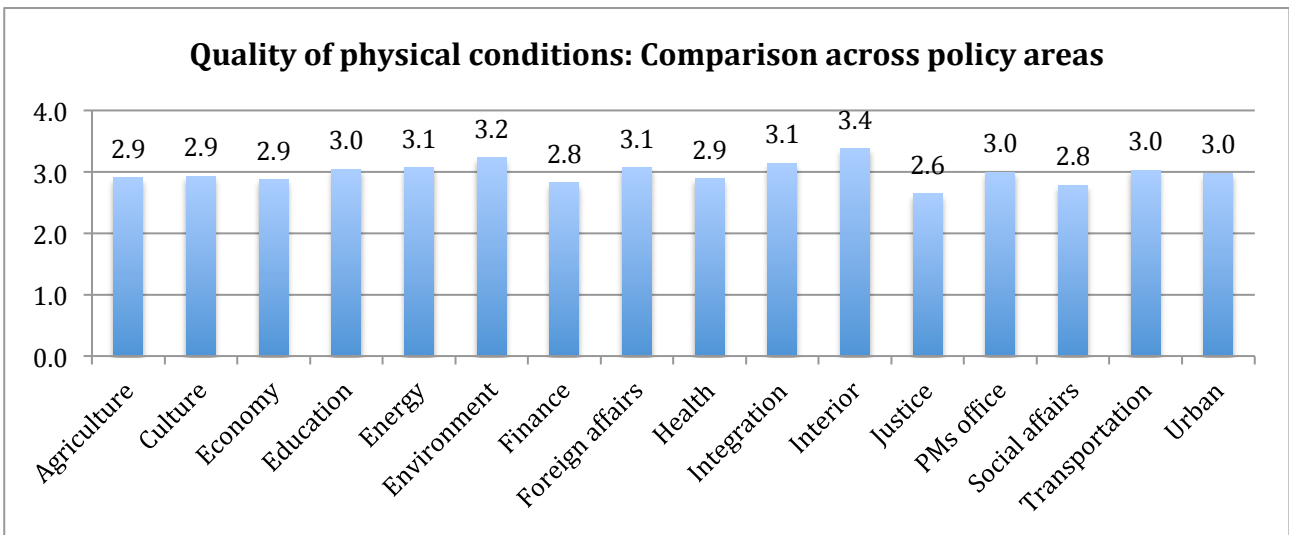
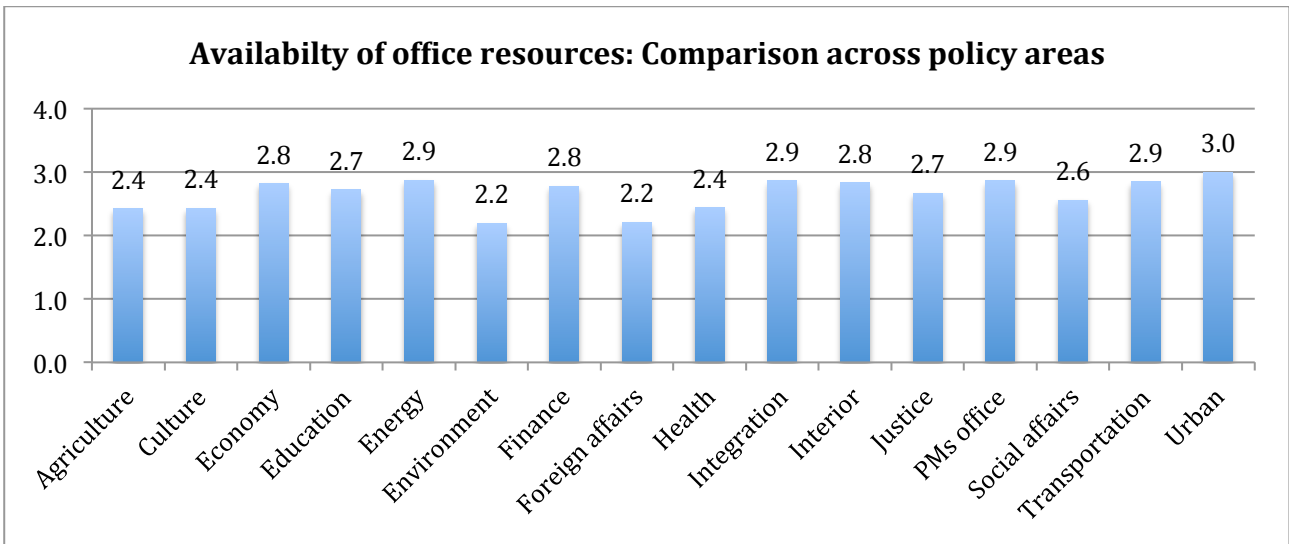




### Knowledge, Skills and English language proficiency



### Working environment



**Support for EU integration**

