Evaluation, a Challenge for Successful Management of the Public Administration

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Abstract The evaluation of individual performance has always been an element for the motivation of the employees of the public administration and the increase of its performance. In this study there are efforts done to point out some problems of the evaluation of individual performance as a part of the organization's culture, which affects the increase of efficiency and consists of the key for a successful management of the public administration. The concept of evaluation must be considered as a psychosocial and administrative process which has its own impacts on the motivation and performance of the public administration. The right relations between them, increase of the evaluation criteria, the combination of the evaluation of individual performance with the respective structure as a strong bond of evaluation and career, use of the method of self-evaluation, evaluation for your superior and your colleague, financial rewards etc, are not only the success of the administration but also guarantee a qualitative management.

Keywords: Individual performance, challenges, strategic aims, institutions performance

1. Introduction

In many countries of Europe the public sector is going through a deep reformation. The most important element of this reform in the public sector is the incentive related to the reformation of the public administration. This process is necessary to face the challenges and to have better services with few sources possible.

The public services are oriented by the input. The structures and the organizational procedures are created in order to involve the employees and need efforts and contribution from them. In the public service department the results are considered as a product of the efforts and staff's capacities. The requirement of these results is lead by an inspirational vision, which is a clear mission and has some strategic aims, and these aims are transformed in objectives which aim to improve the performance.

Improving performance, better services, time spent on the assignments realization, the responsibility and the effectiveness of the programs and public services, are very important to everybody, for the persons who offer these services and for the ones who receive it. But there are a lot of political, bureaucratic and technical hindrances that affect the performance of the Public Administration.

When the expected results are determined as an accomplishment of the citizen's needs, the implementation and the application of the performance standards serves as an instrument that makes the citizen feel better with the offered services by the state, local and central institutions. Here there are some profits from setting the performance standards:

- Higher probability to achieve the expected results by supporting the vision and the mission of the institution.
- Helps in emplacing the work plans according to the objectives set before.
- Helps in monitoring of the institutions performance.
- Enables the institution to improve the service quality and the achievement scale.

The performance evaluation is a process that makes the employees reflect, discuss and change their working methods. During the process the individuals can change their working methods and there may be changes even in their behavior. At the institutional level the process enables the systematic collection of data about the individual's performance. The performance evaluation of the employees has two objectives:

First, administrative objectives. It gives information in setting the salary, promotions, firing, and assures the necessary documentation to verify decisions in juridical processes.

Second, and maybe the main objective is the objective of the development. The information can be used to diagnose the needs for trainings, career planning etc. the feedback and the training based on the information of the evaluation assures the fundaments for constant performance improvement. (Robins & Couter, 1999)

The performance evaluation is determined as an evaluation of the past and actual performance of an employee that works in accordance with the performance standards of the organization.

The evaluation process includes:

Setting the work standards.

Evaluating the actual performance according to the standards.

Gives the feedback at the employee in order to motivate him to diminish its feeblenesses. (Dessler 2000).

Helps in the development of the Human Resources.

Gives to the employees a more objective sight to understand if the institution progressed or not.

More motivation to improve performance by giving information, by introducing new challenges and by evaluating the work that still needs to be done.

Enables the leaders of the institution to develop a fair evaluation and to determine a plan that involves all the staff members.

The staff members have anticipatory access in knowing the evaluation results.

Despite the importance of the performance system evaluation there are some feeblenesses that can be manifested.

The individual self-evaluation may be harmed.

The process takes a lot of time.

During the process the relationships between the employees may deteriorate and organizational conflicts may come out. The motivation levels may decrease for many reasons such as; no rewards for the low performance, unilateral evaluation and giving advantages to only some employees.

Higher costs in trainings and support services.

2. Literature Review and Hypotheses

The performance evaluation is a process related to the identification, evaluation and development of the performance of all the employees in the organization, in order to achieve effectively the objectives, and in the same time the process is in the behalf of the employees. It helps the employees in knowing, receiving feedback and offering work and career services.(Lansbury, 1988).

The performance evaluation is a managerial instrument that serves to the employees, leaders and managers. If it is done properly, the performance evaluation creates a culture of fairness continuous improvement and supports the standards.

The system of the performance evaluation is important for the leaders and employees for these reasons:

It is a method that needs the agreement of both parts and according to this it evaluates the progress of the employees. It strengths the continuous professional development for all the staff members.

The performance standards and the performance evaluation are the key points for a managerial system based on performance.

2.1 How is performance evaluated?

An evaluation system is a very powerful managerial instrument which is decisive for the progress and the long-term development of an institution. It is fundamental for a system which is based on performance. Mainly it gives to the employees the necessary motivation to further improvements based on personal and institutional success.

The actual evaluation system in the Albanian Public Administration functions as a system where the general structure matches with the modern opinion related to the evaluation, and the evaluation is based on objectives such as "fundamental skills" (competences).

2.2 The evaluation system is considered effective when the leaders

Coordinate the institutional objectives with the objectives of the employees. Introduce to the employees challenging and achievable objectives.

Have the ability to communicate effectively the coordination between the needs of the employees and the institutional objectives.

Develop the proper skills for the evaluation of the performance regarding the achievement of these objectives.

Are fair and honest during the evaluation by not involving personal opinions and considerations that have no relation with the work.

The Human Resources must use the data retrieved from the system for training needs, promotion, recognition and rewards.

2.3 An historical sight of the evalution system in Albania

During the last decade the Albanian Public Administration is going under a reformation process, a process related with the political, economical and social changes.

At the beginning of the '90 the role of the Albanian state was modernized, and was stimulated to economic improvement and to conceal social injustice. The new role of the state determined new obligations for the public, central and local administration. During this period the administration was nearly totally politicized and there were no clear divisions between the political and techno-professional functions. During this period the model of the political control was inappropriate and out of logic and it was still in the development phase.

During 1996-1999 the politicization of the administration ended and the administration was based on merits. The division between the political and techno-professional was clear. Several laws were approves; law no. 8095 in 21.03.96, "For the Civil Service in the Albanian Republic", The Decision of the Minister's Council no.657 in 16.09.96 "For ethic rules in the public service", law no. 8549 in 11.11.1999 "The status of the civil employee". All this laws were approved during this period. The administration had the possibility to implement a different system, in the human resources management in all the central and local institutions. After DAP, the Institution of Training for the Public Administration was funded in order to give response to all the circumstances, opportunities and to the new challenges.

In 2000 was published the Instruction from the Council of Ministers no. 2 in 07.07.2000 "For the evaluation system of the individual annual achievements of the civil employees".

In 2002-2006 the position of the General Secretary in each ministry was consolidated as a inter-mediator between the political and managerial levels. The performance evaluation was designed to evaluate the employees based on their work and the individual work descriptions in four levels.

3. Methodology and Research Goal

The motivation of the employees was not related to the salary but with the expectations for the safety and the endurance of their position in the administration and also for trainings and qualifications.

To avoid the lacks mentioned before, in 2007 the evaluation system for the employees in the public institutions changed, the evaluation was made in four levels, three levels would be rewarded in monetary values. This system is still applied nowadays in all the institutions of the public administration. But the performance evaluation was a closed process, not transparent and subjective, and in the major part it did not reflect the realization of the objectives and the annual achievements of the employees. Generally there were very positive evaluations related to the performance of the public administration. The main objective of this study is highlighting the problems of the performance evaluation in the Public Administration. But there are some other objectives that are related with:

The importance of the institutionalization of the performance standards.

The importance of the evaluation system.

Treating to evaluation system of the Public Administration according to the history of past systems.

3.1 Data and methodology of study in this paper research

This article was made created by respecting all the methodological rules. The methodology of this article was based in two parts: Studying the foreign and Albanian literature, bibliographic studies, collecting data from official sources as DAP, the Directory of Human Resources and from different publications such as magazines. And practicing, which is related with the interviews with leaders and employees of the Public Administration. To collect the data for this article we made interviews, questionnaires and other researches. We created also a questionnaire, which was composed by 20 questions and 2.8% of the employees in the central level of the public administration answered.

3.2 Analyzing data and regression analyze

The performance evaluation is mainly characterized by qualitative indicators and there are only a few quantitative indicators. According to the data collected from the questionnaires the employees asses the importance of the performance evaluation in 100%, they concretize it with the objectivity in the evaluation. To the question "Is the performance evaluation objective in your institution?"- 30% answered positively, 44% avoided the answer and 26% of them think that it is dictated from the subjectivity of the leaders. According to the guestionnaire the major part of the questioned employees think that the performance evaluation takes to conflicts between the subordinate and the superiors. This is also another factor that contests rewarding according to the performance.

Despite this in some cases we see stereotypes that do not respect properly the requirements of the performance evaluation by standardizing the evaluation of a category. In most of the cases the evaluation of the specialists is evaluated in level 2 good. This sort of standardization menaces the performance evaluation and does not create the conditions to put competitive conditions between the specialists. The performance evaluation is done once a year as a summarization of the employees work within a year. This way does not justify an objective evaluation.

Actually there is no monthly planning and evaluation. Generally the performance evaluation is made based on the declarations of the employees, what decreases the importance of the evaluation. In these conditions the leaders do not pay attention. From the results of the canvass there are no individual and monthly working plans, which can facilitate the performance evaluation from the leaders. Results from the study show that the performance evaluation focuses only the foreseen objectives in the work description, what narrows the evaluation circle.

Even though generally the employees of the Public Administration were evaluated very good and good, still there is work that needs to be done regarding the personal qualification. The personal qualification often is referred to the trainings that the employees of the public administration, which is very important. Until nowadays only a small part of the employees are involved in doctorate studies. The employees are still far from career commitments, and this is why only a few of them represent scientific publications for their sector.

And this is why we pretend that the performance evaluation does not justify its objectives because it is based only in the commitment related to the job. To create the conviction for this problem a hypotheses came out:

H1: The performance evaluation in the public administration is objective.

The question "Is the performance evaluation objective?" was analyzed in details and the answers were evaluated from 1-10 points each, nine of the questioned persons were leaders and employees.

The respective evaluations are presented below:

First choice	7	8	7	9	
Second choice	4	7	5	6	4

We join both choices in one and keep the identity by underlining (for ex. the second choice)

values	<u>4</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	7	7	8	9
Ranks	1	2	3	4	5	6	7	8	9

We calculate the sum of the first choice and the average

We calculate the quadratic average derivation of the Man Whitney criteria

$$R_{1o}=6+7+8+9$$

$$M_{R=}\frac{n1(n1+n2+1)}{2}=\frac{4(4+5+1)}{2}=20$$
 We calculate the quadratic average derivation of the Man Whitney criteria

$$S_{R1} = \sqrt{\frac{n1n2(n1+n2+1)}{12}} = \sqrt{\frac{4.5(4+5+1)}{12}} = 4.8$$

We calculate the factual value Zf and is compared with Zk that is the statistic value at a critic level.

$$Zf = (R_{1m} - M_R)/SR_1 = (30-20)/4.8 = 2$$

Zf> Zk; 2>1.76

This calculation shows that the hypothesis is not valid.

In the performance evaluation the subjectivism has high levels. It is important to find other parameters for the evaluation, and this is a commitment of this article in the future.

4. Conclusions

The results from this article show that the performance evaluation is a very important element in the Public Administration, and it effects the improvement of the work in the state and central bodies.

The performance evaluation conditions the emplacement and the implementation of the standards as referential points. Emplacing standards would increase the responsibility for each post in the Public Administration and will help in monitoring the performance of the institution.

Despite the continuous improvements after 1990, there are still lacks and gaps in the performance evaluation and this harms the public opinion for the Public Administration.

One of the lacks is the considerable subjectivism during the performance evaluation, which was proved by the contemporary methods, with the Man Whitney method for the minor choices where Zf is larger than Zk, and this showed that the hypothesis about the objectivity of the performance evaluation is not available.

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