

## The System of the Performance Evaluation in the Public Albanian Administration after the 90'

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### Abstract

*The public administration in Albania, according to the national and international reforms, has undergone major and important change in order to work properly. The Albanian public administration has been facing different demands over governmental task in order to improve the services being offered to the public. Also, the initiative to change and to reform the public administration in order to integrate in the European Union requires stable political will, as an optional facility of human and material resources. The efficient use of human resources in the public administration is an important element of reform expressed in the concept of "performance" which means that the administration must undertake based in a system of evaluation of the performance, thus the reforms impact over the factors that are related to the employee's performance. The enforcement of the government performance, the improvement of the product, the quality, the efficiency and especially the efficiency of the public administrative authorities, and their programs are important for us all, as having public services but also tax p "whole" in 1989. It's important to ensure some terms of the performance evaluation in the context of the reform.*

**Keywords:** Analyze of administration reforms, Human resources, EU integration, Performance, Efficiency in Public Administration.

### 1. Introduction

The evaluation of the performance today is the evaluation of the work performance. According to Tobins and Coutr (1999), it has two purposes which ensure the necessary documents in order to verify the decisions in court. The information may be used to diagnose the needs in training and in career too. The evaluation of the performance is determined as an evaluation of the past and actual performance of an administration employee according to the standards of organization performance. The process of evaluation of the performance consists on: 1. The standards. 2. The evaluation of the actual employee's performance related to these standards.

According to this is given the feedback of an employee with the only purpose to reduce the weakness or keep going the performance. ( Dessler 2000).

*In Albania, in the beginning of the 90', the new role of state has determined new duties for the public administration. The administration was almost political and there was not a separation between political function and professional ones. Referring to the time, there was still being applied the controlled policy, which was inappropriate.*

During the period of 1996-1999 there was an end of polarizations of the administration. The system of performance evaluation is presented in the public administration management in 2000, through the legal act of the council of ministers, date 07.07.2000 "For the individual annual achievement evaluation of the employees". From the year 2002, the Albanian public administration is a process of reforms. This reform is affecting the organization structure of administration and human sources management.

## 1.1 The purpose of the study

With DAP, it has been created the Public Administration Training Institute to answer the needs, circumstances giving so opportunities for challenges that were ahead of the public administration. The evaluation of the employees consisted into phases below:

- The first evaluation ( Primary data & Secondary data)
- The last evaluation ( ESPS method & Statistical method)

### 1.1.1 Publicadministration in Albania.

During the period of 1992-1999, there was an end of political influence in administration has undertaken the first steps of evaluation based on merit. There was a separation between political functioning and professional ones, which were thought the career system worked for it. This was approved on date 11.11.1999 by law no. 8549 "For civil service in Albanian Republic," the decision of the council of ministers on date 16.09.96 "For the ethical rules in civil service". "The status of the employee", law no. 8549 by the decisions of the council of ministers is done by the only purpose to adapt to the new development of human resources and starting to implement a whole new system, different from the one existing.

**Hypothesis: 1.** The first one was completed directly from the director of the employee and there were included: the ability to learn, the precision of understanding and accomplishment of their duties, loyalty, capable to find a solution, of observation, of judgment and the ability to communicate, the ability to work in a group, the ability to organize, the ability to embrace other's opinion etc.

**Hypothesis: 2.** The scale of abilities evaluation was: low to normal and high to very high. These abilities of evaluation elements were subjective related to their character and personality.

**Hypothesis: 3.** Apart of the subjective elements of the evaluation was also based on objective, related to the quality of work, the work results and professional knowledge. With all the efforts to avoid the subjective elements there wasn't a correct evaluation yet.

The final evaluation, which was completed by the head of the institution, included the general evaluation with points, the general evaluation in words, proposals for further qualifications based on the evaluations, and also the head of the institution giving ideas of a different leveled job. The scales of this evaluation were: especially well, well, enough, not well, inappropriate.

## 1.2 Albanian reforms and public administration standards

In 1998, the ministers concluded that the most important of intervention for the modernization of the public administration directions were:

1. A better improvement through laws and norms.
2. The use of the public services standards for the society
3. Full usage of electronic systems.
4. Placing the competition system in accomplishing the duties.
5. The forming and functioning of the public officials.

On the other side, these elements would serve to create a public administration based on the standards, which should have been the real goal fulfilled for the integration into the European Union.

- The state role
- The relationships of the government with community

**First**, the role of the state means passing not only from a state that offers services, but into a state which regulates and guarantees services within the management strategies and economical judgments against the logic of autocratic structures, aiming the satisfactions of the society.

**Second**, through liberalization is made the orientation of services which can be offered in the system of competition and assuring the standards of services for the civil people. While being involved in decision making is achieved an effective analysis of community needs or creating adaptive communication capacities.

## 2. Literature Review And Hypotheses

These conditions gave a real change and are adapting the institutional structures with the new dynamic and effective state role. Based on what we said, the reform in AP has started since 1999 with the approval from the government, which was "*The Institutional Strategy*" and public administration reform. The first step was checking the function of the minister's council and the most important ministries in the field of preparing the reforms. Furthermore, this reform has been enriched with new legal elements, improvements of the existing legal office, which aim a civil service, professional and stable one. (Dumi A, 2015, pg 146)

The structural reform includes (1) re-observation and revaluation of the state role in relationship with them, (2) re-observation of the institutional role aiming to avoid the functions that can come from the private sector, (3) re-observations of the evaluation of the results achieved, orientation of the client, the strategy of management accomplishment as a base in every ministry activity.

### 2.1 Research Goal

Referring to the reforms and latest developments, the system of evaluation at this time, a time of big political change, and also starting from subjective elements based on, it had its own weakness and didn't succeed in realizing the objectives of the organization. In 2000, there was a new order from the minister's council on date 07.07.2000 "For the evaluation system of annual achievements of individual employees", there was created a possibility to start an implement of a better system in management the human sources in all the public institutions.

Years 2000-2010

*The year 2000 made e huge quality step in human resources management, by increasing the employee's responsibility, their commitment and the work of the emperors, with the purpose of good managing of the achievements and collaboration, through enforcement and increasing the collaboration to aim the realizing of the objectives.*

During this period in the management field of the human resources there were noticed a lot of procedurals change and hierarchical ones. There was better highline the position of the General Secretary in every minister, as an in-between position in middle of the political level and managerial one. Year 2000 was the year of this law's establishment, which proves that AP had started working according to European standards, creating this way the real base to start an integration process of Albania to the EU?

#### 2.1.1 Albanian reforms and EU standards

Disagreements and lack of well-functioning of the general secretary, in some offices were created some problematic situations in managing the human resources, coordination and their relationships with their directors etc. Through these years has been noticed an important step according to the management of human resources in all the institutions. After the process of recreation in a competitive procedure, the employee was evaluated for the work he had done, according to the procedures defined in the law, which predicted that the employee should be under the guard of an experienced employee or directly under the director.

This influenced the increase of employees awareness and responsibility in general, but also their commitment and also the director's on, who together with it had to accomplish he institution's programmed, they had t watch continuously their activity, let them knew for their achievements or failures, this way they could increase their collaboration. For the first time in 2002 were delivered the evaluation applications, aiming to help the emperors in this process.

The evaluation would be a reflection of their duties accomplishments from very institution, so could let them know their achievements. But also would promote the employees, pacification of human resources, creating a payment system, improve the organization performance etc. The clues from the performance evaluation served as an important information to judge on the effectivly of selective methods, to evaluate if these methods assured the best employees choice for the organization. The evaluation identified the needs of the employee for general forming and development, assured them information for the performance which would serve as a base for improvement and further motivation.

### 2.2 Sample and Data Collections

In annual reports made of DAP, according the employees evaluation, the biggest part of the employees this year were evaluated with 1 and 2, a small number with 3 and only one with 4. Realizing this wasn't a real evaluation process, but was subjective and with a higher financial cost. If the level of payment would have been according to the evaluation

system, than the payment found wouldn't be enough and more than half of the employees would have to be paid 3 times more than the monthly wage, which wouldn't reflect the reality of the public administration situation, but also wouldn't be accepted from the world experts that in their statistics admitted that 10 % of the employees must be evaluated with "very well".

From the evaluation applications gathered from the Department of Public Administration, we came to a conclusion: The process of evaluation wasn't well understood in its essentials by the emperors, who seemed to be the responsible people for the evaluation. They didn't pay the right attention. From the clues collected, resulted that there were evaluated 621 employees from 1228, which was the total number of the employees. The evaluation wasn't perceived as a measurement of the individual results but as a relationship between individuals, directories etc.

The owners were afraid to evaluate their employees because that way the entire directory would have a lower evaluation which would affect the director himself. .

By looking at these weaknesses in 2004 were made some improvements in the legislation like: "The approval of the ministries council decision no. 173 date 07.03.2003 "For the nomination, firing or discharging from the title of institutional directors"

On this legal improved base, were made the adjustments' in the system by keeping in mind: The determination of the objectives of the employee during the year

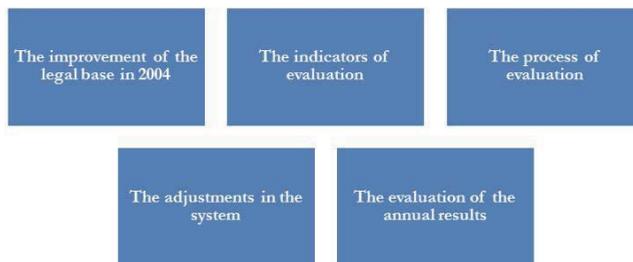
Evaluating the employee based on his achievements

The final purpose had a real evaluation of the work done.

The improvement of the legal base in 2004, accompanied with the adjustments in the system of the evaluation, made that everything would be closer to objectivity, which reflected in the indicators that are available, related to process of evaluation of the annual results.

There were decreased the evaluations with 1 (the minimal number), and had a light increase in the evaluation of 3 and a little change in that with 4 (four).

**Tab 1:** Evaluating the employee and the steps of development ( Dumis A, Lako M, IRESM 2015)



### 2.2.1 Evaluating the employee in statistical methodology

Within the new developments in the procedure and the need for a better understanding of the owner's role and the employee, from the charts of 2004, the process shows a step forward in the procedures and the evaluation results, by making this new practice to start being a part of the administrative tradition in the public administration. Within the step made to this process, in 2004-2006 we don't have the expected results, when more than 94 % (2004), 95% (2005), 93% (2006) of the employees were evaluated with "well" and "very well".

This result showed that the evaluation wasn't made properly, was very subjective and didn't face the reality. Not realizing in time the process of evaluation, there also influenced the change of the employees responsible for the process management, new nominations, especially in higher posts, etc.

When a big part of the objectives were high lined as not accomplished, it's hard to understand how the employees could be evaluated in these levels. As an illustration we are speaking out loud the definition of the level "very well", as it is defined in the legislation of the civil service. "Themaintenances in work it's visibly higher than the level expected. The work achievement has over passed what has been required in the main fields of the activities. The world statistics show that 10% of the employees must be evaluated with 1 (very well).

### 2.2.2 The problem of evaluation of the results

The problem of evaluation of the results caused disturbances, not only because the process wasn't well understood and wasn't serving for the right purposes which it was made, but also because it had a refractory standing from the institutions related to this process. In the trainings organized by DAP, the main employees that should have taken part in this process weren't present in all the cases, but there also went employees that had nothing to do with the process. On the other hand, this results show the weaknesses of the process of the programming of the objectives in an institution, after the lack of the clear objectives for every directory, makes that the evaluation in the end of the year to be hard to make, because there are missing the basics of comparison. In the accordance that the Albanian government made with the World Bank they agreed that for the next 2 years, the evaluations of 1 and two will decrease to 10%.

To make this happen and make the system more effective in 2006 DAP, predicted some change in the evaluation law, with the purpose to the essential improvement of the management system, of the performance, by increasing the objectivity in the evaluation of the employees. The improvement of the process of recruiting the employees, to make possible the attraction of the most efficient employees, by decreasing at the same time the phenomenon of subjectivity in the process of competition.

The increasing of public's administration's activity for the Albanian students graduated abroad, with the only purpose to attract new experiences.

*The evaluation of the maintenances was based on the achievements of the objectives for every work place and the most important abilities to do the work. The general evaluation was made in four levels which were: Very well, well, enough, and not enough. The evaluation was made from the director, but in special cases, the procedure was selected from the collaboration with the Staff Directory of the institution with the department of the public administration. The evaluation of the performance in the beginning didn't represent the realization of work objectives and the annual individual achievements. Generally, there was a domination of highly positive work evaluations.* To avoid the problems mentioned there were developed techniques to improve the process and evaluation procedures by enlarging new concepts related to this.

### 2.2.3 The purpose of analyze

The purpose was to be ensured a noticeable connection between the highlighted objectives and the performance evaluation, by realizing them, objectives that had to be followed by accordance between the director and employee. For this, the public department of administration prepared a manual, which made this connection real. The determination of the objectives in a sartorial level and furthermore, individual one, was made in function of realizing the mission of the institution, which looked for a continuousministration from the directors.

As the determination of the objectives was concerted as a process based on consensus and collaborationbetween the directors and employees, in the manual was suggested the SMART method, according to which the objectives should be specified measureable, realistic (realizable in time and possibilities)

*Considering the problematic situation noticed in this process, during the year 2007, to be helpful to the institutions, DAP proposed some change in the actual law of the individual performance evaluations at work. There were made changes in the system of evaluation, the law changed and the evaluation was made in 4 levels, where the 3 first ones are paid in monetary value. This evacuation system still exists nowadays in all the public administration institutions. According to the payment, this system doesn't work because it has changed again.*

The general evaluation was made in four work maintained levels: "Very well", "Well", "Pleasant", "Not enough". The first ones were positive evaluations, which were directly connected to the procedure of confirmation by the end of the trial, of parallel moving and promotion. The evaluation was made by the emperor.

In the law no.8549 date 11.11.1999 "The status of the civil employee" is highlighted that "The evaluation of the annual achievements is a complex process, which, if not made right, it has the risk to become a subjective process. The managers of each institution must realize that the annual achievements evaluation influences in the increase of the performance and must not be used as a weapon for conflict situations between the owner and the employee. As the managers are responsible for the motivation of their employees, for a better result, must keep in mind a work environment, where do exist conflict situations, the motivation is law, by influencing in a negative way to the general performance of the institution. The evaluation and definition of the levels was made as below:

Level 1 (Very good, the maintenances at work are in the expected level. The employee had fully accomplished all the objectives determinate by the beginning of the year but also those added during year).

*Level 2 (Good, the work maintenances achieves the level, most of the objectives but last in some of them there's*

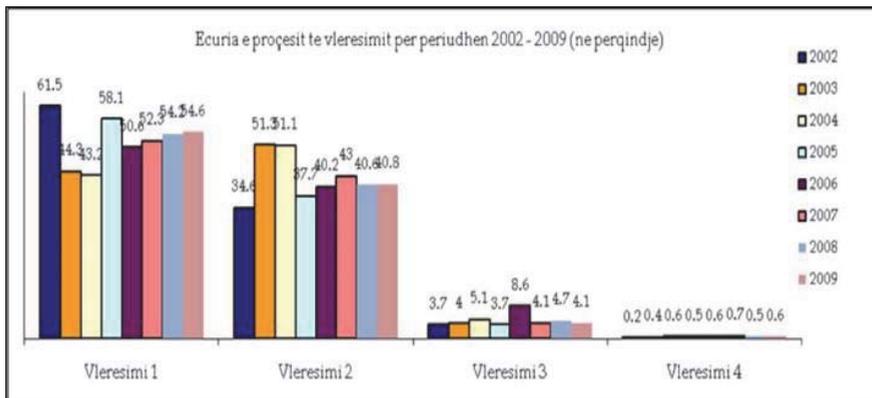
an higher expectations).’

Level 3, 4 (Not enough, the work results are in the expected level, at least in some of most important fields, and requires more commitment and ability, to have a better result).

According to these levels, even the payment was determined. For the first level 3 monthly salaries, for the 2 level 2 monthly wages, for the third level, monthly wage. This change reflected the improvement of the problems consisting from the past practice, which was connected to good work maintenances of the process and more concrete:

A visible role of DAP, not only as an administrator, but as a process assistant, in help of the ministries.

- A better reflection of the positions hierarchy according to the classic structure, by dividing roles and responsibilities of the directors categories, who may be responsible for the annual evaluation of the process.
- A better highlight of the plan organization of personal development, in case of evaluation by 4.
- As the award payment, based on the levels of evaluations, according to the actual law, didn't work, with the only purpose that the process of evaluation, to have nothing to do with the monetary award, because it would affect in the subjectivity of the process, was proposed to be a better reflection of the levels predicted in the decision of the ministers council. In this decision, is determined that the civil employees to be awarded with a minimum of monthly wage, once a year, and the distribution to be made according to the predicted procedure, based on the legislation of civil service
- Below there's a graph representing the distribution of the evaluation levels for the period of 2002-2010.



Graph 1: Source: Report of year 2002-09 DAP 2010

As seen from the tab, from the year 2002-2009, has a decrease of the evaluations it 1 and 2, but not permanent, because in 2009 we face an increase of evaluations with 3 and 4, where the last one is very sensitive. So there's seen an improvement in the objectivity of evaluation, but still far from the desired one. The problem of evaluation still continues today but not only with individual problems, but with society's one, no matter from some improvements seen in it.

This process still today is not understood right, and not serving its purpose. Also, one of its biggest problems it's the fact that institutions still are not conscientious for the connections that must be between the individual evacuation process and the evaluation of the structures of the institution.

In this circumstances appreciating the importance of the process, but also the consequences in the confirmation of the employees, the continuous process of work, the award in the end etc. It was thought that in the strategy of reform of public administration and especially in its connection with vertical career and horizontal one of the employee, and also with the evaluation of the compounding structures of the institutions.

This strategy together with the annual plan of every organization has been used to delegate special duties for every employee in the organization. From the combination of this duties with individual characteristics of the employees, have been determined a maximum of objectives of work, for the year, to assign a special duty for a prepared a frame of time with a defined scale of efficiency and effectively.

In the beginning, there was a check -up to see if the objectives must be reviewed, in the middle of the year there is checked how the work is going and by the end of the year there's a final evaluation to determine the scale that these objectives are completed. Based on these clues, the evaluation is done by assigning 4 primary categories.

1. *The mass in which the objective is achieved.*
2. *Knowledge and individual efforts.*
3. *Expected characteristics of the employee.*
4. *The scale in which the employees keep good relationships and work for the good interests of the organization.*  
In the years 2008- 2010, according to DAP reports, there was noticed a bigger for making in time the objectives and objective evaluation of the performance, not only from the employees, but also from the evacuated ones. This was a consequence of the change made in the law nr.2 of the ministers council "For the system of annual individual achievements evaluation of the employees" by the end of 2007 and the trainings from ITAP.  
The change of the law aimed to make easier and better understanding of the process. This made a clear division between the role and responsibilities of all the actors involved in this process, but also make noticeable the necessity of a new plan of professional development. According to the analysis of DAP, there resulted that the actual office for improvement of work descriptions had problems that influenced not only in the quality of work descriptions, but also in their evaluation.  
*The department of public administration (2010) notices:*
5. *The factors known for the determination of work positions were so much and it was hard to be measured and evaluated correctly.*
6. *There has been a lack of methodology for the points of evaluations, which made the practice implementation not entirely related to the approved one, but to useful to other methods, related to the differences between positions.*
7. *The model used for work descriptions is implemented not only in the central institutions of public administration, but also in general ones.*

### 3. Conclusions

The actual evaluation system in public administration works as a system where the general structure is related to the modern thinking of evaluation and it is based in objectives by adding "principal abilities". An evaluation system is a powerful instrument for the Performance based in management. It gives to the employees a powerful motivation for continuous improvement based on personal and institutional success.

The good national and international practice is based on how much these objectives have been achieved and in most cases to the qualities presented during the work.

The general evaluation is made in 4 levels. "Very well", "Well", "Pleasant" and "Not enough". The individual work performance evaluation is made once a year, even though lately has been modified, by placing 6 month evaluation periods. Theatrically, there exists a connection between position, work description, objectives and evaluation. The annual statistics of performance evaluation demonstrate hard deviations in favor of evaluations with 1 and 2. This is assumed to be possible because in evaluation, in the conditions of small administrative units, and the lack of knowledge and abilities to evaluate or determine responsible duties.

Even the connection of this evaluation with an award difference according to the evaluation grade hasn't helped to the enforcement of evaluation objectivity, while the weak connections of the working results with career chances ruins the realization of an objective and damage the serious evaluation.

The number of employees included as evaluators of their employees is increasing and this gives them a bigger chance for horizontal incoherence in evaluation. On the other side the capacities and the knowledge for the evaluation methods are so weak and the trainings in this field have been very limited. The situation is more difficult as a result of other factors outside the evaluation like:

a) Common changes b) deep structural changes c) work description and d) staff political changes, etc. The evaluation process still today can be considered as a subjective process, which depends on the relationships between the employee and the owner. The evaluation is connected with career and the service of the employee. These are the things that make it so important and related to the principal rights of the employee from the work relationship. But even during the development of this evaluation model, not honest ones, there is still a chance of taking not real evaluations. This affect has negative impact.

### 4. Recommendations

The instructions for the employee's award according to a statistical norm did not result successful, especially a cultural

context characterized as a "collective". For this, DAP must use efficient methods in the commitment of the directors to give more objective evaluations.

1. The evaluations cannot be made based on some formulas, which do not express as they should the differences in characteristics and the special abilities of the employees. For this, the evaluation must be according to work descriptions and different characteristics of administrative hierarchy and maybe from different sources, like colleagues etc.
2. The directors must be supportive, responsible and right to the road of actually realizing the system of evaluation. They must be trained and obeyed on the acquisition of positive sides and honestly realizing the system of evaluation.
3. The development mechanisms and the socialization with the administrative norms must be efficient and their efficiency should be evaluated and improved through feedback. The public administration department has a principal role through training.
4. The polarizations of public administration must be limited in the highest instances of politics, in order that no politics could affect the levels of administration. With the new law-draft of the employee, the government has shown that politics will change the volatile situation and the temporary feeling of the employee. However, the government should also support the evaluation system of performance. In this way it can increase the efficiency of public services by thinking beyond political symbolization that the system of evaluation carries as a national instrument.

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