

INTEGRITY SCAN



OF THE INSTITUTIONS
OF KOSOVO
2016

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INTEGRITY SCAN OF THE
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CONTENT

08	INTRODUCTION
09	INTEGRITY IN THEORY
11	INTEGRITY IN PRACTICE
11	METHODOLOGY AND THE SAMPLE
13	FINDINGS FROM THE SURVEY
13	KNOWLEDGE AND PRACTICES ON INTEGRITY'S LEGAL FRAMEWORK
16	MONITORING AND IMPLEMENTING THE LEGAL FRAMEWORK FOR INTEGRITY
19	THE BEHAVIOUR OF CIVIL SERVANTS
29	THE BEHAVIOUR OF LEADERS TOWARDS EMPLOYEES
35	RECRUITMENT AND PROMOTION IN THE CIVIL SERVICE
39	CORRUPTION IN CIVIL SERVICE
42	CONCLUSIONS
43	REFERENCES
44	ABOUT FOL MOVEMENT

LIST OF FIGURES

Figure 1 - The level of information on the legal framework for integrity

Figure 2 - The level of information on the legal framework for integrity - disaggregated by the level of education

Figure 3 - Level of information on the criteria/procedures related to issues dealing with civil service in Kosovo - disaggregated by the type of institutions

Figure 4 - The level of compliance with the Law on Civil Service of the Republic of Kosovo

Figure 5 - The level of compliance with the Regulation for Code of Conduct in Civil Service of the Republic of Kosovo

Figure 6 - Measures implemented by the institution in 2015 to ensure that all employees are aware of the Regulation for the Code of Conduct in the Civil Service of the Republic of Kosovo

Figure 7 - Measures implemented by the institution in 2015 to ensure that all employees are aware of the Regulation for the Code of Conduct in the civil service of the Republic of Kosovo - disaggregated by the type of institution

Figure 8 - Strategies used in 2015 to encourage reporting of employees' behaviour

Figure 9 - Perceptions on the experiences as civil servant

Figure 10 - Perceptions on the experiences as civil servant - disaggregated by gender

Figure 11 - Perceptions on the experiences as civil servant - disaggregated by years of work experience

Figure 12 - Percentage of employees who witnessed breaches of the Code of Conduct in the past 12 months in the workplace

Figure 13 - Types of breaches witnessed by employees in public institutions

Figure 14 - Reporting breaches of the Code of Conduct by witnesses of such cases

Figure 15 - Reporting breaches of the Code of Conduct by witnesses of such cases - disaggregated by gender

Figure 16 - Reasons for not reporting the breaches of the Code of Conduct

Figure 17 - Reasons for not reporting the breaches of the Code of Conduct - disaggregated by gender

Figure 18 - Personal obligation to report breaches of the Code of Conduct

Figure 19 - Personal obligation to report breaches of the Code of Conduct- disaggregated by gender

Figure 20 - Managers of institutions provide protection for civil servants who report actions which are in contradiction with the Code of Conduct

Figure 21 - Managers of institutions provide protection for civil servants who report actions which are in contradiction with the Code of Conduct

Figure 22 - The institution takes seriously civil servants' actions that are in contradiction with the principles of the Code of Conduct.

Figure 23 - The institution takes seriously civil servants' actions that are in contradiction with the principles of the Code of Conduct - disaggregated by gender

Figure 24 - Perceptions on the leadership of the institution

Figure 25 - Perceptions on the leadership of the institution - disaggregated by gender

Figure 26 - Perceptions on the leadership and management of the institution - disaggregated by the years of work experience.

Figure 27 - Perceptions public institutions' employees about their leaders

Figure 28 - Perceptions public institutions' employees about their leaders - disaggregated by the years of work experience

Figure 29 - Perceptions public institutions' employees about their leaders - disaggregated by gender

Figure 30 - How proud public institutions' employees feel about their job

Figure 31 - Provision of opportunities for professional development

Figure 32 - Provision of opportunities for professional development - disaggregated by gender

Figure 33 - Switching jobs in the next two years

Figure 34 - Switching jobs in the next two years - disaggregated by gender

Figure 35 - Factors affecting the decision to switch jobs in the next two years

Figure 36 - Factors affecting the decision to switch jobs in the next two years - Disaggregated by gender

Figure 37 - Perceptions recruitment and promotion of civil servants

Figure 38 - Perceptions recruitment and promotion of civil servants - disaggregated by gender

Figure 39 - Frequency of involvement of civil servants in corruption scandals - disaggregated by the type of institution

Figure 40 - Frequency of involvement of civil servants in corruption scandals - disaggregated by gender

Figure 41 - The level of corruption in Kosovo civil service compared to the last three years

Figure 42 - The level of corruption in Kosovo civil service compared to the last three years - disaggregated by age cohorts

EXECUTIVE SUMMARY

In the past years we have witnessed an increase in initiatives which aim to ameliorate transparency and accountability in public institutions. Integrity has become the key concept in building effective and quality driven public administrations. This study came as a result of an absence thus far of quantitative studies on integrity in Kosovo's public institutions.

Hence, this study has been conducted with 1000 officials from public institutions from the central (n=400) and local level (n=600). Permanent secretaries, directors of various departments, leaders of divisions as well as officials and civil servants were interviewed in these institutions.

The main findings of the survey have been summarised below, while a more in depth analysis based on the institutional level, respondents' gender or years of experience can be found in the body of the study.

The staff of public institutions consider themselves to be relatively well-informed on the legal framework that guides integrity in their institution given that the average score of the level of information was over 3 in all aspects based on a scale of 1 (not at all informed) to 5 (thoroughly informed).

They have agreed more often with the statement that civil servants comply with the legal framework for integrity than the one that leaders of institutions do so.

Concerning the implementation and monitoring of the legal framework for integrity, around 19 percent of the respondents have declared that no action has been implemented to inform the staff on the Code of Conduct.

In evaluating the staff's personal experiences, we have found that they have agreed least on the statement that civil staff does not misuse their job position for their own interests.

Additionally, around 33 percent of the staff in public institutions has witnessed a breach of the Code of Conduct in their workplace in the past 12 months. Most of these breaches (83%) had to do with not respecting the working hours. Only a small portion of them (10%) have reported all the witnessed wrongdoings, while about 27 percent have spoken up about only some of them.

Reluctance to report breaches of the Code of Conduct comes as a result of a lack of belief in that institutions treat these wrongdoings seriously. Moreover, less than half of the respondents think that they would be protected by their managers had they reported the witnessed cases.

Regarding the leadership and management of the institution, the respondents have least agreed on the sufficiency of opportunities to express their thoughts when changes were being made in their workplace. However, in general, they agree that the institution where they work is managed well.

On one hand, the respondents are least convinced on the qualities of their leaders to offer them equal opportunities of professional advancement. On the other hand, they mostly agree on the statement that their leader is a role model for proper conduct for the staff.

The majority of respondents think that their workplace offers them opportunities for professional advancement, but a significant portion (28%) have considered the idea of switching jobs in the upcoming 2 years. One of the main reasons stated for switching jobs is looking for a higher remuneration.

The staff of public institutions has least agreed on the statement that hiring and promotion at their work place is done on a merit base.

Lastly, when respondents were asked on the frequency of involvement in corruption cases among the civil servants, a large part of them refused to answer, especially those who work at the central level (49%), while about 25 percent have answered with either 'very often' or 'often' to this question. Additionally, around 12 percent of the respondents think that the level of corruption in Kosovo's civil service has increased compared to the previous 3 years.

INTRODUCTION

In the midst of initiatives to increase transparency and accountability in public institutions, there have also been plenty of discussions and interest on the integrity of their staff and civil workers of our country.

Alongside these new movements, civil society, media and politicians started using in their communication a group of terms and buzzwords which are often vaguely understood by the public. Thus, to avoid launching yet another study that is read and understood by a select few, this paper begins with the definition of integrity and the meaning with which it has been used here.

Oftentimes an institution's integrity is measured by the level of corruption in it. However, such a definition would be too narrow considering that corruption in its colloquial meaning is almost always linked to giving and taking bribes in exchange of services or certain benefits. Nevertheless, corruption is formally defined as "the abuse of entrusted authority for private gain"¹. Oxford's English Dictionary delves deeper and defines corruption as "perversion or destruction of integrity in the discharge of public duties by bribery or favor"². Thus, the presence of corruption immediately excludes integrity in an institution or of a civil servant. On the other, a civil servant who is not corrupt according to the colloquial definition, may not have integrity in case she does not report instance of corruption known to her, or shirks the duties and responsibilities she is accountable for according to the Code of Conduct in the Civil Service of the Republic of Kosovo.

Given that the integrity is a more comprehensive concept of public institutions' values, its quantitative evaluation is essential in order to better grasp the quality of institutions in multiple dimensions. While there are previous institutional integrity evaluations, a study of this nature and scope is the first one to be made in Kosovo³. Through this initiative, FOL Movement aims to report on the practices and perceptions of public institutions' staff around Kosovo, at the local and central level. The findings derived from this study will inform not only the citizens and civil society, but also more importantly the public administration on where they stand with regard to integrity at work. In this way, we will shed light on the wrong practices as well as the good qualities and serve as a starting point for the improvement and transformation of the public administration into a more effective and qualified institution in Kosovo.

1 Lanyi, Anthony, and Omar Azfar. "Tools for assessing corruption & integrity in institutions." Maryland: IRIS Center (2005).

2 OED Online. Oxford University Press, March 2016

3 For example, see: KDI and Transparency International Kosovo "Assessment of Institutional Integrity". (2011).

INTEGRITY IN THEORY

Integrity is one of the main building blocks of democracy and the fundamental virtue for the democratic morality of a society, which enables both a democratic government and governance.

Civil servants are the key people who through their duties and responsibilities transform the individual interests of Kosovar citizens into the common interest of the country. Integrity, transparency and accountability are among the fundamental principles of public administration according to the member states of United Nations (UN)¹. Their importance and the key role which they can play in a country's governance is based on many theoretical viewpoints and has gained considerable attention in the past three decades². An accountable and transparent public administration with integrity evokes the society's trusts in institutions. Meanwhile, a smooth institutional operation helps in the proper functioning of the market and, in this way, it is closely linked to the sustainable economic development of a country³. Thus beyond the ethical arguments, integrity is seen as indispensable for practical reasons such as sustainable economic growth and the consequent improvement in the society's welfare.

However, as previously mentioned, integrity is an abstract concept and it takes meaning only based on the social context in which it operates. Thus, integrity can take different meanings in distinct societies. For example, studies done by American scholars treat integrity as an active quality⁴; beyond compliance with the Code of Conduct, civil servants should also take action and promote integrity. In Europe this concept has a more passive character and integrity is defined more so by a civil servant's personal conduct rather than her initiatives to promote integrity⁵. The perception of this concept in Kosovo sides with the European understanding. What is more, people often distinguish between integrity and corruption is done. The first one is linked to professionalism and proper conduct, while the second takes form as giving or taking bribes for personal interests.

The main legal framework that aim to guarantee integrity in public institutions are the Law for Civil Service in the Republic of Kosovo and the Code of Conduct in the Civil Service in the Republic of Kosovo. It must be noted that some of the public institutions do have separate internal codes of conduct beyond the two aforementioned legal basis. The law for civil service in the Republic of Kosovo regulates the status and relationship of civil workers with public administration at the central and local level⁶.

1 General Assembly (GA) resolutions on Public Administration and Development: A/RES/49/136 of 1994, A/RES/50/225 of 1996, A/RES/53/201 of 1999, A/RES/56/213 of 2002, A/RES/57/277 of 2002 and A/RES/58/231 of 2004. UN

2 Armstrong, Elia. "Integrity, transparency and accountability in public administration: Recent trends, regional and international developments and emerging issues." United Nations, Department of Economic and Social Affairs (2005): 1-10.

3 Kolthoff, Emile W. "Ethics and new public management: Empirical research into the effects of business-like government on ethics and integrity." (2007).

4 Cox, Raymond W. Ethics and integrity in public administration: Concepts and cases. Routledge, 2015.

5 Ibid

6 Law No. 03/L-149. Law for Civil Service in the Republic of Kosovo.

Its contents concern the management and organisation of a civil service which is politically unbiased, the recruitment rules, work conditions, the rights and responsibilities, personal conduct, promotions, as well as professional advancement of civil workers. The guiding principles of civil service form the basis of integrity in public administration according to the law. These principles mention among others non-discrimination, accountability, transparency, unbiasedness, professional independence, etc.

The Code of Conduct for civil workers is another vital part of integrity in public administration. It contains the norms and principles which serve as the basis of conduct of all civil servants¹. The document aims to promote quality in public services, ethics at work and the advancement of public interest through the rules it sets out. Additionally, it is stated that the code of conduct is characterised by integrity, honesty, objectivity and unbiasedness in accomplishing their duties. The remainder of this study relates to integrity in practice.

1 Regulation No. 04/2015 for the Code of Conduct in the Civil Service in the Republic of Kosovo

INTEGRITY IN PRACTICE

The institutional integrity issue is still relatively uncovered by current studies and has not attracted the due attention of our country's analysts. While certain analyses were done on the legal framework, quantitative assessments of institutional integrity of this scope have not been conducted. The methodology and sample used in this study are presented in the next paragraphs which are then followed by an analysis of the findings from the survey.

METHODOLOGY AND THE SAMPLE

The study has been conducted by interviewing 1000 officials of local and central public institutions. More specifically, the study was carried out in the 38 municipalities of Kosovo as well as with the central institutions' directors, officials and civil servants. The civil servants of the Basic Courts at the local level have also been included in the sample. Its size at the local level is 600 interviews of both genders and various age cohorts and sectors.

The study has also focused on the institutions at the central level by including staff of these institutions: The Office of the President, Government (the Office of the Prime Minister, as well as all other ministries), Kosovo's Assembly, Independent Agencies, Regulatory Authorities, Kosovo's Customs, the University of Prishtina, Public Enterprises, as well as the University Clinical Centre of Kosovo. The respondents of the aforementioned institutions hold various positions, such as permanent secretary, managing director, department director, chief of division or sector, as well as civil servants. The size of the sample at the central level is 400 respondents.

The survey sample was separated in two stratifications. In the first one the allocation of interviews within the central and local institutions in proportion to the number of staff in municipalities or institutions. The distribution of interviews within the departments of institutions was done in the second stratification. After allocating the number interviews in each directory/department, the selection of the respondents was done in a random manner.

SAMPLE OF THE RESEARCH

SAMPLE BY GENDER



FEMALE

Local Level	222
Central Level	163
Total	385



MALE

Local Level	378
Central Level	237
Total	615



TOTAL

Local Level	600
Central Level	400
Total	1000

38.5%

OF RESPONDENTS ARE FEMALES

63.5%

OF RESPONDENTS ARE MALE

YEARS OF EXPERIENCE	LOCAL LEVEL	CENTRAL LEVEL	TOTAL
0-11 Months	24 4.0%	9 2.3%	33 3.3%
1-2 years	74 12.3%	35 8.8%	109 10.9%
3-4 years	115 19.2%	61 15.3%	176 17.6%
5-10 years	175 29.2%	156 39.0%	331 33.1%
11-30 years	185 30.8%	134 33.5%	319 31.9%
31+ years	27 4.5%	5 1.3%	32 3.2%
Total	600 100.0%	400 100.0%	1000 100.0%

FINDINGS FROM THE SURVEY

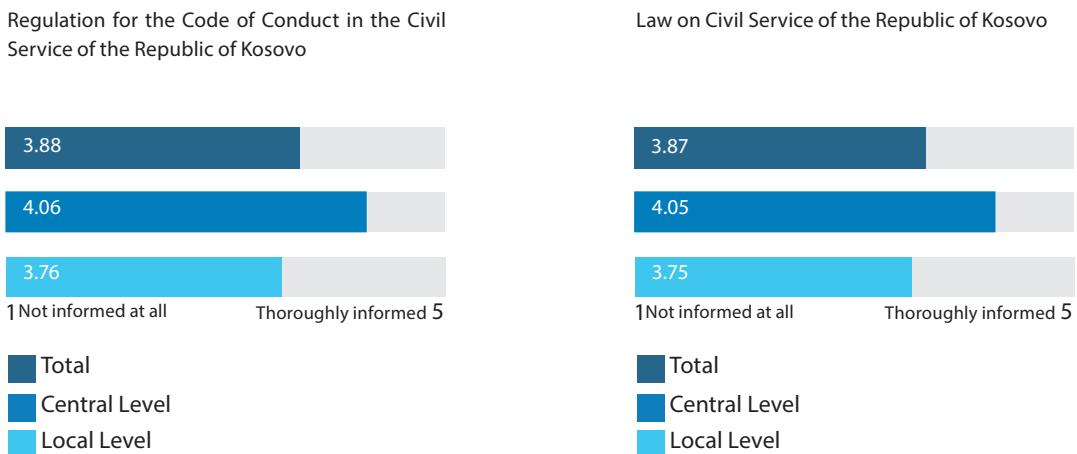
In this part of the study we will present the findings from the survey whose methodology was explained in the preceding part.

The results have been organised in such a way that presents a wholesome picture on the public institutions' integrity. The findings relate to a range of topics on integrity, from their self-evaluated knowledge on it to their personal experiences with parts of this concept (i.e. the behaviour of civil servants or directors, hiring and promotion as well as corruption in Kosovo's civil service). In order to better understand the source of the respondents' perceptions, the results have been further analysed by disaggregation based on the ranks of institution, gender and work experience of staff.

KNOWLEDGE AND PRACTICES ON INTEGRITY'S LEGAL FRAMEWORK

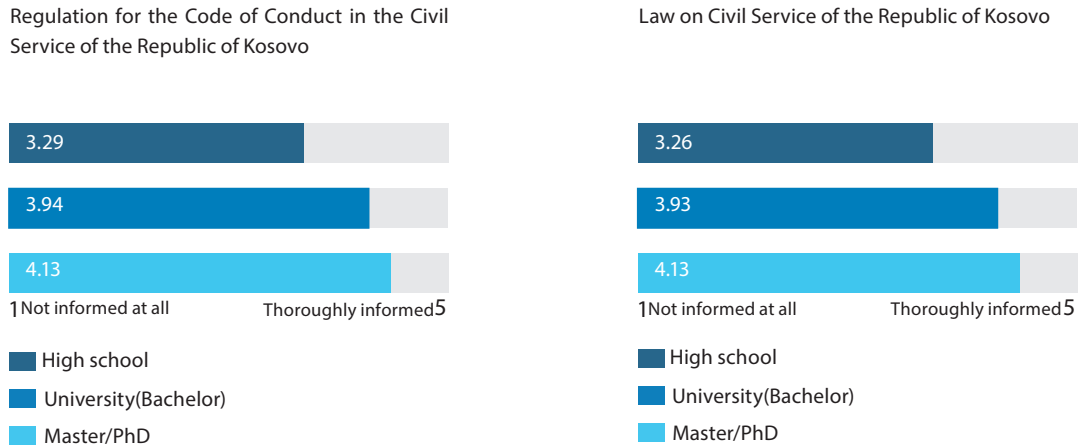
The first part of the survey was precisely related to the knowledge of the respondents on the legal framework for integrity in public administration. It was important to understand how informed the public institutions' staff was prior to asking them on assessments about specific parts of that framework. In figure 1 below we can see that the respondents feel relatively well informed on the Regulation for the Code of Conduct as well as the Law on Civil Service. On a scale from 1 to 5, where 1 represents 'Not informed at all' and 5 means 'Thoroughly informed', the public institutions' staff has a similar average of self-evaluated knowledge for both documents (3.88 for the Regulation and 3.87 for the Law). If this finding is further broken down to the level of institutions, central or local, there is some variation on the level of knowledge they state they have on each document; figure 1 shows that the staff of central institutions feels relatively more informed than that of local institutions.

Figure 1 - The level of information on the legal framework for integrity



In figure 2 below we can see that the results change substantially when the question is broken down according to the highest level of educational qualification obtained from the respondent. Those with a Bachelor, Master, or PhD degree have a higher average of self-stated level of knowledge on the legal framework than those that have completed only high school.

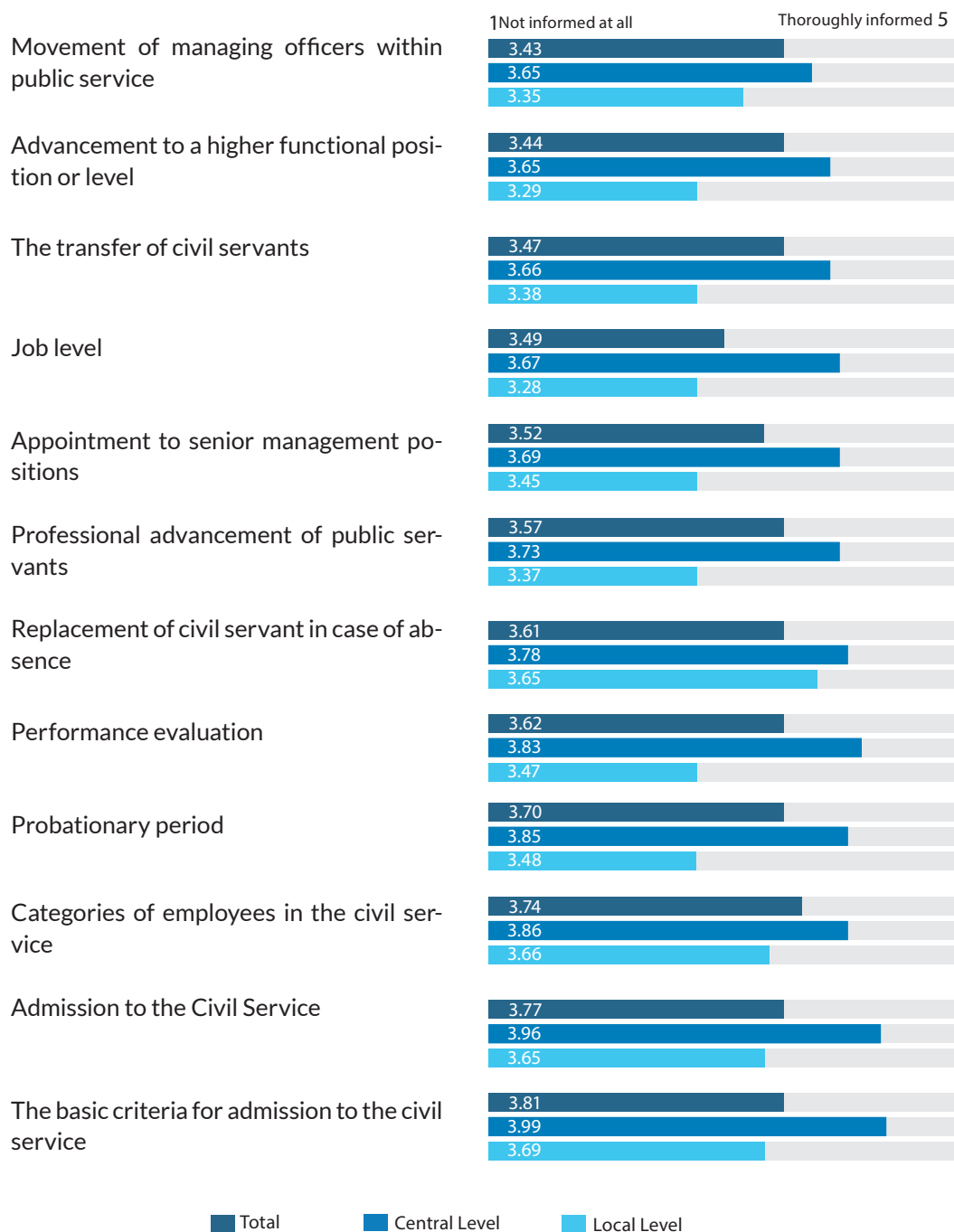
Figure 2 - The level of information on the legal framework for integrity - disaggregated by the level of education



The figure 3 shows how informed the public institutions' staff feels regarding specific parts of the legal framework on integrity. The basic criteria for admissions into the civil service was the part with the highest average of the level of information according to the respondents, while among the ones with the lowest average was advancement to a higher functional position or level. When the results are disaggregated to the institutional level, beside the higher averages in general at the central level similarly to the previous question, the order according to scores of the framework parts is similar for both levels of institutions (see figure 3).

From the findings thus far it can be said that the staff of public institutions feel relatively well informed on the Regulation for the Code of Conduct and the Law on Civil Service. The average score for each aspect was over 3, which is considered as the neutral value. On the 1 to 5 scale used here, the results side visibly towards the thoroughly informed side.

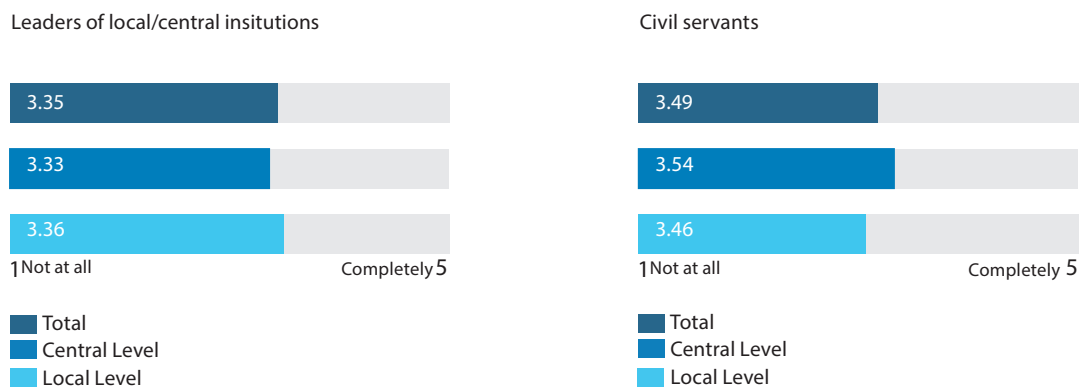
Figure 3 - Level of information on the criteria/procedures related to issues dealing with civil service in Kosovo - disaggregated by the type of institutions



MONITORING AND IMPLEMENTING THE LEGAL FRAMEWORK FOR INTEGRITY

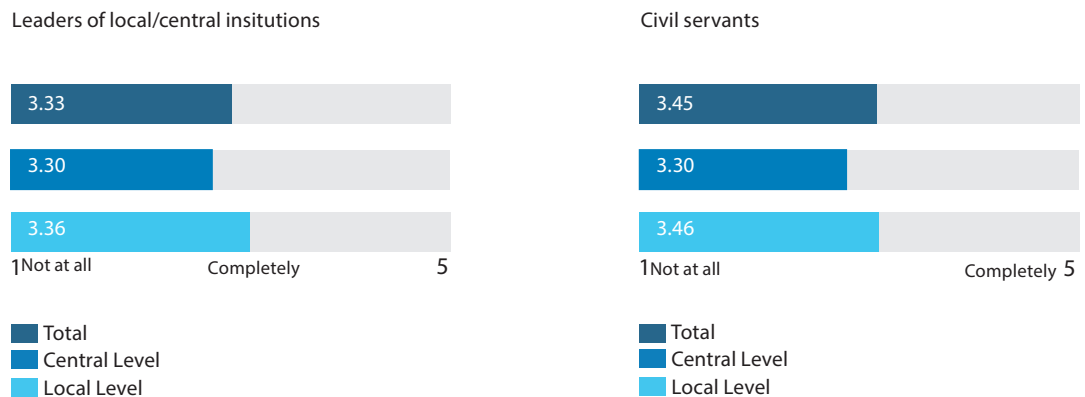
In this part of the findings from the survey we will present the perceptions and thoughts of public institutions' staff on the monitoring and implementation of the legal framework for integrity. The respondents were asked on their thoughts about staff's level of compliance with the Law for civil service of the Republic of Kosovo. According to the answers, the civil servants comply more with the aforementioned law than the leaders of local or central institutions (see figure 4). The biggest difference can be seen in the answers for each group according to those who work at central institutions.

Figure 4 - The level of compliance with the Law on Civil Service of the Republic of Kosovo



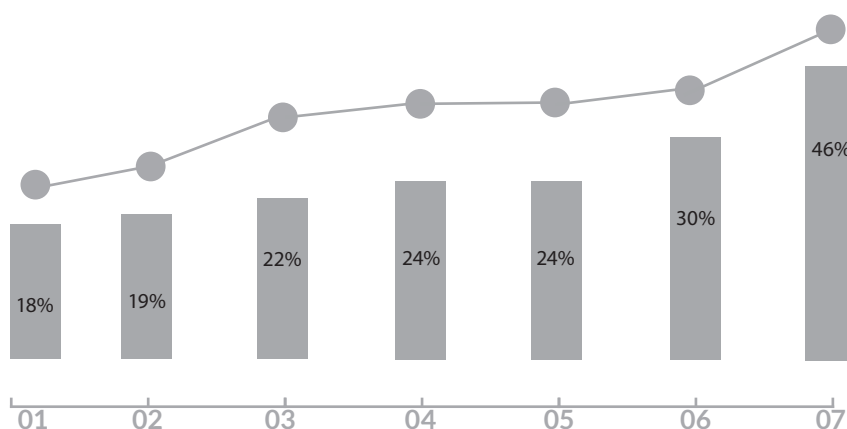
The results are similar to those of the question on compliance with the Regulation for Code of Conduct in the Civil Service of the Republic of Kosovo. In general, the respondents at the local level have a tendency to give a higher score to the level of compliance for both categories of staff, while those at the central level give a lower score on average to their leaders' compliance with the Code of Conduct. However, it must be mentioned that these differences in scores are too small to be considered as significant.

Figure 5 - The level of compliance with the Regulation for Code of Conduct in Civil Service of the Republic of Kosovo



Sometimes breaching the code of conduct can come as a result of not knowing in detail the duties and responsibilities that a public institution employee has. Thus, the respondents were asked on the measures that their institution has undertaken in 2015 to thoroughly inform them on the contents of the Regulation for the Code of Conduct. In figure 6 below we can see that the most frequently taken measure is an informational session for the new staff (46%). Regular sessions were a relatively infrequent measure, which indicates that the efforts from the institutional side to inform their employees are not sufficient. What is more, around 19 percent of the respondents have declared that no measure has been implemented to inform them on the Code of Conduct.

Figure 6 - Measures implemented by the institution in 2015 to ensure that all employees are aware of the Regulation for the Code of Conduct in the Civil Service of the Republic of Kosovo



01

Regular information sessions for employees

02

No measures have been implemented to inform employees on the Code of Conduct

03

The information included in the staff notifications or different bulletins

04

The information provided to managers regarding their role in the implementation of Code of Conduct

05

By asking employees to verify that they have read, understood and they obey the Code of Conduct or other policies in your institution

06

They are promoted on the web page of your institution

07

Informational session for new employees (Code of Conduct, the law on civil service)

Figure 7 - Measures implemented by the institution in 2015 to ensure that all employees are aware of the Regulation for the Code of Conduct in the civil service of the Republic of Kosovo - disaggregated by the type of institution

In figure 7 the results have been further disaggregated according to the level of institutions. The previous answers are in line with the findings for the local and central level below; there are no substantial institutional differences in the undertaken measures to inform the employees on the regulation.

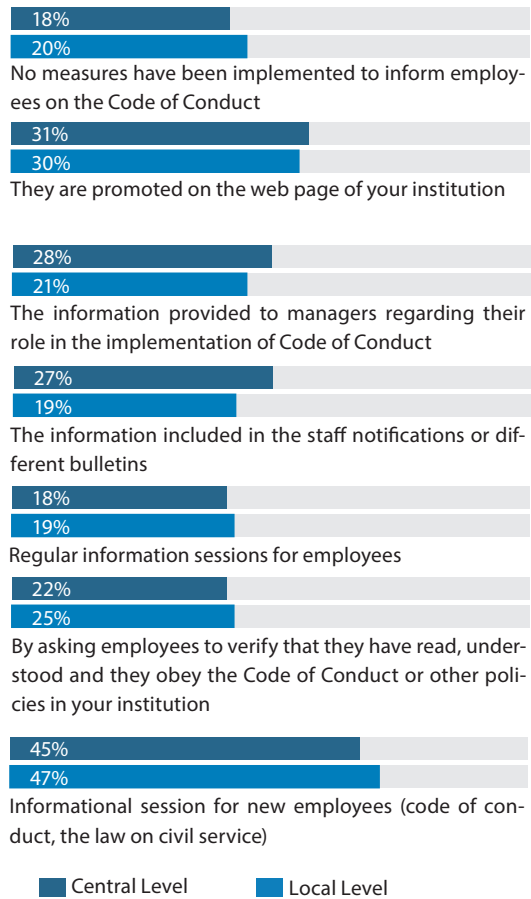
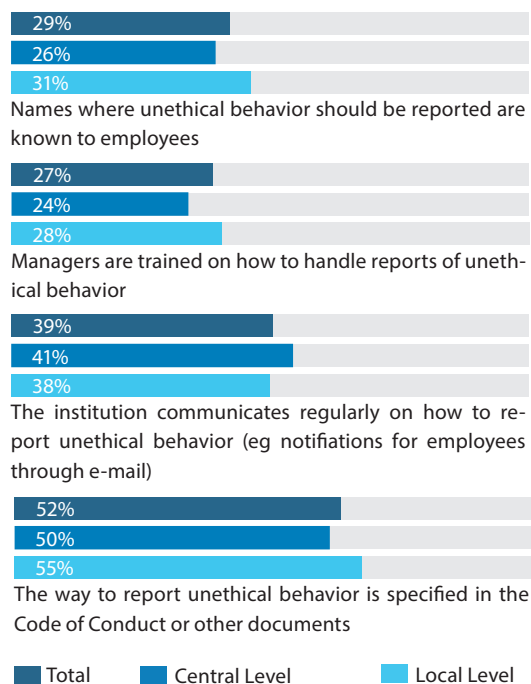


Figure 8 - Strategies used in 2015 to encourage reporting of employees' behaviour

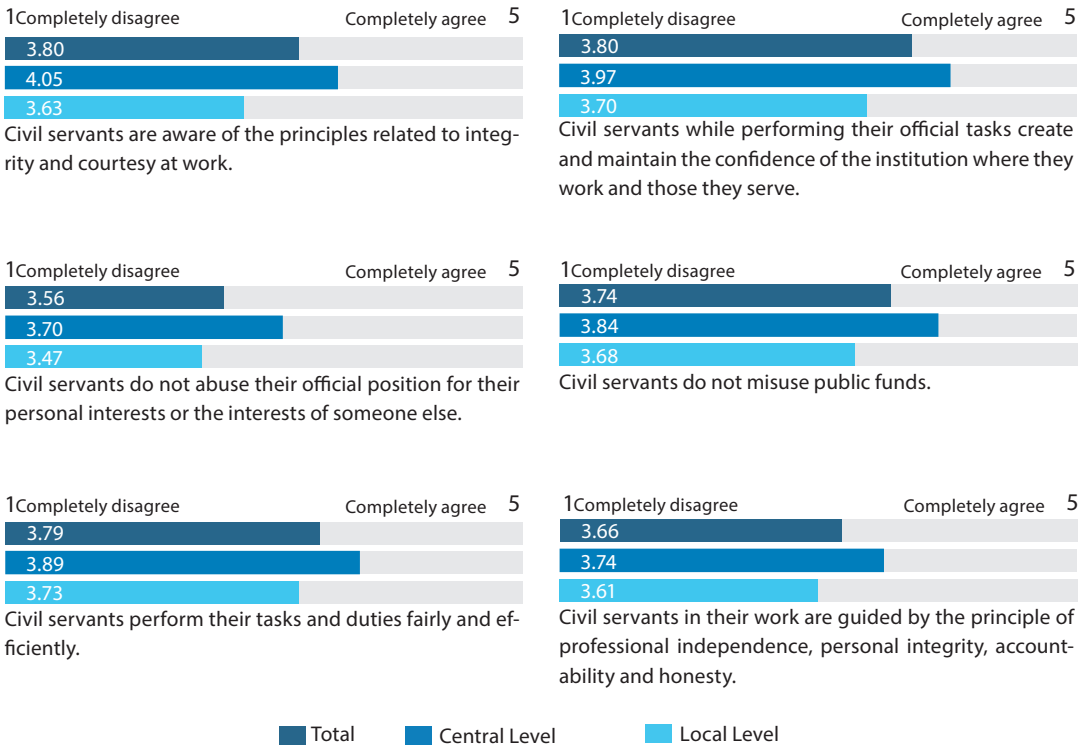
Among the most frequent strategies which was used to encourage the employees to report instances of breaches of the regulations has been the placement of the ways to report in the code of conduct or other documents. In figure 8 below we can see that the other methods have been used rather less. For example, the names of the staff to report to in such cases have been known to the employees only in 30 percent of the cases.



THE BEHAVIOUR OF CIVIL SERVANTS

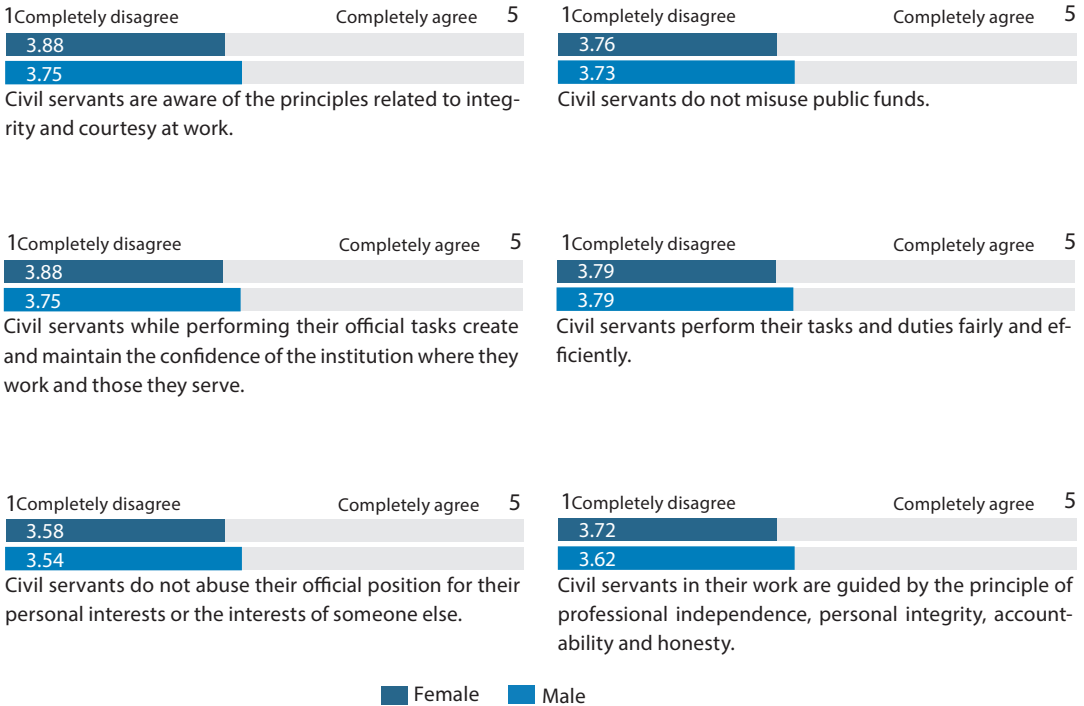
In this part of the study we have focused on the employees' experience with integrity at their institutions. The following paragraphs and figures present the findings on the thoughts of the respondents about their experiences as witnesses of breaches of the code and the violation of integrity as well as their reactions to such instances. Initially, the employees were asked on how much they agree with a number of statements related to their own experiences in this career path. In figure 9 below we can see that the statement that the civil servants do not abuse their job status for their own interest was the one with the lowest score. It scored 3.56 in the 1 to 5 agreement scale where 1 stands for 'completely disagree' and 5 for 'completely agree'. This score is much lower for the responses of those working in the local level (3.47) than those of the central level (3.70). Looking at the agreement average scores for the other statements as well, it can be said that the respondents are also less convinced on the extent to which their colleagues are guided by the principles of professional independence, personal integrity, accountability and honesty.

Figure 9 - Perceptions on the experiences as civil servant



The findings have been further disaggregated by gender of respondents and visualised in figure 10 below. Despite the rather small differences, a visible trend is that female respondents tend to agree more or the same on all the statements below about the behaviours and qualities of civil servants.

Figure 10 - Perceptions on the experiences as civil servant - disaggregated by gender

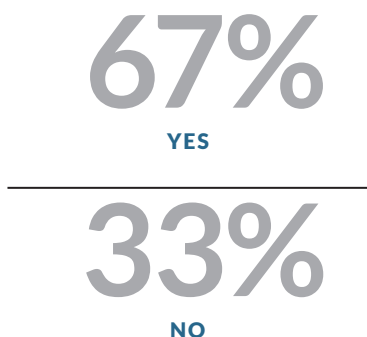


In figure 11 we can see the perceptions of respondents on their experiences as civil servants disaggregated according to their years of work experience. A visible trend is that those who have just started their job have a tendency to agree more with these statements than those who have been employed for more than a year. For example, the average agreement scores on the statement that civil servant do not misuse public financial resources is 4.27 for those who have just started their job and it drops steeply at 3.45 for those who have been employed for 1 or up to 2 years.

Figure 11 - Perceptions on the experiences as civil servant – disaggregated by years of work experience



Figure 12 - Percentage of employees who witnessed breaches of the Code of Conduct in the past 12 months in the workplace



Given that from the answers presented above the respondents do not seem extremely convinced on the integrity of public institutions, it is important to understand whether these perceptions emanate from the bad experiences they may have encountered. Figure 12 on the left shows that 33 percent of the respondents have witnessed breaches of the code of conduct in the past 12 months in the institution where they work. Figure 13 below shows the types of breaches that they have encountered and the results are also disaggregated by the level of institution.

Figure 13 - Types of breaches witnessed by employees in public institutions

LOCAL LEVEL



Not respecting the working hours

83%



Misuse of official position for personal interest or interest of someone else

25%



Misconduct (insults, physical abuse, sexual harassment, etc.)

17%



Corruption

15%



Misuse of office equipment or materials for personal use

13%



Forgery of documents/information

2%



Misuse of public funds

12%



Violation of confidentiality of official information

10%



Appropriation of illegal rewards

8%



Discrimination based on gender, age, ethnicity or disability

6%



Giving illegal rewards for other civil servants

5%



Use of drugs or alcohol

2%

TOTAL

83%

Not respecting the working hours

26%

Misuse of official position for personal interest or interest of someone else

21%

Misconduct (insults, physical abuse, sexual harassment, etc.)

14%

Corruption

13%

Misuse of office equipment or materials for personal use

2%

Forgery of documents/information

Figure 13 - Types of breaches witnessed by employees in public institutions

CENTRAL LEVEL



Not respecting the working hours

83%



Misuse of official position for personal interest or interest of someone else

28%



Misconduct (insults, physical abuse, sexual harassment, etc.)

26%



Corruption

12%



Misuse of office equipment or materials for personal use

14%



Forgery of documents/information

3%



Misuse of public funds

10%



Violation of confidentiality of official information

20%



Appropriation of illegal rewards

10%



Discrimination based on gender, age, ethnicity or disability

8%



Giving illegal rewards for other civil servants

7%



Use of drugs or alcohol

2%

11%

Misuse of public funds

14%

Violation of confidentiality of official information

9%

Appropriation of illegal rewards

7%

Discrimination based on gender, age, ethnicity or disability

5%

Giving illegal rewards for other civil servants

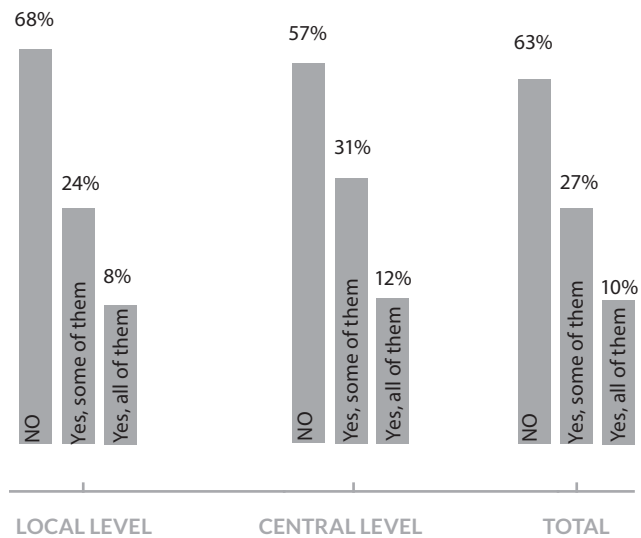
2%

Use of drugs or alcohol

The majority of the witnessed breaches, around 83 percent, are about not respecting the working hours. Additionally, there are no large differences between the types of breaches seen at the local versus the central level. An exception here is the violation of confidentiality of official information, which has been encountered by 20 percent of those who have witnessed a breach and work at the central level, while from those of the local level only 10 percent of witnesses claimed to have seen this type of misconduct.

In figure 14 below we can see that only a small number of those who have encountered misconducts have reported them; around 27 percent have informed the institution about some of them while only 10 percent have done so for all the witnessed breaches. Tendency to report is higher at the institutions of the central rather than the local level.

Figure 14 - Reporting breaches of the Code of Conduct by witnesses of such cases



Additionally, figure 15 shows that the female respondents have a higher share of ‘no’ responses than the male respondents. Although there seems to be a difference in reporting based on gender, this does not necessarily result from employees’ free will. For example, not reporting violations can be a consequence of the lack of trust in the institution for which they work.

Figure 15 - Reporting breaches of the Code of Conduct by witnesses of such cases - disaggregated

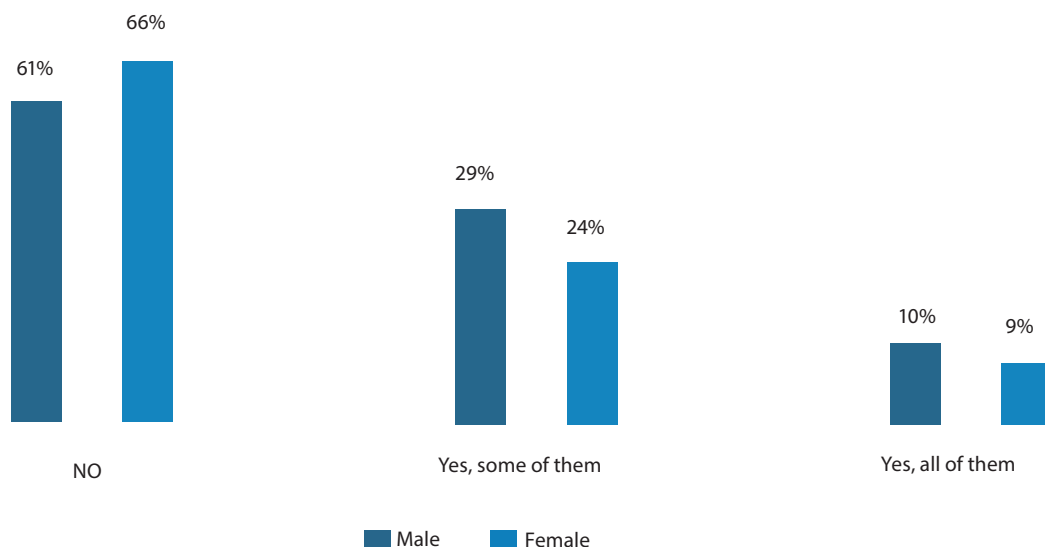
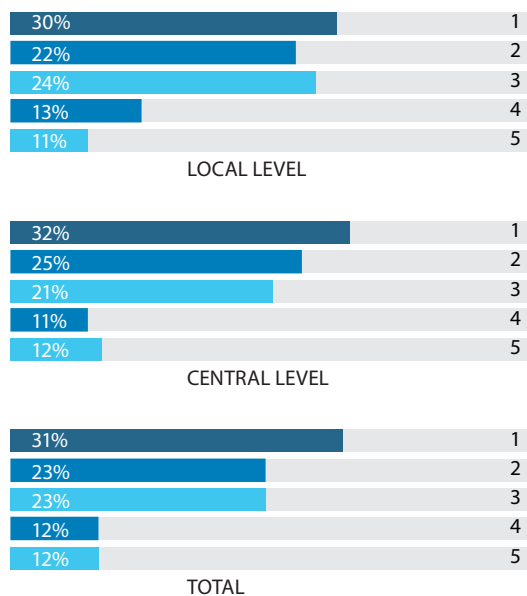


Figure 16 - Reasons for not reporting the breaches of the Code of Conduct

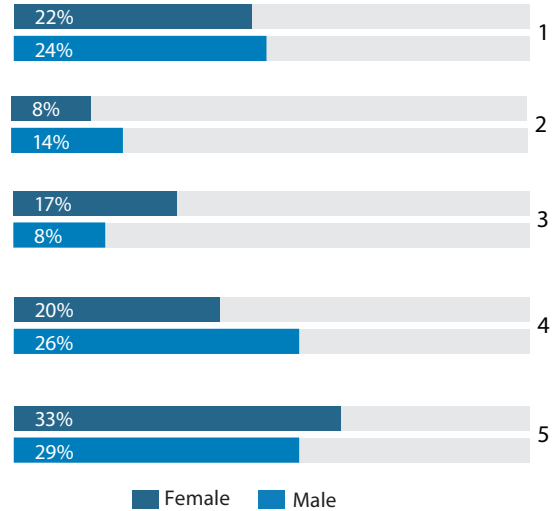


1. I did not think that any action would be taken
2. I did not want to disturb the working relationship
3. The problem has been solved unofficially
4. I was afraid of consequences
5. I have reported before and no action was taken

In figure 16 we can see that 31 percent of those who have witnessed breaches of the Code of Conduct have not reported them, because they did not think that any measures would be taken. Moreover, a significant share of them (23%) did not want to disturb the relations at work or have seen that the problem was solved informally. The lack of trust that their institutions takes the violation of integrity seriously is more visible at the female respondents, which may come as a result of their personal experience.

Figure 17 - Reasons for not reporting the breaches of the Code of Conduct - disaggregated by gender

The other stated reasons for not reporting the violation cases are shown in figure 17 disaggregated by gender.



1. The problem has been solved unofficially
2. I have reported before and no action was taken
3. I was afraid of consequences
4. I did not want to disturb the working relationship
5. I did not think that any action would be taken

Figure 18 - Personal obligation to report breaches of the Code of Conduct

Reluctance to report the violation of rules may also stem from an absence of feelings of responsibility in such cases from the employees. In figure 18 below we can see that a relatively large number of them do not feel that they have a personal obligation to report observed wrongdoings at work, around 19 percent of the central institutions staff and 16 percent of the local institutions staff. This personal obligation is even less apparent at the answers given from female respondents as it can be seen on figure 19 in the next page.

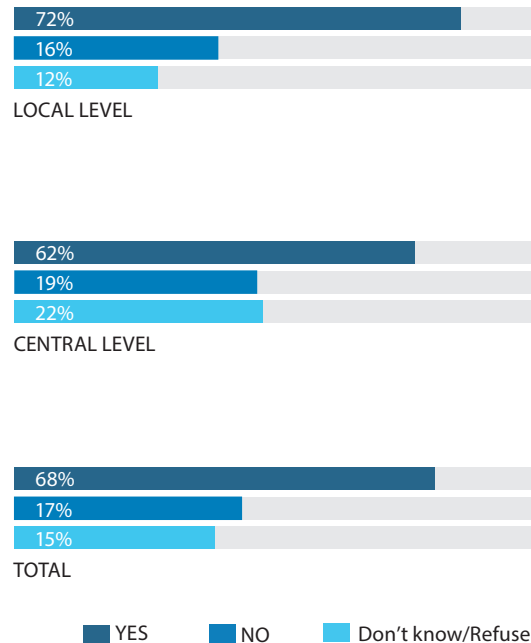
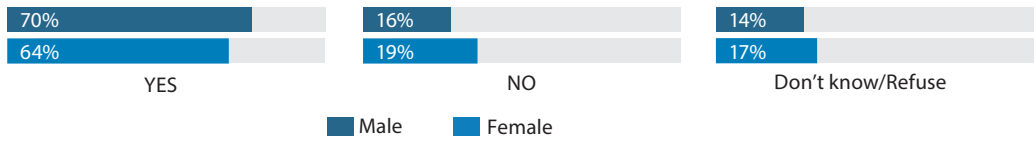
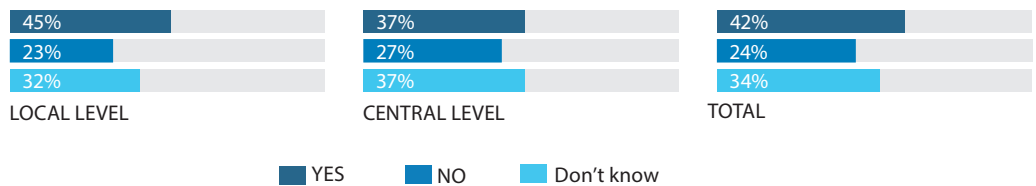


Figure 19 - Personal obligation to report breaches of the Code of Conduct- disaggregated by gender



The absence of feelings of responsibility is naturally affected from the employees’ perceptions of their managers and how much they are willing to protect them and stimulate the reporting of violations of rules. Figure 20 contains information on precisely this issue. Around 24 percent of respondents think that managers at their institution do not protect civil workers who report breaches of the Code of Conduct. This proportion is slightly higher at central institutions than at local ones.

Figure 20 - Managers of institutions provide protection for civil servants who report actions which are in contradiction with the Code of Conduct



The female respondents expressed a higher uncertainty on this issue since around 40 percent of them have answered with ‘don’t know’ on the questions as figure 21 shows. Thus, less than half of respondents believe that their managers would support them in case they spoke up about observed misconduct. This can have a visible impact on their personal inclination to react to instances of rule violation.

Figure 21 - Managers of institutions provide protection for civil servants who report actions which are in contradiction with the Code of Conduct

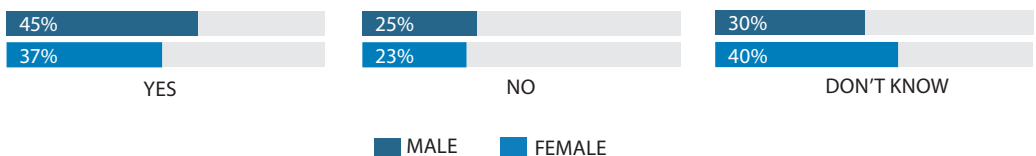
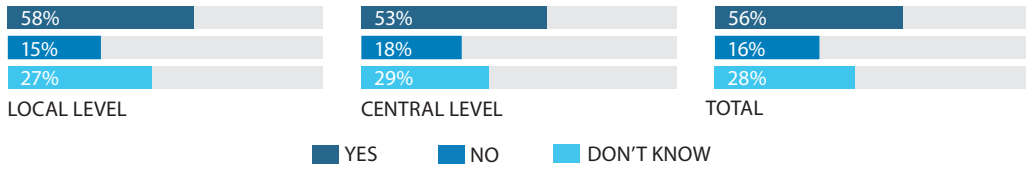
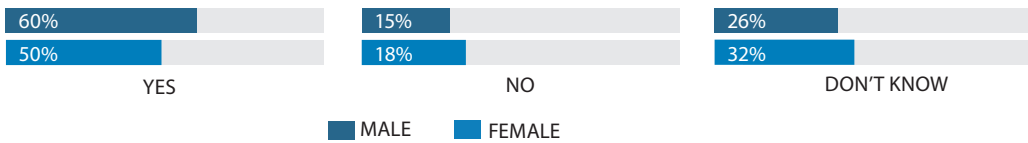


Figure 22 - The institution takes seriously civil servants' actions that are in contradiction with the principles of the Code of Conduct.



The findings presented in figure 22 further support this hypothesis that there is insufficient trust in institutions to report violations. Around 16 percent of the respondents have answered with 'No' when asked if they think that their institutions take seriously the civil servants' actions which are in contradiction with the Code of Conduct.

Figure 23 - The institution takes seriously civil servants' actions that are in contradiction with the principles of the Code of Conduct - disaggregated by gender



A considerable part of the respondents does not seem to hold firm opinions on this issue. Moreover, only just over a half of them have answered affirmatively. When the results are further disaggregated according to gender in figure 23, we can see that the share of negative answers and 'don't know' is noticeably higher for female respondents. Thus, we can infer that the lack of trust in the seriousness of the institution on such issues is to some extent more evident on female employees.

THE BEHAVIOUR OF LEADERS TOWARDS EMPLOYEES

The trust and respect towards the leaders of the institution is extremely important for the smooth operation of civil servants' daily work. For this reason, we have asked public institutions' employees on their opinions regarding the way their work place is led and specific questions on the quality of their leaders. Figure 24 below presents the findings on how much the respondents agree with several related statements on a scale of 1 to 5, where 1 means 'Completely disagree' and 5 stands for 'Completely agree'. The lowest average score in the agreement scale can be seen for the statement that there are sufficient opportunities to express one's opinion when their institutions is undergoing changes (3.35). On the other hand, the highest agreement score is on the statement that their institution is well managed (3.76).

Figure 24 - Perceptions on the leadership of the institution

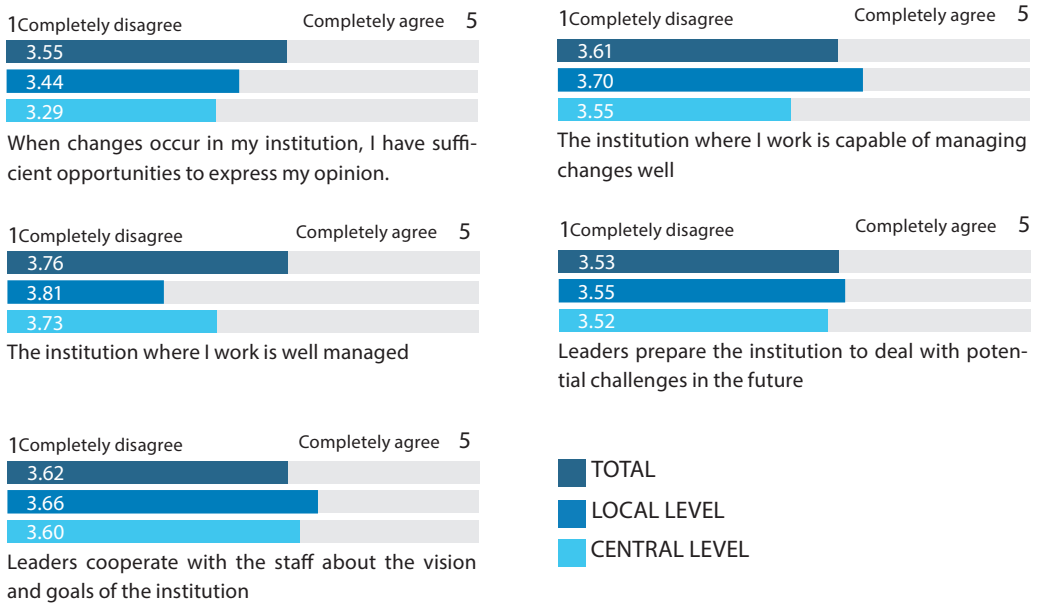
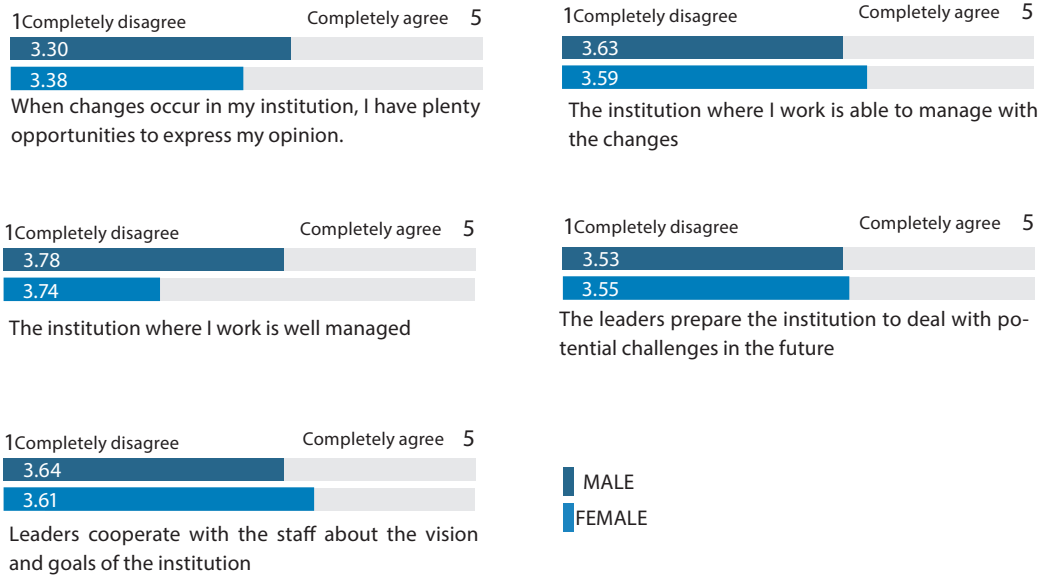
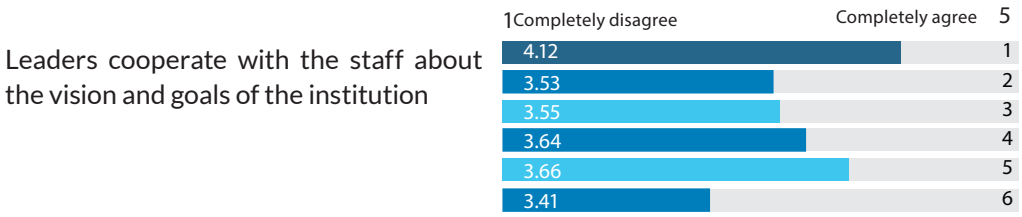
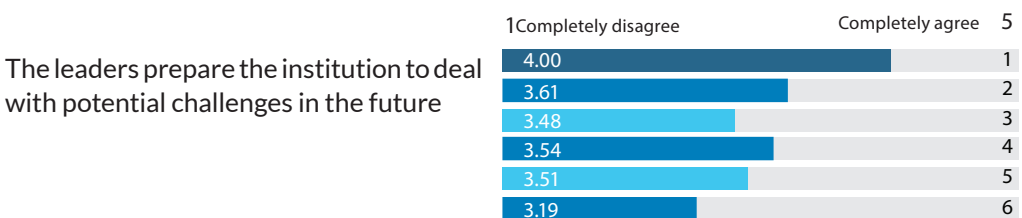
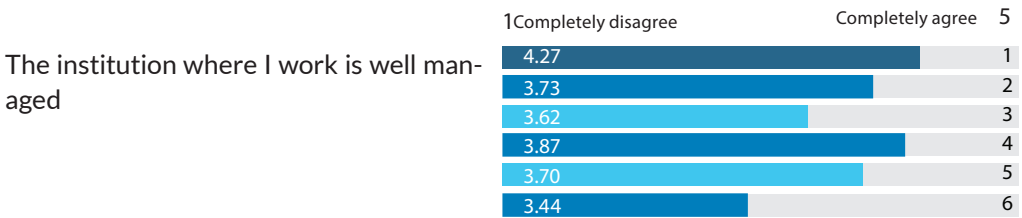
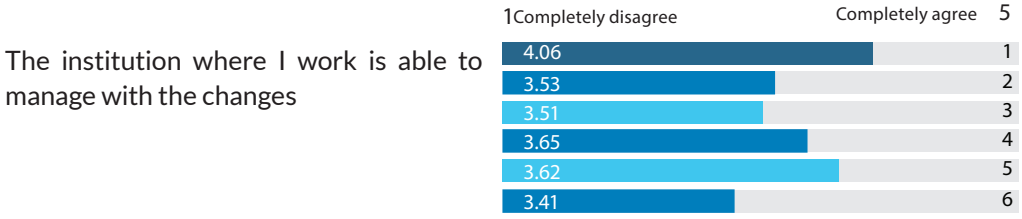
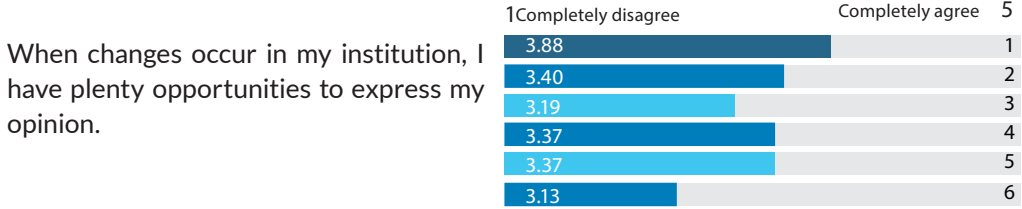


Figure 25 - Perceptions on the leadership of the institution - disaggregated by gender



In the following figure we have presented the perceptions of respondents on the leadership and management of their institutions disaggregated according to their years of work experience. The tendency to agree more with the statements for those who have just started their job is also present in this case. For example, the average agreement scores for the statement that their institution is well managed is 4.27 for those who have less than 1 year of work experience and it falls to 3.44 for veterans in civil service, those with more than 31 years of work experience. Thus, there are indications of higher dissatisfaction as employees gain years of work experience in a given institution.

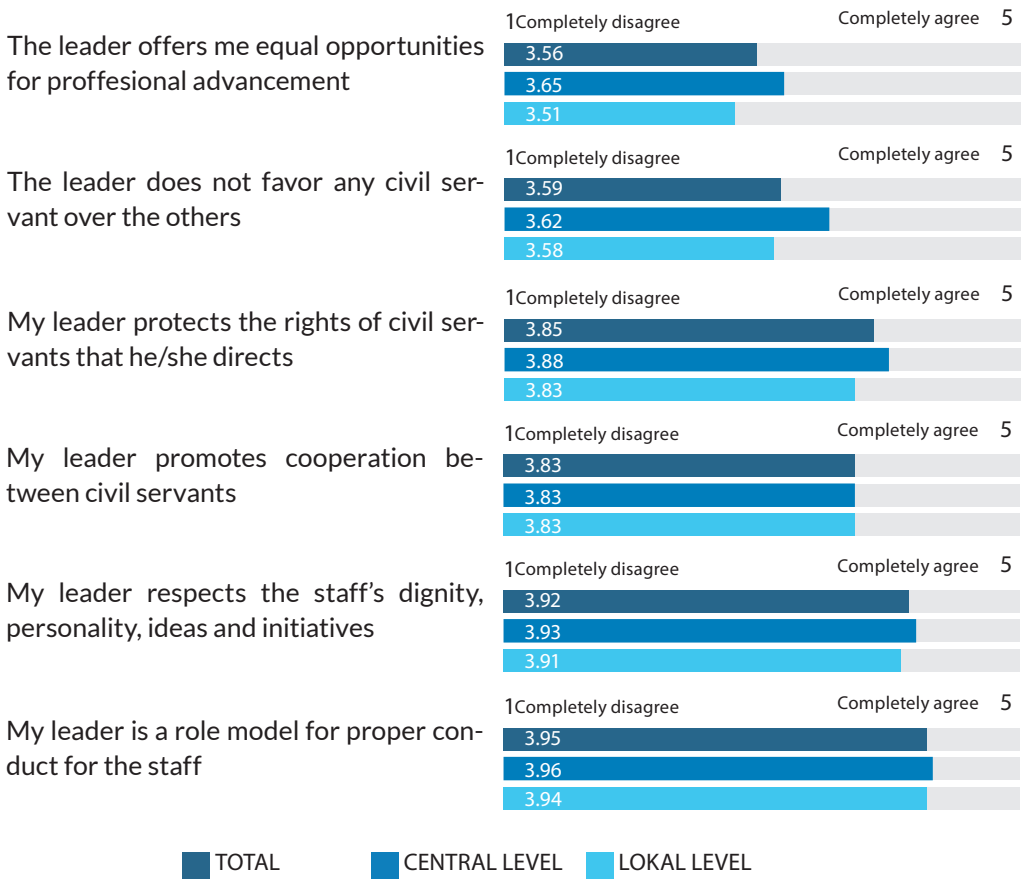
Figure 26 - Perceptions on the leadership and management of the institution - disaggregated by the years of work experience



- 1. 0-11 months
- 2. 1-2 years
- 3. 3-4 years
- 4. 5-10 years
- 5. 11-30 years
- 6. 31+ years

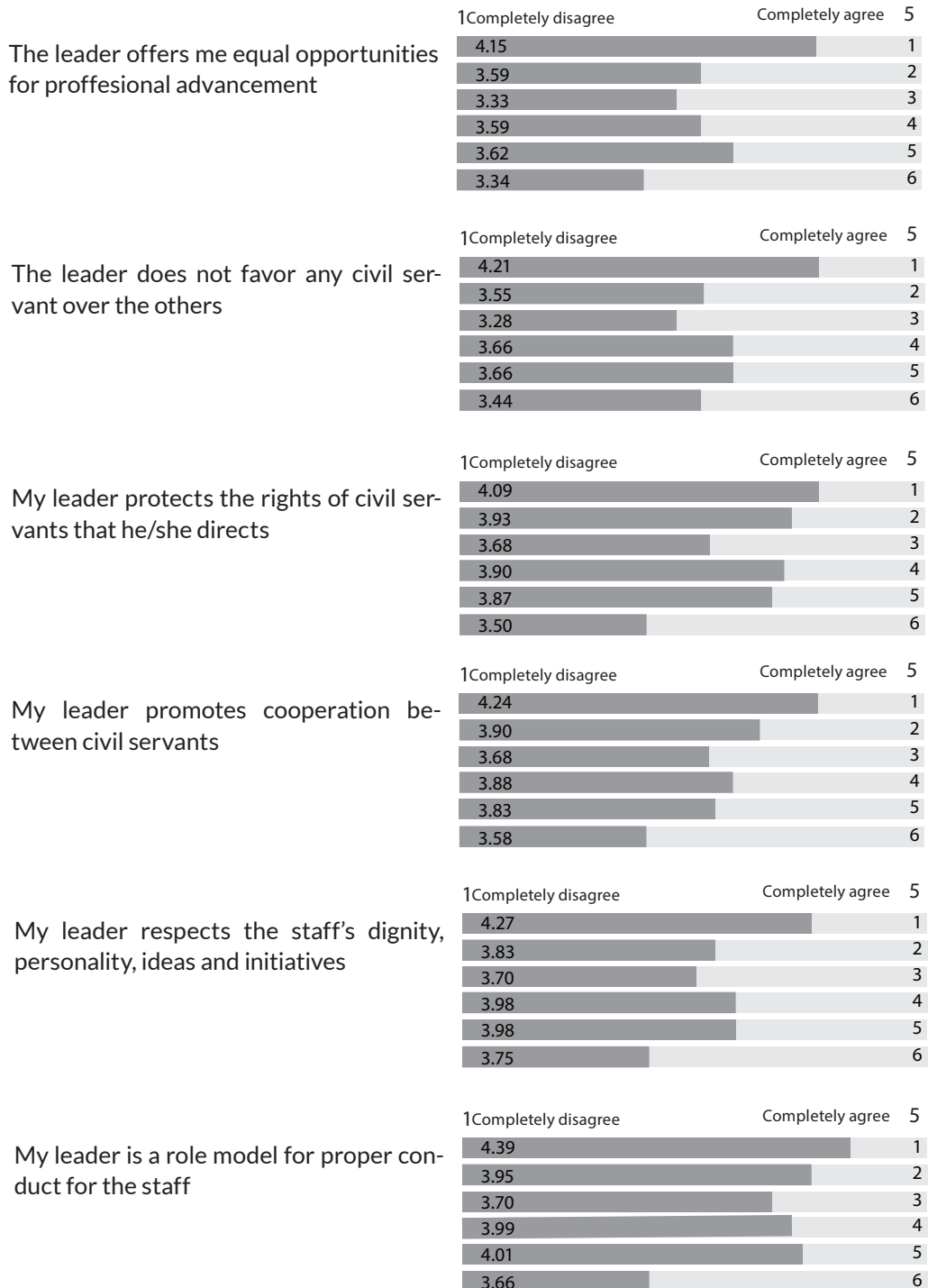
Similar to the previous question, employees were asked to give their opinion about a number of statements regarding the qualities of their leaders ranking their agreement on a scale from 1 to 5, where 1 signified 'Completely disagree' and 5 meant 'Completely agree'. In figure 27 we can see that the respondents agree least with the statement that their leaders offer them equal opportunities for professional advancement (3.56) and that they do not favour a given civil servant over the others (3.59). They, on the other hand, mostly agree that their leaders are role models for proper conduct with staff (3.95) and that he or she respects the dignity, personality, ideas and initiatives of the staff (3.92). In general, those who work at the central level tend to agree more with the statements than those at the local level.

Figure 27 - Perceptions public institutions' employees about their leaders



As previously stated, beginners are inclined to agree more on the quality of their leaders than the veterans of public institutions. The difference can be seen in all the statements listed below in figure 28. However, the biggest gap in perceptions is evident on leaders' capacities to offer equal opportunities for professional advancement (4.14 versus 3.34), or to not favour certain employees over others (4.21 versus 3.44), etc.

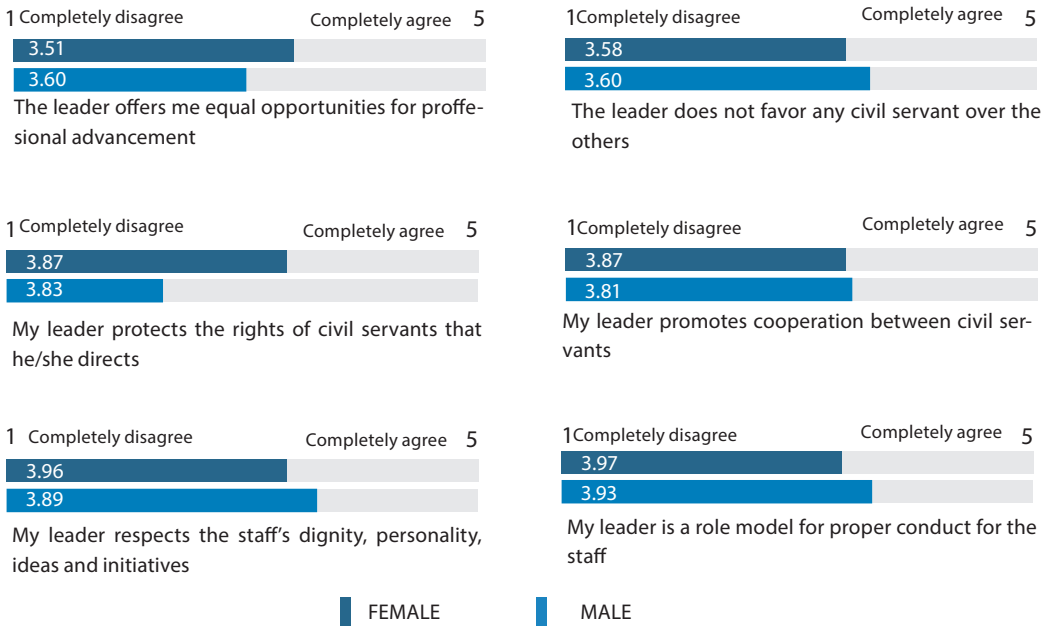
Figure 28 - Perceptions public institutions' employees about their leaders - disaggregated by the years of work experience



1. 0-11 month; 2. 1-2 years; 3. 3-4 years; 4. 5-10 years; 5. 11-30 years; 6. 31+ years

In figure 29 below we have presented the perceptions of female employees alongside those of male employees about the qualities of their leaders. A gap in gender perceptions can be seen when speaking of leaders' qualities that are directly related to the respondent, such as the statement on the extent that he or she is given equal opportunities for professional advancement. In that statement, the average agreement score is slightly smaller for female respondents (3.51) than male ones (3.60). However, when it comes to leaders' abilities as a whole not directly related to the respondent, the answers from female respondents show a higher agreement score than those of male respondents.

Figure 29 - Perceptions public institutions' employees about their leaders - disaggregated by gender



RECRUITMENT AND PROMOTION IN THE CIVIL SERVICE

Essential components of institutional integrity are also the work environment, opportunities for development and benefits attached that come along with the job. In this part we will unravel the thoughts of respondents on their work surroundings. From the results below we can see that they feel relatively proud of their job. Figure 30 below shows that on a scale of 1 to 5, where 1 stands for 'Not at all' and 5 means 'Very much', the average score of how proud they are, is 4.12 (4.19 in central institutions and 4.08 in local ones). The majority of the surveyed employees think that their workplace offers them opportunities for professional advancement. In figure 31, we can see that around 78 percent of the have answered with either 'yes' or 'yes to some extent' in this question. This share is slightly higher at central rather than local institutions, 80 versus 76 percent respectively.

Figure 30 - How proud public institutions' employees feel about their job

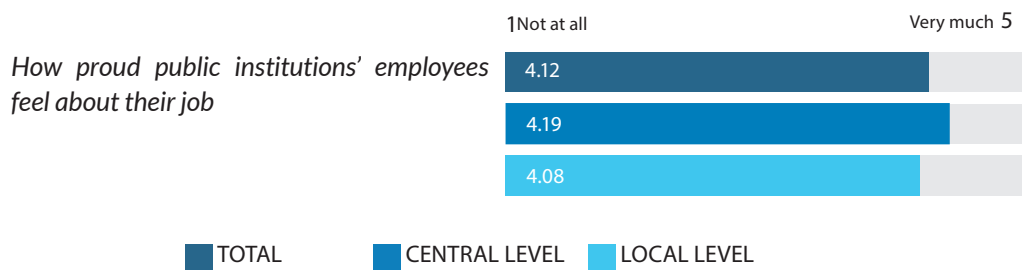
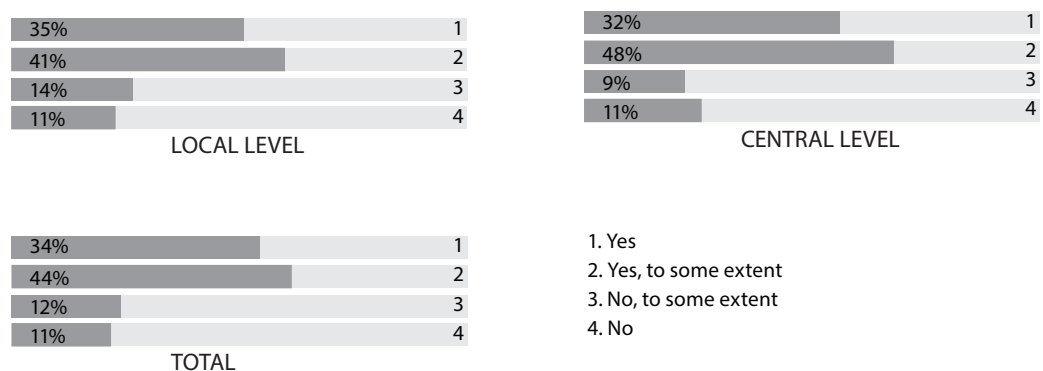
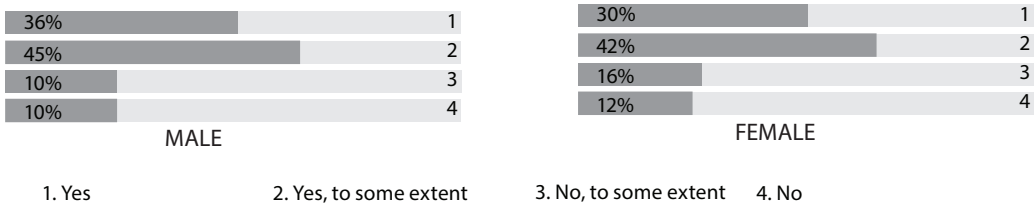


Figure 31 - Provision of opportunities for professional development



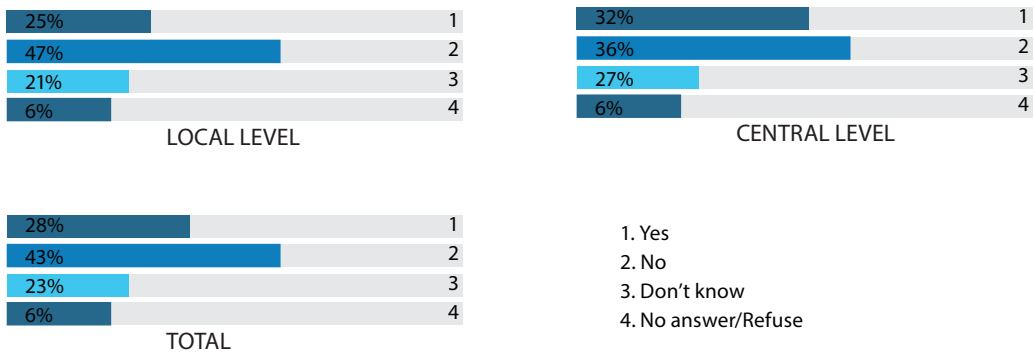
In figure 32 below we can see that a higher share of female respondents (28%) than male ones (20%) think that the institutions where they work offers them opportunities for professional advancement. Although, these answers are more closely related to the personal perceptions on the work environment, they nevertheless do tell at least an existing perception of discrimination at the work in public institutions.

Figure 32 - Provision of opportunities for professional development - disaggregated by gender



Despite the relatively positive results presented above, a substantial part of the surveyed employees is considering switching jobs in the coming 2 years. In figure 33 below we can see that this concerns about 32 and 25 percent of the central and local institutions' respondents respectively. Less than half of the surveyed employees have denied the possibility of switching jobs.

Figure 33 - Switching jobs in the next two years



When the results are disaggregated by gender, figure 34 shows that a strikingly higher share of female respondents (31%) have answered 'don't know' to this question than males (19%). An important factor that makes respondents consider switching jobs is the income.

Figure 34 - Switching jobs in the next two years - disaggregated by gender

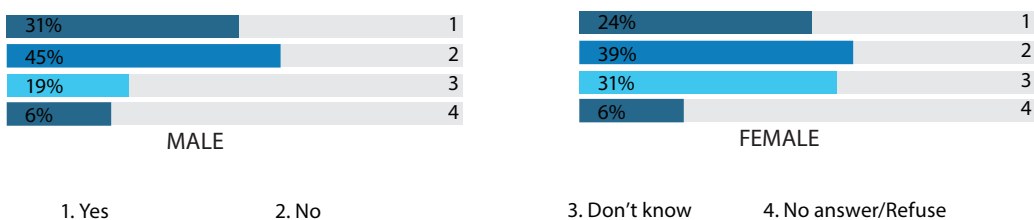
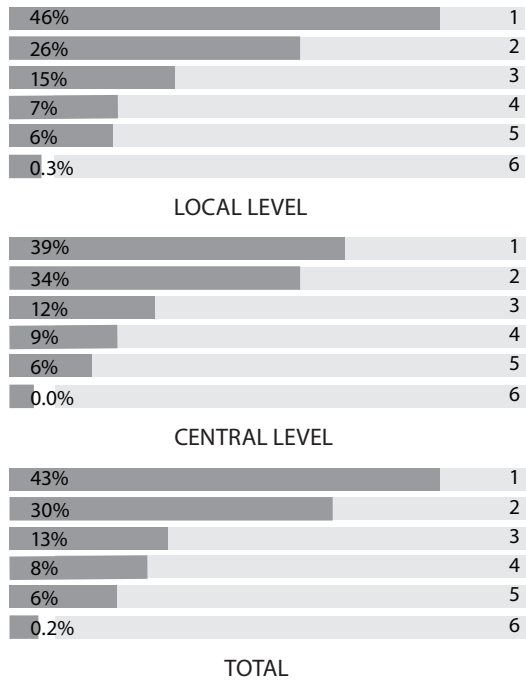


Figure 35 - Factors affecting the decision to switch jobs in the next two years



In figure 35 we can see that 43 percent are searching for a higher salary and that is why they are considering changing jobs. The respondents at the central level have also frequently mentioned the lack of opportunities for development as an important factor. This worry is more present at female respondents since 34 percent of them have listed it as a factor for switching jobs, while only 27 percent of males have done so (see figure 36). Here again we have indications that female employees may feel discriminated at work in public institutions.

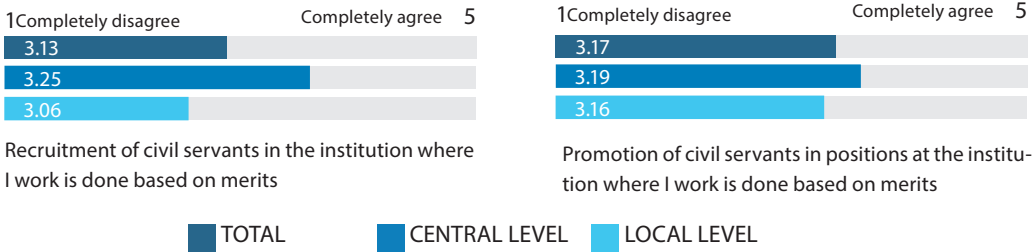
1. Seeking for higher salary
2. The lack of opportunities for development
3. Ingratitude for the work done
4. Promotions in the workplace are not transparent
5. Poor leadership
6. Professional advancement

Figure 36 - Factors affecting the decision to switch jobs in the next two years - Disaggregated by gender



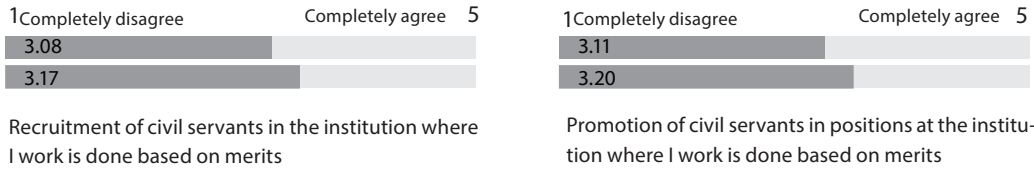
Additionally, we asked the public institutions' employees to tell us how much they agree with the statements listed in figure 37 below which are related to hiring and promotion of civil servants on a merit base. The average agreement scores on whether the hiring of civil servants is done based on merit is visibly smaller at answers from the local (3.06) than central (3.25) level. The differences are miniscule on the other statement.

Figure 37 - Perceptions recruitment and promotion of civil servants



The results based on respondents' gender are presented in figure 38 below and they show a smaller agreement score for females than males on both the recruitment and promotion of civil servants at their institutions. These perceptions may stem from their own personal experience in such cases, but the information provided here is insufficient to make a firm conclusion.

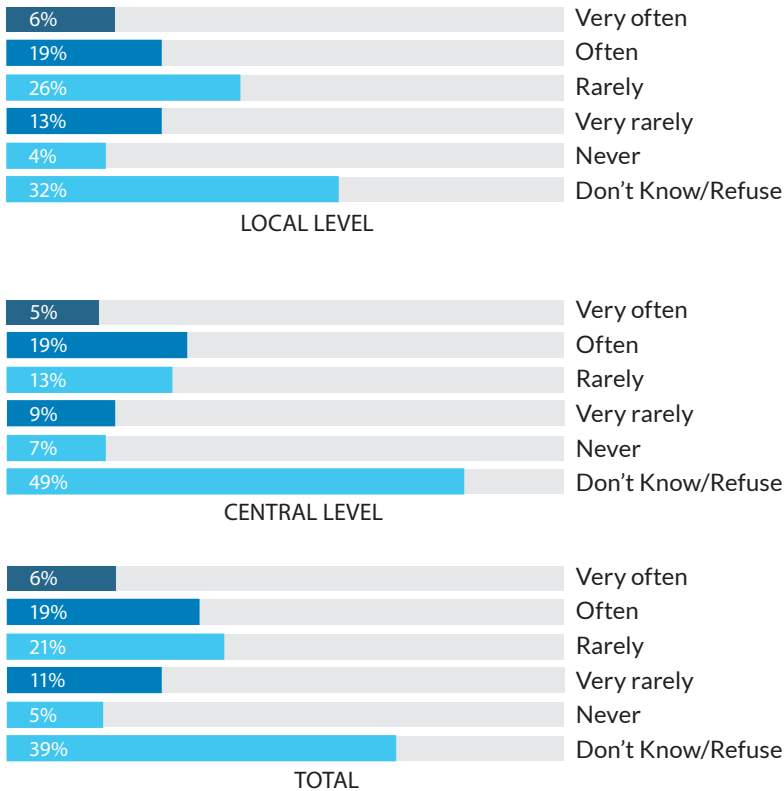
Figure 38 - Perceptions recruitment and promotion of civil servants - disaggregated by gender



CORRUPTION IN CIVIL SERVICE

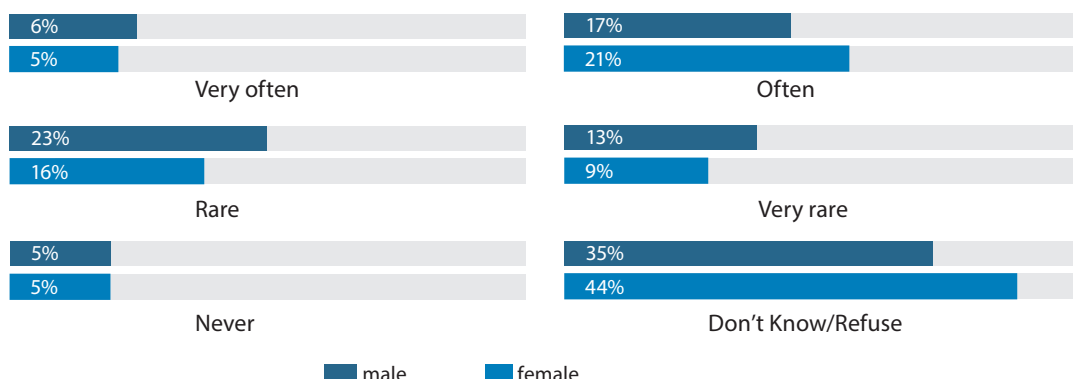
Lastly, this study devotes particular attention to the other side of the coin of integrity, namely corruption. The surveyed employees were asked on their thoughts about the frequency of civil servants' involvement in corruption scandals. A substantial part of the respondents has refused to give a concrete answer to this question, especially those who work on central level (49%) which was expected given its sensitivity. Another large portion of them, around one quarter, have answered with either 'very often' or 'often'. It must be emphasized that a smaller share of respondents from central institutions (21%) than from local ones (39%) think that civil servants are either 'very rarely' or 'rarely' involved in corruption scandal.

Figure 39 - Frequency of involvement of civil servants in corruption scandals - disaggregated by the type of institution



Female respondents have refused to answer more often than male respondents as it can be seen in figure 40 below.

Figure 40 - Frequency of involvement of civil servants in corruption scandals - disaggregated by gender



Moreover, in figure 41 below we can see that 12 percent of the surveyed employees think that the level of corruption in Kosovo’s civil service has grown. The younger employees are more likely to think that the level of corruption has declined and this tendency fades away with age as seen in figure 42 below.

Figure 41 - The level of corruption in Kosovo civil service compared to the last three years

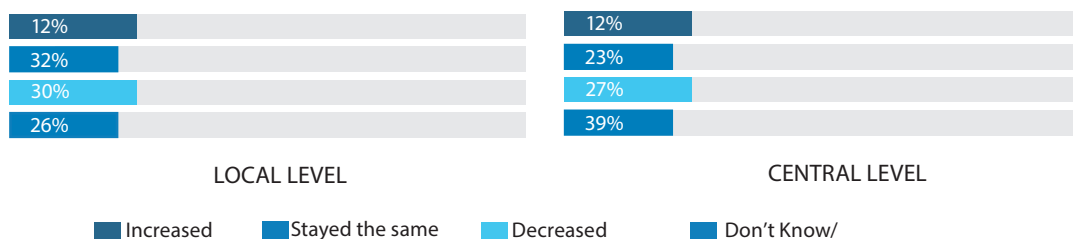
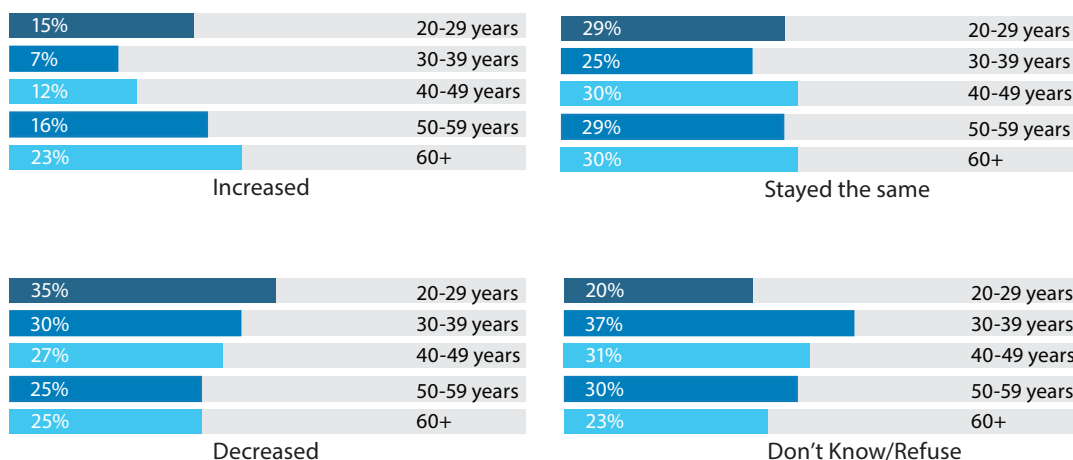


Figure 42 - The level of corruption in Kosovo civil service compared to the last three years - disaggregated by age cohorts



THE LEVEL OF CORRUPTION IN KOSOVO CIVIL SERVICE COMPARED TO THE LAST THREE YEARS FROM ALL RESPONDENTS



CONCLUSIONS

Integrity is considered as a fundamental part of an effective and qualified public administration. While this concept has been widely discussed, there exists a gap in quantitative assessments of integrity in Kosovo's public institutions. For this reason, a study by surveying 1000 officials from local and central institutions has been conducted.

This scan has revealed that public institutions' employees feel relatively well informed on the legal framework about integrity and the self-stated knowledge improves with higher educational qualifications. However, a large part of them (20%) have stated that no measure has been taken to inform the staff on the Code of Conduct. Based on the questions on their experiences with integrity at work, they have had doubts on the statement that civil servants do not misuse their official status for their personal interests. This does not come as a surprise when we consider that 33 percent of the public institution employees have witnessed at least one breach of the Code of Conduct in the past 12 months in their workplace. However, most of these violations had to do with not respecting the working hours.

Reporting the breaches of the Code of Conduct is not common for the public institution employees and this is mainly caused by the lack of belief that the institution treats these violations in a serious manner. Another significant factor may be the fact that less than half of the respondents think that they would be protected by their managers in case they spoke up. Regarding the institutional leadership, our findings show that opportunities for expressing opinions when the institution is undergoing changes are not sufficient. Additionally, there are indications that the leaders do not always offer equal opportunities for professional advancement for all the employees and that the recruitment and promotion are not always done on a merit base. A significant share of respondents (28%) are considering switching jobs in the next two years mainly because they are not satisfied with the salary they receive.

Lastly, when questions turned away from integrity and towards corruption, a large part of the respondents refused to answer in questions considered as more sensitive. A substantial share of those who answered stated that the level of corruption in the civil service in Kosovo has increased compared to three years ago.

While this study does not depict a very grave situation in the public administration, it does nevertheless show specific deficiencies as well as qualities. These findings will serve not only the citizen, civil society, but also more importantly the public administration as a starting point for its improvement and transformation into an effective and qualified institution in Kosovo.

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ABOUT FOL MOVEMENT

FOL Movement was established with the purpose of supporting an active citizenry, to increase transparency and accountability on the part of public institutions so as to contribute to good governance and prevention of corruption. In order to achieve its goals, our organization will undertake activities, such as: debates and training, conferences, seminars and round tables, publications and research, advocacy and institutional and technical assistance, monitoring of public institutions as well as mobilization and networking. Public funds expenditure, conflict of interest, negligence and institutional accountability as well as access to official information, are the main issues in FOL's activities.



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