

**CLEAR INDICATORS AND POINTERS FOR MEASUREMENTS OF THE  
ACHIEVEMENTS IN THE STATE SERVICE BASIS FOR MOTIVATED  
ADMINISTRATION**

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**ABSTRACT**

With ambiguous authorizations and responsibilities there are no precise and measurable pointers for the efficiency and effectiveness of the public administration. The authorizations and responsibilities of the administration are measurable if there is precise information supported with measurable indicators. The final result of such setting will influence the motivation of the public administration that is to say, increasing of its effectiveness and efficiency. The aim of this paper is to analyze the states regarding the measuring and the evaluation of the work of the civil servants, the procedures for evaluation and if there are clear indicators through which the achievements of the workers can be measured and their influence to the motivation of the employees in public sector. The main direction in the process of reformation of the administration in Macedonia is creation of professional depoliticized, effective and efficiently civil oriented administration in accordance to the principle parliament democracy and responsibility. Such determination means strengthening of the principle of the law ruling and working according to the law. Beside that it is necessary to strengthen the formal rules and the formal working and management to press the informal public and administrative section, culture and habits, then establishment of more flexible type of management in public administration oriented to results and aims, larger autonomy as larger responsibility in order to increase the effectiveness and the efficiency of the public administration. The significant basis for achievements of these aims is the establishment of public authorizations and responsibilities and precise indicators for measurement of the work that will influence to effectiveness and motivation of the state administration.

## **INTRODUCTION**

Pursuant to the Constitution of the Republic of Macedonia, the Law for organization of the department of the state authority represents basis of the structural setting of the state authority, defines the activity of the state departments and it will reflect towards the establishment of the authorizations that is to say responsibilities of the administration in Republic of Macedonia. Pursuant to the listed law, the departments of the state authority are the holders of the executive authority and have key role in the conduction of the policy and the implementation of the passed acts of the Assembly of Republic of Macedonia. For efficient realization of these aims, the state department should create good organizational basis and staff potential plans and action measurements to reach professional and other instructions for conduction of laws to propose measurements to the authorized department and to conduct the same. Such activities of the department of the state can be achievable and should be based to clear regulations and procedures which precisely define authorization and responsibilities through clear indicators for measurement and evaluation of the done by the civil servant. Such established regulations updated by systematic measurements for upgrading and penalties will create basis for effective working of the public administration.

Regarding the effective working of the state authority, the Government is the one which will define the way of cooperation between the state departments and gives directions and instructions for other issues which are of significance for the work of the department of the state authority. The employees in the departments of the state authority which largely compose the public administration have the authority to follow the state of the areas where they work as well as the responsibility for efficient functioning of their activity. Through the analyses of the law of organization and work of the departments of the state authority it will be seen the following of the conditions for the area, where they were based and it is continuous analytical activity of the state departments which in a way forces to be in continuous contact with the reality, especially in the direction, whether the rights and interest of the citizens and other entities effectively and efficiently are achieved as well as to detect the development necessities of the society. It represents the first indicator for prompt recognition of the necessities for change and development of the states in

corresponding areas where they were based<sup>1</sup>. Such authorization and responsibilities of the departments of the state authority are not sufficiently clear that is to say, the done does not refer to concrete activities that should be realized by the employees in the public administration. In the frames of its activity the departments of the state authority also have great responsibility in the role of the initiator for taking over certain measurements or confirmation of certain policy for solution of the issues of its activity on basis of professional analyses from the following the conditions in those areas<sup>2</sup>. Such determination causes large responsibility for those who have to make that professional analyses. In order not to get to weaknesses in that part, it should be clearly known who has to make those analyses in what way which will be the indicators that will direct to the confirmation of the real policy. The present regulation from the law for organization and work of the state authority will not contain regulations which will be able to determine the authorization and the responsibilities of the employees in the public administration nor to direct to the performance of sublegal acts which are precise indicators for following and measurement of their work. So, we cannot precisely and individually measure the investment and how efficient or inefficient as a civil servants can be.

The results of this research come from the made interview with civil servants employed at different departments at the state authority is clear that in the departments of the state authority there are no indicators for following of the quantity and the quality of the work of the civil servants. The necessity for introduction of control and measurement system of the work for civil servants is necessary in all state departments. It is especially significant to emphasize the applicability of such systems for measurement of the usability of the working hours, influences to the reduction of the expenses and at the same time usefulness for correct distribution of the human resources. Such experience has the State Institution of Statistics in Republic of Macedonia.

Also, the negative influence from the disadvantages from clear procedures which will precisely measure the done, will be felt by qualitative and responsible workers because the works have been largely performed by them and those who do not work are covered knowing that there is no way

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<sup>1</sup> Article 13, paragraph 4 of The Law for organization of the organs of the state management (Off. Gazette of RM number 58/00, 44/02 and 55/05)

<sup>2</sup> Article 13 paragraph 1 and 2 of the law for organization of the organs of the state management (Off, Gazette of RM number 58/00 44/02 and 55/05)

to prove that. It all influences the motivation of those who are dedicated to work because at the end of the month they will get the same salary as their colleagues who do not work. At the same time such establishment of criteria and indicators for qualitative working will influence the overall consideration of the capacities of the state administration how much the same have been trained and ready to reply to the given obligations<sup>3</sup>.

Regarding the setting of the system of evaluation of the civil servants<sup>4</sup> and the Form for evaluation<sup>5</sup> of the civil servants is unreal, we have incompetent evaluators and in objectiveness by the evaluators. It is all due to the fact that the self evaluation has not been introduced, no one has been honest to the oneself and the others all are not with the same qualities, so there is no self criticism. It means that the position of one side evaluation leads to non objective evaluation. In this context it is very frequent the appearance of using of the methodology “not to get into conflict because tomorrow I have to work with those or the easiest way of evaluation” I will give all is promoted although they are not even to satisfactory level”. The notice is that the process of evaluation should be understood more seriously it should be worked on the questionnaire and in the questionnaire, all precise indicators should be put which will refer to the moral grade.

It all imposes the necessity of overall change of the approach and the model of evaluation, which means that in the circle of the evaluation it should be introduced a combined system that is common evaluation, the evaluator to be evaluated by the evaluated person or workers to be evaluated by their supervisors. Especially, the evaluation would be real if the same is based on evidences and it is a system of indicators which will stand behind those grades.<sup>6</sup>

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<sup>3</sup> Respondents consider The system for human resources must secure raising of the capacities of the employees here should be range policies not just to be asked from the employees Such policies will refer of each segment for raising of the capacities.

<sup>4</sup>In the Law of state authority ( Off. Gazette of RM number 59/2000, 112/2000, 34/2001,103/200, 43/2002, 98/2002, 17/2003, 40/20003, 85/2003, 17/2004,69/2004, 81/2005, 61/2006, 36/2007, 161/2008, 06/2009, and 114/2009, 23/2010, 167/2010, 36/2011, 6/2012, 24/2012, 15/2013, 76/2010 chapter VI Evaluation of the civil servants it is made continuously in each six months in the end of one calendar year.

<sup>5</sup> Ministry of information society and administration relations Rule book by which it is managed the way and the procedure for evaluation of the civil servants ( Off. Gazette of RM number 167/2010).

<sup>6</sup> In this context a respondent stated The system of a evaluation as a basis of unreal inapplicable It is still short period from a system in which we were all equal in a system where we should admit to our selves that not each of one works with the same capacity in the public administration In The rule book for evaluation there are no indicators It should be processed on basis of clear indicators and measurable indicators So it means that we do not follow and leading of some registration when someone is given some work if that work is done in a term to have indicator so that it can be relay evaluated and grade the work At us people that higher equalities that work to have the same grade with some that have not worked on.

There is also the necessity of the processing of the hierarchy of the evaluation. It is significant to notice that very frequently the evaluation is started directly before the end term. The same is made fast and such approach will reflect to the quality of grades, the same will be given by delay and largely it will be seen for insignificant or forgotten work, largely the respondents confront problems when people are on one position by a decision and perform working task of other section or department. Then, it cannot be defined who really gives the grade.

The Law should clearly define the aim of the evaluation, whether the evaluation represents motivation or reward for effective and efficient work on basis whether someone will be taken for responsibility. It has been noted that without clear basis the clerks are evaluated negatively, if the manager wants to conduct some structural changes or has personal impatience to one who evaluates. In the procedure of evaluation if the evaluated obtains negative grade he has the right to lodge an objection<sup>7</sup>. If there is an objection the state departments forms a commission which will process the objection and will decide for the same and that is a procedure of second degree. If he is not satisfied the clerk from this commission in the departments is entitled to an appeal to the Agency for administration, so this procedure it will get third degree and the third degree procedure does not exist and there is no one for even criminal liability. Primarily, it should be taken into consideration that it is about procedure where an evaluation is made for the work of the civil servants for the period of six months and the same should be simple and practical with clear rules and evaluation criteria. When the procedure of evaluation becomes final it plans completely opposite effects additional denial and complication of the procedure. The reconsideration of the evaluation is sufficient to be conducted by the Agency of administration as an departments, by which it will be secured the right of two levels of the procedure.

The Law of civil servants contains ambiguities which refer to the procedure after the evaluation, so the same not to be processed till the end and there is left space for ambiguity and willingness

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<sup>7</sup> In paragraph 2 article 80 of the law of civil servants number 59/2000 112/2000 34/2001 103/2001 43/2002 98/2002 17/2003 40/2003 85/2003 17/2004 69/2004 81/2005 61/2006 36/2007 161/2008 06/2009 and 114/2009 23/2010 36/2011 6/2012 24/2012 15/2013(paragraph 2 of the article 80 76/2010 clear text) is given the right of objection of the civil servants who is not satisfied from the grade and that to the Commission for examining of the grade which forms the functionary who manages with departments In paragraphs (3) and (4) the authority defined the content of the Commission for examination of the grades. In paragraph 5 the authority defined term in which the Commission should decide by the objection in period of 30 days to reach decision in which the civil servants has the right to lodge an appeal to the Agency of state administration in period of 15 days after the day of its lodging.

when they are applied. Namely, the Agency when decides by an appeal of a decision of the commission for reconsideration of the evaluation, if it finds that the appeal is sustained ( the civil servants is right), it annulets the commission decision and the subject is returned to the organ for consideration of first degree and decision. At the same time it has not been confirmed what is covered by the repeated processing and decision, in what range and who will take those actions. If it is by the Commission because it is about an annulation of a decision reached by its side, it is set a legal issue whether it can reach a decision again without taking actions and to make checking, because the evaluation can be made directly by the charged civil servants. So, it is questionable how should commission act whether to resend the decision to the Agency of administration to the directly in charge state clerk (the evaluator). The dilemma appears: What if the directly in charge manager does not conduct that is to say stand behind already reached decision? What if due to the ambiguities in the legal regulations, throws the ball between the directly in charge civil servants and the commission? In this way due to positive conflict of the authorizations, the civil servants can avoid and the civil servants not be evaluated for that year or no to be evaluated for many year in a range, because there is no rule for supervision, there is no regulated an organ who will take care for legal and prompt conduction and the completion of the procedure that is to say the circle of responsibility is closed.

At the end as a disadvantage of the procedure for evaluation is that the criteria are not equal for all. It is not real evaluation, if the civil servants with different title are not graded and evaluated with the same indicators for evaluation. The evaluation should be in accordance with the title of the civil servants. The ambiguities in the law, the overall procedure for evaluation makes it unclear, which causes numerous problems, can not really evaluate the state clerks and it all results with dissatisfaction and influences the achievement of the set goals in the state service.

## CONCLUSION

The analyses of the laws as well as the interviews from the respondents point to the unique conclusion that there should be changes in the process of the evaluation of the employees, as well as the necessity of establishment clear indicators and measurable indicators for measuring of the done. The precise indicators will enable equality of all employees and at the same time those who do not work will have to be included in the work knowing that they will get a notice or fine. Such indicators will ease the process of evaluation because only with one civil servant on the computer the evaluator will see the achievements of the worker. If clear internal indicators are established, the external evaluation by the citizens will be compared to the achievements according to the internal indicators. Such way will enable to be discovered those who do not work and by that the workers will be motivated and it will influence the effectiveness and efficiency in the public section. The measurement of the work will enable the liable people in the state organs to analyze and systematize the capacities that are on the disposal of the worker, their labor will be really evaluated, especially it is important that the software documentation will preserve the copyright of the done. Also, in the Law for organization of the organs of the state management there should be present regulations that will direct to creation of clear and precise sublegal acts for effective efficient working of the departments of the public administration. It should be especially added directions in the Law for public administration which will enable sublegal acts to establish equal criteria for measurement and evaluation of the achievements of the civil servants. A significant part that should be changed is the overall procedure for evaluation of formal and material aspect. All that will enable to increase the motivation, the competition between the workers especially that by rule it is the result from the real grade and measurement of the done to be valorized with rewards or other benefits which is all continuation that is to say unbreakable part of the process of management with human resources.

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