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(CEP)**

**Project:
Strategic Planning for the PRM**

**Analysis of results of the survey on Public Officers opinion
(Self-administered)
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INTRODUCTION

This survey on public officers is part of a group of four surveys carried out by the Population Studies Center (CEP), on request of the Ministry of Interior and UNICRI, in the frame of the program “Strategic planning for the PRM”. These surveys aim to assess the opinion of the citizenship and the police itself on crime and PRM performance.

Survey on civil service workers was self-administered, and it was carried out in the cities of Maputo, Beira, Quelimane and Nampula, with the distribution shown in Table 1. From the total, three interviews were not valid, even this does not alter quality of results.

Questions are similar to those raised to police officers, in order to compare results to know if the situation in police corporation is worse, equal or better than in the civil service.

Table 1. Sample distribution

City	Scheduled interviews		Valid interviews		Difference	
	Nº	%	Nº	%	Nº	%
Maputo (city)	188	48.2	187	48.3	-1	-
Beira	76	19.5	75	19.4	-1	-
Quelimane	77	19.7	76	19.6	-1	-
Nampula	49	12.6	49	12.7	0	-
Total	390	100.0	387	100.0	-3	0.8

Among interviewed, 40.3% were females and 59.7% males. More than a half (59.7%) never were previously in another civil service sector and 35.0% are civil servants for more than 15 years. These are followed by interviewed with 2-5 years of experience (23.1%).

Work environment

To know about the work environment where the civil servants carry out their tasks, 8 statements were made to realize if interviewed agreed, was not sure or did not agree with them. Results appear in Tables 2 and 3.

Table 2. Work environment (%)

	Do not agree at all	Do not agree	Is not sure	Agree	Strongly agree	Don't know
1. Have material and equipment	16.5	37.7	8.8	31.3	4.4	1.3
2. Know what is expected from their work	2.1	6.2	19.9	48.6	19.4	3.8
3. Received acknowledgement or praise	26.6	29.7	12.9	18.9	8.8	3.1
4. Chief cares about them	9.0	11.4	25.3	40.3	13.4	0.6
5. Encourage their promotion	10.1	12.4	17.8	42.6	16.0	1.1
6. Somebody talk them about their progress	18.1	24.5	16.5	29.7	9.3	1.9
7. Feel their work is important	3.9	7.8	12.1	43.9	31.3	1.0
8. Colleagues committed with good work	4.1	10.6	24.3	44.2	16.0	0.8

Most interviewed know what is expected from the work they do and also that their work is important, but they consider to have not necessary material and equipment to carry it out. Furthermore, more than a half declare never having received acknowledgement or praise for their work, although they consider that chiefs care about them and that their promotion is encouraged. Certain contradiction seems to exist here, maybe because the way questions are formulated, or because there is not a consistent policy about these matters. Slightly more than 60% of interviewed consider that their colleagues are committed with good work, but uncertainty about this is also significant.

Table 3. Work environment (%)

	Do not agree	Is not sure	Agree	Don't know
1. Have material and equipment	54.2	8.8	35.7	1.3
2. Know what is expected from their work	8.3	19.9	68.0	3.8
3. Received acknowledgement or praise	56.3	12.9	27.7	3.1
4. Chief cares about them	20.4	25.3	53.7	0.6
5. Encourage their promotion	22.5	17.8	58.6	1.1
6. Somebody talk them about their progress	42.6	16.5	39.0	1.9
7. Feel their work is important	11.7	12.1	75.2	1.0
8. Colleagues committed with good work	14.7	24.3	60.2	0.8

Rules and regulations

To try to know if rules and regulations in public administration are simple and clear, if they are properly applied and if they failure to comply with them is punished, 9 questions were addressed, whose results are shown in Tables 4 and 5.

Table 4. Rules and regulations (%)

Rules and regulations...	Do not agree at all	Do not agree	Is not sure	Agree	Strongly agree	Don't know
1. Are in writing and well defined	6.7	12.9	20.2	46.8	10.1	3.3
2. Are simple, clear and easy to understand	4.7	13.2	14.7	51.9	12.1	3.4
3. Do not force many administrative steps	9.0	23.3	31.5	25.8	3.6	6.8
4. Are not altered very often	6.7	14.7	16.3	44.4	8.8	9.1
5. Are properly implemented	4.7	11.1	16.8	21.7	5.7	40.0
6. Violators are always punished	11.6	15.5	23.5	29.2	15.8	4.4
7. Are always strictly complied with	11.6	22.2	29.7	23.8	8.8	3.9
8. Are appropriate and serve well to the organization	4.7	15.5	28.4	36.2	11.9	3.3
9. Their violation cannot be maintained secret	6.5	14.5	18.1	40.1	18.3	2.6

Table 5. Rules and regulations (%)

Rules and regulations...	Do not agree	Is not sure	Agree	Don't know
1. Are in writing and well defined	19.6	20.2	56.9	3.3
2. Are simple, clear and easy to understand	17.9	14.7	64.0	3.4
3. Do not force many administrative steps	32.3	31.5	29.4	6.8
4. Are not altered very often	21.4	16.3	53.2	9.1
5. Are properly implemented	15.8	16.8	27.4	40.0
6. Violators are always punished	27.1	23.5	45.0	4.4
7. Are always strictly complied with	33.8	29.7	32.6	3.9
8. Are appropriate and serve well to the organization	20.2	28.4	48.1	3.3
9. Their violation cannot be maintained secret	21.0	18.1	58.4	2.6

A remarkable aspect is that most interviewed (40%) did not respond or did not know if rules and regulations are properly implemented. Questions receiving more than 50% of agreement were the following: regulations are in writing and well defined, they are simple, clear and easy to understand, they are not modified very often, and their violation cannot be maintained secret. This is somewhat contradictory with the lack of response on their proper implementation. On the question about if regulations force many administrative steps, disagreement is higher than agreement, and uncertainty is also significant. The strict compliance of the rules split the opinions in agreement and disagreement, with a high level of uncertainty. It should be noted that 21% of interviewed did not agree that violation of regulations cannot be maintained secret.

Promotions

Opinion on how promotions are processed in the different sectors is reflected in Tables 6 and 7.

Table 6. How promotions are processed in your work? (%)

	Do not agree at all	Do not agree	Is not sure	Agree	Strongly agree	Don't know
1. Are transparent	18.3	21.7	20.9	30.2	8.3	0.6
2. Are based on rules	12.7	16.3	21.7	32.0	17.1	0.2
3. Improve efficiency	8.0	13.7	20.2	40.1	17.3	0.7
4. Are beneficial for the public	4.7	11.7	24.9	38.1	18.7	1.9
5. Are based on performance	10.1	15.2	26.4	33.1	14.2	1.0
6. Are based on academic qualifications	7.2	18.1	21.2	34.6	17.8	1.1
7. Are based on family relationships	18.6	21.4	25.3	21.7	11.4	1.6
8. Are based on local links	20.2	26.9	26.1	18.6	7.5	0.7
9. Are based on political links	17.8	23.8	28.7	19.1	9.3	1.3
10. Are based in links within the department	14.2	22.0	34.4	24.3	3.4	1.7
11. Are facilitated through bribes	20.7	29.2	32.6	11.4	5.7	0.4
12. Are facilitated by sexual favor	25.1	27.1	34.9	7.2	4.9	0.8

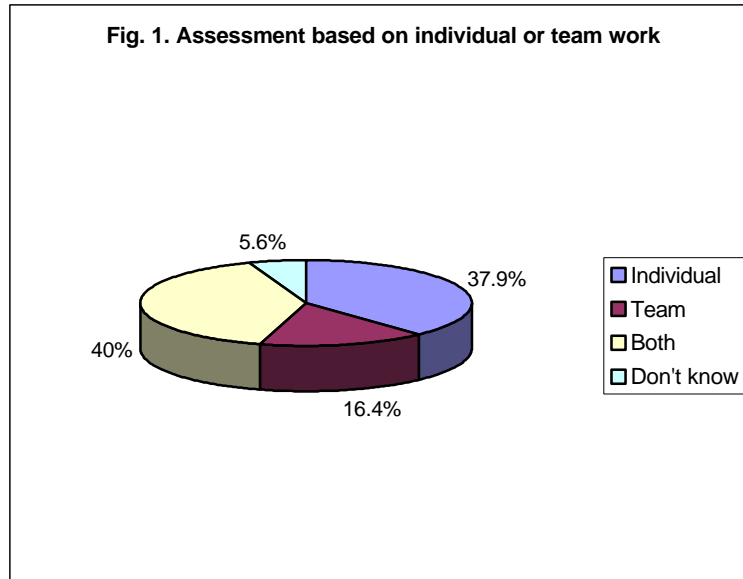
Table 7. How promotions are processed in your work? (%)

	Do not agree	Is not sure	Agree	Don't know
1. Are transparent	40.0	20.9	38.5	0.6
2. Are based on rules	29.0	21.7	49.1	0.2
3. Improve efficiency	21.7	20.2	57.4	0.7
4. Are beneficial for the public	16.4	24.9	56.8	1.9
5. Are based on performance	25.3	26.4	47.3	1.0
6. Are based on academic qualifications	25.3	21.2	52.4	1.1
7. Are based on family relationships	40.0	25.3	33.1	1.6
8. Are based on local links	47.1	26.1	26.1	0.7
9. Are based on political links	41.6	28.7	28.4	1.3
10. Are based in links within the department	36.2	34.4	27.7	1.7
11. Are facilitated through bribes	49.9	32.6	17.1	0.4
12. Are facilitated by sexual favors	52.2	34.9	12.1	0.8

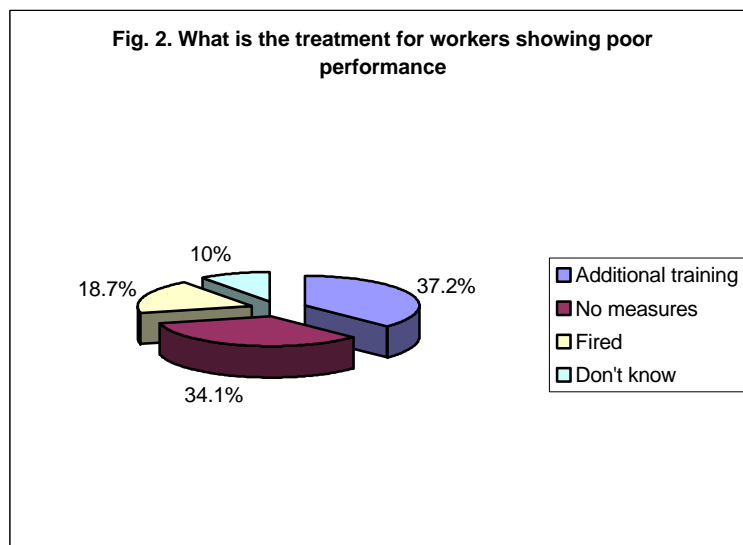
More interviewed considered that promotions in their work are not transparent. Adding those that do not consider them transparent and those who are uncertain, situation is serious. However, this seems to be in contradiction with favorable consideration for the following opinions: improve efficiency, beneficial for the public, not facilitated by sexual favors and based in worker's academic qualifications, all of them with more than 50% of agreement. How considering most of interviewed (40%) that promotions are not transparent, a similar majority (49%) consider that they are based on rules? Answers were given to reflect the reality or interviewed gave the answer they wish to be? Being a self-administered questionnaire with somewhat complex questions, there was no possibility to control this.

Assessment of work

For most of interviewed, in their departments assessment is made taking into account individual and team work (both of them), according to Figure 1. However, an almost similar percentage considered that assessment is based exclusively on individual work.



Regarding the way to deal with those showing poor performance (Figure 2), prevailing opinion is that they are subjected to additional training in the department where they work. However, a contrary opinion was shown by a very similar percentage of interviewed, which consider that their sectors do not take any corrective measures. This means that responsible people act ignoring the situation, assumption that is reinforced by the percentage of interviewed considering that bad workers are not fired.



Organization of sector/department/service

To have an idea of the existing organization in work places, some questions were addressed, and interviewed should answer if they were in agreement, in disagreement or uncertain. Results are shown in Tables 8 and 9.

Table 8. Statements on organization (%)

Statements	Do not agree at all	Do not agree	Is not sure	Agree	Strongly agree	Don't know
1. Only rules and regulations are considered	7.0	24.8	32.3	28.2	3.1	4.6
2. Chief treat us with justice	6.5	14.5	19.9	44.4	11.9	2.8
3. Public is treated with equity	5.7	16.8	24.5	39.0	9.8	4.2
4. Information can be used for self benefit	15.5	26.4	26.4	24.0	4.9	2.8
5. My colleagues are impartial	4.9	17.3	32.3	35.4	6.7	3.4
6. Public try to get solutions through the back door	14.0	20.9	32.0	24.0	6.7	2.4
7. Some people is better treated	7.2	19.6	19.4	41.3	9.8	2.7
8. I received praise from public already	10.3	18.6	20.9	34.1	12.7	3.4
9. People use to offer something to the civil servants	15.2	21.2	30.7	25.8	3.9	3.1
10. Relatives of colleagues get a better treatment	11.9	22.0	28.9	29.5	5.4	2.3
11. There is a strict control on gifts and cash payments	14.2	19.4	31.8	24.0	7.5	3.1
12. Legal procedures prevent a smooth treatment of disciplinary cases	11.6	19.1	16.3	10.6	2.1	40.3
13. Colleagues use service resources for their own benefit	16.0	22.7	34.9	16.5	6.7	3.2

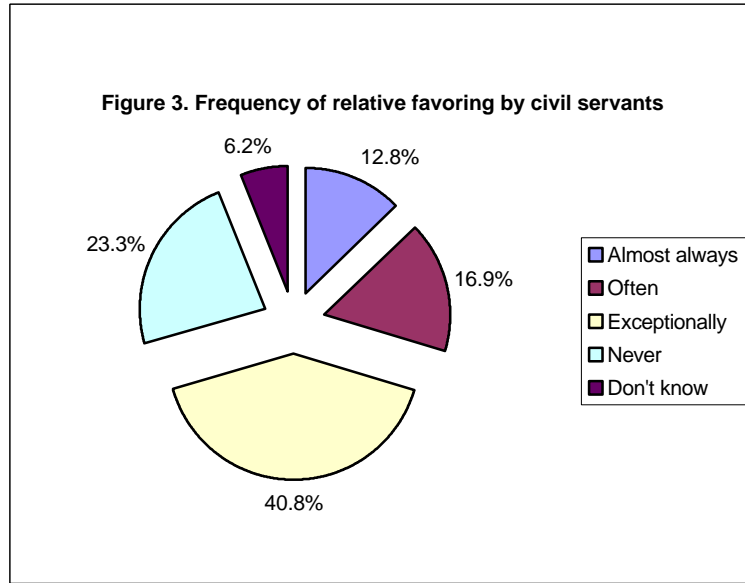
Table 9. Statements on organization (%)

Statements	Do not agree	Is not sure	Agree	Don't know
1. Only rules and regulations are considered	31.8	32.3	31.3	4.6
2. Chief treat us with justice	21.0	19.9	56.3	2.8
3. Public is treated with equity	22.5	24.5	48.8	4.2
4. Information can be used for self benefit	41.9	26.4	28.9	2.8
5. My colleagues are impartial	22.2	32.3	42.1	3.4
6. Public try to get solutions through the back door	34.9	32.0	30.7	2.4
7. Some people is better treated	26.8	19.4	51.1	2.7
8. I received praise from public already	28.9	20.9	46.8	3.4
9. People use to offer something to the civil servants	36.5	30.7	29.7	3.1
10. Relatives of colleagues get a better treatment	33.9	28.9	34.9	2.3
11. There is a strict control on gifts and cash payments	33.6	31.8	31.5	3.1
12. Legal procedures prevent a smooth treatment of disciplinary cases	30.7	16.3	12.7	40.3
13. Colleagues use service resources for their own benefit	38.7	34.9	23.2	3.2

Treatment with justice by the chief and better treatment for some people were the only two statements receiving more than 50% of agreement. Besides these, better considered statements were: public treated with equity, colleagues are impartial and reception of praise from public. The opposite is applied to statements of information use in self benefit, public using back door to get solutions, people offering things to civil servants, control on gifts and cash payments, legal procedures preventing a smooth treatment of disciplinary cases and colleagues using service resources for their own benefit. Even so, statement on legal procedures preventing a smooth treatment of disciplinary cases had a higher percentage of no response. Consideration of rules and regulations presents a balance between percentages of agreement, disagreement and uncertainty. The same happens with the fact of colleague relatives obtaining a better treatment. For all the statements, level of uncertainty is very significant, as it is always above 20%, excepting two cases.

Favoritism with relatives

As shown in Figure 3, a remarkable amount of interviewed considered usual to favor relatives, at least exceptionally. Those thinking that this never should happen are minority, only slightly above 20%.



Satisfaction with work

Concerning satisfaction of interviewed with their work, opinion appear in Tables 10 and 11. This opinion is obtained from the level of agreement with a set of statements.

Table 10. Satisfaction with work (%)

Statements	Strongly disagree	Disagree	Is not sure	Agree	Strongly agree	Don't know
1. It is better to work here than in any other institution	6.2	15.5	23.3	42.4	11.9	0.7
2. I am satisfied with my salary	30.1	39.8	5.9	11.9	1.6	0.7
3. I am satisfied with my way of work	3.4	12.4	9.0	54.3	18.3	2.6
4. Public is satisfied with my work	1.8	1.6	41.3	42.4	12.7	0.2
5. It is better to work in the public sector than in the private sector	4.7	8.5	19.6	37.7	28.9	0.6

Table 11. Satisfaction with work (%)

Statements	Do not agree	Is not sure	Agree	Don't know
1. It is better to work here than in any other institution	21.2	23.3	54.3	0.7
2. I am satisfied with my salary	79.9	5.9	13.5	0.7
3. I am satisfied with my way of work	15.8	9.0	72.6	2.6
4. Public is satisfied with my work	3.4	41.3	55.1	0.2
5. It is better to work in the public sector than in the private sector	13.2	19.6	66.6	0.6

Majority only shows disagreement, even strong, regarding their salaries. Close to 80% of interviewed declare to be dissatisfied or very dissatisfied with their income. On the other side, satisfaction is evident for the remaining questions, particularly with the way interviewed make their work. Most interviewed agree that is better to work in the public sector than in the private sector; this question can be better understood looking at the results in Tables 12 and 13, about public sector advantages. Level of uncertainty is only high regarding satisfaction of public with civil servants work.

Public sector advantages

With the answers to a series of 8 statements on public sector advantages, interviewed opinion appears in Tables 12 and 13.

Table 12. Public sector advantages (%)

Public sector advantages are	Strongly disagree	Disagree	Is not sure	Agree	Strongly agree	Don't know
1. Safe employment	2.6	3.9	10.1	51.4	31.8	0.2
2. Opportunity to study	3.1	9.6	9.8	53.0	22.5	2.0
3. Attitude to serve public	3.1	9.6	18.3	48.3	13.7	7.0
4. Acquisition of high social status	8.0	20.9	30.5	27.9	10.6	2.1
5. Opportunity to help relatives and friends	12.1	36.2	20.9	25.1	4.9	0.8
6. Access to non official and semi-official funds	22.5	38.0	29.2	6.7	0.8	2.8
7. Opportunity to get contacts and information	9.6	26.1	26.9	27.9	8.0	1.5
8. Few opportunities outside the public sector	8.0	24.8	26.6	29.2	9.8	1.6

Table 13. Public sector advantages (%)

Public sector advantages are	Do not agree	Is not sure	Agree	Don't know
1. Safe employment	6.5	10.1	83.2	0.2
2. Opportunity to study	12.7	9.8	75.5	2.0
3. Attitude to serve public	12.7	18.3	62.0	7.0
4. Acquisition of high social status	28.9	30.5	38.5	2.1
5. Opportunity to help relatives and friends	48.3	20.9	30.0	0.8
6. Access to non official and semi-official funds	60.5	29.2	7.5	2.8
7. Opportunity to get contacts and information	35.7	26.9	35.9	1.5
8. Few opportunities outside the public sector	32.8	26.6	39.0	1.6

According to interviewed opinion, the main advantages of public sector are the safe employment, possibility to study and attitude to serve the public. Access to non-official and semi-official funds was the most rejected statement, followed by the opportunity to help relatives and friends. The remaining showed a division between disagreement, agreement and uncertainty.

Quality of service rendered

Opinion on quality of service rendered appears in Tables 14 and 15.

Table 14. Quality of service rendered (%)

	Strongly disagree	Disagree	Is not sure	Agree	Strongly agree	Don't know
1. Excellent quality	6.7	20.9	23.8	36.7	8.5	3.4
2. Services rendered based in formal rules	19.6	49.6	15.0	11.9	2.6	1.3
3. Better quality than private sector	8.5	22.0	36.4	24.5	7.0	1.6
4. Everybody get the same quality of service	5.9	25.6	26.6	33.3	6.2	2.4

Table 15. Quality of service rendered (%)

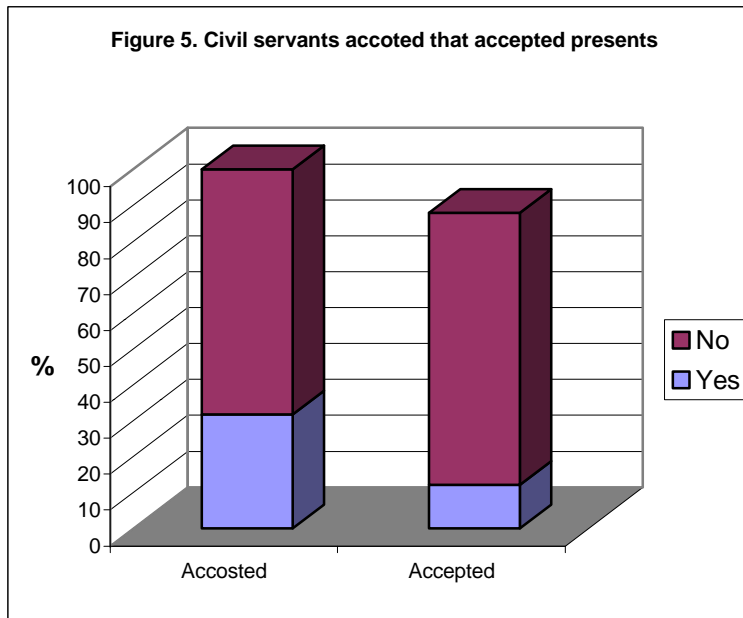
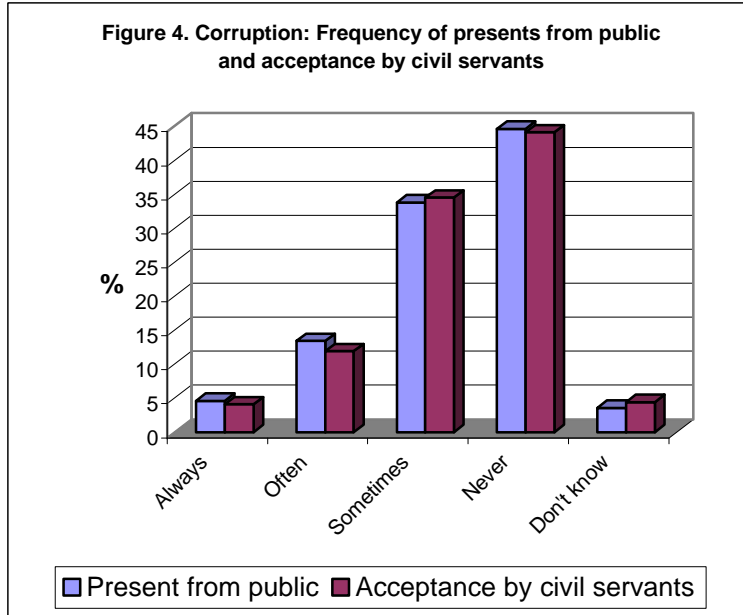
	Do not agree	Is not sure	Agree	Don't know
1. Excellent quality	27.6	23.8	45.2	3.4
2. Services rendered based in formal rules	69.2	15.0	14.5	1.3
3. Better quality than private sector	30.5	36.4	31.5	1.6
4. Everybody get the same quality of service	31.5	26.6	39.5	2.4

According to most of interviewed, quality of services rendered is excellent, but they are not provided based in formal rules. Comparison with quality of services in the private sector is very divided, prevailing the uncertainty. For approximately 30% of interviewed, not everybody receive the same quality of service.

Frequency and acceptance of presents

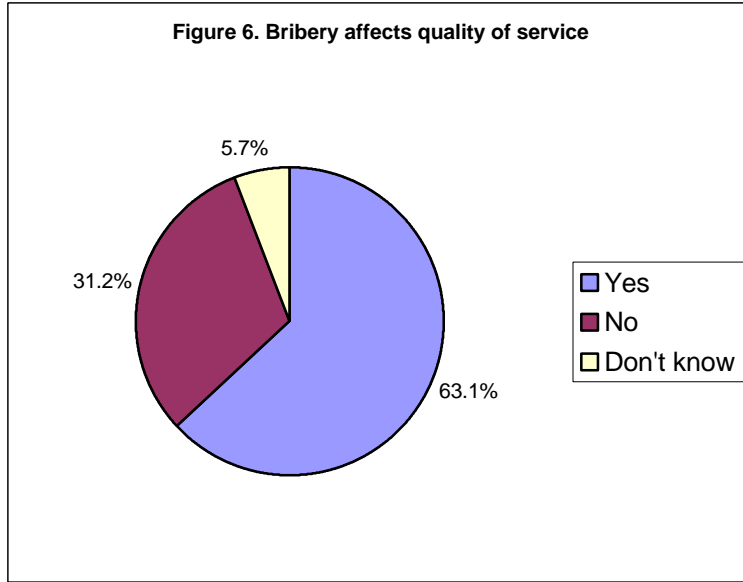
Looking at Figure 4, it is evident that prevailing opinion is that public never makes presents and that civil servants never accept them. However, a significant number admit that sometimes this happens. Adding together sometimes and often, it is verified that civil servant corruption is quite high, above 45% of presents and acceptances. Even so, it is not a permanent practice.

This situation is more evident looking at Figure 5, where 31.9% of interviewed declared to have been accosted. Out of this percentage, 12.1% admit their acceptance of the present.



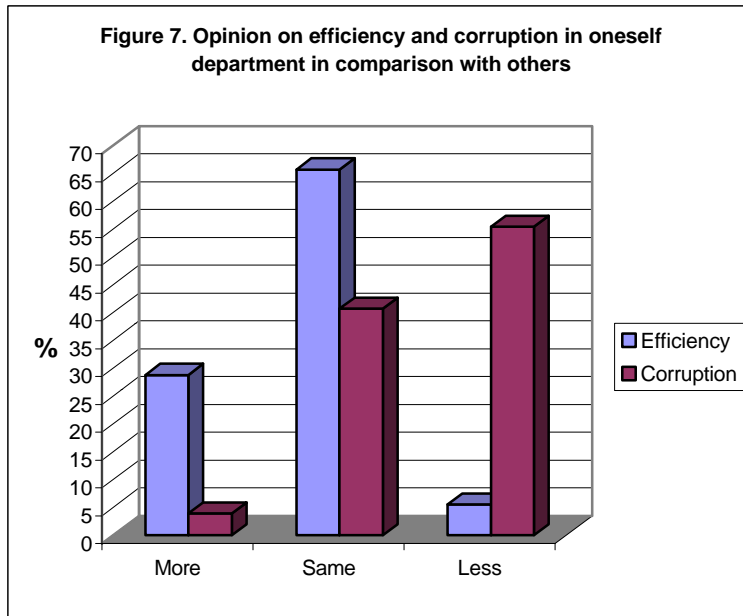
Bribery and quality of service

According to that observed in Figure 6, more than 30% of interviewed consider that bribery does not affect quality of service, which means that this practice is considered as normal by a very significant number of civil servants. This is more worrying when this opinion is compared to those that having been accosted by somebody to make them a present, accepted it (31.8%).

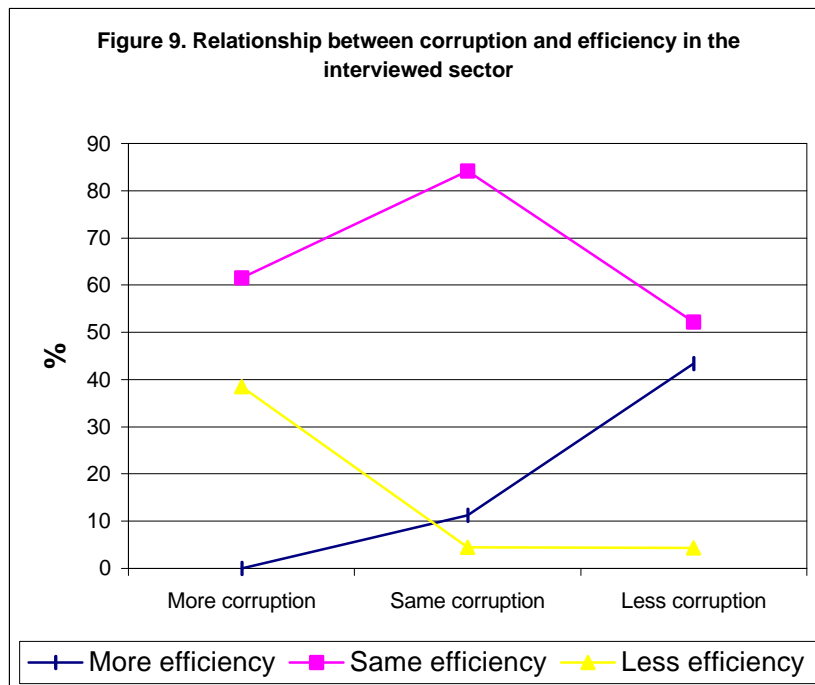
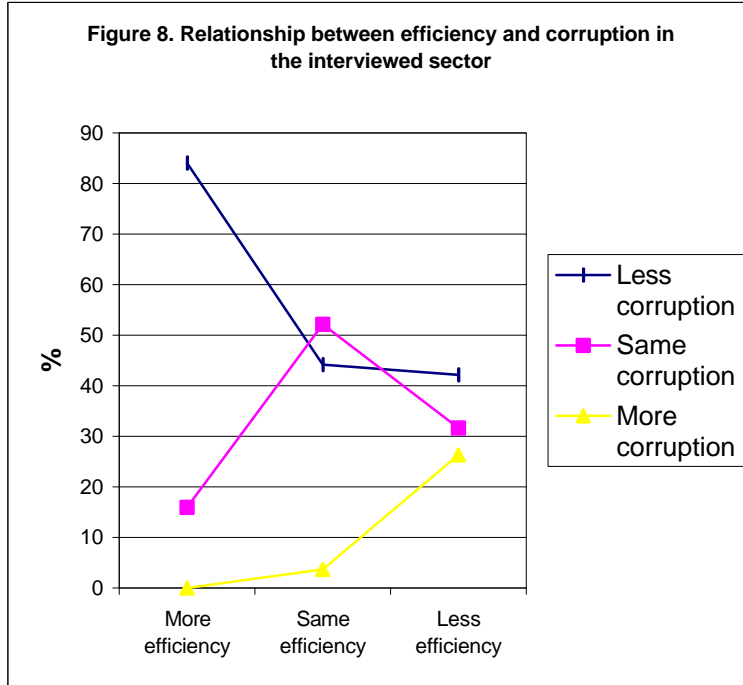


Efficiency and corruption in the area of work

Civil servants interviewed consider that their department is as efficient (61.6%) or more (27.1%) than the others, while corruption is the same or lower (Figure 7).



Figures 8 and 9 show the relationship between efficiency and corruption in oneself area, comparing them with other departments. It is evident that efficiency increases as corruption decreases.



Most of interviewed do not consider themselves protected to report on corrupted colleagues, even they know where to put that claim. This is worsened because the high number of people that do not know where to put the claim (Figure 10).



Illegal behavior

Opinion on if certain illegal behaviors are acceptable or not (Table 16) present result revealing that interviewed are aware of the significance of those behaviors and know that they are not acceptable. Even so, this does not mean that they do not practice them. This was the opinion stated by more than 70% of interviewed for 14 out of 17 behaviors considered. Only “*keep money that do not belong me*”, “*receive gifts from public*” and “*self-defense homicide*” were behaviors considered as not acceptable by less than 70% but by more than 50% of interviewed. Only “*keep money that do not belong me*” reached a percentage of 10% of being always acceptable.

Table 16. Illegal behaviors (%)

Behaviors	Not acceptable	Sometimes acceptable	Always acceptable	Don't know
Ask for funds to which is not entitled to	79.3	12.9	1.6	6.2
No payment of taxes	75.2	11.1	8.5	5.2
Purchase of stolen objects	88.1	7.2	1.6	3.1
Keep money that do not belong me	64.9	21.4	9.6	4.1
Lie in self benefit	78.6	16.0	2.1	3.3
Acceptance of cash payments	75.5	13.2	8.5	2.8
Do not report damages caused to a parked vehicle	79.6	10.9	4.9	4.6
Threats to civil servants	79.3	14.5	3.4	2.8
Throw garbage in public places	88.1	6.2	3.4	2.3
Commit offenses to benefit relatives	83.7	12.1	1.6	2.6
Receive gifts from public	55.0	37.0	5.4	2.6
Let family links to determine admissions	79.8	14.0	3.1	3.1
Give employment to those accepting bribery	84.5	9.3	3.1	3.1
Homicide in self-defense	62.5	26.9	8.0	2.6
Offer something to the traffic police	74.4	17.1	5.2	3.3
Official case processing in exchange of gifts	81.7	12.4	2.6	3.3
Irregularity tolerance in exchange of bribes	81.7	12.9	3.4	2.0

Report on colleagues

More than a half of interviewed declared that they would report on colleagues or higher rank officers. However, this question had a very high percentage of no responses (between 16.0% and 16.5%).

Understanding of corruption

To try to know what is the understanding civil servants have on corruption, 11 behavior were described to know if interviewed agreed or not with them, or if they were not sure. Results appear in Tables 17 and 18.

Table 17. What is corruption (%)

	Strongly disagree	Disagree	Is not sure	Agree	Strongly agree	Don't know
1. Behavior must be illegal to be corruption	14.2	22.2	15.2	31.5	14.7	2.2
2. Sometimes it is justified to put aside procedures	8.3	22.2	28.9	32.0	3.4	5.2
3. Something made with good intention is not corruption	9.3	19.1	18.9	38.8	11.9	2.0
4. Governments can hold small thefts	38.8	37.7	12.7	6.7	1.6	2.5
5. You cannot call corruption something that everybody make	22.3	27.5	18.4	25.1	4.4	2.3
6. Private companies can offers gifts to civil servants	13.2	24.0	20.2	33.3	6.5	2.8
7. It is not worthy to report corruption	21.7	32.6	12.9	21.7	9.0	2.1
8. Who reports corruption ends suffering	4.7	10.3	15.5	44.7	23.0	1.8
9. Many corruption practices are trivial	13.4	28.9	17.8	27.9	9.0	3.0
10. I don't know where to report corruption	10.9	37.0	17.1	21.2	10.6	3.2
11. People reporting on corruption are agitators	33.6	41.1	13.4	5.4	4.1	2.4

Table 18. What is corruption (%)

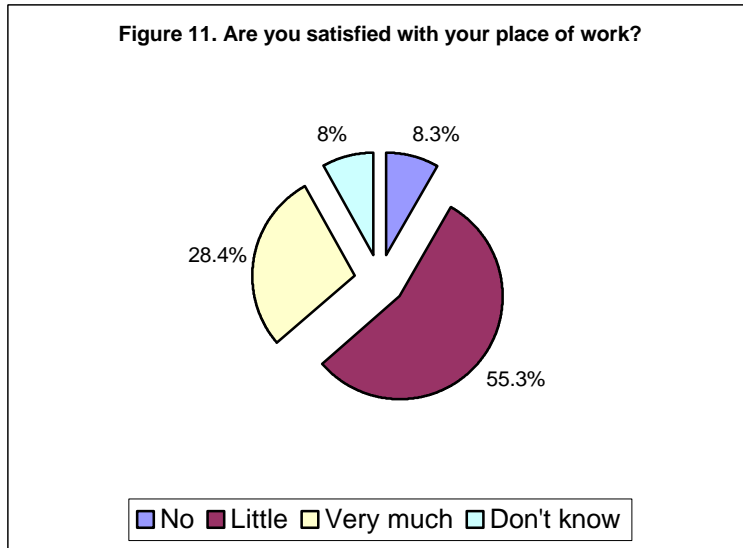
	Do not agree	Is not sure	Agree	Don't know
1. Behavior must be illegal to be corruption	36.4	15.2	46.2	2.2
2. Sometimes it is justified to put aside procedures	30.5	28.9	35.4	5.2
3. Something made with good intention is not corruption	28.4	18.9	50.7	2.0
4. Governments can hold small thefts	76.5	12.7	8.3	2.5
5. You cannot call corruption something that everybody make	49.8	18.4	29.5	2.3
6. Private companies can offers gifts to civil servants	37.2	20.2	39.8	2.8
7. It is not worthy to report corruption	54.3	12.9	30.7	2.1
8. Who reports corruption ends suffering	15.0	15.5	67.7	1.8
9. Many corruption practices are trivial	42.3	17.8	36.9	3.0
10. I don't know where to report corruption	47.9	17.1	31.8	3.2
11. People reporting on corruption are agitators	74.7	13.4	9.5	2.4

On the understanding that interviewed have about corruption, it is observed that some procedures have agreement and disagreement opinions very divided. This happens, for example, with “private companies can offers gifts to civil servants” and “many corruption practices are trivial”. There is a contradiction between more than 50% of interviewed disagreed on “it is not worthy to report corruption” and more than 60% declaring that “who reports corruption ends suffering”. This means that according most of interviewed corruption should be reported, but those reporting will be somewhat punished. Higher disagreement indexes are observed for “governments can hold small thefts” and “people reporting on corruption are agitators”.

Out of the 7 actions to fight against corruption, 6 received agreement from more than 70% of interviewed. Only “Forum of citizens” received less than 45% of agreement. This reveals that interviewed still do not believe in civil society strength.

Satisfaction with place of work

Satisfaction with place of work is not very high (Figure 11), as more than a half of interviewed declared to be little satisfied, versus 28% accepting to be very satisfied. Reasons adduced are very different, but the more prevailing are low salaries and lack of conditions and incentives.



However, most of interviewed declared their pride for being civil servants (Figure 12).

