

# ROMANIAN PUBLIC SERVANTS ON PUBLIC ADMINISTRATION REFORMS

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## Abstract

The present paper tries to assess the public administration reforms based on the opinions of public servants – the ones in charge with the actual implementation of the reforms.

In November 2007 a mail survey was done in Romanian PA institutions. The opinions showed the necessity of the administrative reforms is accepted mainly as a request of the European Union. The way in which reforms were done is seen as a strenuous process, characterized by low coherence, with many changes of focus and done mainly through enacting new legislation over and over, which led to over-regulation.

De-centralization (financial and managerial) has still a long way to go, legislative improvement also (especially streamlining rules and procedures), citizens/community is not seen as a real partnership.

More optimistic answers are regarding the functioning of local institutions (especially along the organizational culture dimension), which are seen as functioning very well in the context of reforms (a cautionary note should be made – loyalty or subjectivity may have lead to such answers).

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## 1. Introduction

There are many ways in which the reform process can (and is) defined. Thus, the first action that is required when attempting to define the term „reform” is to clearly define the terms we use; we will focus our attention upon three main concepts: reform itself (seen as a process), reform trajectory (the route taken by the reform, the pattern of the different actions that represents the reform process) and reform evaluation model (how do we know that a reform effort is successful). This paper will discuss mainly the last notion.

Any reform process, in any field of activity, can be considered as a change effort, a long term, planned, incremental (as opposed to revolutionary) and systemic change effort. Reform „...is not about total innovation but about remodelling something that already exists” (Pollit, Bouckaert, 2004:29).

The reform process is not a goal by itself but a means to reach a goal/set of goals. It is a complex process that unfolds over a long period of time and represents an attempt to alter the way in which the systems functions in the present. „The administrative reform (...) is a subcategory of all the administrative policies and not a separate and distinct class of technical efforts” (Ingraham, 1997:326). In other words, it is a multi-dimensional process that includes, apart from strictly administrative efforts, political, economic, legal and managerial changes.

Reform takes place at various levels. Halligan differentiates between first rank (adapting and improving of the accepted practices), second rank (implementing new methods) and third rank reforms (changes in ideas, including those regarding the general objectives and the systems action framework) – Pollit, Bouckaert, 2004:30. According to Paul C. Light (Light, 1997) all these processes can be grouped in 4 main types of reform:

1. **Scientific management**; an approach that encourages specialization within a rigid hierarchical structure, with a high level of formalization and a well defined command structure. **The purpose of the reform**: efficiency. **The basic principles**: specialization and co-ordination.
2. **Waste management**; emphasizes the value of inspections and inspectors, audits and evaluations. **The purpose of the reform**: economy. **The basic principles**: control, evaluation of the results.
3. „**Watchful eye**”; emphasises openness and transparency as the main values of the administrative system. More than that considers that clients are crucial and it encourages an open, friendly climate – the results of a democratic leadership style. **The purpose of the reform**: fairness in what concerns the treatment of both clients and employees. **Basic principle**: “democratization” of the workplace.
4. „**Liberation management**”; this approach is pure management, emphasising autonomy (including that of the local authorities) and inserting practices previously reserved for the private sector into the functioning of the public institutions. **The purpose of the reform**: performance. **Basic principles**: personnel evaluation, project evaluation, performance evaluation are managements’ main activities.

As we have seen, the reform process is not an ordered activity, nor is it a pure strategic planning approach. If we analyze closely Light’s model we observe that it

underlines three characteristics of any reform process:

- Reform is not a unified and ordered process (it includes efforts on many levels and in many fields of activity)
- Even if any reform is a planned change (to some degree) we do not have a strategic plan (not a coherent one over extended periods of time, the route of any reform being influenced by endogenous and exogenous factors)
- The continuity, shape and pace of any reform are influenced by the demands of the moment, the importance of various criteria at any given moment in time.

According to Light this fluctuation is more visible in the last decades, when the pace of life has quickened and the framework of any reformist acts changes rapidly. As a result, Pollit and Bouckaert suggest that we approach the concept of reform at a more general level and not go into very specific details. They suggest (Pollit, Bouckaert, 2004, chapter 4) that there are only two main aspects we have to discuss: **WHAT** kind of process are we talking about and **HOW** does it work.

When we analyze the **WHAT** we refer to the following dimensions financial, human resources, organization and performance measurement systems; all these characteristics can be grouped into two categories: structure/processes and performance/results. The combinations of these factors create various types of reform.

When we refer to **HOW** we analyze three elements: the direction of the reform (or the placing of the change agent within the administrative system – it basically refers to the level of involvement of the local authorities); the legal factor (do we create new organizations and laws to implement the reform or we use what we have) and the intensity of the reform (its pace, rhythm and diligence with which the new measures are implemented).

Up until now we discussed about the reform seen as a process, about its shape, trajectory and pace. The last concept that we have to analyze, as stated at the beginning of this paper, is reform evaluation. Considering all the theoretical models that are in use nowadays, we chose to evaluate the reform process itself and not focus on its results. We analyze the structure, the actions and actors involved in the administrative reform in Romania using a seven dimensional model (presented bellow). This choice was motivated by the many problems that arise when one tries to evaluate the results of such a complex process: inevitably you have to measure those results, at least in terms of degrees of success. Objectivity is –often- the smaller part of such an endeavour.

The research in the field of public administration reforms is still a project under construction. There is fragmentation at many levels.

From the theoretical point of view we have different approaches, from traditional public administration to modern organization theory, from public management to institutional theories (economic, sociological and even historical).

Methodological fragmentation is another point. Many studies are single or multiple case studies (either about policies or agencies), making generalization very difficult. Survey methods are posing other type of problems. Population surveys are often done in other purposes than public administration research (Bouckaert, Van de Walle and Jarl K. Kampen, 2005) - we might have sociological, political or policy support surveys – making the interpretation of data more difficult. Choosing the population

of the surveys might be very different: should it be citizens, the public servants or the heads of institutions? Citizens are supposed to be the beneficiaries of reforms, but can they explain more than the way in which they feel the effects of the reforms? Do they know enough about the reform process in order to give us a general view of the reform or just only on the aspects that are affecting their day-to-day life? Public servants or the heads of institutions are those in charge with the implementation of the reform (especially the latter), but objectivity is a serious issue (especially for the heads of institutions).

The purpose of research may be very different from one study to another. We might find descriptive researches, focused more on the way in which reforms were done, evaluative ones, trying to assess the effects of the reforms and (few) explanatory studies, trying to find relationships between the way in which the reforms were done, their effects and economic, social, political and institutional factors.

## **2. Methodological aspects**

We tried to group the reform measures into 7 dimensions:

1. Financial de-centralization
2. Managerial/administrative de-centralization
3. Legislative improvement
4. Human resources development
5. Customer relations
6. Co-operation with the community
7. Organizational culture

For assessing the results we asked several questions on each item (some of them were used in two dimensions) as follows:

Dimension 1 Questions R6.9, R6.12-13, R7.2 (see the annexed questionnaire);

Dimension 2 Questions R6.4, R6.8, R6.10-11, R7.18-19;

Dimension 3 Questions R5.12-13, R7.3;

Dimension 4 Questions R6.2, R6.5, R6.7, R6.15-17, R7.11;

Dimension 5 Questions R6.3, R7.15;

Dimension 6 Questions; R6.14, R7.16-17;

Dimension 7 Questions R7.4-10, R7.11-14.

We used a mail survey. In order to increase the response rate a self-addressed envelope was sent. The research took place in November, 2007.

The sampling procedure had three stages: in the first, we selected the type of institutions we needed. Five different types of public institution were identified

- 1- Public Finances Agency, county branches;
- 2- County Councils;
- 3- Employment and Social Protection Agency, county branches;
- 4- Prefectures;
- 5- City Halls.

In the second stage we selected the institutions: we selected all the institutions 1, 2, 3 and 4, 42 of each. For City Halls selection was based on the size of the settlement:

we took all the county seats and randomly chose among medium and small sized towns and villages.

In the third stage public servants in each institution were selected at random.

The total number of questionnaires sent was 1644. We received 970 completed questionnaires, the response rate being 59%. The smallest response rate was in the case of city halls, 50.9%, the greatest in the case of county councils, 69.84%.

Socio-demographical characteristics of the sample:

Gender: 66.1% female, 33.9% male;

74.1% street-level, 21% are holding management positions<sup>1</sup>, 2.9% other types of jobs;

23.5% have less than 5 years of work experience in the institution, 29.6% from 5 to 9 years, 28.8% from 10 to 15, 18.1% more than 15 years of work experience;

20.0% have graduated from high-school, 43.7% hold a bachelor degree, 33.4% a master degree and 0.4% a PhD degree;

15.9% have a degree in Law, 41.0% in Economics<sup>2</sup>, 21.6% Engineering, Socio-Humanistic 7.1%, Other 8.6%.

### 3. General views about the reforms

As a general opinion about the direction of the reforms we asked the following question: *In Romania after 89 do you think that the changes that occurred in PA were in the right direction?*

The results are showing that the majority of the public servants - 78.29% - are thinking that the direction of the reforms was right, only 12.59% thinking that the direction is wrong.

The period in which changes (we took the intervals between two elections) were the most significant is considered to be the last three years by 55.93% of the respondents. Interesting enough, 1990-1992, in which democratic institutions were created, is ranked low, also 1996-2000, the period in which negotiations with EU started.

**Table 1:** Most significant periods of change

Period	% in which changes were considered most significant
1990-1992	4.60
1992-1996	3.75
1996-2000	9.2
2000-2004	19.98
2004-	55.93

The reforms were initiated primarily at the request or the pressure of the EU (63.37% of the answers), political parties (16.37%), interest groups (9.89%) and

<sup>1</sup> The National Agency for Public Servants' 2004 Report provides for the entire body of public servants of 10.71% holding a managerial position

<sup>2</sup> The Public Finance Agency almost employs only people with a degree in Economics, leading to an over-representation in the sample.

citizens (9.54%) playing a secondary role. Mass-media (0.82%) plays a very small role regarding the initiation of reforms, showing a very small belief in the power of the press. The prominent role played by the EU (mainly after the negotiations for enlargement started in 1998) is demonstrating a specific characteristic of the reforms: they occurred less as a domestic will; Romania, as many Central and Eastern European Countries was “driven to change” (Dimitrova, 2004).

When asked about some characteristics of the PA reforms<sup>3</sup> the mean of the answers was:

**Table 2:** Characteristics of the PA reforms

Question	Mean
1. The reforms made sense	3.64
2. The reforms were efficient	3.28
3. Each new ministry came up with a new reform plan	3.53
4. The citizens benefited little from reforms	3.48
5. The reform attempts were too little explained	3.74
6. The reforms are influenced by the political factor	4.39
7. The reforms are influenced by the economic factor	3.52
8. Those in charge of the reforms are not real professionals	3.44
9. The employees oppose the reform plans	2.34
10. There are misunderstandings between the government and the local administration	3.14
11. The reform efforts were not coherent	3.53
12. The legal framework is too complicated	4.45
13. The laws are not enforced	3.29

For many of those questions the mean is close to the centre (3.00), showing a moderate agreement with the statements above. We can see that while the reforms made sense, they were less efficient. The reforms efforts were not coherent, the attempts too little explained, each ministry came with a new plan and those in charge with implementation were not real professionals. The employees did not oppose the reform plans (in here we might find some subjectivity).

The political factor was very important in drawing reform plans, the economic factor being also significant. The public servants are convinced that the legal framework is too complicated (we have here the statement with the higher degree of agreement) and a moderate agreement about the fact that laws are not enforced. In the end citizens had only little benefits from the reforms.

<sup>3</sup> To what degree do you agree with the following statements regarding the reforms in your field of work?, ranging from 5 – total agreement to 1 – total disagreement

## 4. The reform measures

### 4.1. Financial de-centralization

We tried to see how the financial de-centralization is perceived in the case of the following institutions:

- 1) Public Finances Agency
- 2) County Council
- 3) Employment and Social Protection Agency
- 4) Prefecture
- 5) City Hall

**Table 3:** Financial de-centralization

Statement/Type of institution	1	2	3	4	5	Total
Increased access to the organization's own incomes	4.55	4.30	4.54	3.26	4.45	4.37
Greater autonomy in collecting the local revenues	4.42	4.43	4.93	3.45	4.43	4.44
Greater autonomy in using/spending the funds	4.22	4.54	4.28	3.51	4.40	4.27
Our main problem is funding	4.01	3.93	3.25	3.61	3.94	3.76

We can see that we have an increased access to the organization's own incomes, a greater autonomy in collecting local revenues and in using the funds. The Prefectures, which have few sources of revenue of their own and are under a tight control from the Ministry of Interior and Administrative Reform are an exception.

Funding seems to be still an issue. Public servants from the Public Finance Agency are complaining the most (isn't this ironic?) and local public administrations (counties and cities), which, even if funding increased significantly in the last years, have to deal with major infrastructure projects meant to solve problems that were not addressed in the last 20 years.

### 4.2. Managerial/administrative de-centralization

We have in here several possibilities, ranging from new managerial approaches to inter-governmental relations.

**Table 4:** Managerial/administrative de-centralization

Statement/Type of institution	1	2	3	4	5	Total
The activity is based upon strategic planning	3.63	3.40	3.14	3.57	3.43	3.43
Streamlining of rules and procedures	3.11	3.00	2.85	3.26	2.92	2.99
Flattening of the hierarchical structure	2.63	2.73	2.69	2.83	2.83	2.74
Greater decision making autonomy	3.31	3.04	3.03	3.21	3.20	3.18
The relationship with partner organizations is adequate	4.27	4.24	4.56	4.00	4.15	4.27
The relationship with the central administration is adequate	4.48	4.15	4.30	4.00	4.32	4.31

The adequacy of inter-governmental relations is supported by most of our respondents, with partner organizations, as well as with the central government.

Strategic planning seems to be quite present in the life of Romanian PA. Still, the moderate agreement with the statement should be taken cautiously. Ministries have strategies, also many local public administrations developed strategies. Still, there are no clear indications that ministries' strategies are more than statements of intentions or that many of the local strategies were not made only to allow local public administrations to compete for European funds. The quality of the strategic planning process in Romania (at least for the few cases in which was transparent) seems to be low.

The hierarchical structure and the rules and procedures are still barriers for managerial or administrative de-centralization. The Romanian PA is still very hierarchical and with a strong emphasis on rules and procedures, which may explain the moderate agreement upon a greater decision-making autonomy.

### 4.3. Legislative improvement

Like in other European countries, in Romania the administrative reform is seen mainly as enacting new laws and regulation (Verheijen, 1998). Only in 1996-2006 in the field of public administration 299 laws, ordinances and government decisions were adopted, many of them only to modify previous ones (sometimes after a very short period of time).

**Table 5:** Legislative improvement

Statement/Type of institution	1	2	3	4	5	Total
The legal framework is too complicated	4.48	4.31	4.53	4.47	4.39	4.45
The laws are not enforced	3.14	3.21	3.41	3.51	3.26	3.29
The relevant laws are easy to apply	2.61	2.76	2.71	2.69	2.76	2.71

We can see that, as a result, public servants from all the institutions in our survey, considered that the legal framework is too complicated and, as a result, not so easy to be applied or enforced.

### 4.4. Human resources development

Human resources are the key for the well-functioning of the PA. From the very start of the reforms several measures were targeted to the development of a professional corps of public servants, from depolitization of the service, to training and evaluation.

**Table 6:** Human resources development

Statement/Type of institution	1	2	3	4	5	Total
Training programs were organized	3.43	3.54	3.17	3.59	3.89	3.58
Human resource planning exists	4.02	3.65	3.85	3.79	3.84	3.86
Individual performance evaluation system were implemented	3.85	3.78	3.76	3.69	3.89	3.83
The competence level of the employees increased	2.89	2.62	2.50	3.05	2.83	2.78
The influence of the political factor decreased	2.76	2.76	2.99	3.06	2.86	2.88
Promotion depends on work experience	3.43	3.54	3.17	3.59	3.89	3.58
The corruption level increased	2.48	2.47	2.48	2.22	2.32	2.43



The results are showing us a pessimistic view over the competence level of employees. While we have a human resource planning, we have training programs and individual evaluation systems implemented we expect to see an increase in the competence level. It is a strong possibility to have all these at a formal level (case in which we can explain why promotion is based on work experience). Other factors that may impede on the general level of competence are: a quite strong rate of fluctuation of personnel (mostly explained by the better payment offered in the private sector), a decline in the quality of the education and the fact that for many agencies and local public administrations the size of the organizations grew significantly leading towards hiring less-qualified (and not experienced) personnel.

The influence of the politics seems to be still high, even after 10 years of attempts to lower its role. It is highly known that while the heads of local agencies' branches are supposed to be public servants without political ties in fact they are appointed and dismissed on political basis. The same is true for prefects and for some high-ranking jobs in the local public administration.

On a more optimistic note, the level of corruption is considered to be diminishing. Still, Romania is perceived as having the most corrupt government in the European Union.<sup>4</sup>

#### 4.5. Customer relations

We already saw that citizens had too little influence in promoting new reforms. One main focus of the public administration reforms is on citizen as a client, either by measuring client satisfaction in order to assess the opinion of all the clients or by hearing their voice as individuals.

**Table 7:** Customer relations

Statement/Type of institution	1	2	3	4	5	Total
Client satisfaction measurement systems were implemented	3.08	2.96	2.34	3.21	3.33	3.04
The clients are influential in the functioning of the organization	3.44	2.85	3.32	2.84	3.43	3.31

The results are showing a moderate orientation towards the customer. Also we have strong differences between institutions due to the very different nature of their customers. We can see that Public Finances Agencies are more concerned with individual clients (taxpayers), county councils are less concerned because they have little contact with citizens, working more with other local public administration institutions, Employment and Social Protection Agencies which are working with retired or unemployed persons are less concerned about clients as a whole and more about individuals, the prefectures about clients as a whole and the city halls (which have the greatest number of clients) are the most concerned at all chapters.

<sup>4</sup> Transparency International computed for 2007 in the case of Romania a Perceived Corruption Index of 3.7 (10 meaning no corruption) – the worse for a member of EU. The average for EU is 6.51.

A cautionary note should be made about the implementation of client satisfaction measurement systems. The authors are aware about a very small number of public institutions that are really concerned about measuring client satisfaction. Many of the subjects that claimed to have implemented a measurement system are not aware about how such a system should look like and is possible that they had mistook some concerns or measures taken in this area for a real system.

#### 4.6. Co-operation with the community

The community is another important factor for public administration. Communities should be involved in the activity of the public administration (including decision-making) and may have an influence as public opinion or through media.

**Table 8:** Co-operation with the community

Statement/Type of institution	1	2	3	4	5	Total
The local community is involved in the decision making process	2.66	3.08	2.25	3.19	3.33	2.94
Public opinion is important regarding the functioning of the organization	3.05	2.93	2.82	2.86	3.46	3.12
Mass-media affects the functioning of the organization	2.85	2.97	2.42	2.78	3.01	2.81

As a general note we can see that the community plays a reduced role in the functioning of all these institutions. We again have different opinions, depending on the type of institution. The local public administration (county councils, prefectures or city halls) are, as expected, more interested - but still moderately – to involve the community in decision-making, while Public Finances Agencies and especially Employment and Social Protection Agencies disagree. In the last case it is surprising why agencies in charge of solving social problems do not involve the community. The public opinion seems to have the greatest role in the case of city halls, mass-media in the case of city halls and county councils – while the question was focused on the functioning of the institution we should not forget that these two are political institutions that depend on the results of elections.

#### 4.7. Organizational culture

This was the dimension on which we had the largest number of questions. PA reforms can not succeed without a change in the administrative culture.

**Table 9:** Organizational culture

Statement/Type of institution	1	2	3	4	5	Total
I have the total support of my colleagues	3.98	3.95	4.04	3.77	3.92	3.95
My organization is a very dynamic place	4.01	3.84	3.93	3.93	3.91	3.93
My organization is a place where people are willing to take chances	3.34	3.06	3.34	3.28	3.15	3.24
My organization accommodates changes easily	3.90	3.67	3.99	3.86	3.72	3.83

In my organization the main emphasis is on task completion	4.40	4.27	4.43	4.25	4.29	4.35
Most professional activities have clear and measurable objectives	3.78	3.50	3.65	3.53	3.59	3.63
The environment is a competitive one	3.76	3.62	3.41	3.43	3.46	3.52
Procedure comes first	3.98	3.70	3.81	3.86	3.63	3.78
Rules were and are followed religiously	3.85	3.63	3.89	3.75	3.72	3.78
A smooth activity of the organization is all that matters	3.80	3.92	4.14	3.71	3.83	3.90

The image is that of an organizational culture based on following rules and procedures, oriented towards task completion based on clear objectives, in which a smooth activity is all that matters – typical for public institutions.

More interesting, the answers are trying to portrait the image of a dynamic and competitive place which accommodates change easily and in which people support each other and (in a moderate fashion) are willing to take chances.

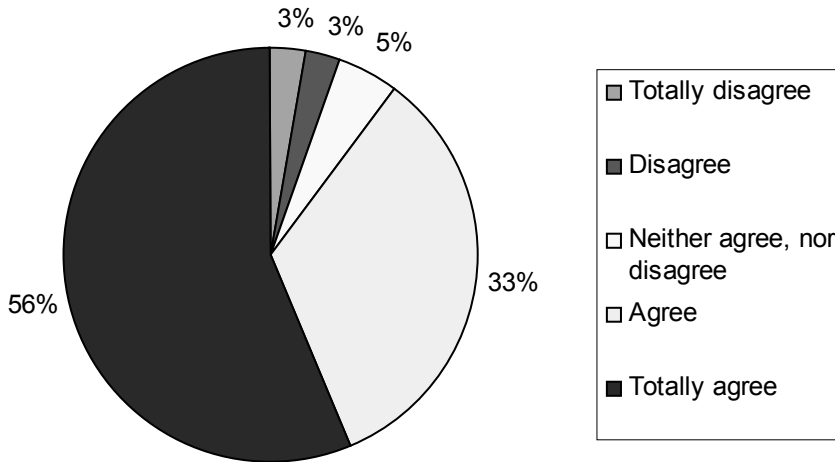
The problem is that the lowest figure is 3.06. The results are too good for the way Romanian public administration is known to function. This point can be supported by data if we take into consideration the fact that at dimension 2 (managerial/administrative de-centralization) the lowest figures were for the “flattening of the hierarchical structure” (see table 4). Or, an organizational culture such as described in table 9 requires a flat hierarchical structure, otherwise it cannot cope easily with change, nor be a competitive environment where people are willing to take chances.

## 5. Conclusions

In conclusion, as a result of the data presented in this paper (which cannot be taken absolutely at face value), we can issue the following remarks:

1. The general purpose of the administrative reform is relatively clear and accepted by the majority of the subjects. More to the point, what is widely accepted is the need to a reform in Romanian PA, even if this situation is a result of EU pressure.
2. The reform is perceived as a very complicated process, not very coherent and changing its focus often, according to the prevailing values of the moment. Each government wanted to put its mark upon the reform process, usually starting the process all over again and pointing it in a different direction.
3. One of the most interesting observations is that, inside the triangle central authorities- local institutions – citizens/community, the reform has better results at the local institution level. As we can see in Figure 1, 56% consider that their organization is working very well. This observation is supported also by the way in which the subjects described the culture of their own organizations.

## The organization is working very well



**Figure 1:** How the organization works

4. De-centralization, both managerial/administrative and financial, is still insufficiently developed. This situation is mainly due, to the fact that the administrative reform in Romania takes place mainly within the legal framework, which, in its turn, leads to over-regulation.
5. As seen above, the relations between public authorities and citizens or communities are not very good. At this level, one cannot speak about a real partnership.
6. With very few exceptions, the answers were not dependent on the type of institution. This proves that the majority of Romanian civil servants have the same perceptions concerning the administrative reform.

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## The questionnaire

<b>D1. The country is going</b>			
1. into the right direction	2. the wrong direction	8. DK	9. NA

**R1. In Romania after 89 do you think that the changes that occurred in PA were in the right direction ?**

1. into the right direction	2. the wrong direction	8. DK	9. NA
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**R2. In what period were these changes most significant ?**

1. 1990 – 1992	2. 1992 – 1996	3. 1996 – 2000	4. 2000 – 2004	5. 2004 - 2007
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99.DK/NA

**R3. Please consider the current state of the PA system; try to compare it with different periods from the past. As a result, you would say that the current state of the PA system is/ in comparison with:**

	Much better	Better	The same	Worse	Much worse	DK
1990 – 1992	5	4	3	2	1	9
1992 – 1996	5	4	3	2	1	9
1996 – 2000	5	4	3	2	1	9
2000 – 2004	5	4	3	2	1	9
2004 – 2007	5	4	3	2	1	9

**R4. In your opinion:**

1... the reforms in Romania, as a general rule, occurred mainly at the request/pressure of:

EU	Citizens	Political parties	Interest groups	Mass media
1	2	3	4	5

2... the reforms in PA occurred mainly at the request /pressure of:

EU	Citizens	Political parties	Interest groups	Mass media
1	2	3	4	5

3... the reforms in education occurred at the request/pressure of:

EU	Citizens	Political parties	Interest groups	Mass media
1	2	3	4	5

4...the reforms in the health department occurred at the request/pressure of:

EU	Citizens	Political parties	Interest groups	Mass media
1	2	3	4	5

**R5 To what degree do you agree with the following statements regarding the reforms in your field of work?**

	Agree 100%		Total disagreement			DK/NA
14. The reforms made sense	5	4	3	2	1	9
15. the reforms were efficient	5	4	3	2	1	9
16. Each new ministry came up with a new reform plan	5	4	3	2	1	9
17. The citizens benefited little from reforms	5	4	3	2	1	9
18. The reform attempts were too little explained	5	4	3	2	1	9
19. The reforms are influenced by the political factor	5	4	3	2	1	9
20. The reforms are influenced by the economic factor	5	4	3	2	1	9
21. Those in charge of the reforms are not real professionals	5	4	3	2	1	9
22. The employees oppose the reform plans	5	4	3	2	1	9
23. There are misunderstandings between the government and the local administration	5	4	3	2	1	9
24. The reform efforts were not coherent	5	4	3	2	1	9
25. The legal framework is too complicated	5	4	3	2	1	9
26. The laws are not enforced	5	4	3	2	1	9

**R6. In your organization, to what degree the following statements are true?**

	Total agreement		Total disagreement			DK/NA
1. The organization is working better	5	4	3	2	1	9
2. Training programs were organized	5	4	3	2	1	9
3. Client satisfaction measurement systems were implemented	5	4	3	2	1	9
4. The activity is based upon strategic planning	5	4	3	2	1	9
5. Human resource planning exists	5	4	3	2	1	9
6. Organization performance evaluation systems were implemented	5	4	3	2	1	9
7. Individual performance evaluation system were implemented	5	4	3	2	1	9
8. Streamlining of rules and procedures	5	4	3	2	1	9
9. Increased access to the organization's own incomes	5	4	3	2	1	9
10. Flattening of the hierarchical structure	5	4	3	2	1	9
11. Greater decision making autonomy	5	4	3	2	1	9
12. Greater autonomy in collecting the local revenues	5	4	3	2	1	9
13. Greater autonomy in using/spending the funds	5	4	3	2	1	9
14. The local community is involved in the decision making process	5	4	3	2	1	9
15. The competence level of the employees increased	5	4	3	2	1	9
16. The influence of the political factor decreased	5	4	3	2	1	9
17. The corruption level increased	5	4	3	2	1	9

**R7.To what degree do you agree with the following statements regarding your organization?**

	Total agreement		Total disagreement			DK/NA
	5	4	3	2	1	
1. The organization is working very well	5	4	3	2	1	9
2. Our main problem is funding	5	4	3	2	1	9
3. The relevant laws are easy to apply	5	4	3	2	1	9
4. I have the total support of my colleagues	5	4	3	2	1	9
5. My organization is a very dynamic place	5	4	3	2	1	9
6. My organization is a place where people are willing to take chances	5	4	3	2	1	9
7. My organization accommodates changes easily	5	4	3	2	1	9
8. In my organization the main emphasis is on task completion	5	4	3	2	1	9
9. Most professional activities have clear and measurable objectives	5	4	3	2	1	9
10. The environment is a competitive one	5	4	3	2	1	9
11. Promotion depends on work experience	5	4	3	2	1	9
12. Procedure comes first	5	4	3	2	1	9
13. Rules were and are followed religiously	5	4	3	2	1	9
14. A smooth activity of the organization is all that matters	5	4	3	2	1	9
15. The clients are influential in the functioning of the organization	5	4	3	2	1	9
16. Public opinion is important regarding the functioning of the organization	5	4	3	2	1	9
17. Mass-media affects the functioning of the organization	5	4	3	2	1	9
18. The relationship with partner organizations is adequate	5	4	3	2	1	9
19. The relationship with the central administration is adequate	5	4	3	2	1	9

**R8. List the main three positive aspects connected to the functioning of your organization.**

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_

**R9. List the main three negative aspects connected to the functioning of your organization**

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_

F1 What year do you appreciate was the best for your organization? \_\_\_\_\_

F2 What year do you appreciate was the worst for your organization? \_\_\_\_\_

1. Sex : 1. Masculin 2. Feminine

2. Position within the organization: 1. managerial 2. non-managerial, 3. other

3. Age: \_\_\_\_\_ years



4. Work experience within the organization 1. less than 5 years, 2. 5-9 years, 3. 10-15, 4. more than 15 years
5. General/total work experience: \_\_\_\_years
6. You hold the current position for: \_\_\_\_ years
7. Type of study: 1. law, 2. economics, 3. other social sciences, 4. technical, 5. others\_\_\_\_\_
8. Last degree/level of studies: 1. high school, 2. vocational school, 3. college, 4. master, 5. PhD
9. How well do you consider that you know your institution: 1. very well, 2. well, 3. well enough, 4. not well, 5. not well at all
10. To what degree you are satisfied with your workplace? 1. to a very great extent, 2. to a great extent, 3. so and so, 4. to a little extent, 5. to a very little extent or no at all