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A New Concept for Training Leaders, Applied in the Romanian Administrative Area: Public Manager

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ABSTRACT

The Romanian public administration reform is on the working agenda of the governments since more than a decade and a half.

Its objectives require a corps of professional civil servants, career civil servants, with adequate training, able to achieve a new interface within the relations with the citizen.

From this perspective, the preoccupations of *training* a new category of leaders for the Romanian public sector have been expressed by through creation of a specific category, called *public managers*.

The concept is based on the experiences gained up to the present by many European countries (U.K.) or on the American model and the recent experiments of the new EU Member States, such as Poland or Hungary.

The paper approaches, on one hand, the responsibilities of the actors-trainers in the area of the Romanian leaders for the public sector, based on a SWOT analysis of human resources from public administration, and on the other hand, the activities of training the public managers in Romania, presenting YPS (Young Professional Scheme) experiment.

1. General considerations

Generically speaking, since the decade of 1990s, public administration has represented the object of profound processes of reform and redefinition, determining structural, procedural, administrative and sometimes cultural changes. With a relative stable structure, a centralised system, quantity-oriented and less interested by quality, in the beginning of 1990s, Romanian public administration has started to show its weaknesses, the reform becoming a genuine need.

The fundamental characteristics of public administration, common to many modern administrations, structured on a set of principles and rules referring to organisation and management of public administration, on relations between administrations and citizens [1], represent pillars for Romanian public administration in defining its reforms. An effective and democratic public administration represents an important criterion defining the modern feature of a country.

The international geopolitical movements undergone by our contemporary society have in a visible way a destabilising impact on the public sector, defining a new role for the state, making the public administration more customer and service-oriented. [2]. The changing role of national traditional state is determined by the effects of globalization and European integration, on one hand and by decentralization, delegation, modernization, privatization, on the other hand. The legal and administrative systems of the European Member States are subject to a permanent adaptation process in order to correspond to the requirements on transposing and application the EC legislation. European Union Treaty and secondary legislation require to the Member States to build their own administrations on common principles: „*democracy*”, „*rule of law*”, „*good governance*”, „*openness*”, „*fight against bad administration*”, „*efficient administration*”.

In this context, for Romania, the year 1990 represents the beginning of the construction of a decentralised system, marked by legislative, institutional, political, economical reforms. The administrative reforms in Romania represent the response of freely elected authorities to the national interest of a sovereign and independent state.

With its own sector, namely the public sector, different from the private sector, the public administration has institutional and functional structures, separating the political level from the administrative level, operating with a traditional concept of civil service.

The new dimension of public administration, citizen-reoriented, responsive to its needs, is subject to reforms and continuous adaptation, in order to be efficient, effective and transparent (Figure 1). Those values should be found in administrative institutions and processes at all levels. In Romanian public administration reform we recognise the applicability of the content for some „core concepts” about civil service and public sector, and in this context we mention: „developing linearity from known past to uncertain future”(), „institutional changing as a circle process” (B. Guy Peters quoted in Christoph Demmke, 2004:28), or „the hypotheses of institutional robustness” (Olse, J.P. quoted in Christoph Demmke, 2004:28).

2. History and actuality in Romanian administration

In Romania, the state structure, as in other European states has impact on the organisation of public services and civil service.

The public administrations are subject to special regulations stipulated in the fundamental law of the country- Constitution, laws adopted by Parliament, Government decrees, regulations and orders. The administrative territorial organisation of Romania was established by special laws, completing the constitutional law text.

The administrative structure of Romania is organized into communes, towns and counties with the possibility to declare some towns as municipalities (art. 3(3), *Constitution of Romania*, 2003).

In our country, the civil servants issue has represented a preoccupation for governance and legislative systems since the second half of the 19th century.

There is a rich tradition related to regulation of all aspects concerning the regime of the civil service in the state administration.

We can situate the developments of administrative structure and civil service in the same period, revealing the following characteristics:

- a. The 1866 Constitution is completed with the package of laws for county and commune administrative organisation from 1874, 1882 and 1884. There were 42 counties, 320 districts, 1526 communes and 4325 villages.

Alexandru Ioan Cuza's Constitution establishes the principle of appointing persons in the Executive body that will deliver activities on behalf of the Head of the state. Some provisions on civil services are comprised in 1864 Electoral Law, making a common body with Cuza's Constitution. *1866 Constitution*, in fact the first constitution in Romania assigns the principle that the King appoints and revokes ministers, respectively appoints or confirms the civil service positions, according to the law.

- b. The 1923 Constitution is completed with laws on administrative organisation from 1925, 1929 and 1936, where the administrative organisation is represented by counties and (rural and urban) communes.

1923 Constitution provides: „ministerial departments and state sub secretariats can be set up or abolished only by law“ (art.93 align.2). According to the principle of symmetry for legal deeds, the civil services should be abolished only by law.

- c. The 1938 Constitution is completed for the administrative organisation with the law from 1938, providing that the administrative organisation comprises (urban, rural and balneal) communes and land (10).

In 1940 we find again the organisation into counties and communes.

Law no.103/1923 represented the common regulation framework for civil servants' activity, until the enforcement of the Civil Servants' Code in 1941. Although well organised on two parts for all categories of civil servants, the code registered several changes until September 1946, when the Law no. 746 for the Statute of Civil Servants' was adopted.

- d. Law no. 5/1950 is the new adopted law, introducing the regions, being valid during the period of the 1948 Constitution. According to the Constitution, the administrative organisation comprises communes, districts, counties, regions.

After the Second World War, the political and social realities influenced the civil service regulation. The philosophy of that political system referred to erasing the differences between

“civil servants” and “workers”, the civil servant having statute of “worker”, subject to principles stipulated in the Labour Code.

- e. The 1952 Constitution modifies the administrative-territorial organisation into regions, departments, towns and communes.
- f. The 1965 Constitution, modified in 1968 stipulates the territorial organisation into counties, towns and communes and provides the organisation form by Law no. 2/1968, abrogated in 1989 and replaced by Law no. 2/1989 on improvement of administrative organisation of the territory. The most important towns were organised as municipalities and Bucharest Municipality was organised into sectors.
- g. In 1990, Law no. 2/1989 was abrogated by Decree law no. 38/1990, reinforcing Law no. 2/1968.
- h. The 1991 Constitution, revised in 2003 stipulates the administrative organisation of Romania into counties, towns and communes (Figure 2 – Map of Romania).

1991 Constitution does not specify expressly the principle for creating civil service by law, but it specifies [4] that its general regime is established by organic law. The interpretation of some constitutional provisions leads to the fact that the civil services may be created both by law and legal deeds, subsequent to law.

Thus, art. 116 align. 1 provides: „Ministries are set up, organised and are functioning according to the law “, art. 116 align. 2 recognises the Government and ministries’ right to set up, on Court of Audit approval, specialised bodies, on condition that law recognises them that competence.

Thus, we remark the conclusion that such bodies and the civil services may be set up, according to the law by Government decisions or ministers’ orders.

3. Civil service and civil servant in the Romanian administrative space: definition, classifications, typologies

The definition about the civil servant [5] has always been linked to the question related to the special nature of the attributions and tasks. For example, the exercise of sovereign power should remain an attribution of the civil servants; there are measures to ensure social security, maintain the order and citizens’ protection. However, there is no accepted universal response to the classical question about civil servants’ competences, even in the „bureaucratic classical” states, being interpreted in a different way in their public systems. Therefore, it is hard to identify a model for good practice.

3.1. The regulation framework for the civil service has continuously been changed after 1990 (Figure 3). The Statute of the Civil Servants has shaped an adequate framework for activity of employees’ in the public sector. As seen, the decision to create a law specific for civil services has been closely related to historical and cultural activity.

In legal context, we define the *civil service* as “ensemble of attributions and responsibilities established according to the law in order to achieve the prerogatives of public power by central public administration, local public administration and autonomous administrative authorities” (Law no. 251/2006 on modifying and completing Law no. 188/1999 on Statute of the Civil Servants, art.2-(1)).

Public needs determine creation of a civil service. According to the law text, the attributions, competence of civil service are previously established by law or legal deeds, issued according to law in order to meet a general interest, and not in view of being the position of a civil servant. When organising a public service, the civil service positions are established in order of hierarchical subordination, for each establishing an ensemble of own attributions.

The Romanian doctrine on the civil service identifies its following features [6]:

1. The civil service represents the ensemble of attributions providing competences in order to achieve the tasks of a public service for executing and applying the law under public power. It represents „a legal predetermined normative constituted situation...” [7], for achieving the competences of a state body.

2. Most of the civil services in public administration bodies have professional nature, but there are also civil services with political nature, such as those positions held by ministers, state secretaries, sub secretaries, mayors, councillors etc.

3. The attributions forming the content of civil service should have a legal nature, namely they should be provided for each civil service by law or deeds, issued according to law.

4. The competence, attributions forming the content of civil service cannot be established by contract, only by law or deeds issued according to law, taking into consideration the fact that general interests are achieved by civil service that cannot be negotiated between the subjects of the relation in the civil service, representing a relation from administrative law.

5. The attributions corresponding to the civil service are established related to specific tasks, specialised ones that each public service applies in order to meet a certain general interest.

6. By exerting the civil service, public power is ensured, either in direct form in decision civil service positions or in indirect form by action for preparing, executing and control, close related to the exercise of public authority.

7. The civil services are created in order to meet general interests, and not directly individual interests.

8. The civil service existed before appointing the future civil servant on that position; it is not the case to start the contest just on the idea that the respective civil service is going to be set up.

9. The civil service has a continuous nature, namely it is created in view to meet the general interests as long as they exist.

10. The civil service has a compulsory nature, namely the rights and obligations should be exerted, being an obligation and not a possibility.

11. By effective exercise of civil service the competence is achieved according to specialised attributions, legally established.

12. The funds for financing civil service positions are ensured by state budget or local budgets.

Based on the content of civil service, „*the civil servant* is the person appointed, under the terms of law in a civil service position. The persons dismissed from the civil service position, belonging to the reserve corps of civil servants maintain their quality of civil servant.” (Law no. 251/2006, art.2. (2)).

3.2. Typology of civil services on Romania territory confirms the respect for public administration levels (Figure 4) in their classification, the state public positions corresponding to the central level, the territorial public positions corresponding to county level and the local public positions to local level.

In correlation with the administrative level (Figure 5), classification of public positions is defined according to law text (Law no. 251/2006 on modifying and completing Law no. 188/1999 on Statute of the Civil Servants) as follows:

- a) *State public positions* are public positions set up and approved, according to the law, within ministries, specialised bodies of central public administration and autonomous administrative authorities.
- b) *Territorial public positions* are public positions set up and approved, according to the law, within Prefect institution, devolved public services of ministries and other specialised bodies of central public administration in administrative-territorial units.
- c) *Local public positions* are public positions set up and approved, according to the law, within own body of local public administration authorities and their subordinated public institutions.

According to the law, other groups of classification are as follows:

a) **Taking into consideration the nature of attributions for the holder of public position:** public positions corresponding to the category of high-ranking civil servants; public positions corresponding to the category of civil servants with leading positions; public positions corresponding to the category of civil servants with execution positions.

b) The classification represents the basis for traditional approach of personnel management. The classification process describes the tasks and responsibilities for each position, grouping the functions. The fundamental element for classification is job description, taking into consideration the tasks, responsibilities, complexity, requirements in the area of training, qualification. Those elements are known in the categories of job factors, varying as jurisdiction but representing key factors for job. **Taking into account the requirements concerning level of education, the public positions are as follows:**

- 1st class includes the public positions which require long-term higher education and a degree certificate or the equivalent;
- 2nd class includes the public positions which require short-term higher education and a certificate;
- 3rd class includes the public positions which require high-school studies and a certificate.

c) Quoting Professor Alexandru Negoită [8], concerning the civil service, we distinguish two aspects: the first, with qualitative nature – grouping different attributions in positions – related to competence of public administration bodies, specialised bodies in a field of activity, as well as professional specialization of those holding positions within those bodies; the second, with quantitative nature – establishing the positions necessary to ensure the achievement of public administration tasks, jobs or positions necessary to accomplish the tasks of various public administration bodies.

Continuing the analysis on classification, **related to the type of attributions and competences, the public positions are as follows:** general public positions and specific public positions.

General public positions represent the whole range of attributions and responsibilities with general character and common to all public authorities and institutions, for the purpose of exercising their general competences. This category comprises the category of high-ranking civil servants, civil servants with leading positions, civil servants with execution positions.

Specific public positions represent the whole range of attributions and responsibilities with a nature specific to certain public authorities and institutions, for the purpose of carrying out their

specific competencies. Specific public positions comprise civil servants with leading positions, civil servants with execution positions and other specific positions – **public manager**.

According to the provisions of art. 5 align. 1, in Law no. 188/1999, a special statute may be attributed to the civil servants who carry out their activity within the framework of the following public services:

- a) the specialised structures of the Romanian Parliament;
- b) the specialised structures of the Presidential Administration;
- c) the specialised structures of the Legislative Council;
- d) the diplomatic and consular services;
- e) the customs authority;
- f) the police and other structures of the Ministry of Administration and Interior;
- g) other public services established by the law.

According to art. 6, Law no. 188/1999 republished, its provisions do not apply to:

- a) the paid personnel of the own staff of the public authorities and institutions who carry out secretarial, administrative, protocol, maintenance-repair and servicing activities, as well as to other categories of personnel who do not exercise prerogatives of public power;
- b) the paid personnel employed, based on personal trust, with the dignitary's cabinet;
- c) the magistrates' body;
- d) the teaching staff;
- e) the persons appointed or elected to functions of public dignity.

3.3. In Romania, **civil service management**, from material-functional perspective, is achieved by four important managerial means, according to the law, namely: 1) national plan for employment in public positions, 2) recruitment, 3) promotion and career development and 4) management of in-service training for the whole system.

According to the regulations of art. 21, Law no. 188/1999 republished and modified, the plan for employment in public positions establishes the following issues:

- a) the maximum number of public positions reserved for the promotion of the civil servants;
- b) the maximum number of public positions to be reserved for the rapid promotion;
- c) the maximum number of public positions to be filled in by recruitment;
- d) the maximum number of public positions to be created;
- e) the maximum number of public positions to be subject to reorganization;
- f) the maximum number of public positions by class, category and professional grades;
- g) the maximum number of leading public positions and positions corresponding to category of high civil servants.

The plan for employment in public positions is prepared annually by consultation with representative trade union organizations:

- a) by National Agency of Civil Servants, based on the proposals of chief accountants, for public authorities and institutions in central public administration;
- b) by mayor or president of the county council, through its own specialised body, for public authorities and institutions in local public administration.

The plan for employment in public positions is prepared in a centralised way, on each credit chief accountant and on each institution, subordinated or financed through its own budget.

For the situation provided in align. (2) letter a), the plan for employment in public positions is approved by Government decision. For the situation provided in align. (2) letter b), the plan for employment in public positions is approved by decision of the local council, respectively county council.

For the public authorities and institutions from local public administration, the draft for the plan for employment in public positions is transmitted to the National Agency of Civil Servants with 45 days before approval date. When the National Agency of Civil Servants identifies irregularities in its structure, the public authorities and institutions have the obligation to modify the draft, based on the remarks of the National Agency of Civil Servants, according to the legal provisions.

4. SWOT analysis of the training system for human resources in public administration (Table 1), in central and local administration (Table 2, Table 3, Table 4 [9]) on three administrative tiers, emphasises the following strengths in view of civil service reform in Romania:

- Up to date legislative framework, improved, depending on internal and external contextual evolutions in the last decade;
- International context, favourable for training, development and specialization of human resource from the public sector in other European states.
- Quality of specialised higher education and professionals' training.
- Capacity to elaborate own strategies for human resources at each central, county and local administrative level;
- Effective civil service management in the context of achieving public administration modernization;
- Promoting instruments for career development. According to the provisions of art. 2 in G.D. no. 1209/2003 [10], the career in civil service comprises the ensemble of legal situations and effects, interfering from the date of starting job relation to ceasing that relation, according to the law.
- Ensuring the conditions to develop the employees from ministries, prefectures, county councils.

Those positive aspects balanced with those negative on the three levels emphasise:

- Resistance to change of public administration structures;
- Insufficient number of employees related to activity;
- Insufficient financial resources for civil servants' development;
- Low level of civil servants' wages;
- Low civil servants' motivation, thus attracting „ageing of civil servants' body”;
- Lack of attractiveness for young staff to integrate within civil servants' body,
- Lack of an integrated IT system, to respond in real time to institutional problems;
- Insufficient IT endowment.

5. Public Manager

Public Management Professionalisation represents the process of attracting, selecting and creating the corps of civil servants, specialised in the area of public management, in order to apply the principles, techniques and methods of public management, aimed to achieve the public institutions' mission.

„Civil service management“ is essential to shape a complete image about civil service and it is defined in material - functional terms and formal organic terms.

In *material – functional terms* by civil service management one understands the legal documents and the material operations, by means of which civil servants are recruited and their career is expressed (promotions, evaluation and assessment, etc.), including the organisational structures of the civil service.

In *formal-organic terms*, there are taken into consideration those authorities and bodies concerned with civil service management activities, at the state level and local level.

In order to attract young well-trained professionals, in public administration in Romania, to set up and develop a professional body of civil servants, comparable to the one existing in E.U. countries, in 2004 it was adopted the legislation in order to create new specific public positions, called *public managers*, enjoying a special system of promotion and very motivating wages.

The model of applying principles of economic management in public administration is seen in the Anglo-Saxon countries and its roots are originating from the USA.

The *public manager* is the new model of civil servant who has the role “to contribute to ensuring efficiency and continuity of public administration reform and to implement *acquis communautaire*, observing specific rules on recruiting, training, appointing, assessing, remunerating and rapid promotion into the category of civil servants with leading positions, as well as the access of public managers into the category of high-ranking civil servants” (art. 1, GEO no. 56/2004, on the creation of the special status of the civil servant, called public manager), (Table 5).

The position of public manager has 3 main ranks:

- a. public manager, rank 1, corresponding to a very rapid promotion system;
- b. public manager, rank 2, corresponding to a rapid promotion system;
- c. public manager, rank 3, corresponding to the accelerated promotion system, comprising the following professional levels:
 - a. assistant manager, equivalent at least to a chief of office;
 - b. field manager, equivalent at least to a chief of department;
 - c. executive manager, equivalent at least to a deputy manager;
 - d. top manager, equivalent at least to director;
 - e. general manager, equivalent at least to a deputy general director.

Promotion of public managers of the first rank starts with field manager; for the other ranks, promotion starts with the level of assistant manager (art. 11, GEO no. 56/2004).

The appointment in the position of public manager is made by administrative deed of the Head of the authority or public institution, on the proposal of the National Agency of Civil Servants.

The public manager carries on his activities under the direct coordination of a high civil servant within the public authority or institution. In those structures, where there are no high

civil servants, the public manager carries on his activities under the supervision of the highest management level in the respective authority. (Art 13, GEO no. 56/2004)

We emphasise the **institutional actors** involved in creating the corps of public managers on responsibility levels:

a. Training

Public management professionalisation assumes a redefinition of the content of training and development activities for the civil servants.

The professional training system of civil servants is that system that ensures the premises to achieve the objective for creating a professional corps of civil servants, stable and neutral from political point of view, correlating the actions of the 3 components: training beneficiaries, training providers and training services (Figure 6).

(1) **Training beneficiaries** represent the *totality of organisations*, at institutional level, respectively *the totality of persons*, at individual level, which allocate (financial, human, informational and time related) resources with the objective of purchasing training services for categories of pre-determined human resources. *Strictly speaking*, the beneficiaries of the professional training system, the so called direct beneficiaries, are, in the same logic, *the institutions and public authorities*, part of the Romanian administrative system, respectively, *participants* to different training forms.

(2) **The training providers** are as follows:

- Public organisations, which have the object of activity the organisation of different training forms for human resources (such as the National Institute of Administration, the School for Public Finances and Customs, “Nicolae Golescu” Centre for Training and Continuous Learning for Police Agents, Centre of Consultancy for European Cultural Programs, European Institute, Regional Centres for Continuous Training for Local Public Administration, etc.);
- Institutions of the National Education System, defined according to Article 15 of Law on Education no. 84/1995, republished, which offer in-service training.
- Organisations of private law, created around to public institutions and authorities or in partnership with these, which have as object of activity the organisation and functioning of different forms of training for human resources;
- Independent private organizations, commercial societies or nongovernmental organisations.

(3) **Training services.**

Generally, *training as process* (Figure 7) comprises two basic categories:

1. **Initial training**, aimed mainly to accumulate knowledge in order to assure the premises for accomplishment of attributions, functions or jobs. The initial training is specific mainly to the education provided within the framework of the National Education System, at bachelor degree at most, as well as vocational training of professional qualification/re-qualification. This type of training is generally necessary for occupying a position and beginning a career. For civil service, this type of training constitutes one of the necessary criteria for occupying a civil service, according to the provisions for studies included in Law no. 188/1999 regarding the Statute of Civil Servants, republished.
2. **In-service training**, aimed mainly to develop competencies and abilities in order to improve the quality of individual professional activity. In-service training is

specific mainly to the education provided within the framework of the National Education System, at postgraduate level and permanent education, as well as the education received in training centres of public or private origin. This type of training is necessary in order to improve the performance of an already taken position, and in specific cases, for developing an already career.

Different of the in-service training programmes in the meaning of permanent education, in-service training of civil servants may be divided into two sub-categories, both recognized differently by the legislation in force: the *specialized training* and *development programmes*, out of which we mention:

- specialized training programmes aimed to *elite staff of future public managers in public administration*;
- specialized training programmes of 1 year for *current high civil servants*, organised by INA;
- specialized training programmes for *current civil servants holding leading positions*, organised by INA, universities and other providers of in-service training. Those programmes will also address to *other categories* of civil servants, aspiring to leading positions but do not fulfil criteria of admission to programmes tailored especially for young professionals.
- development programmes aimed to *civil servants with specific attributions in the reform and European integrations areas* (including the administration of structural funds), organized by the Development Department within INA (for central public administration), regional centers for in-service training of the local public administration (for local public administration and devolved services), as well as by specialized in-service training institutions within ministries or other institutions, universities, other training providers.
- special scholarship for training the managers, committed to develop activities within public institutions, autonomous regies, economic agents with state capital or in international structures and bodies, as representatives of the Romanian state (Law no. 157/2004 on instituting the special scholarship “Government of Romania” for training managers in the public sector).

According to GD no. 699/2004 on approving the update Strategy of the Government of Romania on accelerating the public administration reform there are 3 target groups at national level (so called “strategic target groups”), for which there are organised *specialised training programmes* for high civil servants, civil servants with managing positions and young professionals (public managers).

The National Institute of Administration ensures the organization of the following types of training for the persons who want to accede into a civil service position of *public manager*:

- a. specialized training programmes, 2 years;
- b. specialized training programmes, 1 year, specific for young public servants, before 35 years old (Art.4- (1), EGO 56/2004).

b. Appointment

The National Agency of Civil Servants “sets up yearly, according to law, those civil positions reserved to public managers, according to the national plan for employment in public positions; the Agency proposes to the leader of the authority or public institution the appointment of public managers; it ensures the transfer of public managers together with the public authorities and institutions concerned (Art.5, EGO no. 56/2004). The number of positions of public managers is not taken into account when calculating the percentage of 12% provided by law, for the civil service positions corresponding to the category of high civil servants and to the category of managing civil servants. (Art. 23, EGO no. 56/2004).

The *authorities and public institutions* create with the approval or at the request of the National Agency of Civil Servants, the positions specific for public managers.

6. European project in the training space of local leaders for Romanian public sector, information and documentation source: Project PHARE RO 0106.03 [14]

The Project “Young Professional Scheme” (YPS), a PHARE project, was launched in 2003, under the finance of the European Union. It represented a major phase in the reform of the public administration in Romania, since it contributed to its modernization.

The scope of the project is on one hand to train a “corps” of young, politically neutral leaders, “professionally formed in the spirit of the modern EU public sector management’s values and principles”, and on the other, to contribute to the development of the administrative capacity at central and local level.

The general objective of the project is to create a system of recruitment and selection, training, assessment and institutional placing of young specialists for the public sector. The specific objectives can be easily traced in the elaboration of career development systems and procedures, development of a legislative framework putting into practice the career development of public managers.

The project is ruled in two cycles of training for public managers: first one started in 2003 and ended in December 2004, and the second one, started in 2005 and due to end in 2007.

The target group is formed out of Romanian citizens who fulfil the eligibility criteria mentioned in the project, segmented on two categories of participants: “interns” and “grantees”. The “interns” must be civil servants, with bachelor degree, who can probe a real commitment to the Romanian public administration, while the “grantees” are graduates of bachelor studies, proving real implication in the Romanian public administration reform. The two categories are represented by Romanian citizens, aged under 35 for “interns” and 30 for “grantees”.

The purpose declared is the first clue of the project. It aims at training the civil servants, “interns and “grantees”, by intensifying their knowledge on the public sector management, public policies and public affairs and efficiently approaching questions regarding the European relations and affairs. Also, it is of relevance the fact that the training allows future public managers to anticipate “the behaviour” of the Romanian public administration, in the “complex” and new system of the European space.

The project is developed within two programs:

- (1) The Interns Program
- (2) The Grantees Program

(1) The “Interns” Program of the project consists of the following stages:

- a) Organization of an intensive training program of 10 months, in Bucharest, at the National Institute of Administration (INA);
- b) Participation to 3 internships at public institutions in Bucharest for 7-9 weeks (the internship will be included in the above-mentioned 10 months period);
- c) Participation to an internship in public institutions of several European states, for 12 weeks;
- d) Final assessment and professional ranking of the interns;
- e) Professional placement of the YPS’ interns with the involvement of the Romanian National Agency of Civil Servants (ANFP).

(2) The “Grantees” Program of the project consists of the following stages:

- a) Participation to postgraduate courses in EU Member States for 12 months;
- b) Organization of a training program of 10 months, in Bucharest, at the National Institute of Administration;
- c) Final assessment and professional ranking of the interns;
- d) Professional placement of the YPS’ interns with the involvement of the Romanian National Agency of Civil Servants (ANFP).

The training programs are conceived on the basis of the project’s general objective and as such, are orientated towards the transfer of knowledge and experiences. The transfer of knowledge is legitimized by mobilizing the general or specific knowledge acquired *a priori*, during the bachelor studies. The know-how is linked to the knowledge of means and methods necessary to the development of any civil servant’s activity, while the experiences are imposed through the transfer of possibilities to act and react, and to actively involve the participants into the training programs.

Organisers and partners

The project is implemented by a consortium formed of six European institutions of five Member States of the European Union. The beneficiary of the project is the Central Unit for Public Administration Reform (UCRAP) of the Romanian Ministry of Administration and Interior (MAI).

Thus, from Figure 8, it may be concluded that the countries involved in the partnership are either the organisers, or one of the training institutions where the activities or international exchanges and deployed, or the partners, all taking part in the mentioned activities. Romania is both a beneficiary of the project and a partner with training responsibilities. The role of the National Agency of Civil Servants (ANFP) is to identify the relevant positions within the public

administration and to ensure the placement of the programs' graduates into the Romanian public institutions and authorities.

Interns program

It has known two cycles: first in 2003, and the second in 2005.

A. First cycle, began in 2003 was organized on the basis of two programs, 527 applicants being received at that time. The selection procedure (Figure 9) was assured by a group of EU independent experts who evaluated the application forms, written exams and the interviews organized in the first chosen foreign language (English, French, German, Spanish or Italian). The content of the written paper was focused on aspects of the Romanian public administration and its progress in accession to the EU. It is worth to mention that the interview (stage 3) included a set of standard questions and was taken in 30 minutes.

The procedure for promotion and support for organisation of events, as well as the publicity for results and activities included in the project belonged to UCRAP and the project team.

The training program approached specific themes to public administration, management, European relations and affairs. Their content may be structured in the following categories:

- (1) Public Management
 - Human resources
 - Strategic management
 - Financial management
- (2) Law
- (3) Public policies
- (4) European affairs
- (5) Public administration
- (6) European institutions

The participants chose the courses they wish to study (the database regarding the training contains approximately 200 courses in the relevant areas of study), and complement them with the internships in EU states (for interns) or study in universities, public administration schools or European excellence centres (for grantees) (Table 6).

The domains studied by the grantees for 1 year abroad were grouped in categories regarding the European integration (18%), general public administration (36%), European public affairs (9%), European studies (14%).

The programs have shown the use of the following training types: seminar/conference, discussions, applications, games of roles, simulations and case studies.

The adopted approach of the two programs consists of providing the young professionals a combination of:

- Training in the area of professional management development, based on modern teaching methods frequently employed in the EU Member States administrations;
- Experience in systematic activity of the Romanian public administration, created on the rotation basis in majority of the ministries and linked to the theoretical training courses;
- Direct personal experience in EU states, either through internships in public administration, or the quality of students of post-graduates courses in prestigious schools and universities.

The internship in institutions of central administration (7-9 weeks) aimed at grouping the participants among three categories: “human resources”, “legal affairs” and “strategy, policies and European integration”, developed in three distinct stages at three different public institutions, as to cover all the theoretical problems already studied (Table 7)

The placement of YPS graduates - interns was made on the assistant public manager position, rank 2 in central administration: ministries (79%), prefectures (10%) and the Romanian government (3%); city halls (3%) and not represented (3%). Geographically, the professional placement favoured Bucharest, the capital city (83%), compared to the counties level (17%).

The placement of YPS graduates – grantees was made on the assistant public manager position, rank 2 in central administration: ministries (70%), prefectures and county councils (10%), Romanian Government (2%) and non represented (18%). 72% work in Bucharest and 10% outside the capital city.

Conclusion

Within the framework of the process of public administration reform for creating a professional corps of civil servants, compatible with the working manner from EU countries, the development of the legislative and institutional system represents an important premise.

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- [3] According to the 1886 Constitution text, art. 4, Romania territory is divided into divisions and subdivisions, counties, districts and communes that could be changed only by law. The development of the administrative-territorial organisation shows different forms, adopted by the constitutional text and special laws, namely counties and (urban, rural, or balneal) communes – 1938 Constitution, regions, districts, towns and communes –1952 Constitution, or communes, towns and counties – 2003 Constitution.
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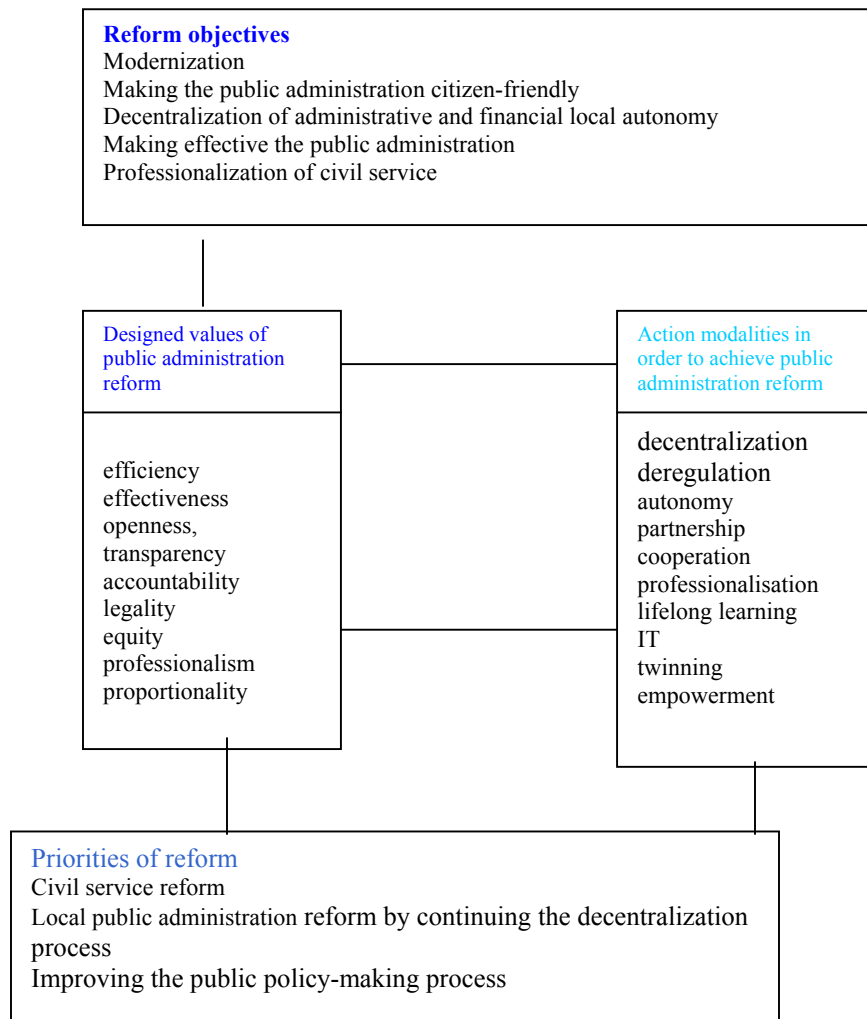
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[17] The Strategy for in-service training of civil servants in force at the time of writing defines the structure and level of methods of training; there are also, occupational standards for trainers, trainers of trainers for professional competencies, evaluators of professional competencies, etc.; equally, currently there is also, but only for professional training of adults, methodologies for accreditation of training programs and trainers. The problem here is linked to the fact that adult training is based mainly on the existence of occupational standards, a term of reference rather impossible to find at the level of training for public administration.



*Figure 1
 Dimensions of public
 administration
 reform*



*Figure 2
Map of Romania*

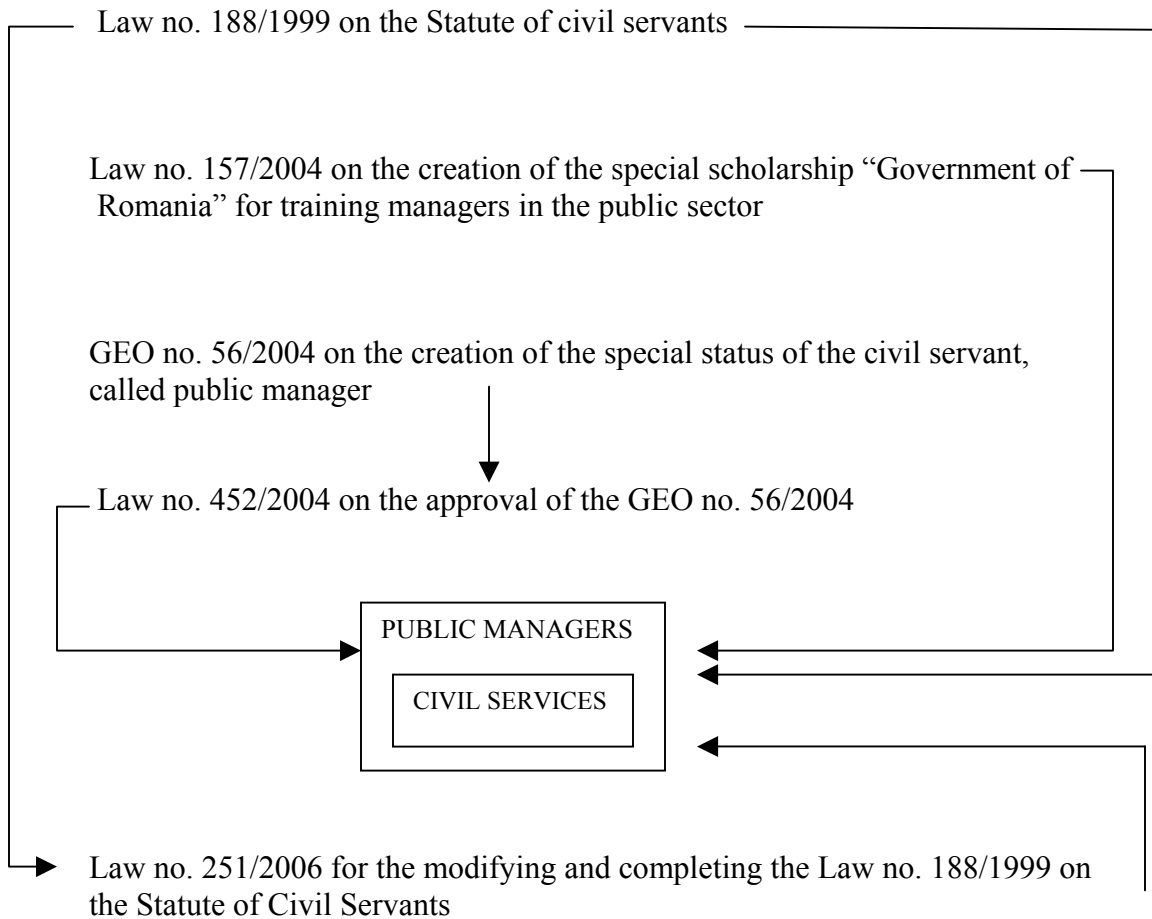


Figure 3 Evolution of the legislative framework concerning the civil servant and the civil service

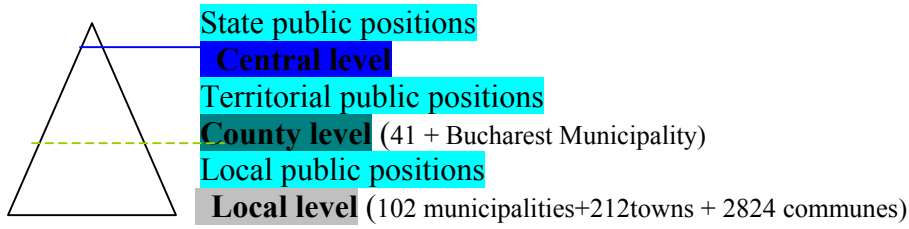


Figure 4 Pyramid of responsibility levels and correspondence of civil service positions

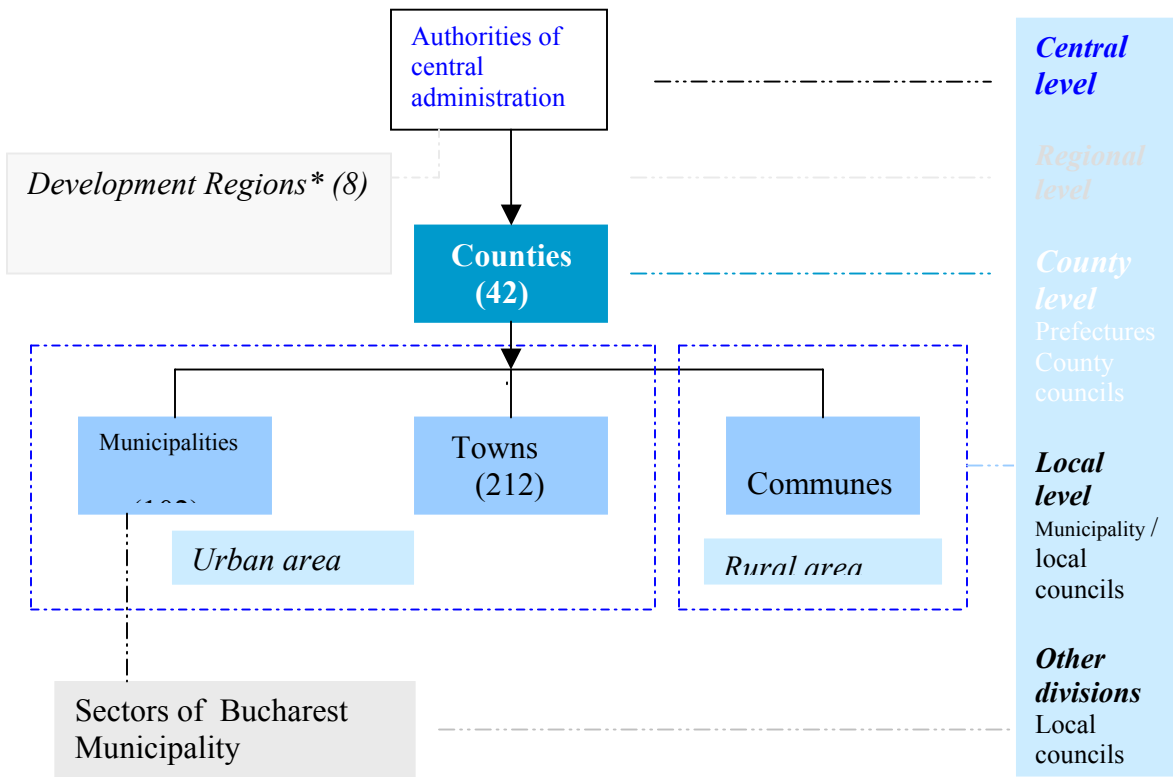
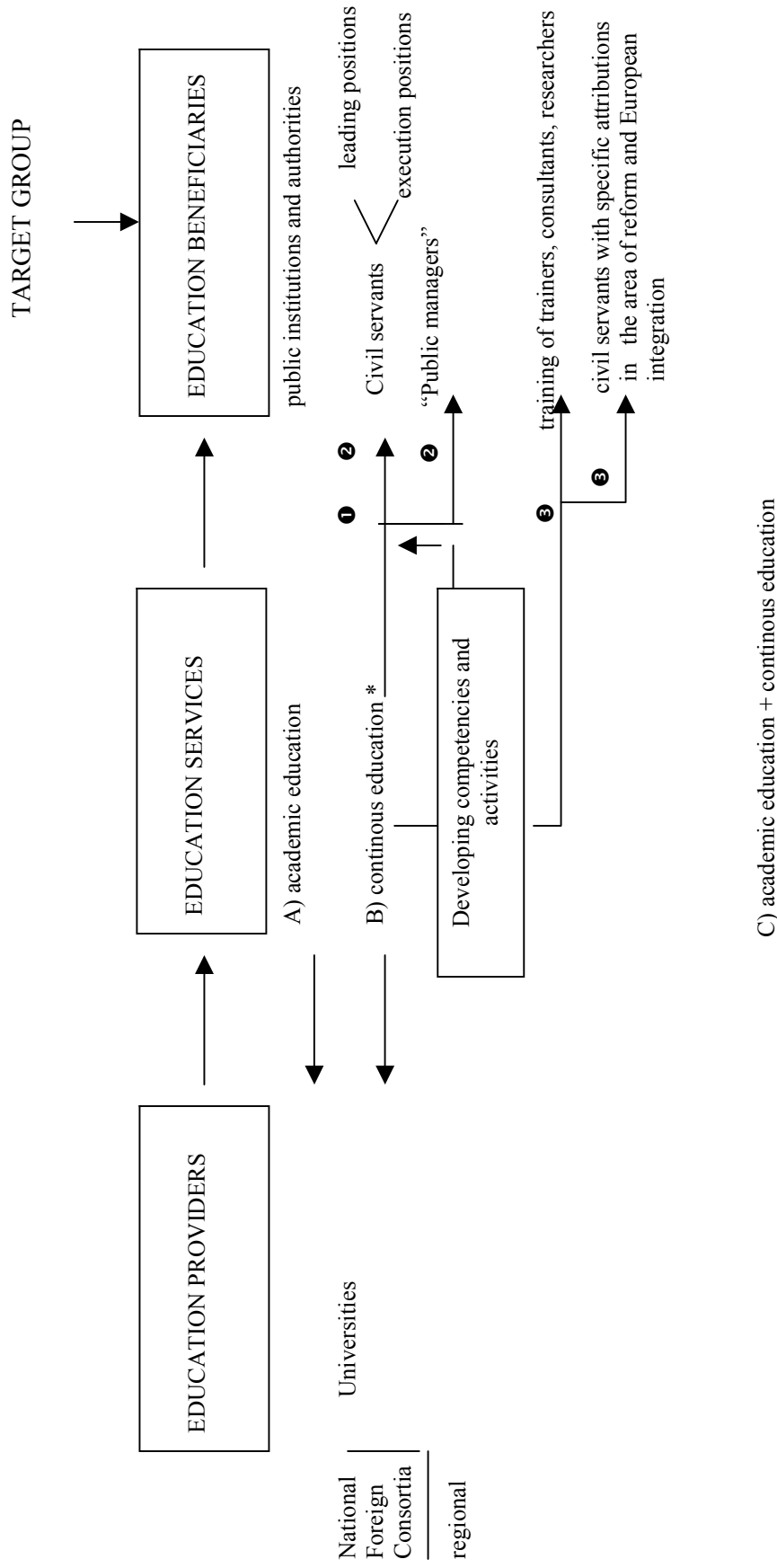


Figure 5. Representation of administrative levels in Romania

Figure 6. Binom of education



- * - Civil servants' in-service training
- Specialised education
- Professional training, focused programmes

Figure 7. Matrix of education in civil service system

Variables	Aim (V₁)	Target group Beneficiaries of education (V₂)	Access (V₃)	Period (V₄)	Themes (V₅)	Coordination (V₆)
Continuous education	Specialised education	Defined in a restrictive way (for ex. high civil servants for the Prefect office, for public managers, for leading positions etc)	Selection	Min. 180 hours max. 2 years	Complex: - several modules, logic succession (See for ex. the Master 'European Administrative Space', Master "European Administrative Studies")	In a unitary manner, similar to project management
	Professional training	Developing SPECIFIC competencies and skills, necessary to positions with high level of complexity	Enrolling	Min. 3 days max. 7 days	Unitary, subsequent to a specific field	Individualized, similar to managing a specific event
Basic education	Developing competencies and skills in order to increase the quality of results obtained in civil service position Acquiring knowledge and developing some professions (for ex. graduates in administrative, legal, economic sciences) represents criterion for employment in a civil service position	Defined on a broad scale (for ex. civil servants) Defined on a broad scale	Contest of admission	3 years	Complex	Unitary, similar to project management

Figure 8: Organizers and partners

	British Council	EIPA	College of Europe	EGIDE	BDPA	DAAD	MAI		
							UCRAP	INA	ANFP
UK									
The Netherlands									
Belgium									
France									
Germany									
Romania									

Figure 9. Selection procedure

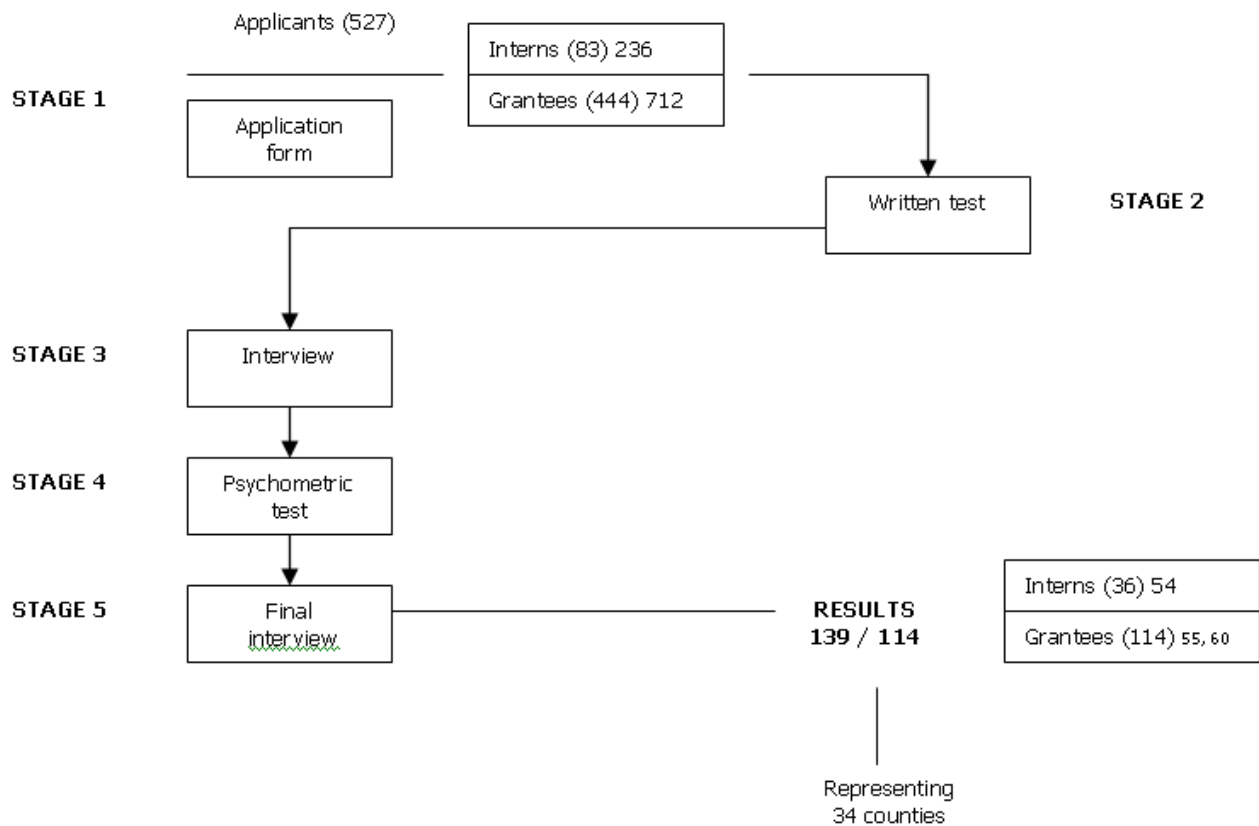


Table 1. SWOT analysis for the training system of human resources in public administration

<p>Strengths</p> <ul style="list-style-type: none"> - Current legislative framework and strategic and programmatic documents at national level relate, expressly to the training of human resources of public administration; - There is a defined institutional framework for assuring the training of human resources in public administration, in general, and of civil servants, in particular; - According to the assessment and monitoring reports, both internal and European, the domain of human resources training in public administration, is no longer a problem, but a system requiring additional improvements; - There are, within the public administration system, qualified human resources, capable of assuring a real improvement of the training system for human resources in public administration. 	<p>Weaknesses</p> <ul style="list-style-type: none"> - Presently, there is no integrated vision on the training system of human resources in public administration at the behavioural level, of decisional competencies level or at the level of strategic planning; - At the beneficiaries' level, the analysis of training needs, the choice of contracting alternatives, respectively the assessment of the impact/benefit are weak represented as stages in the cycle of acquiring training services; - The position of providers of training services on the relevant market is rather ambiguous, the competitive advantage being given by the association to a certain category, respectively, the relation to certain institutions or public authorities, and just secondly, by the offered quality – the cost/quality report; - Although there are many defined guidelines [17], talking now of a system of unitary standards for training services in public administration is impossible.
<p>Opportunities</p> <ul style="list-style-type: none"> - In regard to financing, at internal level there is a legal framework stating the compulsory need for financial planning of the financial resources aiming at training the personnel of each chief accountant; externally, there are already European funds aimed to train the human resources of the Romanian public administration; - The enlargement of the Romanian human resources training market after the accession into the EU (including here the impact of this enlargement for the internal market); - Strengthening of the market capacity, by developing the private providers; - Modifications of the legal framework regarding the civil service and its management. 	<p>Threats</p> <ul style="list-style-type: none"> - The altered perception over the market and the position of the training services for public administration of different categories of providers. - Risk of fragmentation of the market on areas of influence; - Diversity if the components of the training system for human resources in public administration, generally, and the providers of training services, specially, generating failure risks in identifying and implementing an integrated mechanism for monitoring and assessment.

Table 2. SWOT analysis for central level

<p>Strengths</p> <ul style="list-style-type: none"> - Legal functioning framework; - Competent, professional personnel; - Capacity to communicate and collaborate; - Relations with similar institutions from other European states; - Disciplined and well organized working environment; - Existence and use of new management instruments. 	<p>Weaknesses</p> <ul style="list-style-type: none"> - Absence of infrastructure and proper working places; - Resistance to modernization/change; - Inertia; - Conservatorism; - Insufficient financial resource; - Not conformed to standard managerial instruments; e.g. Rule of organisation and functioning, job description list, internal communication deficiencies; - Professional mobility; - No professional training strategy; - Financial resource for training; - Lack of young personnel; - High age average of the personnel.
<p>Opportunities</p> <ul style="list-style-type: none"> - Accession process into the EU; - Structural reforms; - Economic and social evolution of the country; - Evolution of the legislative framework; - Professional mobility; - Capacity to adapt to functional structures at EU requirements; - Flexible, efficient, dynamic organisational structures. 	<p>Threats</p> <ul style="list-style-type: none"> - Difficult procedures; - Overrated management; - Methods; - IT appearance; - Human resources; - Slow procedures for human resources/recruitment, high number of actors involved in jobs' examinations; access to job position/age in service within civil service, weak stimulation of young people, motivation forms.

Table 3. SWOT analysis for prefectures

<p>Strengths</p> <ul style="list-style-type: none"> - Reform and adaptation to procedures; - IT; - Communication; - Information; - Training strategy for own personnel, based on demand and supply; - Rules for internal functioning and internal procedures for work and documents' flow. 	<p>Weaknesses</p> <ul style="list-style-type: none"> - Lack of IT resources; - Small number of qualified personnel; - Motivation; - Slow communication; - Persistence of application for traditional methods, routine of the personnel; - Harmonization of resources; - Civil servants mentality; - Personnel's resistance to change ; - Bureaucracy; - Job description (for employee and not categories of employees); - Allocated funds for insufficient training; - Motivation of civil servants.
<p>Opportunities</p> <ul style="list-style-type: none"> - Good cooperation with ministries and central administrations; - Laws/ structural reform; - Information with partners, citizens; - Laws that contribute to the qualitative connotation of the coordination/subordination and control; - Relation with the prefecture and the local public authorities. 	<p>Threats</p> <ul style="list-style-type: none"> - Lack of modernization and adaptation of local legislation; - Lack of financial resources; - Difficult communication; - IT; - Minor malfunctions in relation with some devolved services of ministries and the institution of Prefect; - Recruitment system for untrained personnel; period of procedures, restrictions for several posts, access and promotion of young people;

	<ul style="list-style-type: none"> - Slow, complicated system; - Inflexibility of working market for civil servants; - Insufficient legislative framework for the relationship between the Prefect and devolved services or other institutions.
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Table 4. SWOT analysis for county councils

<p>Strengths</p> <ul style="list-style-type: none"> - Structural reorganization; - Good relationship between citizens and administration; - Participation of citizens to decision - making; - There is no training or in-service training programs addressed to civil servants on specific areas of activity; - There are European programs; - Special assistance to all local public authorities of county level and services of public utility; - Well trained personnel. 	<p>Weaknesses</p> <ul style="list-style-type: none"> - Conservatorism – traditional working methods of the County Council; - Bureaucracies; - Funds; - Resistance to change; - Inadaptability to personnel to the continuous changing legislation; - Job description on categories of functions; - Fear of risks; - Routine; - Motivation resulted by lack of initiative; frustration; - Inertia of organization; - Behavioural inadequacy in relation to the citizens; - Policy regarding the human resources management, IT and lack of specialized personnel; - Existence of vacant positions; - Insufficient in-service training programmes for personnel.
<p>Opportunities</p> <ul style="list-style-type: none"> - 2001 legislation; - Decentralization; - System of: good relations with devolved public services; good communication with other county councils; - Participation to associative structures constituted in the country and in different regions of the Europe; - Cross-border cooperation. 	<p>Threats</p> <ul style="list-style-type: none"> - Frequent legislative changes with no continuity; - Information of social partners; - System of recruitment rather restrictive and slow (aged conditions for promotion); - Financial motivation; - Professional mobility; - Migration of civil servants towards private sectors; - Weak cooperation with similar authorities from abroad; - Lack of experiences in cooperation with EU institutions; - Organizational inertia.

Table 5. Framework competencies for Public Managers

General Competence	"Sub-competence"	Specific competence	Description
Working skills (motivation and commitment)	Orientation to results	Planning and prioritizing the activities	Plans the professional activities, prioritizes and analyzes according to the necessities in order to respect the deadlines and the clients' expectations; takes the responsibility for pursuing the purposes and initiates corrective actions when progress is limited or inexistent.
		Proactive attitude in solving problems	Takes initiative when problems appear or no progress is achieved.
		Determination	Shows patience, moral strength and does not allow failures to affect the performance or relations with others.
		Responsibility	Demonstrates responsibility for both actions and results.
Intellectual capacity	Learning and personal development	Continuous learning	Recognizes the need for self-development and searches new skills, knowledge or possibilities to extend the learning. Learns from its own experiences and from the experiences of others.
		Adaptability	Adapts rapidly and successfully to situations and new people, successfully operates in different environments and takes over several roles.
		Critical and analytical thinking	Rapidly analyzes information in order to have a solid basis for decision taking, elaboration of proposals and recommendations.
		Taking and implementing decisions	Accepts responsibilities for taking decisions, based on objective available information. It implements decisions promptly.
Inter-personal abilities	Constructive thinking	Taking calculated risks	Has self confidence and accepts calculated risks.
		Creative thinking	Is creative and full of imagination, but in the same time concentrates on scope, understands the big picture and observes the links between different elements.
		Identifying innovatory solutions	Proves openness and agility, has intellectual curiosity to find innovatory ideas and develop practical solutions out of it.
		Creation of relations	Uses abilities to communicate in order to build relations with others; shows integrity in professional relations; creates alliances when necessary and tries to convince the others of the benefits in hand.
Team working	Effective communication	Accomplishment of common purposes	Accepts diversity, understands the motives, preoccupations and situations others are involved in, encourages and supports them into accomplishing the objectives.
		Communication	Communicates clear and convincing, verbally and in written, expresses coherently, with arguments.
		Influencing, negotiation and mediation	Is an active participant to discussions, influences through solid arguments and negotiates conflict solving.
		Trainer abilities	Is capable of transferring the knowledge according to the real needs of the others.
Attitude towards change	Change agent	Ability to contribute in a team	Can work efficiently and objectively in teams, as a member or a team leader. Contributes to the accomplishment of team's objectives.
		Promotion of change and natural tendency towards change	Has an analytical view on working processes and public policies, questions the state of art and recommends or implements the necessary changes for the development of organisational efficacy.

Table 6.

Cycle	Program	Activities (C – courses; P – internship)											H
		PL	ES	UK	F	B	NL	D	IR	I	RO		
				3 months							XI/XII 2005		
1	Interns	NO	NO	P	P	P	P	P	P	NO	C/P 29	NO	
				IX – XII 2006						IX-XII 2006		IX-XII 2006	
2	Grantees	NO	P 1	P 19	P 12	P 12	P 5	NO	P 9	P 1	C/P 60	P 1	
1	Interns			P	P	P	P	P	P	P	C 100		
				IX 2006 – IX 2007								IX 2006 – IX 2007	
2	Grantees	C 2	C 2	C 22	C 5	C 4	C 4	C 2	C 3	C 2	54	C 3	

	Intensive courses and internship (7/9 weeks), 10 months in Romania, at INA
	Postgraduate courses, 12 months in EU and 10 months in Romania

Table 7

Ministry	Themes		
	Period		
	Human resources	Legal affairs and finances	Strategy
	17 XI 2003 6 XII 2004	16 II 2004 23 IV 2004	3 V 2004 16 VI 2004
Ministry of Health			
Ministry of Communications and Information Technology			
Ministry of Agriculture and Rural Development			
Ministry of Economy and Finance			
Ministry of Administration and Interior			
Ministry of Transport			
Ministry of European Integration			
Ministry of Justice			
Ministry of Labour, Family and Equality of Chances			
Ministry of Education and Research	-		