



*Project title:*

# South-Eastern European developments on the administrative convergence and enlargement of the European Administrative Space in Balkan states

*Programme:*

Lifelong Learning Programme

*Sub-programme:*

Jean Monnet Programme, Key Activity 1

*Action type:*

Multilateral Research Group

*Partners:*

National School of Political Studies and Public Administration, Romania (P1)  
University of the Aegean, Greece (P2)  
New Bulgarian University, Bulgaria (P3)  
University of Rijeka, Croatia (P4)  
European Public Law Organization, Greece (P5)

*Academic coordinator: Professor Dr. Lucica Matei*

*Duration:*

01 September 2009 – 31 August 2011

## SUMMARY OF THE PROJECT

### Reason for the project

European integration revealed, also for public administrations, specific processes and mechanisms, for evaluating the progresses recorded within the framework of national reforms. The most important ones refer to administrative convergence and compatibility with principles and values of the European Administrative Space (EAS). For the Balkan states, situated in different positions in the European integration process, each above concept is emphasised and it develops in a distinct and specific way.

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*The project receives funding from the European Community.  
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South-Eastern European developments  
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Education and Culture DG

Lifelong Learning Programme

## Project's Research Reports

### Research activity no.2

*Convergence and Europeanization. From Weberian bureaucracy to  
New Public Management*

#### Thematic research reports:

##### UNIVERSITY OF THE AEGEAN

*Bureaucracy: administrative structure and set of regulations in place to control  
organizational or governmental activities*

Available at <http://baccannet.eu/materiale/research2.pdf>

##### NEW BULGARIAN UNIVERSITY

*European governance & public administration reform in Balkan states*

Available at

[http://baccannet.eu/materiale/JM.European%20governance.Report.%20%20%20%20%20NBU\\_2010%20\\_3\\_.pdf](http://baccannet.eu/materiale/JM.European%20governance.Report.%20%20%20%20%20NBU_2010%20_3_.pdf)

##### UNIVERSITY OF RIJEKA

*Study on reform of governmental accounting and public finance*

Available at [http://baccannet.eu/materiale/report\\_Croatia.pdf](http://baccannet.eu/materiale/report_Croatia.pdf)

##### EUROPEAN PUBLIC LAW ORGANIZATION

*New Technologies in the service of efficient public administration*

Available at

<http://baccannet.eu/materiale/New%20Technologies%20in%20the%20service%20of%20efficient%20public%20%200%20%20%20%20admini.pdf>



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**Thematic research report**  
**UNIVERSITY OF THE AEGEAN**

**BUREAUCRACY: ADMINISTRATIVE STRUCTURE AND SET OF  
REGULATIONS IN PLACE TO CONTROL ORGANIZATIONAL OR  
GOVERNMENTAL ACTIVITIES**

**Prof. Panagiotis GRIGORIOU**

**University of the Aegean**  
**Jean Monnet European Chair holder**

*The EU bureaucracy is in fact tiny, leaderless, tightly constrained by national governments, and almost devoid of the power to tax, spend, or coerce. Indeed, the EU lacks nearly every characteristic that grants a modern European state its authority. Of the 20,000 employees of the European Commission, the EU's permanent bureaucracy, only about 2,500 have any decision-making capacity, the rest being translators and clerical workers. The commission thus employs fewer officials than any moderately sized European city and less than one percent of the number employed by the French state alone. Implementation of EU rules necessarily falls to national officials.*

*Moreover, the Commission's legislative initiative on issues where greater public involvement is customary (environmental regulation, consumer protection) is in practice falling to the directly elected European Parliament. Strasbourg institution must give final assent to such legislation. Finally, the few areas of effectively autonomous EU activity - such as Luxembourg Court interventions, central banking, multilateral trade negotiations, and antitrust enforcement - are precisely those excluded from direct democratic control in most national polities, to allow the smooth and fair functioning of government.*

*Last and perhaps most important, the EU's legal scope remains essentially limited to a single project that is now almost complete (i.e. the creation of a single market for goods, services, and capital). National governments, by contrast, have a comprehensive constitutional mandate. Were the EU the only means for political representation in Europe, one might have reason to be more concerned about whether it encourages the establishing and, mostly, the functioning of an active participative democracy. In fact, the EU has hardly any direct involvement in the national political issues that dominate modern European politics: social welfare provisions, cultural identity, education, and family policy. Its role is modest in other intermittently prominent matters such as labor, immigration, energy, transportation, defense, and foreign policy.*



**Table of Contents**

1. Definition of the Bureaucracy: new political and technical aspects
2. Bureaucracy in European Union: a phenomenon of new despotism?





**Thematic research report  
NEW BULGARIAN UNIVERSITY**

**EUROPEAN GOVERNANCE & PUBLIC ADMINISTRATION  
REFORM IN BALKAN STATES**

**Prof. Dr. Margarita SHIVERGUEVA**

New Bulgarian University  
Jean Monnet Chair in European economic integration  
Sofia, Bulgaria

One of the most notable features of European integration has been its creativity and capacity to adapt to constantly changing challenges and needs. As the Union embarks on a phase of “active” integration the practical need for convergence between the Member States is making itself felt afresh. This calls for closer harmonization of legislation or new forms of collective action on top of the “passive” integration focused on eliminating internal barriers in the Community that has long been the mainstay of its success.

Taking into consideration the experiences in the EU Member Balkan countries, an administrative strategy needs to comply with at least *five principles*: it needs to be *innovative, multidisciplinary, communicative, assertive and outcome-based*. The proposals gathered below have been drawn observations carried out in different countries. They are presented in a simplified manner and each of the statements should be carefully examined and adapted for applicability in light of the specificities of a given country.

*The first set of elements can be defined as strategic and policy-oriented. They refer to those actions that support the strategy from a tactical perspective. They are relevant at all phases of the strategy but in particular during the design phase, when policy makers need to make sure that they will find support and they are setting the right objectives. They refer, mainly, to the need to have in mind a broad concept of reform, to establish clear objectives and feasible targets, to ensure political commitment, to adopt a whole-of-government approach without a one-size-fits-all model, and to promote a reform attitude inside the administration.*

**Table of Contents**

1. What forms should multi – level governance have?
2. Instruments and procedures for coordinating the member states’ territorial development policies
3. Cooperation and coordination of national policies
4. Post-crisis fiscal rules: stabilizing public finance while responding to economic aftershocks.
5. Conclusions





**Thematic research report  
UNIVERSITY OF RIJEKA**

**STUDY ON REFORM OF GOVERNMENTAL ACCOUNTING AND  
PUBLIC FINANCE**

**Research team:**

**Prof.dr.sc. Helena Blažić, Faculty of Economics Rijeka**  
**Prof.dr.sc. Jospia Mrša, Faculty of Economics Rijeka**  
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**Dr.sc. Marko Donadić, Faculty of Economics Rijeka**  
**Mr.sc. Davor Mance, Faculty of Economics Rijeka**  
**Mr.sc. Gorana Roje, Institute of Economics Zagreb**  
**Danijela Stepić, Ministry of Finance, Croatian Government**

University of Rijeka  
Rijeka, Croatia

*Reforms of the public sector in Croatia are overwhelming and under strong pressure of the accession process to the EU membership. Such fast pace of the reforms presents significant effort for the Government and Ministries. In certain areas there is a strong opposition to the reforms especially when it comes to reduction of government spending related to previously given rights and benefits to the certain groups. Economic crisis that had dramatic spillover effects on the Croatian economy has only intensified the problems and made reform more difficult to pursue and implement.*

*There are numerous fields of reform under the framework of strategic documents such as the Strategic Development Framework for 2006-2013, the Government Programmes Strategy 2010-2012, the Economic and Fiscal Policy Guidelines and the Pre-accession Economic Programme (PEP). These documents define key area of the reforms. These are primarily in the area of expenditure allocation, taxation, system of internal financial controls and system of government accounting. One of the major tools for accomplishing these goals was certainly the new Budget Act that enables adoption and implementation of more efficient public finance system.*

*In regards to that, in this phase of the Project, two main areas of reforms are elaborated. Within the part of the reforms of the public sector in Croatia some major categories of these reforms are elaborates, especially the new budget act, structural reforms and improvements of the efficiency of the public administration. Special chapter is devoted to the process of tax harmonization with the EU which is in its advanced phase. The new Budget Act provided the basis for the improvement of public internal financial control and the system of governmental accounting as well.*

**Table of Contents**

1. Introduction
2. Reforming the Public Sector in Croatia
3. The setting of governmental accounting in Croatia - development, general features and international perspective
4. Conclusion





**Thematic research report**  
**EUROPEAN PUBLIC LAW ORGANIZATION**

**NEW TECHNOLOGIES IN THE SERVICE OF EFFICIENT PUBLIC  
ADMINISTRATION**

**Prof.Dr. Spyridon FLOGAITIS**  
**Dr. Andreas Pottakis**

**EUROPEAN PUBLIC LAW ORGANIZATION**  
**Athens, Greece**

*It is often that the will for improving public administration services is not missing; in order, however, to transform the will into concrete results, more is needed: crucially, the funds, necessary for any administrative reform; the implementation mechanisms, that is workable and effective instruments through which reform can not only be introduced, but also monitored and strengthened; the know-how, comprising both human and technological resources; and last, but certainly not least, wider support: support of the people from both sides of the administration, i.e. both those working on offering public administration services and those receiving them.*

*Starting from the assumption that public administration reform is advantageous, and in several cases even necessary, this paper aims at addressing a rudimentary question: how can e-government initiatives contribute to the much needed institutional and procedural reforms and to more efficient control mechanisms, with the aim of improving public administration services?*

*In what follows, the study briefly reviews the standards, benchmarks and principles for good public administration, as set at European and international level, and looks into the ways in which new technologies may contribute towards a more open, transparent, accountable, cost-effective, efficient public administration. Contemporary trends in the management and provision of public sector services are highlighted in this respect.*

*After a general overview of the state of affairs in countries of South-Eastern Europe, that have been identified as the 'lagging' ones in terms of IT penetration in both the public sector and in society generally, the study focuses on the case of Greece, a country that besides the considerable challenges that it urgently needs to address concerning the organisation and functioning of its public sector, must also deal with its critical state of public finances. Re-organising public administration with extensive use of new technologies and an emphasis on e-Government initiatives and schemes has become a priority for the government in power, with the aim of a more cost-effective, and open public administration.*

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1. Introduction
2. Setting Standards and Principles
3. Improving Public Services through New Technologies
4. The Future of E-Governance: From Citizens-Consumers to Users
5. ICT in the EU: The Regional Dimension
6. Applying New Technologies in Public Administration: The Greek Case
7. Conclusion





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Lifelong Learning Programme

## Events in the field of research connected to the project

European Group for Public Administration

National School of Political Studies and Public Administration  
Faculty of Public Administration



### 32<sup>nd</sup> EGPA Annual Conference International Congress of IAPNM “Temporalities, Public Administrations and Public Policies” Toulouse, France 8-10 September 2010

#### List of Participants from NSPSA, Romania

Lazăr Corina

*“The change of the Organizational Structure of the Public Institutions in Romania after the Romania’s Integration in the European Union. Case study – central public institutions in Romania” at the PhD’s Symposium;*  
*“Dynamics of organizational structures of the public institutions in Romania. Case study – central public institutions in Romania” at PSG VI “Governance of Public Sector Organizations”.*

Mădălina Cocoșatu, Teodora Dinu

*“Risk management under the public administrations crisis – an in-depth analysis of the regulatory changes in Romania” at PSG X “Law and Public Administration”.*

Diana-Camelia Iancu

*“Exporting Democracy by Enlargement: The case of administrative consolidation in CEE Countries and Croatia” at PSG XIV “EU Administration and Multi level Governance”.*

Mihaela Cărăușan

*“Creating differences in a society of equal chances. Case study – Romania” at PSG III “Public Personnel Policies”.*

Crina Rădulescu

*“The Mirage of the European Citizenhip” at PSG X “Law and Public Administration”.*

Luminița Popescu

*“Studying the Institutionalization of Strategic Responsiveness: The Romanian Public Services Case” at PSG XI “Strategic Management in Government”.*

Cătălin Dumitrică

*“In search for an optimal level of decentralization in Romania” at PSG IV “Local Governance and Democracy”.*

Cătălin Vrabie

*„Digital governance (in Romanian municipalities) and its relation with the IT education. A longitudinal assessment of municipal Web sites in Romania” at PSG I “E-government”.*

Lucica Matei, Ani Matei

*“A multidisciplinary doctoral research program in administrative sciences. The economic and social impact of public administration Europeanization” at PSG IX “Public Administration and teaching”.*

Ani Matei, Carmen Săvulescu

*“Public Integrity, Economic Freedom and Governance Performance. A Comparative Study for the EU Member States and Acceding Countries” at PSG VII “Ethics and Integrity of Governance”.*

Emil Bălan, Gabriela Varia

*“The Ombudsman in the Time of Crisis - A Special View on the Romanian People’s Advocate” at PSG X “Law and Public Administration”.*

Cristi Iftene

*“Local democracy thru decentralization - let’s measure decentralization phenomenon in Romania” at PSG IV “Local Governance and Democracy”.*



2011  
NSPSA  
Bucharest  
Romania

<http://egpa2011.com/>

The General Assembly of EGPA has decided to nominate the National School of Political Studies and Public Administration, in Bucharest, as the next host of the 33<sup>rd</sup> EGPA Annual Conference.





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## Members' academic contributions in the field of research connected to the project

### *“The Quality of Bureaucracy and Public Sector Performance. A Comparative Study in South-Eastern Europe”*

Prof.Dr. Ani Matei, National School of Political Studies and Public  
Administration, Bucharest, Romania

Prof.Dr. Panagiotis Grigoriou, University of the Aegean, Mytilene, Greece

Prof.Dr. Margarita Shivergueva, New Bulgarian University, Sofia, Bulgaria

Dr.Sc.Davor Vašiček, University of Rijeka, Rijeka, Croatia

Available at <http://ssrn.com/abstract=1695076>

#### Abstract

The interaction between the degree of administrative rationalization, ratios of economic growth and public sector performance represents a research field yet insufficiently approached, at least for the South-Eastern European states.

It presupposes essentially to determine the economic impact of the quality of bureaucracy in national administrations, whose structures, through administrative convergence and dynamics become more or less similar to Weberian administrative structures.

The field literature at the end of 20th century has developed comprehensive studies on that topic, analysing the situation in over 35 states all over the world. The South-Eastern European states were not comprised in the mentioned studies.

In this context, the paper aims to carry out a comparative theoretical and empirical research for some South-Eastern European states, especially in the Balkans, in view to determine the correlation between the quality of bureaucracy, economic growth and governance performance.

The investigation method consists in the “analysis of economic bureaucracy”, whose content is based on Weber’s principles of administrative rationalization, adapted to the research objectives of the paper and grouped in “competitive salaries, internal promotion and career stability, and meritocratic recruitment” (Rauch and Evans, 1999).

The sociological investigation was developed in four South-Eastern European states: Romania, Greece, Bulgaria and Croatia on a sample of 125 stakeholders, determined on basis of rigorous representativeness criteria at central government level for each above-mentioned state.

The empirical data are obtained in the framework of Jean Monnet project “South-Eastern European developments on the administrative convergence and enlargement of the European Administrative Space in Balkan states” and they are available on <http://www.balcannet.eu>.

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