

*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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## Project's Research Activities

### Research activity no.5

#### *“Sociological research on the degree of administrative rationalization”*

Research target

Empirical approach

Target group

Statistic indices used

Conclusions

#### **Research target**

The field literature at the end of 20<sup>th</sup> 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 aim is 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).

#### **Empirical approach**

##### *Collecting the original data*

Several steps have been successively achieved in view to accomplish the empirical investigation.

The investigation instrument used was designed as a questionnaire with 20 questions following closely “Analysing Economic Bureaucracy” (Rauch and Evans, 1999, Appendix).


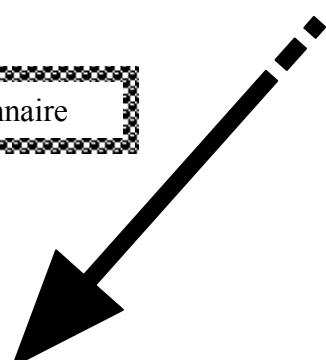
Our complete survey is reproduced at <http://www.balcannet.eu/materiale/Questionnaire.pdf>.

According to its structure, the variables that will model the quality of bureaucracy, respectively its connections with the economic environment can be synthesised according to

**Table 1.**

# RESEARCH

**Table 1.** Structure and expected finality of the questionnaire

| Questions | Content and expected finality | Description  |
|-----------|-------------------------------|--|
| q1 – q3   | Core Economic Agencies        | Identifying the important agencies/public institutions for economic policy making  |
| q4 – q13  | Recruitment and Careers       | Applying the meritocratic criteria in recruitment (q4, q5)<br>Measuring the importance of career-building (q6 – q11)<br>Rather the “blurring” of public/private boundaries that is one gauge of the extent to which the state is “embedded” in society (q12, q13). |
| q14 – q16 | Salaries                      | Bureaucratic compensation and socio-economic status  |
| q17 – q20 | Civil Service Exams           | Measuring the extent to which recruitment is meritocratic for the bureaucracy as a whole (q17, q18)<br>Measuring socio-economic status for the bureaucracy as a whole (q19, q20).  |

Source: Synthesis after Rauch and Evans (1999, 9, 10)



### Target group

The target group of the empirical research comprises four South-Eastern European states: Bulgaria, Croatia, Greece and Romania, relevant for the developments recorded in the administrative and public sector reforms. Their status related to the European Union represents the most relevant perspective for the current research.

The above group comprises older EU Member State (Greece), new ones (Bulgaria and Romania) and an acceding one (Croatia).

The experts who achieved the empirical investigation are teaching staff or researchers from New Bulgarian University (BG), University of Rijeka (HR), University of the Aegean and European Public Law Organization (EPLO) (GR), National School of Political Studies and Public Administration (NSPSA) (RO).

The questionnaires were distributed to high civil servants and representatives of central governmental authorities in various decentralized structures in regions of the states analysed.

**Table 2** presents the structure of the target group, the experts used and the number of the responders.

**Table 2.** Structure of the target group

| State         | ID | Experts used | Number of questionnaires applied |
|---------------|----|--------------|----------------------------------|
| Bulgaria (BG) | BG | 2            | 25                               |
| Croatia (HR)  | HR | 3            | 25                               |
| Greece (GR)   | GR | 4            | 48                               |
| Romania (RO)  | RO | 3            | 26                               |

### Statistic indices used

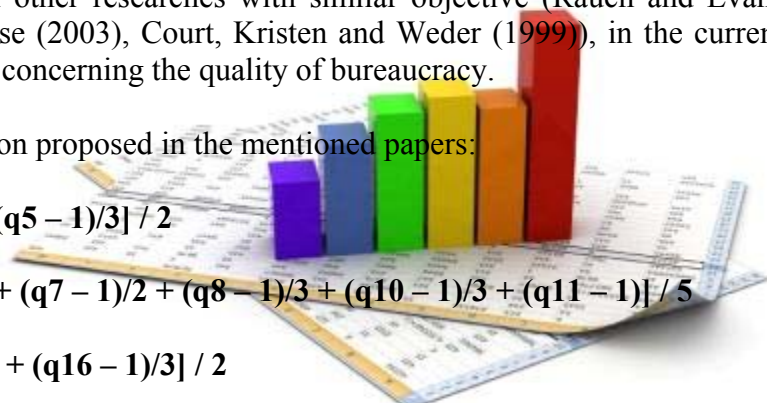
In view to be compatible with other researches with similar objective (Rauch and Evans (1999), Hyden, Court and Mease (2003), Court, Kristen and Weder (1999)), in the current paper we used the same indices concerning the quality of bureaucracy.

Thus, according to the description proposed in the mentioned papers:

$$\text{MERIT Index} = [(q4 - 1)/3 + (q5 - 1)/3] / 2$$

$$\text{CAREER Index} = [(4 - q6)/3 + (q7 - 1)/2 + (q8 - 1)/3 + (q10 - 1)/3 + (q11 - 1)] / 5$$

$$\text{SALARY Index} = [(q14 - 1)/4 + (q16 - 1)/3] / 2$$



Processing the  
empirical data...

### Indices of the bureaucratic structure

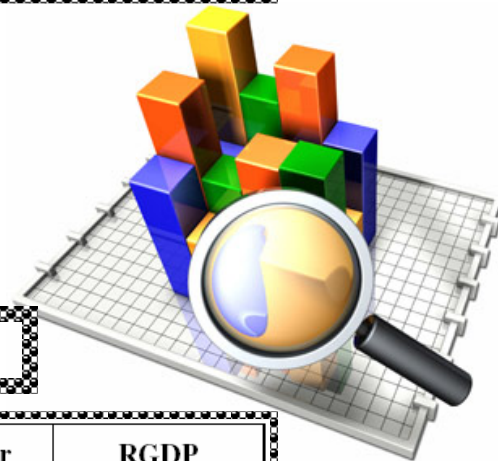
| ID | MERIT<br>Index | CAREER<br>Index | SALARY<br>Index |
|----|----------------|-----------------|-----------------|
| BG | 0.39           | 0.44            | 0.41            |
| HR | 0.28           | 0.36            | 0.33            |
| GR | 0.45           | 0.54            | 0.44            |
| RO | 0.51           | 0.59            | 0.56            |

Taking into  
account the WB  
indices

### Indicators of public sector performance (2008)

| ID | Gov Eff | Reg Qual | Rule Law | ConCor | RGDP<br>(USD) |
|----|---------|----------|----------|--------|---------------|
| BG | 0.10    | 0.75     | -0.12    | -0.17  | 9521          |
| HR | 0.52    | 0.50     | 0.08     | 0.12   | 13911         |
| GR | 0.56    | 0.81     | 0.75     | 0.10   | 28829         |
| RO | -0.14   | 0.53     | -0.05    | -0.06  | 9337          |

Source: Kaufmann, Kraay and Mastruzzi (2009)



## Conclusions

Statistic correlations between variables of quality of bureaucracy

### Interpretation...

|        |                     | Merit | Career | Salary  |
|--------|---------------------|-------|--------|---------|
| Merit  | Pearson Correlation | 1     | 0.168  | 0.043   |
|        | Sig (2-tailed)      |       | 0.061  | 0.635   |
|        | N                   | 124   | 124    | 124     |
| Career | Pearson Correlation | 0.168 | 1      | 0.265** |
|        | Sig (2-tailed)      | 0.061 |        | 0.003   |
|        | N                   | 124   | 124    | 124     |
| Salary | Pearson Correlation | 0.043 | 0.265  | 1       |
|        | Sig (2-tailed)      | 0.635 | 0.003  |         |
|        | N                   | 124   | 124    | 124     |

\*\* Correlation is significant at the 0.01 level (2 – tailed)

The regression of the three variables, establishing a direct determination between Career and Merit and an independence of the variables Merit and Salary, triggers similar conclusions.

The explanations of these results consist in the complexity and diversity of the civil service reform processes in South-Eastern European states and their insufficient development.



Statistic correlations of the indicators of public sector performance

Developments of the  
processes corresponding to  
public sector performance

|          |                     | Gov Eff | Reg Qual | Rule Law | Con Cor | Ln RGDP |
|----------|---------------------|---------|----------|----------|---------|---------|
| Gov Eff  | Pearson Correlation | 1       | 0.260    | 0.704    | 0.805   | 0.821   |
|          | Sig (2-tailed)      |         | 0.740    | 0.296    | 0.195   | 0.179   |
|          | N                   | 4       | 4        | 4        | 4       | 4       |
| Reg Qual | Pearson Correlation |         | 1        | 0.558    | -0.184  | 0.514   |
|          | Sig (2-tailed)      |         |          | 0.442    | 0.816   | 0.486   |
|          | N                   |         | 4        | 4        | 4       | 4       |
| Rule Law | Pearson Correlation |         |          | 1        | 0.666   | 0.984   |
|          | Sig (2-tailed)      |         |          |          | 0.334   | 0.016   |
|          | N                   |         |          | 4        | 4       | 4       |
| ConCor   | Pearson Correlation |         |          |          | 1       | 0.740   |
|          | Sig (2-tailed)      |         |          |          |         | 0.260   |
|          | N                   |         |          |          | 4       | 4       |
| Ln RGDP  | Pearson Correlation |         |          |          |         | 1       |
|          | Sig (2-tailed)      |         |          |          |         |         |
|          | N                   |         |          |          |         | 4       |

Correlation is significant at the 0.05 level (2 – tailed)



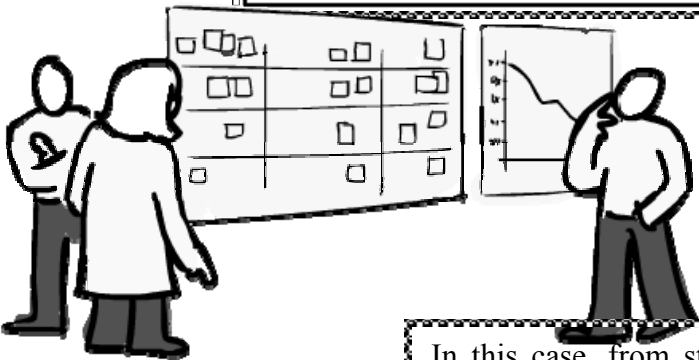
We remark that for Gov Eff, respectively RGDP and Rule Law, all coefficients of correlation are positive, revealing powerful direct determinations between them. The only exception is for Reg Qual and ConCor, the correlation being negative. This situation is determined, as shown by many studies concerning the public sector reform, in South-Eastern Europe by the discrepancies between the regulatory framework and inadequate modalities of enforcement.



Statistic correlations concerning the quality of bureaucracy and governance performance

Quality of bureaucracy  
and public sector  
performance

|          |                     | Merit  | Career | Salary |
|----------|---------------------|--------|--------|--------|
| Gov Eff  | Pearson Correlation | -0.589 | -0.487 | -0.742 |
|          | Sig (2-tailed)      | 0.411  | 0.513  | 0.258  |
| Reg Qual | Pearson Correlation | 0.260  | 0.218  | -0.021 |
|          | Sig (2-tailed)      | 0.740  | 0.782  | 0.979  |
| Rule Law | Pearson Correlation | 0.159  | 0.269  | -0.069 |
|          | Sig (2-tailed)      | 0.841  | 0.731  | 0.931  |
| Con Cor  | Pearson Correlation | -0.351 | -0.193 | -0.390 |
|          | Sig (2-tailed)      | 0.649  | 0.807  | 0.610  |
| Ln RGDP  | Pearson Correlation | -0.021 | 0.093  | -0.243 |
|          | Sig (2-tailed)      | 0.979  | 0.907  | 0.757  |



In this case, from statistic point of view, reality provides different evolutions of public sector performance and specific processes taken into calculation for the quality of bureaucracy. The explanations derive from inconsistency of statistic data, contradictory evolutions between the economic and bureaucratic processes, specific for the public sector.







South-Eastern European developments  
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Lifelong Learning Programme

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

5 November 2010

***“Accountability of Public  
Administration: An Important  
Feature of Modern  
Governments. Challenges and  
Perspectives”***

**Professor Migena Leskoviku**  
*Dean of the Law Faculty  
European University of Tirana,  
Albania*



The National School of Political Studies  
and Public Administration,

The Faculty of Public Administration,  
and

Bucharest Regional Office of the  
European Public Law Organization

*presented*  
this event as part of the Conferences’  
cycle “EPLO’s Dialogues at NSPSA”





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

**Public Integrity, Economic Freedom and Governance Performance.  
A Comparative Study for the EU Member States and Acceding Countries**

**Prof.Dr. Ani Matei**

**Prof.Dr. Lucica Matei**

**Assist. Carmen Săvulescu, PhD candidate**

Faculty of Public Administration

National School of Political Studies and Public Administration

**Abstract**

The studies concerning the impact of corruption on the effectiveness of governance are numerous, valorising profound approaches, based on criteria and standards related to good governance, organizational behaviour.

The concepts and mechanisms specific for econometrics and statistics provide the quantitative support for qualitative analyses, substantiating public policies, in view to assure effectiveness in performance measurement.

For EU Member States and acceding countries, the level of development and social organization determines specific ethical behaviours.

In this context, the current paper aims a comparative economic and social evaluation of the correlations between corruption, performance and economic freedom in the states mentioned, following the various significant stages of the EU enlargement.

The working hypotheses turn into consideration the following issues:

- Corruption holds national specific character and the statistic, econometric or sociologic analyses reveal that it is stable during time.
- The climate of economic freedom and the intensity of corruption influence powerfully the economic performance.
- The EU membership, "seniority" in EU, regional context determine different attitudes and perceptions on the corruption phenomena.
- For the newer EU states or the acceding countries, the strategies of integrity have mimetic character and the National Integrity Systems have structured powerful connections aimed at determining an action focused on public integrity.

In the analyses achieved, the EU is approached globally, at least from statistic point of view, and the conclusions aim situations specific to the groups of states that have been or will be the beneficiaries of the EU enlargement.

The quantitative analyses use both own results of the researches carried out by the authors and public results of World Bank or Heritage Foundation, as well as results of authorities responsible for national statistics.

The paper uses the theoretical framework described by authors in other papers with similar topic. For the current paper, the distinction consists in the correlation of the analyses with the stages of the EU enlargement.



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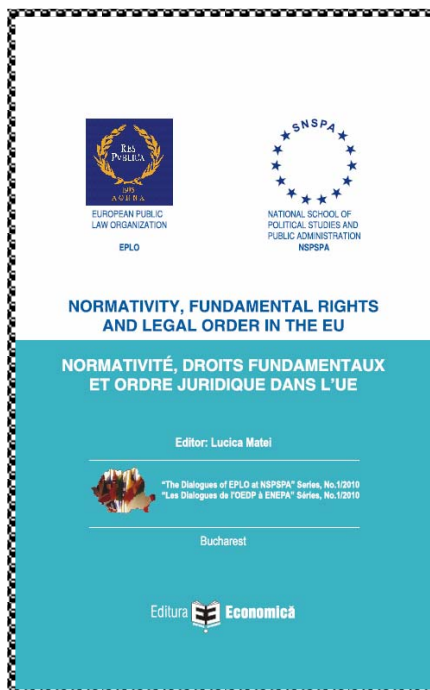
## Members' academic contributions in the field of research connected to the project

### Normativity, fundamental rights and legal order in the EU

Editor: Prof.dr. Lucica Matei

Bucharest, Economica Publishing House, 2010

Available at <http://edecon.ro/rezultate-cautare/cauta-normativity/toate-cuvintele-off/>



“The Dialogues of EPLO at NSPSPA” Series is developed by the European Public Law Organization (EPLO) Branch in Bucharest.

Established in May 2008, EPLO Branch in Bucharest represents an expression of the collaboration of over a decade between the Faculty of Public Administration of the National School of Political Studies and Public Administration (NSPSPA) and the European Public Law Center (EPLC), incorporating joint European programmes, participation in the European Public Law Academy, mobility of students, doctoral students and teaching staff.

Since autumn 2008, a monthly cycle of conferences on actual topics concerning the legal and managerial support of the European Union construction process has been organized under the aegis “The Dialogues of EPLO at NSPSPA”.

Supported by EPLO and NSPSPA joint financial efforts, the conferences have benefited of recognized personalities in the European academia, increasing EPLO prestige and strengthening the inter-academic cooperation in legal field, administrative sciences or public management.

Published annually, “The Dialogues of EPLO at NSPSPA” Series turns into account and disseminates the content of the conferences, supports and enhances the scientific dialogue according to EPLO and NSPSPA joint objectives.

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