

ANALYSIS OF THE NATIONAL MODERNIZERS NETWORK FOR THE SUPPORT OF THE PUBLIC ADMINISTRATION REFORM PROCESS FROM ROMANIA*

Alina PROFIROIU
Tudorel ANDREI
Marian NICA
Elena Daniela ȘTEFĂNESCU

Alina PROFIROIU (corresponding author)
Associate Professor, Faculty of Administration and Public
Management, Academy of Economic Studies, Bucharest, Romania
Tel.: 0040-021-319.1900
Email: alina_profiroiu@yahoo.com

Tudorel ANDREI
Professor, Statistics and Econometrics Department, Faculty of
Cibernetics, Statistics and Economic Computation, Academy of
Economic Studies, Bucharest, Romania

Marian NICA
PhD Candidate, Academy of Economic Studies, Bucharest,
Romania

Elena Daniela ȘTEFĂNESCU
PhD, National Institute of Statistics, Bucharest, Romania

* Acknowledgement: The research was conducted under phase V of the project *Quantitative and qualitative analysis of public administration reform impact on the EU integration process from the perspective of decreasing inequalities in economic regional development*, funded through National Priority Programs (NP II).

Abstract

The reform process of the state and implicitly of the public administration was a priority for the past governments of Romania. During 2004-2009, within the reform process, the main actors involved in the coordination, implementation and monitoring of reform measures were: the Prime Minister, the Superior Council for Public Administration Reform, Public Policy Coordination and Structural Adjustment, the Ministry of Public Finance, the General Secretariat of Government, Ministry of Administration and Interior (renamed for a short time Ministry of Interior and Administrative Reform), the Central Unit for Public Administration Reform, National Institute of Administration, the National Agency of Civil Servants, and the National Modernizers Network.

For evaluation of aspects related to the reform process it was designed a selective research within the members of the National Modernizers Network, for assessing their perception of the public administration reform undertaken by the institutions presented above. Evaluating their opinion can be an important point in the revitalization of the area of the administration reform process.

Also, the research conducted aimed at assessing the degree of modernizers' involvement in activities related to important aspects of the reform process: strategic planning, formulating and evaluating public policies, financial management, human resources management, decentralization, introduction of new information and communication technologies and administrative simplification.

1. Introduction

The reform process of the state and implicitly of the public administration has become a priority for the past governments of Romania. During 2004-2009, within the reform process, the main actors (Strategy for the Public Administration Reform in Romania, 2004) involved in the coordination, implementation and monitoring of reform measures were following:

- The Prime Minister – who coordinated the overall government reform and delegated specific tasks to all ministers.
- The Superior Council for Public Administration Reform, Public Policy Coordination and Structural Adjustment – which analyzed the sectoral strategies for each individual ministry or in whole, and made suggestions and recommendations to ministers and to the Prime Minister; this Council was dismantled and replaced in 2005 with an Inter-ministerial Permanent Council for Administration and Civil Service, decentralization, local communities.
- The Ministry of Public Finance – which develops and implements the Government's strategy in public finance; together with the Ministry of Administration and Interior are responsible for carrying out fiscal decentralization process, providing technical support to the Inter-Ministerial Technical Committee and working groups on financial issues specific to decentralization process; the Ministry has an important role in providing financial support to civil service reform.
- The General Secretariat of Government, the Public Policy Unit – strengthening the government capacity to coordinate the process of formulation, implementation and monitoring of public policies and providing the interface between different institutions which have an important role in public policy formulation.
- The Ministry of Administration and Interior (renamed for a short time the Ministry of Interior and Administrative Reform - MIAR), which had a role in public administration reform process, by its special structure – Central Unit for Public Administration Reform (CUPAR).

At the level of the Ministry of Administration and Interior the following actors were involved in the reform process:

- The Central Unit for Public Administration Reform¹ (CUPAR), structure within the ministry which provided the technical support and monitored the entire reform process, as well as implementation of the decentralization and deconcentration process; provides together with the Public Policy Unit (PPU), the secretariat of the Governmental Council and executes its decisions;

1 CUPAR was created in 2002 and is divided into 2 Units (Modernization and Decentralization) and a Monitoring Service. Its mission is to coordinate the reform process in the public administration by proposing instruments, mechanisms and procedures for a new public management which should be implemented at the level of local and central public administration, for meeting the citizens' demand.

- The National Institute of Administration (NIA), which currently has been dismantled, developed and ensured the implementation of the strategy for training of civil servants, played the role of a training school of excellence for civil servants, and it was the coordinator of the network of regional centers for continuous training at local administration level and support within the network of partners;
- The National Agency of Civil Servants (NACS) is responsible for managing the civil service;
- The groups for monitoring the public administration reform at counties and ministries level, coordinated by the Central Unit for Public Administration Reform. Public managers², which are a category of officials with special status, might be part of these groups.

For the evaluation of some aspects related to the activity of some actors involved in the support of the reform process it was designed a selective research within the members of the National Modernizers Network (NMN). The research was carried out within the 5th phase of the project Quantitative and qualitative analysis of the effects of the public administration reform on the EU integration process in terms of reducing economic development disparities between regions, funded through the National Programs by priority domains (NP II).

In this approach was applied a statistical survey at the level of a group of 72 modernizers from the entire network.

To achieve this objective the following stages took place:

- Develop a tool for measuring the capacity of actors involved in supporting public administration reform process;
- Implementation of the National Network tool. The questionnaire was applied in April 2010 to the Modernizers Network, with the support of the Central Unit for Public Administration Reform.

The questions integrated into the questionnaire took into consideration the evaluation of the public administration reform undertaken by the following institutions: Government, Ministry of Administration and Internal Affairs (MAI), Ministry of Public Finance (MPF), National Agency of Civil Servants (NACS), National Institute of Administration (NIA), Central Unit for Public Administration Reform (NACS) and Public Policy Unit (PPU).

The research conducted on the National Modernizers Network was aimed to have the modernizers' assessment on several aspects of the work undertaken by different

² Governmental Emergency Ordinance no. 56/2004 regarding the creation of the special status of the civil servant called public manager, approved with changes and amendments through the Law no. 452/2004, with its changes and amendments. The Public Manager, through its attributions and responsibilities, should contribute to the efficiency and continuity of the public administration reform, from the strategic levels to operational ones, as well as to the integration within EU structures through adopting and implementing the communitarian *acquis*, within the authority or institution where s/he is working.

actors involved in implementing reform measures. Evaluating their opinion can be an important point in the revitalization of the area of administration reform process, taking into account several issues:

- Resize this sector in relation to new restrictions imposed by the economic crisis, nationally and worldwide, but also the need to create a modern administration that supports the development of the economic environment;
- Excessive politicization of state institutions and its effects on economic performance and social process at national and regional level;
- The need for the implementation of the new wage system.

2. Developments at the level of National Modernizers Network

A first question in the survey was to assess the view of the modernizers on the public administration reform process in the past four years. Based on the question, it is defined an ordinal variable based on the application below:

$$Q_1 : N \rightarrow \{1,2,3,4,5\}$$

To define this variable it was used a measure scale with five levels, coded as 1 – if there is a negative opinion; 2 – if the view is moderately negative; 3 – if an opinion is neutral, meaning that respondents may not be aware of any remarkable changes in the reform process; 4 – if the view is moderately positive; 5 – if the opinion is positive. Distribution of answers to this question is presented in Table 1 and in Figure 1.

Table 1: Distribution of answers regarding the evolution of the reform process (%)

	Relative frequency	Cumulative frequency
It is noticed an involution every year	4.1	4.1
There are no important changes	8.2	12.3
The process is perceived in small degree	45.2	57.5
The process is perceived in high degree	38.4	95.9
Changes are radical	4.1	100.0

For this variable we calculated the average. It is obtained an amount equal to 3.30. The result highlights a slight evolution of public administration reform process. In fact, almost half of the respondents considered that the reform process is perceived at small degree. However, it should be noted that a majority (38.4%) of modernizers perceived at high degree the process of administrative reform.

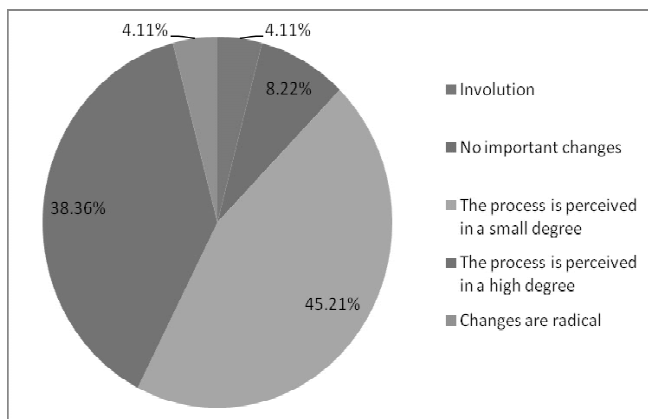


Figure 1: Distribution of answers regarding the evolution of the reform process

An important aspect to be considered within the implementation of the reform process in any sector is the motivation of its promoters, by assessing if there is a match between their aspirations and changes in the system. To determine whether changes in public administration coincide with the aspirations of the modernizers, the following variable was defined:

$$Q_2 : N \rightarrow \{1,2,3,4\}$$

To define this variable a scale with four values was used: 1, if change in the system does not coincide with the aspirations of the modernizers; 2, if there is a small correlation between the system change and their aspirations; 3, if there are considerable similarities between changes and aspirations; 4, if the aspirations of modernizers fully coincide with changes in the system. The D)distributions of values of this variable are presented in Table 2 and in Figure 2.

Table 2: Distribution of answers regarding the degree in which the changes coincide with the modernizers' aspirations (%)

	Relative Frequency	Cumulative Frequency
Not at all	6.8	6.8
In a small degree	58.9	65.7
In a high degree	34.2	100.0

The average of this variable, which is 2.27, indicates that the current changes coincide to a lesser extent with their expectations. In fact, more than 50% of respondents considered that change within public administration coincide to a lesser extent with their own aspirations.

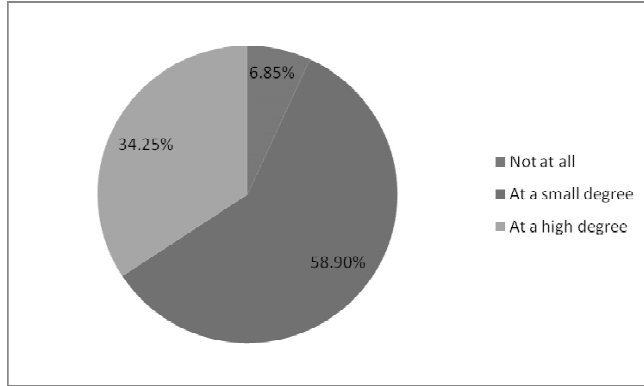


Figure 2: Degree in which changes correspond to modernizers' aspirations

To assess the quality of the work of the National Modernizers Network three issues were considered: work undertaken at national level; work undertaken by team members at county level; and quality of coordination work performed by CUPAR. For each case it was used a scale with five levels.

These values are defined as follows: 1, for an unsatisfactory appreciation; 2, two for a satisfactory opinion; 3, for a better appreciation of the work performed; 4, for a good appreciation; 5, no answer.

Based on information collected directly from the application of the questionnaire the following three variables can be defined:

$$Q_{31}, Q_{32}, Q_{33} : N \rightarrow \{1,2,3,4,5\}$$

We used only the values of primary variables which have values in the crowd $\{1,2,3,4\}$ thus defining the following variable for a global assessment:

$$Q_3 : N \rightarrow [1,4], Q_3 = \frac{1}{3} (Q_{31} + Q_{32} + Q_{33})$$

The value distribution for each variable is presented in the following table:

Table 3: Distribution of answers regarding the appreciation on the work of National Modernizers Network

	Activity at national level	Activity at county level	Network coordination by CUPAR
Not satisfactory	11.0	13.7	4.1
Satisfactory	17.8	38.4	24.7
Well	47.9	38.4	56.2
Very well	6.8	2.7	8.2
I do not know	16.4	6.8	4.1
No answer	0.0	0.0	2.7

For an overall assessment of the National Modernizers Network on each component it is calculated the mean of the three primary variables based on questionnaires

which have an assessment in relation to each criterion considered. Average for the three variables are: for work at national level was obtained 2.60; for the activity at the county level it was obtained 2.32; for the coordination of the network by CUPAR it was obtained an average of 2.73. Average aggregate variable Q_3 is equal to 2.55, indicating a negative assessment of the work of the National Modernizers Network.

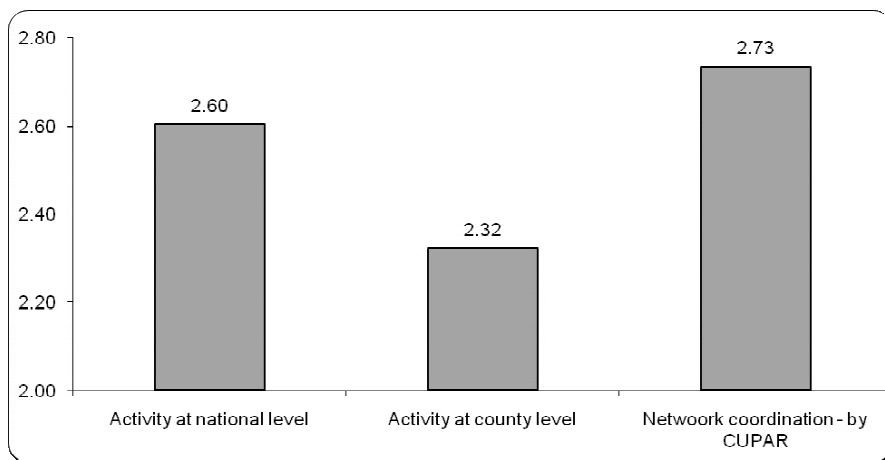


Figure 3: Appreciation of the activity of National Modernizers Network reported to the activity at national, county and CUPAR coordination

Using two questions from the questionnaire we highlighted the most important strengths and weaknesses of the National Modernizers Network. Therefore, among the network’s strengths it can be mentioned: Coordination of the network by CUPAR; Making a more efficient public administration through alternative methods presented; Support for strengthening the role of the Prefect in managing the process of deconcentration of public services and ensuring integrated management of public services of the ministries, for improving the human resources policy; Expanding the communication with the citizens; Modernization instruments launched at the level of public institutions; The increased availability of CUPAR experts’ advice, ensuring prompt information and undertaking objective evaluations; Work in team with maximum openness; Opportunity of experience sharing and best practices.

Among the weaknesses of the system can be noted: sometimes poor communication and lack of information on standing issues; lack of communication between the networks from county level and CUPAR, as coordinator of the NMN, poor communication between modernizers and public institutions leadership; lack of information on modernizers’ activity; People which should be part of the modernization do not have the necessary knowledge and as a consequence do not have responsibilities in the job description; At this moment, the modernizers’ group (at least at county level) does not add value to the process of public administration modernization as it is

not operational; Little monitoring of the implementation of reform measures at the local level, lack of implementation of measures that require material costs and of the obligation to apply certain modernizing instruments; Failure to support the process of simplifying administrative procedures; Insufficient training of the modernizers' groups and reduced number of the meetings with NMN members at national level, determining a low cohesion at NMN level; Poor coordination of the modernizers groups at the level of some counties; Transfer knowledge and best practices among network members is done sporadically; Lack of a plan of action at the network level; Poor preparation of network members in terms of reform.

An important aspect of NMN is related to the number of meetings from 2006-2009. Thus based on information obtained after processing the questionnaire, distributions data were obtained, as presented in Table 4.

Table 4: Distribution of modernizers by the number of meetings they attended

Number of meetings	2006	2007	2008	2009
0	2.7	5.5	12.3	16.4
1	19.2	23.3	13.7	9.6
2	16.4	11.0	2.7	2.7
3	5.5	2.7	0.0	0.0
4	2.7	1.4	1.4	0.0
NA	53.4	56.1	69.9	71.2

Based on the above table we can make the following comments. During the period analyzed there is a reduction from year to year in the number of meetings of the NMN. There is large number of modernizers which did not provide any response to the question above. The lowest level of activity is noted in the year 2009.

An important tool that can ensure good communication within NMN, is an information bulletin. To determine the extent to which NMN members know of the existence of a newsletter it was asked a question whether there is a newsletter. Distribution of answers to this question is presented in Figure 4.

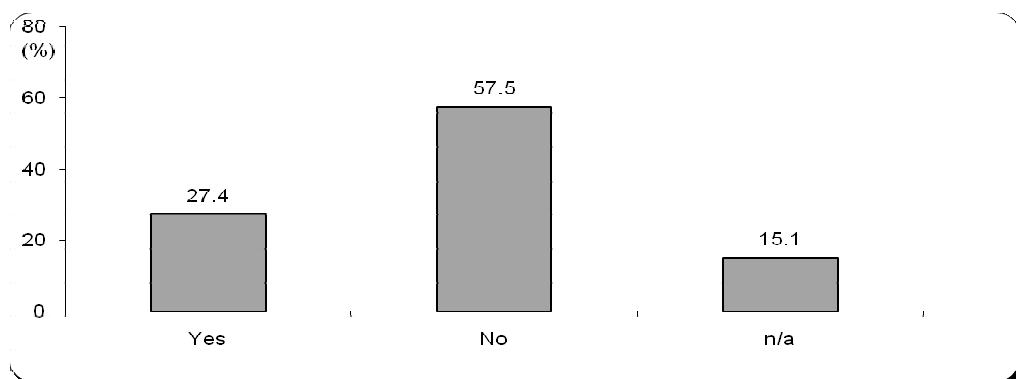


Figure 4: Answer distribution regarding the newsletter's existence

To determine to what extent the newsletter fulfills the expectations of NMN members, for those who answer affirmative to the previous question, it was inserted a question to assess the satisfaction regarding the newsletter. Based on this variable variable Q_6 is defined, by the below application:

$$Q_6 : N \rightarrow \{1,2,3,4\}$$

For the definition of the above variable it was used a scale with four levels defined as follows: 1, the interviewee believes that newsletter is not useful; 2, the utility of newsletter is low; 3, the newsletter has a large utility; 4, the usefulness of this tool is very high. The overall results are presented in Table 5 below.

Table 5: Appreciation degree of the newsletter, by NMN members (%)

	1 (not useful)	2 (low)	3 (large)	4 (high)	No answer
Weight	0.0	2.7	23.3	0.0	74.0

Following the distribution of the above table, it is shown a poor appreciation of the quality of the newsletter by the NMN members. It should be noted that most of the respondents (74%) were not aware of the existence of this instrument.

3. Promoting modern tools at the level of public administration

An important role in modernizing public administration it played by the use of modern instruments implementing specific EU policies to the national context. We included a question in the questionnaire to assess the awareness regarding the implementation of three modern instruments: Common Assessment Framework (CAF), Multi-annual Plan of Modernization (MPM) and Strategic Planning (SP). Distribution of the answers to this question is presented in Table 6.

Table 6: Application of three instruments at the institutions' level

	CAF	MPM	SP
No	32.9	11.0	17.8
Yes	41.1	71.2	60.3
Do not know	13.7	8.2	15.1
No answer	12.3	9.6	6.8

For CAF and MPM it is evaluated the modernizers' opinion on their usefulness at the level of the institutions where they are implemented. To define this question there were considered the following response alternatives: Implementation of the instrument is a bureaucratic activity which supports the reform process (A); Implementation of the instrument is cumbersome in the current stage of the development of public administration (B); Each tool is effective in modernizing the administration and the application has already brought results (C); Each tool is effective in modernizing and will produce results in the future (D).

Distribution of responses on the usefulness of the two instruments at the level of public administration is presented in Table 7. To determine the two distributions

there have been used only modernizers' answers who mentioned at previous question that CAF and MPM are used.

Table 7: Use of CAF and MPM at the public administration level

	CAF	MPM
A	0.0	0.0
B	6.7	15.4
C	36.7	44.2
D	53.3	36.5
No answer	3.3	3.8

To assess the modernizers' opinion regarding the usefulness of MPM implementation there were considered the following four aspects: Internal organization; Human resource management; Use of methods and tools of public administration management; Introduction/extension of the use of information and communications technologies. In all four cases a five values scale was used to measure the five variables: 1 – if the implementation of MPM was not a positive contribution; 2 – if contribution was to a lesser extent; 3 – if there was a moderate contribution; 4 – if the contribution was pretty good; 5 – if there was a very large contribution. Within the questionnaire it was introduced a question to determine to what extent MPM helped to improve some aspects related to the functioning of the institution. Based on the information gathered, through the application of this question there were defined four primary variables and an aggregate variable. These are listed below:

- For evaluation of MPM contribution to in internal organization:

$$Q_{131} : N \rightarrow \{1,2,3,4,5\}$$

Distribution of values of this variable is presented in Table 8.

Table 8: Appreciation of MPM contribution to internal organization

	Relative frequency (%)
Not at all – 1	2.3
Lesser extent – 2	11.4
Moderate – 3	29.5
Pretty good – 4	36.4
Large contribution – 5	9.1
I don't know/No answer	11.3
Total	100.0

- For evaluating the contribution of MPM to the improvement of human resource management:

$$Q_{132} : N \rightarrow \{1,2,3,4,5\}$$

The distribution of the values of this variable is presented in Table 9.

Table 9: Contribution of MPM to the improvement of human resource management

	Relative frequency (%)
Not at all - 1	2.3
Lesser extent - 2	22.7
Moderate - 3	43.2
Pretty good – 4	18.2
Large contribution - 5	2.3
I don't know/No answer	11.3
Total	100.0

- For evaluating the contribution of MPM to the improvement of using the public management methods and instruments:

$$Q_{133} : N \rightarrow \{1,2,3,4,5\}$$

The distribution of the values of this variable is presented in Table 10.

Table 10: Contribution of MPM to the improvement of using the public management methods and instruments

	Relative frequency (%)
Not at all – 1	2.3
Lesser extent – 2	22.7
Moderate – 3	38.6
Pretty good – 4	25.0
Large contribution – 5	0.0
I don't know/No answer	11.4
Total	100.0

- For evaluating the contribution of MPM to the improvement of using the new information and communication technologies:

$$Q_{134} : N \rightarrow \{1,2,3,4,5\}$$

The distribution of the values of this variable is presented in Table 11.

Table 11: Contribution of MPM to the improvement of using the new information and communication technologies

	Relative frequency (%)
Not at all – 1	2.3
Lesser extent – 2	11.4
Moderate – 3	18.2
Pretty good – 4	38.6
Large contribution – 5	18.2
I don't know/No answer	11.3
Total	100.0

- For evaluating the global contribution of MPM to the improvement of activity in the public institution in which it was implemented. This is a variable defined as the arithmetic mean of the four primary variables defined above:

$$Q_{13} : N \rightarrow [1,5], Q_{13} = \frac{1}{4} (Q_{131} + Q_{132} + Q_{133} + Q_{134})$$

The distribution of values for this variable is presented in Figure 5.

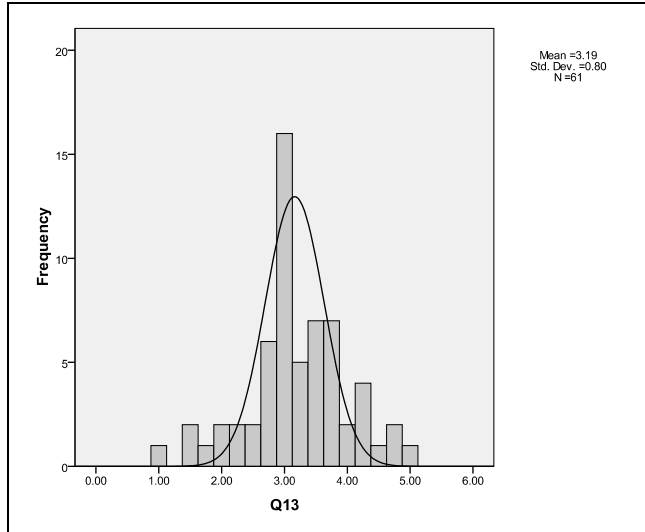


Figure 5: Distribution of modernizers' appreciation of MPM utility

Average utility of this variable shows a low utility of MPM at the level of public administration institutions.

4. Activity of the actors involved in the public administration reform

In assessing the work of important stakeholders involved in implementing public administration reform process a question was introduced in the questionnaire with four possible answers: unsatisfactory, satisfactory, good and very good.

For assessing the activity of each actor involved in this process one variable was defined as follows:

- For the Government activity it was defined the following variable:
 $Q_{141} : N \rightarrow \{1,2,3,4\};$
- For MAI activity it was defined the following variable: $Q_{142} : N \rightarrow \{1,2,3,4\};$
- For MFP activity it was defined the following variable: $Q_{143} : N \rightarrow \{1,2,3,4\};$
- For NACS activity it was defined the following variable: $Q_{144} : N \rightarrow \{1,2,3,4\};$
- For NAI activity it was defined the following variable: $Q_{145} : N \rightarrow \{1,2,3,4\};$
- For CUPAR activity it was defined the following variable: $Q_{146} : N \rightarrow \{1,2,3,4\};$

- For PPU activity it was defined the following variable: $Q_{147} : N \rightarrow \{1,2,3,4\}$

To define these variables a scale with four values was used: 1 – for an unsatisfactory assessment of the stakeholders’ activity; 2 – for a satisfactory assessment; 3 – for a good opinion; 4 – for a very good opinion. The distribution of answers to this question is presented in the table below.

Table 12: Appreciation of involved stakeholders in the reform process

	unsatisfactory	satisfactory	good	very good	Non answer
Government	9.6	23.3	45.2	12.3	9.6
MAI	5.5	9.6	58.9	19.2	6.8
MPF	12.3	37.0	35.6	6.8	8.3
NACS	9.6	27.4	42.5	13.7	6.8
NAI	4.1	20.5	46.6	19.2	9.6
CUPAR	2.7	6.8	45.2	37.0	8.3
PPU	8.2	16.4	42.5	12.3	20.6

For each of the seven variables their means was computed and the following results were obtained: for the Government’s activity in public administration reform, it was obtained the value of 2.67; for the MAI activity the mean was 3.00; MPF activity was assessed with 2.40; NACS assessment yielded an mean equal to 2.65; NIA was assessed with an mean of 2.89; CUPAR activity was assessed with 3.26; PPU was assessed with the value of 2.74. The means obtained for the involved actors in the reform process are shown in figure below.

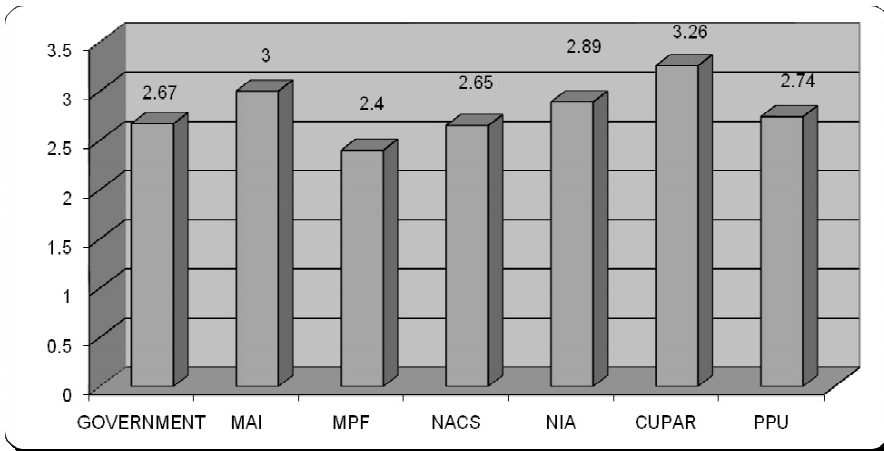


Figure 6: Appreciation of activity of involved stakeholders in the reform process

For an overall assessment of the actors involved in the reform process the variable is defined as the arithmetic mean of the seven primary variables defined above:

$$Q_{14} : N \rightarrow [1,4], Q_{14} = \frac{1}{7} (Q_{141} + \dots + Q_{147})$$

The mean of this variable is 2.77, which indicates a negative opinion of the modernizers regarding the work undertaken by the stakeholders involved in this process. There should be noted the negative opinions expressed by modernizers related to the activity of MPF, but positive views regarding the activity of CUPAR.

The distribution of the values of the variables used for global assessment of the work of important stakeholders in the public administration reform is presented in Figure 7.

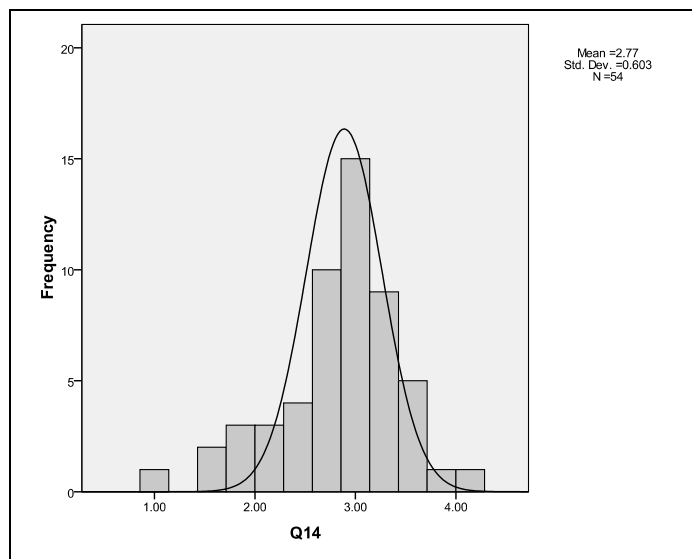


Figure 7: Distribution of variable values Q_{14}

5. Independence of civil service by political system

An important result of the reform process in public administration must be reflected in the increased independence of the civil service from the political level. To assess the modernizers' opinion about the magnitude of civil service change on the political criteria, the following question was introduced into the questionnaire. Two variables were developed in order to assess the extent of personnel changes as a result of changes in the political system.

$$Q_{151}, Q_{152} : N \rightarrow \{1, 2, 3, 4\}$$

To define the two variables a scale with four values was used, assigned as follows: 1, if in the modernizers' view there were no changes in civil service following political changes; 2, changes were insignificant; 3, changes were significant; 4, for changes that were generalized, in which political changes have caused a large fluctuation of management and implementation staff from the institution.

The distribution of values for the two variables is presented in the table and figure below.

Table 13: Frequency of personnel changes on political criteria (%)

	Management level	Execution level
no changes	11.0	23.3
changes were insignificant	21.9	46.6
changes were significant	46.6	19.2
changes were generalized	15.1	5.5
No answer	5.5	5.5

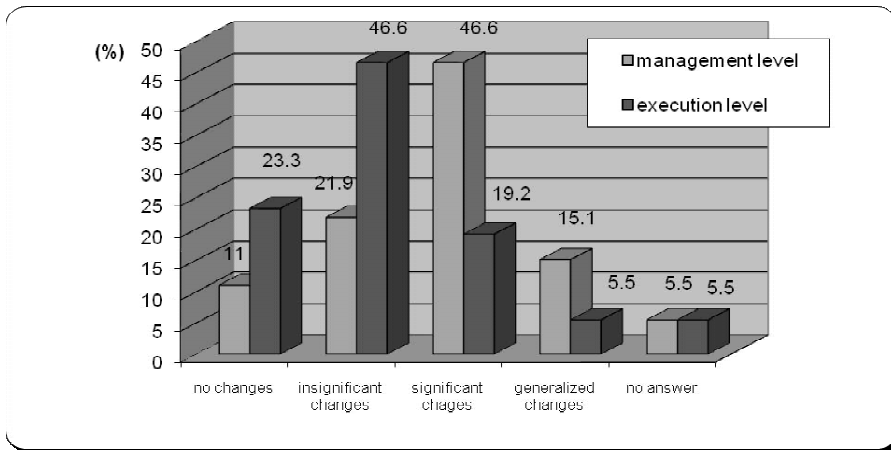


Figure 8: Frequency of personnel changes on political criteria

The results obtained above reveal a reduced independency of civil service from the political system. Thus, more than 60% of the modernizers appreciated that changes of management staff on political criteria are significant or widespread.

6. Including in the modernizers' job description the tasks related to the reform

To track the extent to which activities related to public administration reform process by modernizers are stipulated into the job description the following question was included into the questionnaire: Are your tasks related to the reform included in your job description? To define this question it was used a five values scale, as follows: 1 – in case in which the tasks related to reform are included in full in the job description; 2 – where most of these tasks are included the job description; 3 – if such tasks are shown only partially in the job description; 4 – for negative situation in which reform-related tasks are not at all mentioned; 5 – for the case when modernizer does not know if these tasks are included in the job description.

The distribution of answers to this question is presented in Figure 9.

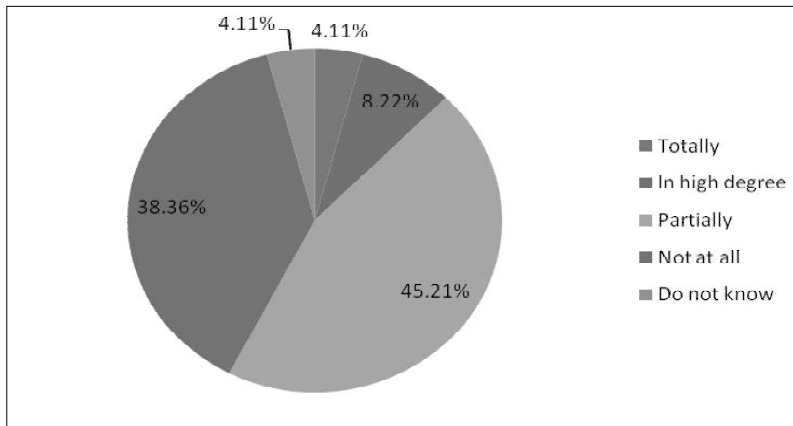


Figure 9: Distribution of answers regarding the inclusion of tasks related to the reform into the job description

The results obtained show that modernizers' tasks related to public administration reform are not very often specified in their job descriptions.

To estimate the time allocated by modernizers to issues related to public administration reform process, in the questionnaire was included a question with four response alternatives: every day an insignificant portion of the program; occasionally, as required; a significant part of the daily work; most of the work program. The results obtained are shown in the table below.

Table 14: Time allocated to tasks related to the reform process

	Relative frequency (%)
insignificant portion of daily program - 1	2.7
occasionally - 2	69.9
a significant part of the daily work - 3	23.3
most of the work program - 4	2.7
No answer - 5	1.4
Total	100.0

7. Conclusions

Finally, the research conducted aimed at assessing the degree of modernizers' involvement in activities related to seven important aspects of the reform process: strategic planning, formulating and evaluating public policies, financial management, human resources management, decentralization, introduction of new information and communication technologies and administrative simplification.

To assess the views of employees in public administration regarding the extent to which they were involved in supporting reform processes in relation to the above issues, in the questionnaire there were introduced eight related questions. Based on these questions, primary variables were defined as follows: Improving the capacity of strategic planning - Q201; Improving public policy formulation and evaluation - Q202,

Improving Financial Management - Q203, Improving human resource management (planning, recruitment and advancement based on merit, pay based on performance) - Q204, Commencement of organizational change for a better implementation of decentralization - Q205, Introduction of Practice on Information Technology and Communications (ICTs) - Q206, Introduction of management performance related techniques (the introduction of measurement systems performance, benchmarking, performance-based funding) - Q207, and Involvement in the implementation of quality improvement initiatives - Q208.

To measure the modernizers' opinion in relation to each criterion presented above it was used a scale to measure the following five values: 1 – if it has been heavily involved; 2 – if it has been pretty much involved; 3 – for moderate involvement; 4 – if it has been involved in an insignificant degree; 5 - if he was not at all involved. The results are presented in Table 18.

Table 18: Distribution of answers regarding modernizers' implication in various activities (%)

	High degree	Considerable	Moderate	Insignificant degree	Not at all	No answer
Improving the capacity of strategic planning	21.9	20.5	21.9	16.4	12.3	6.8
Improving public policy formulation and evaluation	12.3	0.0	27.4	26.0	27.4	6.8
Improving Financial Management	1.4	13.7	19.2	24.7	34.2	6.8
Improvement of human resource management (planning, recruitment and advancement based on merit, pay based on performance)	4.1	17.8	26.0	20.5	26.0	5.5
Commencement of organizational change for a better implementation of decentralization	5.5	9.6	28.8	16.4	34.2	5.5
Introduction of Practice on Information Technology and Communications (ICT)	15.1	24.7	28.8	6.8	20.5	4.1
Introduction of management performance related techniques (the introduction of measurement systems performance, benchmarking, performance-based funding)	9.6	17.8	31.5	19.2	15.1	6.8
Implementation of quality improvement initiatives (introducing standards for public services, introducing information stop shops, involvement of the clients and partners from the services sector in the process of making decisions; quality control in offering public services through adoption of a citizens' charter', simplification of administrative procedures)	26.0	24.7	34.2	2.7	8.2	4.1

For each of the seven primary variables it was calculated the average of the modernizers' opinion. The obtained average values and standard deviations are presented in Table 19 and are plotted in Figure 13.

Table 19: Means for variables used for quantifying the modernizers' involvement

Variable	Variable's mean	Standard deviation
Q ₂₀₁	2.76	1.371
Q ₂₀₂	3.59	1.289
Q ₂₀₃	3.82	1.136
Q ₂₀₄	3.49	1.218
Q ₂₀₅	3.68	1.242
Q ₂₀₆	2.97	1.381
Q ₂₀₇	3.11	1.204
Q ₂₀₈	2.48	1.226

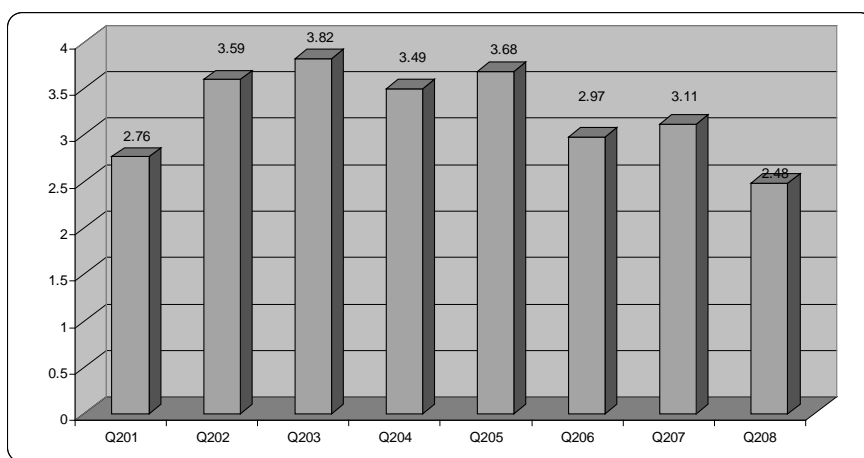


Figure 13: Level of involvement of modernizers in different type of activities

For an overall assessment of the extent of modernizers' involvement in certain categories of activities undertaken to support the reform process, it was defined variable Q₂₀, as the average of the eight primary variables defined above:

$$Q_{20} : N \rightarrow [1,5], Q_{20} = \frac{1}{8} (Q_{201} + \dots + Q_{208})$$

It should be noted that a low average of this variable highlights a high level of modernizers' involvement in various activities to support the reform process. It is noted that the greatest involvement relates to the improvement of financial management and the lowest involvement is related to the implementation of quality improvement initiatives. The variable's mean is equal to 3.23. Mean values and distribution obtained from the figure below highlight a reduced modernizers' involvement in the mentioned activities to support the reform process of the institution.

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