

# Representing the Local Interests in Governmental Policy Making. The Romanian Experiment

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***Abstract.** The paper aims the analysis of mechanisms related to representation of territorial interests at national level in formulation, implementation and evaluation of governmental public policies by involving local actors, local government associations (National Association of Municipalities, National Association of Towns, National Association of Communes) in Romania.*

*The paper is conceived on three major topics, represented in Romanian governmental institutional structures, on:*

*1. Levels represented in public policy making process, on one hand, territorial-administrative levels, national, county and local level (municipality, town, commune), and, on the other hand, the political, legislative, executive and consultative level.*

*2. Developments of public policy system, from the analysis of the Romanian legislative and institutional framework to practices, turning into account the institutional and legislative approach on public policies.*

*3. National and local actors, roles, illustrated in a study on a local structure level.*

*The elaboration of the matrix of stakeholders in finalising, elaborating, implementing and evaluating public policies will represent the conclusions of this paper.*

**Key words:** inter-governmental relations; public policies; associations of local public administration.

**JEL Codes:** H11, H77, H83.

**REL Codes:** 13C, 13G, 13J.

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## 1. Introduction

Today, we witness a change of the role of the traditional nation state, change determined on one hand by the effects of globalization and European integration, and, on the other hand, by the effects of decentralization, delegation, privatization, etc.

The current traditions, models and practices of governance could not determine the occurrence of a “consensus” concerning the relation part-whole, reflected in the national governance system on several levels of inter-governmental relations, related, on one hand, to the endogenous system of the state and, on the other hand, to the exogenous supra-national or European environment.

For the European states the Europeanization process is closer, undergone presently by Romania, and expressed in accordance with some exigencies of change, namely: reform of the public sector, public administration and civil service, precisely policy-making reform. It means to strengthen the Executive, to create the system and mechanisms for horizontal coordination around policy-making and its implementation, to develop the agenda of the Executive involved in policy-making, to create the subsystems for public policy-making and application.

The state structures have impact on

developing the connections between administrations on different administrative levels, taking into consideration the fact that a unique state structure corresponds to each state. In this context, based on Professor Ziller’s (1993) assertions concerning the existence of a Public Administration Law in each country, varying from one national system to another, we confirm the usefulness of a common definition for the administrative law, as a set of principles and rules referring to public administration organisation and management, and relations between administrations and citizens.

For Central and Eastern European countries, functionality of inter-governmental own system represents a priority for their governance, ensuring and arguing by facts its own capacity to adopt, implement and assess the public policy system, which is reflecting the territorial interests of the territorial-administrative structures, represented in local governance relations and inter-governmental relations.

The local interests, expressions of the local needs identified under the form of rationales, determine certain behaviour of the local actors concerning the achievement of economic performance necessary to meet the local needs. They constitute one of the components of the economic local mechanism, representing the cause and stimulus for the local actors’ actions. The local interests are represented in the local complex system, expressed at the level of interests for the institutionalised group (with representativeness role in the dialogue with decision-making partners of the public power) and at the level of territorial interests. We mention the meaning concerning the

local territory, comprising the geographic framework and the existent community, organised at social, economic and political level, adding the historical, cultural dimension and the mark of the local traditions.

## 2. Public policy-making in Romania

### 2.1 Principles of public administration

The institutional and legislative approach of the public policies is based, on one side, on the institutional management, by using instruments such as planning of the resources (human, financial, material and administrative) or the development of efficient institutional models, borrowing from the private sector expertise, the process of strategic planning, and on the other, the adoption, modernization and actualization of the necessary legislative framework.

Both the principles of public administration and the elements of the administrative framework, known as the context of “administration by law” (Schwarze, 1988) represent the premises to achieve a good governance act. Thus, the quality of fundamental laws on autonomy (instrument for the Executive and an information and predictability source for the public), the administrative procedure (sets specific procedures for decision-making process, coordination and balance of powers for the relation of officials with the public, communication between them, authorising any interested party to be entitled to a hearing or to request appeal) and accountability and control mechanisms (facilitating transparency, ensuring control of financial and administrative decisions, calling to courts) influence and determine key

changes in public policy-making, implementation and assessment.

The most important principles of public administration (OECD, 1999), common for the European states, confidence and predictability (legal certainness), openness and transparency, responsibility, efficiency and effectiveness represent the basis of public policies system also in Romania. Principles such as administration by law, principles of proportionality, legal certainty, protection of legitimate requirements, non-discrimination, right to a hearing within the framework of decision-making procedures in administration, interim reports, equal conditions to administrative courts, non-contractual responsibility of public administration, established by the European Court of Justice, are compulsory for all Member States (OECD, 1999).

The above principles can be found in the administrative procedures and they are applied by public institutions on all levels. The public sector actors are obliged by law to comply with these legal principles that should be controlled by independent bodies, systems of justice, parliamentary scrutiny, individual authorised persons.

The results in different analyses of public policy-making in Romania confirm the respect of the above-mentioned principles at the level of different actions, as follows:

- The participation of actors – local authorities, private sector, non-governmental organizations and international institutions to the *planning* process of public policies. Another activity is that of informing in regard to the planned public policies of the civil society – *Principle of participation and transparency*.

- The process of planning the public policies is about permanent actualization of the policies of the Romanian Government and their coordination with other initiatives – *Principle of continuity and coordination*.
- The involvement of actors found at legislative, executive and political levels in the public policy process suggests taking responsibility for all levels for the results achieved – *Principle of responsibility*.
- The real assessment of the level for applying public policies adopted by the Romanian public administration – *Principle of subsidiarity*.
- The capacity to react in real time of the Government to situations determined by the existence of a public need, establishment of clear actions on the basis of pertinent objectives, estimation of results and their assessment, by applying efficiency, effectiveness and economy of resources – *Principle of good governance*.
- The capacity to develop cooperation and consultation relations in the problem of public policies of actors situated at different levels by assuring a coherent view on the objectives to be accomplished and the measures to be taken – *Principle of cooperation and coherence*.

The system of elaborating public policies in Romania follows the principles applicable in the European space (<http://www.gov.ro>):

1. Existence of a general legislative framework valid and coherent for formulating public policies (methodologies

and well defined rules regarding the preparation and revising of documents which contain sketches of policies (policy drafts) which are sent for debate and approval inside governmental meetings).

2. Autonomy of the ministries in elaborating own public policies.

3. The inter-ministerial character of the process of formulating public policies

Stages:

- Exchange of information between ministries for formulating the legislative and political documents;
- Consultation between ministries;
- Public declarations based on positions negotiated by ministries: “to talk in one voice”;
- Consensus between ministries: reaching an agreement between interdependent policies;
- Conciliation: mediation by a third party of conflicts not resolved on time by ministries;
- Mediation between ministries: conflict solving by a higher authority, by reaching consensus and conciliation.

4. Elaborating standards for the process of elaborating policies respected by ministries.

5. Prioritizing the components of national policies.

6. Avoiding re-organizations or reforms which contain unpredictable changes which may affect the system for public policy-making.

7. Internationalization of governmental policies marked by: EU accession, development of globalization for economic processes, NATO membership, and Council of Europe membership.

## 2.2. Levels represented in the process of public policy making

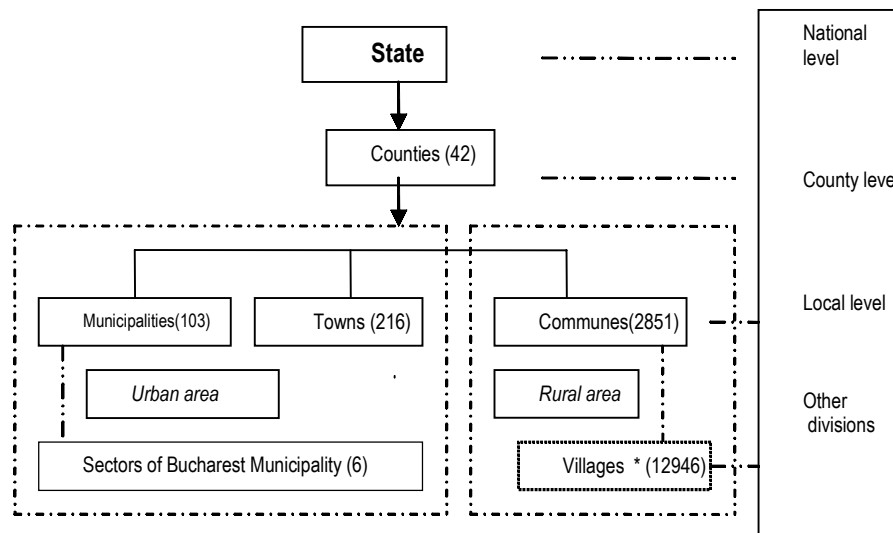
The system of public policies is represented by the sum of instruments, procedures and institutional mechanisms, developed in order to improve the quality and efficiency of the decision-making process. It suggests the existence of a good collaboration between the territorial – administrative levels, national, county and local level (municipality, town, commune), on one hand, and political, legislative, executive and consultative, managerial levels, identified as areas for public policies actors.

*a. The territorial – administrative level* legitimated by Constitution of Romania and Law on Local Public Administration (Law no. 215/2001) comprises three hierarchical levels: national, county and local (Figure 1).

1. *The county level* is represented by the 42 counties of Romania, including also

Bucharest Municipality. Each county has its residence at municipality level, representing the political, economic, social-cultural and scientific center of the county. At each county level, the local government authority is exerted by a County Council, coordinating the activities of commune, town and municipality councils.

2. *The local level* comprises 2851 communes, 216 towns and 103 municipalities (www.insse.ro). The communes, towns and municipalities have their own Local Council (deliberative authority) and a mayor (executive authority), elected after the poll organised on a term of 4 years. Bucharest Municipality is organised on 6 territorial-administrative subdivisions, called sectors. Bucharest Municipality has a General Council of Bucharest Municipality and General Mayor of the capital and each sector has a local council and a mayor.



Source: Matei (2004).

**Figure 1.** Representation of the administrative hierarchical levels in Romania

b. The representation of decision-making actors in public policies, identified related to roles and areas, other than those

defined at the Romanian administrative - territorial structures:

(1) *the political level* which refers at the content of strategies and political programs assumed by the Government and ministries, in sectoral problems;

(2) *the legislative level* which refers to the sum of international regulations to be assumed by Romania;

(3) *the executive level* represented by the Government and includes also the managerial

level which refer to the problems of functionality of ministries and public institutions;

(4) *the consultative level* which refer to the relations developed by the Government and ministries with civil society, media and citizens.

(5) *the managerial level* refers to current problems occurring in functioning of ministries and Government institutions.

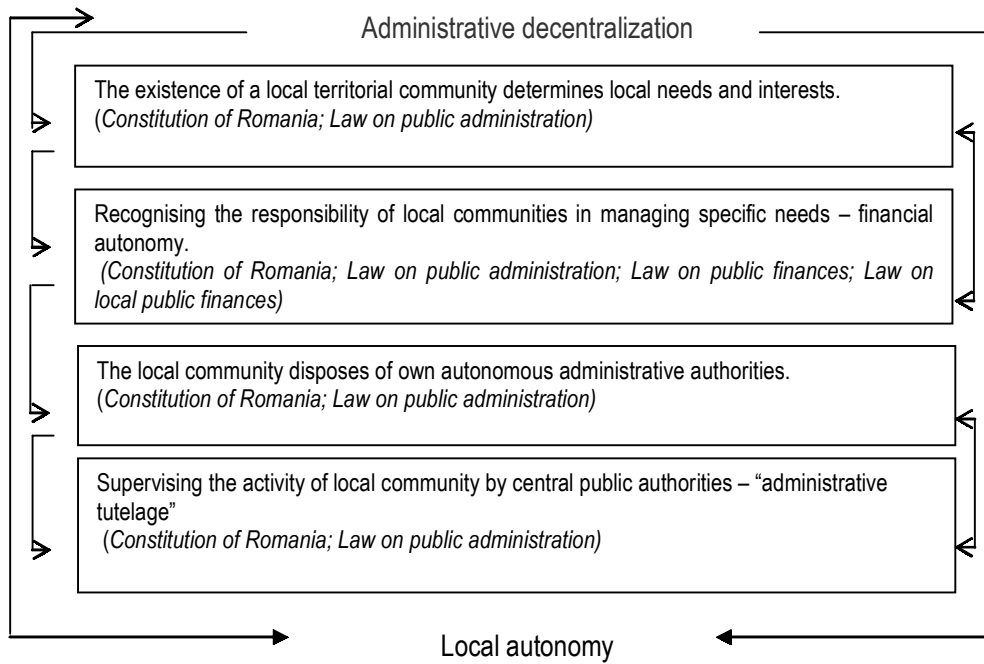


Figure 2. Key elements of administrative decentralization in Romania

### 3. Evolutions in the public policy system

#### 3.1 National actors and roles

a. *The Cabinet of the Prime Minister* adopts political decisions, by using a permanent structure of sub-committee in order to maximize correctitude and efficiency of its deliberations.

b. *The General Secretariat of the Government (GSG)* (box 1) and *PPU* (box 2) establish the general rules and priorities, the general guidelines, monitor the standards,

supervise the programs and ensure the conditions necessary to accomplish attributions in the areas of public policies, as well as the functionality of the inter-ministerial committees (box 4). For coordinating the activity of the institutions and inter-ministerial structures involved in the reform process of the public administration and of public policies, was created the Superior Council for Reforming the Public Administration, Coordinating Public Policies and Structural Adjustment (box 3).

## **Box 1**

### **The General Secretariat of the Government**

It establishes the methodological and organizational framework for the system of planning, elaboration, implementation of public policies at the level of ministries and other special bodies of central public administration, assuring:

- elaboration of the system of planning and formulating public policies, of conceptual documents and regulations regarding the elaboration of public policies and their permanent improvement within a continuous process of consultation and collaboration with the Ministry of Economy and Finance and the Chancellery of the Prime Minister;
- application of the public policy formulation procedures;
- monitoring and assessment, using indicators of performance and other techniques of efficiency of the process of formulating public policies;
- assures the methodological support and consultancy to the ministries regarding the public policy formulation.

In this sense, it:

- Collaborates with the public policies units inside the ministries;
- Assists ministries in implementing the procedures for formulating public policies;
- Identifies the necessity for professional training of the personnel involved in formulating public policies in regard to instruments, methodologies and aptitudes of this system of planning of the public policies;

- Achieves the activities necessary for preparing and organizing meetings of the Government and completing the drafts of laws already adopted.

For this aim, it:

- Analyzes and assesses the public policy drafts and the drafts of laws, following the respect of procedures;
- Organizes working meetings for preparing the meetings of Government with representatives of state secretary or general secretary level, ministries and other public authorities initiating or giving approvals, in order to correlate view points on draft proposals to be submitted to Government for approval;
- Presents to the Prime Minister 's approval the list with documents and working agenda of the Government, as established during the debates and preliminary working meetings;
- Organizes the Government's meetings;
- Follows the accomplishment, by the ministries and other special bodies of the central public administration of the measures and tasks resulted from legal acts and Government's meetings;
- Completes the draft laws adopted by the Government, according to the law;
- Presents the normative acts adopted by the Prime Minister in order for him to sign and to ministries with power of signature;
- Presents to the Parliament draft laws, emergency ordinances followed by reasons and the decisions for their enactment, as signed by the Prime Minister;



- Transmits the decisions, emergency ordinances and Government's ordinances to the general Secretary of the Chamber of Deputies for publication in the Official Gazette of Romania, Part 1;
- Assures the publication of reasoning notes for adopted decisions, emergency ordinances and ordinances on the official website of the Government;

It elaborates normative acts in its area of activity;

It assures the representation of the Government before justice courts, with the ministries obligated to execute the Governmental acts against those opening the trial case;

It assures, for its area of competencies, the relation with the Parliament and ministries, as well as with other special bodies of the central public administration.

It monitors the implementation of the Governing Program, assuring:

- The accomplishment of the standard format and informational system for planning and reporting the implementation of the Governing Program;
- The information of the Strategic Planning Council in regard to the stage of implementation of the Governing Program;

It runs the financial operations in its area of expertise, by assuring:

- the elaboration of the annual budget draft for the working apparatus of the Government, with the exception of the Chancellery of Prime Minister;

- the elaboration and assessment of accomplishing the investment plans in its area of activity;
- execution of the financial operations regarding the funds of its own budget and destined to assist the actions initiated by the working apparatus of the Government and other structures legally created;
- manages the funds meant to ensure the financing for actions and projects aiming at promoting the external image of Romania.

## Box 2

### Public Policies Unit changed into Public Policies Division

#### *Mission:*

To create and make perfect mechanisms for strengthening the Governmental capacity to coordinate the process of formulation, implementation and monitoring of public policies at central level.

#### *Roles:*

a. Coordination – the activity of the technical secretariats of the councils, committees and inter-ministerial commissions established by law;

b. Collaboration – with state secretaries or their counterparts, named by leaders of the ministries and of other institutions and public authorities for the area of public policies;

c. Assures the interface with other institutions with clear role in the area of formulating public policies and the Romanian Government.

#### *Functions:*

- Elaboration of a new framework in order to define a standard system for



formulating public policies at central and local level;

- Develop mechanisms, procedures and instruments for assessing the impact of public policies;
- Elaborate analyses, studies and reports on the impact of public policies at national level;
- Coordinate the elaboration of the Yellow Paper regarding the progress of the formulation process of public policies;
- Identification, elaboration, coordination and monitoring of implementation of programs under external financing in the area of public policies;
- Planning of the measures to be adopted in order to achieve the tasks stipulated in the strategies and programs of the Government;
- Creation of the necessary framework for monitoring the process of implementing public policies by institutions of central public administrations;
- Monitoring the accomplishment of standards for the process of public policy at central level;
- Assuring the general framework for continuous training of human resources involved in the process of policy formulation;
- Disseminating the information to the civil society and other stakeholders of the governmental program regarding the approach of elaboration of the content and methods to implement and monitor public policies.

### **Box 3**

#### **Superior Council for Public Administration Reform, Coordination of Public Policies and Structural Adjustment**

Attributions:

- Assures the coherent and unitary character of strategies and policies at the level of public authorities and institutions, for fulfilment of conditions of the Euro-Atlantic integration;
- Assures the monitoring of strategies for reform of the public administration;
- Coordinates and assures the communication with councils, committees and inter-ministerial commissions which administer the Governmental policy in different areas;
- Supervises the process of the reform of public administration;
- Supervises the implementation of strategies and policies at the level of public authorities and institutions.

### **Box 4**

**Inter-ministerial Permanent Councils** (Government decision no. 750/2005), as consultative bodies, with no legal personality:

- Inter-ministerial Council for internal affairs and justice;
- Inter-ministerial Council for external and European affairs;
- Inter-ministerial Council for European integration;
- Inter-ministerial Council for economic problems, fiscal and commercial policies, internal market, competition and business environment;

- Inter-ministerial Council for administration, civil service, decentralization and local communities;
- Inter-ministerial Council for social affairs, health, consumers' rights;
- Inter-ministerial Council for education, culture, research, youth, sport and minorities;
- Inter-ministerial Council for agriculture, rural development and environment;
- Inter-ministerial Council for regional development, infrastructure, urban planning and tourism;
- Inter-ministerial Council for crisis situations;
- Inter-ministerial Council for strategic planning.

Functions:

- finds solutions for specific problems of the areas it manages;
- assures the coherence of the implementation of governmental policies from respective areas of interests;
- assures the inter-ministerial communication inside the respective field as well as the harmonization of view points;
- forms inter-ministerial working groups for solving problems with multi-sectoral character;
- proposes the creation, according to the law, of inter-ministerial commissions for coping with certain problems;
- coordinates the monitoring of implementation for promoted policies;

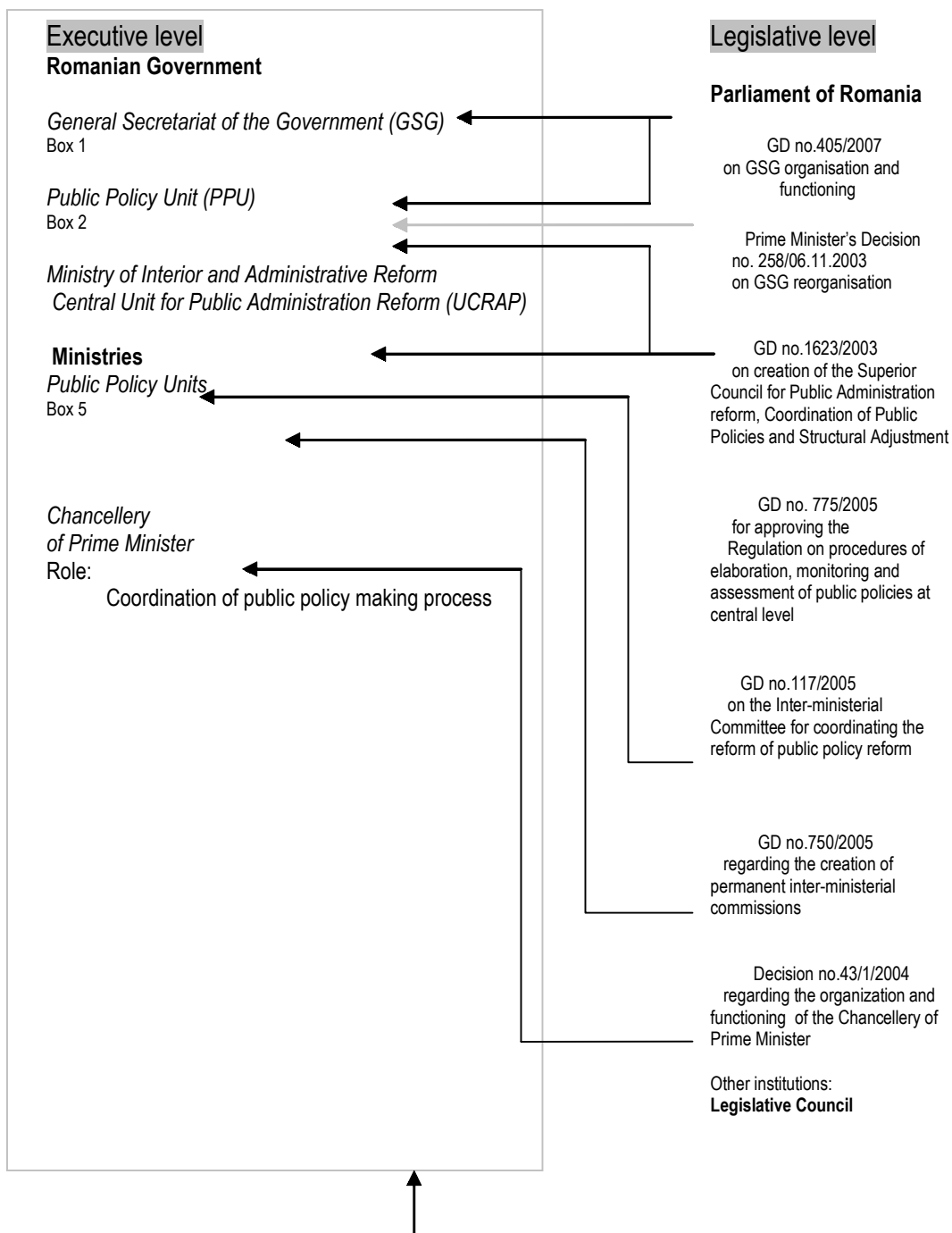
- elaborates periodical reports;
- monitors the activity of the inter-ministerial commissions and of subordinated working groups.

c) **Line ministries** must prepare their drafts of public policies, implement the policies, monitor the implementation and results, use this feedback for a continuous improvement of implementation, and inform on the development of new drafts of public policies. The attributions in the area of public policies are accomplished by own PPU named specialized units in the area of public policies (box 5).

**Box 5**

**Specialised units for the area of public policies** at the levels of ministries and other special bodies of public administration, having several attributions:

- assuring the consultancy of special departments inside ministries in what concerns the elaboration of public policy proposal;
- monitoring the observance of the procedures for public policies – making, monitoring and assessing;
- sending the public policies proposals to PPU of GSG;
- elaboration of reports of monitoring and assessment in regard to the initiated policies and their implementation at the level of ministries, in cooperation with social departments.



**Figure 3.** Institutional and legislative evolution on public policies

d. *The association structures of public administration authorities* from the prospect of responsibility on economic, social, cultural and environmental development at the level of administrative-territorial units are involved in the process of public policy making, in the procedure of consultation of legislative initiation. They are as follows:

1. *National Union of County Councils in Romania* (UNCJR) is a non-governmental organisation comprising on free consent the County Councils, as authorities of local public administration. UNCJR represents the interests of county councils, both in the relation with the executive power and in the relation with the legislative power, supports the direct participation to legislative initiatives and it is present whenever necessary in the consultation process for public policy making.

2. *Association of Municipalities in Romania* (AMR), created in 1990, comprises the towns that were declared municipalities, respectively 103 members. It is a dialogue partner for Government and Parliament of Romania to support the interests of local authorities and common interests of local communities related to central public administration, non-governmental organisations and third parties.

3. *Association of Towns in Romania* (AOR), represents the interests of 210 small towns in Romania. It was set up in 1994 in view to improve the role of local authorities related to central administration, formulating proposals to change or complete actual legislation.

4. *Association of Communes in Romania* (ACoR) represents unitary the interests of communes in Romania related to any entity,

governmental or non-governmental, organised at national, regional, county or local level. It has the right to legislative initiative of some drafts for normative deeds and to formulate proposals in the process of elaborating drafts for normative deeds.

5. *Federation of Local Authorities in Romania* represents the member association structures (AMR, AOR, ACoR) in relations with the Government, Parliament of Romania and other public authorities and institutions. It represents the interests of the local authorities in the context of the present national political system, the joint interests of local communities in the relations with central public administration, non-governmental organisations and third parties on domestic and international level.

#### 4. Public policy-making

The process of public policy-making suggests creating documents of public policy with general character in the initial stage, which include identifying the main aspects of public policies and directions for action. The detailed analysis of the sectoral public policies and the achievement of individual documents is a stage that precedes the *public policy draft*. The actual proposal consists of the existence of the following elements and stages:

1. *The institution having the initiative;*
2. Defining *the problem* that led to the necessity of initiating the policy;
3. *Defining the public policy;*
4. General *aim* of problems' solving – which will indicate the situation to exist at the end of the policy implementation;
5. *General objectives and specific objectives;*

6. *Beneficiaries: direct (target groups) and indirect;*

7. *Alternatives for solving the problem;*

8. *Process of consultation* – is about increasing the transparency of the decisional process and allows, in the same time, the accumulation of useful information needed in order to solve problems of public policy.

9. *Option for solving*

The proposal of *public policies is subject of approval to the leader of the initiating institution of the public policy*. It is sent to ministries and other bodies of interest of the central administration, for their elaboration of comments and proposals upon seven days of receipt. The proposal as such is handed in to the GSG.

The General Secretariat of the Government, through the Public Policies Unit, enacts a *conformance certificate* to verify the respect of procedures by the initiators, signed by the delegated minister for coordinating the activity of the GSG, in maximum ten days.

Ministries and other special bodies of central administration may launch the procedure to initiate drafts of legal texts following the same statute, only after receiving the conformance certificate. The conclusions provided in this certificate are to be included in the reasoning of the draft of law.

10. *Activities for monitoring and assessment* are taking place during and after the implementation of public policies. They follow the degree of achievement of the public policy' objectives and take place at the level of each authority of central administration. Their object consists in the activities and results of the process of policy making. The methodology for monitoring and assessment must be present in the public policy draft.

11. *Impact analysis of the public policy* allows political decision takers to formulate a perspective regarding the consequences of the actions to be accomplished and the assessment of the effectiveness of actions to be achieved (Figure 4).

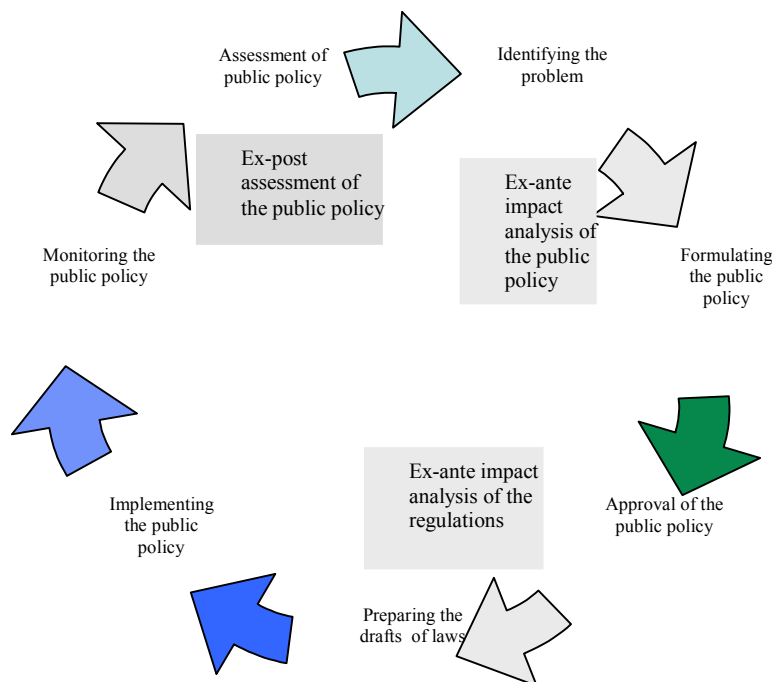


Figure 4. Typology of the assessments in the public policy cycle

The quality of public policy depends on a large extent on the activities of *consultation* and *coordination* (Figure 5), developed on one hand inside the public institutions belonging to the executive power, and on the other hand between public institutions and representatives of bodies and organisations concerned, groups of interest, depending on the topic. Consultation between various levels of governance, between ministries and line ministry responsible for the document of the respective public policy, between executive administrative bodies, improves the information basis, producing useful information.

Different stages of the consultation process are regulated through normative deeds:

1. *consultation on general level* – Law no. 24/2000 on the rules of legislative technique for elaboration of normative deeds, republished, GD no. 314/2001 on setting, organising and functioning of commissions

for social dialogue inside ministries and prefectures.

2. *level of inter-ministerial consultation* – Regulation on procedures at Government level, for elaborating, certifying and submitting drafts of normative deeds in view of adoption, approved by GD no. 50/2005, Law no. 52/2003 on decisional transparency in public administration, Regulation on procedures for elaborating, monitoring and evaluating public policies at central level, approved by GD no. 775/2005.

Other normative deeds regulating the consultation procedure: Law no. 215/2001 on local public administration, art.8, GD no. 521/2005 on consultation procedure for the association structures of local public authorities in elaboration of normative deeds.

At ministries level, consultation is achieved within discussions in Commission of Social Dialogue, consultations with professional associations, operators in the market, informing citizens by media.

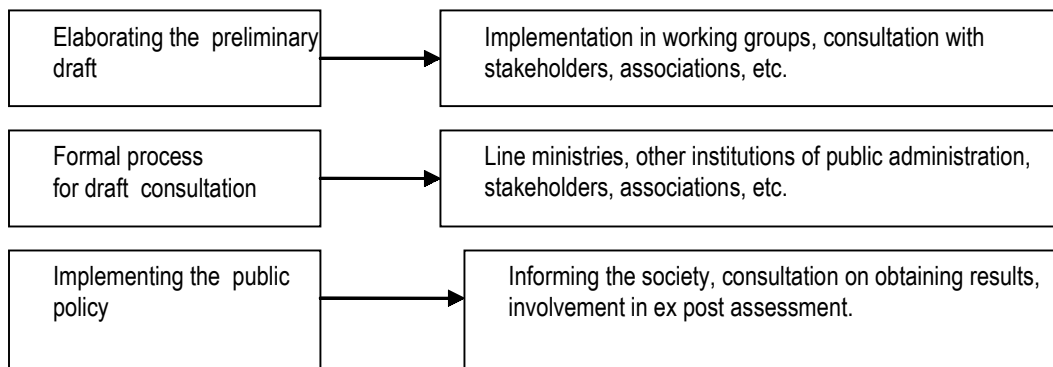


Figure 5. Consultation and coordination

*Implementing public policies* is procedurally supported in some cases by the *regulation process*. This imposes quality standards for consultation and impact

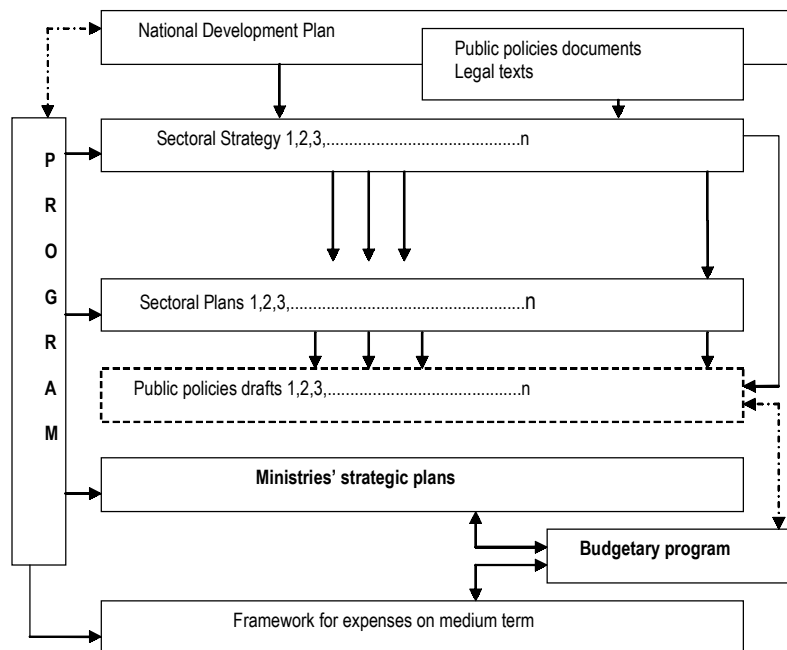
studies, and involves high costs, sometimes bigger than the benefit to be obtained, even leading to critics of the efficiency of the regulation.

In the view of Maldelkern group (2001), the principles for an efficient regulation are defined by the following characteristics:

- *Necessity*, which consists in assessment of the public authorities of the need to introduce or not a new regulation;
- *Proportionality*, which says that any regulation is to be maintained between the advantages granted and the constraints imposed;
- *Subsidiarity*, which consists in the procedure of taking the decision at the appropriate administrative level;
- *Transparency*, which implies the participation of stakeholders and their consultation in elaborating the public policies;
- *Accountability, accessibility* consisting of elaborating the accessible regulations which are addressed to them;
- *Simplicity*, which means easy to use and comprehend regulations.

The most important aspect of the process of implementation of public policies is that regarding the achievement of status for New Investments for Financing (NIF). They are included in the general cycle for elaborating the budget. The *Council for Strategic Planning* has the following attributions:

- establishes and coordinates the priorities which derive from strategic documents for achieving the Government's objectives in collaboration with the resort ministries;
- correlates the governmental policies with engagements and conditions assumed by the Government in relation with international organizations;
- elaboration of the multi-annual programming of fundamental strategic priorities and their corroboration with medium budgetary planning;
- correlation of policies to be implemented with budgetary funds allocated on short and medium term (Figure 6).



Source: www.gov.ro

Figure 6. Correlating public policies with the budget



A. One example in formulating a public policy may be represented by the policy regarding the public debt initiated by the Ministry of Economy and Finance (Figure 7)

and supervised by the experts of the World Bank and IMF and those of the PHARE Project RO 02 586/03.04.03 “Enhancing the system of management of the state treasury”.

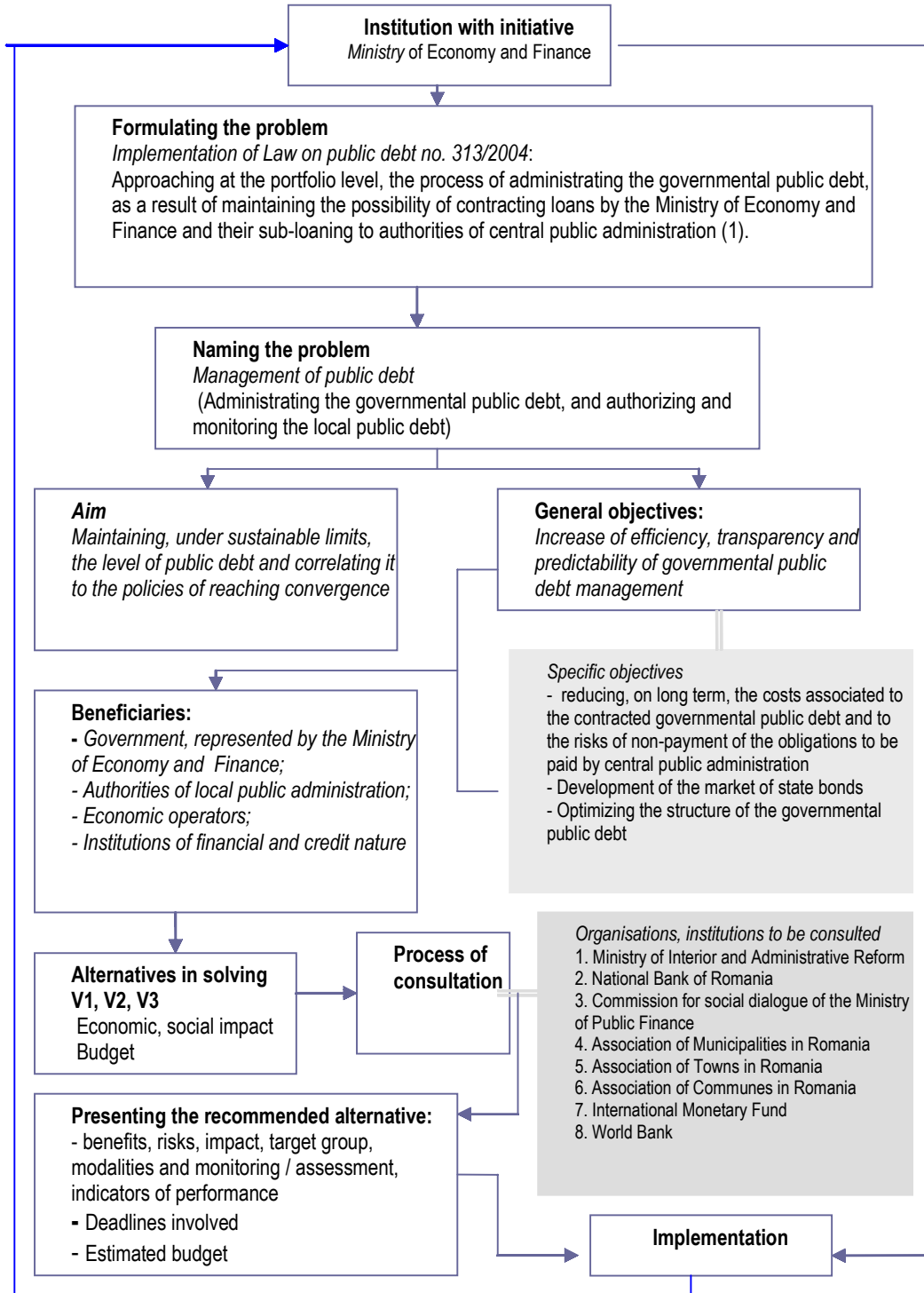


Figure 7. Process for public policy making

Legend:

(1) - The financing of projects (not of the budgetary deficit). Contracting a considerable amount of small governmental loans, denominated in different currencies, with different conditions and terms for reimbursement, with higher associated costs due to the character of these instruments.

- By using loans, consequence of off time limit withdrawing, the international financial institutions receive commissions for non-use as well as specific

Source: www.gov.ro

**B.** The results of *quantitative analyses* of the proposals for public policies in 2006 and 2007 (since adopting the Government Decision no. 775/2005 on Regulation for formulating, monitoring and assessing public policies) reveal the following aspects:

1. the number of proposals for public policies has decreased in the second year, related to the first year of applying the Government Decision from 39 proposals in 2006, to 18 proposals in 2007;

2. from the total number of proposals of public policy (57) during the two years, 37 received favourable certificate from PPD,

commissions for this particular instrument. Following this approach, the numbers of operations realized at the level of public debt portfolio, and normally, the operational risk have increased. The optimal structure for this portfolio was not achieved. The implementation of this law as well as the regulations that followed signed by the World Bank, IMF and experts of the PHARE project RO 02 586/03.04.03 "Enhancing the system of management of the state treasury".

of which 27 in the first year, 13 favourable certificates with observations, of which 8 in 2006 and non-favourable certificates - 4, in the first year.

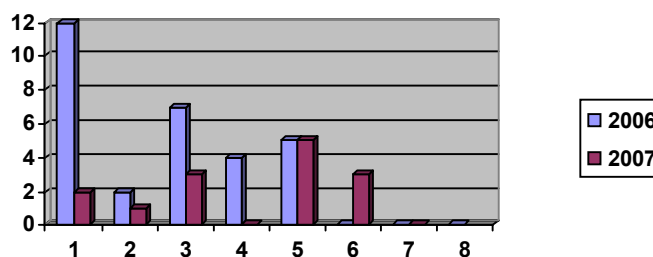
3. the areas in proposals refer to education (10), economics and business environment (22), social and health policies (10), public works (3), public administration (2). The areas of agriculture and rural development, defence and foreign affairs, communication and IT were less represented in 2006, lacking completely from the portfolio of the proposals for public policies in 2007.

Evolution of proposals of public policies in 2006-2007

Table 1

Domain of public policy / Type of certificate	Favourable			Favourable with observations			Non-favourable			Total
	2006	2007	Total	2006	2007	Total	2006	2007	Total	
Public Administration and Justice	8	1	9	3	1	4	1	-	1	14
Environment	1	1	2	1	-	-	-	-	-	2
Social Policies and Health	4	2	6	1	1	2	2	-	2	10
Agriculture and Rural Development	4	-	4	-	-	-	-	-	-	4
Education, culture and interethnic relations	4	4	8	1	1	2	-	-	-	10

Domain of public policy	Type of certificate	Favourable			Favourable with observations			Non-favourable			Total
		2006	2007	Total	2006	2007	Total	2006	2007	Total	
Economics, finances and business environment		6	2	8	2	1	3	1	-	1	12
Defence and Foreign Affairs		-	-	-	-	-	-	-	-	-	-
Infrastructure, Development and Public Works		-	-	-	-	1	1	-	-	-	1
Communication and IT		-	-	-	-	-	-	-	-	-	-
<b>Total</b>		<b>27</b>	<b>10</b>	<b>37</b>	<b>8</b>	<b>5</b>	<b>13</b>	<b>4</b>	<b>-</b>	<b>4</b>	<b>54</b>



### 5. Matrix of stakeholders

We define the matrix of stakeholders in substantiating, elaborating, implementing and assessing public policies (Table 2).

**Matrix of stakeholders in public policy-making**

Table 2

Actors	S's interest in basing the policy	S's interest in policy making	S's interest in implementing the policy	S's interest in assessing the policy	Resources available to the S	The capacity of S to mobilize resources	Position of S to the policy
Line ministry							
Public sector							
Private sector							
Association of Municipalities in Romania							
Association of Towns in Romania							
Federation of Local Authorities in Romania							
Professional Associations							
Citizens							
Other stakeholders							

## Conclusions

The World Bank ([www.worldbank.org/wbi/governance/govdata](http://www.worldbank.org/wbi/governance/govdata)) uses a complex indicator GRICS (Governance Research Indicator Country Snapshot), formed out of several hundred variables which come from different sources (25) and 18 different organizations. This indicator expresses the quality of the governing act in six different

governance indicators: visibility and accountability, political stability, governance effectiveness, quality of regulations, rule of law, corruption control. In what concerns the policy making, the relevant indicators are considered the effectiveness of governance and the quality of regulations, whose evolution, for Romania is presented in Table 3.

**Evolution of indicators of political stability, effectiveness of governance and quality of regulations in Romania**

Table3

Indicator	1996	1998	2000	2002	2003	2004	2005
Political Stability	-	47.6	40.1	50.9	52.8	51.4	46.2
Government Effectiveness Estimate (-2.5 to+2.5)	-0.88	-0.63	-0.67	-0.32	-0.16	-0.11	-0.03
Percentile Rank (0-100)	17.1	24.9	26.8	47.8	54.1	54.1	56.9
Standard Error	0.18	0.27	0.19	0.14	0.14	0.13	0.13
Number of surveys/polls	5	5	9	11	12	13	13
Regulatory Quality Estimate (-2.5 to +2.5)	-0.59	+0.23	-0.31	+0.01	-0.20	+0.13	+0.17
Percentile Rank (0-100)	25.0	53.2	35.0	53.2	47.8	59.1	58.4
Standard Error	0.27	0.30	0.34	0.18	0.16	0.16	0.16
Number of surveys/polls	6	5	7	10	11	12	12

Correlating the results obtained in the area of public policies with those two indicators, effectiveness of governance and quality of regulations, we observe a dependency of their values of positive nature, and directly proportional to the results achieved: e.g. law making and changing of the legislative system, completion of a data

base with documents of public policies, elaboration of methodology and guidelines for methods of analysis of the impact of public policies, elaboration of methodologies for measuring the performance of public ministries and institutions, strategic planning, elaboration of the guide regarding the consultative process, etc.

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