

# THE PARTICULARITIES AND SPECIFICS OF CIVIL SERVANTS: OPINIONS ON SOME CHARACTERISTIC OF PUBLIC ADMINISTRATION SEGMENTED BY RELIGION

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**Abstract:** In order to collect the statistical data necessary in performing this analysis we used a sample of employees from the public administration. Then, we projected a statistical survey to obtain the statistical information. For the elaboration of the survey, we identified major themes in the field of public administration, such as: institution management, public function, system transparency, decentralization process, corruption at the level of the system as well as the society, the quality of the public administration reformation. The statistical sample, for which we gathered statistical values based on the survey, has a dimension of 560 units. It is representative for the national level, and the error interval is  $\pm 3\%$ .

**Key words:** civil servants; public administration; quantitative methods; religion

## 1. INTRODUCTION

Based on the survey, primary and secondary variables have been defined. They will ensure the evaluation of important aspects within the public administration. The data base formed through the SPSS survey contains data series defined based on primary variables (each primary variable corresponds to a simple question in the survey) and derived variables (they are usually defined by applying the average operator on two or more primary variables). The analysis is performed at the level of the entire data base as well as on three categories of persons segmented by the person's religion: Orthodox, Catholics and Protestants.

In the followings, we present a series of results regarding institution management, budgetary performance, human resources management, the quality of the institution's relationship with the beneficiaries, public function, and the quality of the reformation process and transparency of public institutions' decisions. For each particular case, primary and aggregate variables are defined, and for each variable, a series of statistics are computed at the level of the entire population, as well as for the three categories of persons defined based on religion.

## 2. THE MANAGEMENT OF INSTITUTIONS IN PUBLIC ADMINISTRATION

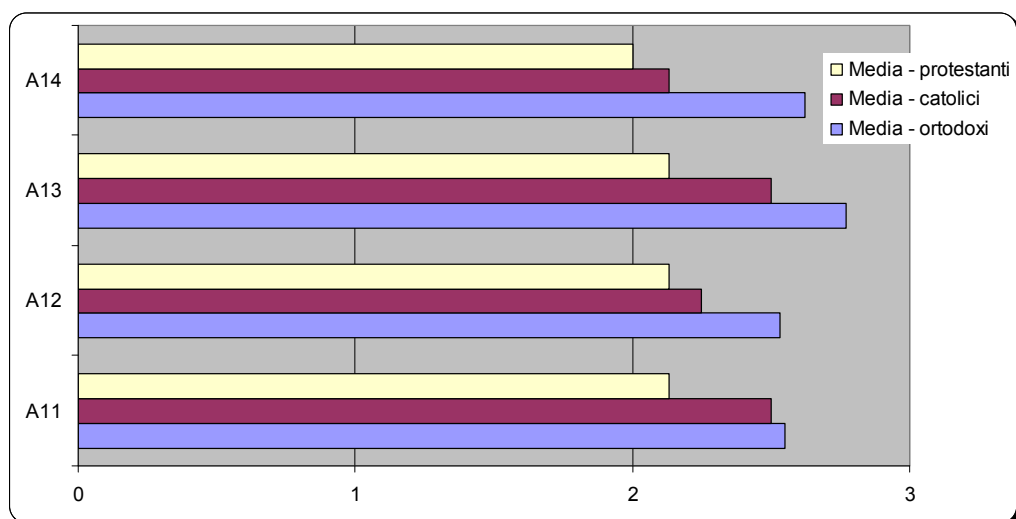
In order to assess the opinions of the employees in the public administration regarding the quality of management in the institution they work, the survey contains questions meant to highlight certain aspects concerning evaluation system, budgetary performance, human resources management, the quality of relation between the institution and its beneficiaries.

Based on the information provided by the answers to the four questions, we defined four primary variables:  $A_{11}$  – the content of the system of indicators for the institution performance evaluation;  $A_{12}$  – the application of system of indicators for the institution performance evaluation;  $A_{13}$  – the annual assessment grating for the employees in the institution and its implementation methodology;  $A_{14}$  – the actual implementation of the assessment grating on the employees in the public institution.

After processing the data series registered for the two variables, we obtained the following results at the level of the sample:

| Variable                               | $A_{11}$ | $A_{12}$ | $A_{13}$ | $A_{14}$ |
|--|----------|----------|----------|----------|
| <b>The distribution of answers (%)</b> |          |          |          |          |
| Unsatisfactory                         | 5        | 5.8      | 8.2      | 10       |
| Satisfactory                           | 21.2     | 23.2     | 17.4     | 19.5     |
| Well                                   | 45.3     | 40.1     | 43.8     | 43.2     |
| Very well                              | 17.6     | 19.5     | 24.7     | 20.2     |
| I don't know                           | 10.6     | 10.8     | 5.4      | 6.7      |
| Non-responses                          | 0.4      | 0.7      | 0.4      | 0.4      |
| <b>Variables' average</b>              |          |          |          |          |
| Average - Orthodox                     | 2.55     | 2.53     | 2.77     | 2.62     |
| Average - Catholics                    | 2.50     | 2.25     | 2.50     | 2.13     |
| Average - Protestants                  | 2.13     | 2.13     | 2.13     | 2.00     |

**Table 1.** The appreciation of the evaluation system in public institutions relative to the four elements



**Figure 2.** The averages of primary variables used in characterizing the assessment system

For the overall appreciation of the employees' opinion in public administrative institutions on the evaluation system in such institutions, we define the aggregate variable SEI based on the below application:

$$SEI : N \rightarrow [1,4], \quad SEI = \frac{1}{4}[A_{11} + A_{12} + A_{13} + A_{14}]$$

The values which characterize this variable are in the table below, for all three categories of religions (orthodox, catholic, protestant).

|            | Average | Standard deviation | Skewness | Kurtosis |
|------------|---------|--------------------|----------|----------|
| Orthodox   | 2.62    | 0.965              | 0.918    | 0.46     |
| Catholic   | 2.34    | 0.944              | -1.15    | -0.25    |
| Protestant | 2.09    | 1.552              | -0.512   | -1.73    |

**Table 2.** Indicators for characterizing the aggregated variables SEI and SEIP

### 3. BUDGETARY PERFORMANCE OF INSTITUTIONS

In order to assess the budgetary performance of the institutions in public administration, we defined five variables:  $A_{21}$  – the volume of finance resources;  $A_{22}$  – the quality of the institution's Program of development and budget;  $A_{23}$  – the content of the strategic planning documents (multiannual) at the level of the institution;  $A_{24}$  – the action plan for implementing the development strategy;  $A_{25}$  – the monitoring system for implementing the action plan. After processing the information at the level of the sample, we obtained the results presented in table 2.

| Variable            | $A_{21}$                | $A_{22}$ | $A_{23}$ | $A_{24}$ | $A_{25}$ |
|---------------------|-------------------------|----------|----------|----------|----------|
|                     | Answer distribution (%) |          |          |          |          |
| Unsatisfactory      | 12.4                    | 7.4      | 5.4      | 5        | 6.7      |
| Satisfactory        | 21.9                    | 18.6     | 18       | 13.9     | 13.9     |
| Well                | 42.3                    | 47.5     | 39.9     | 30.2     | 34.9     |
| Very well           | 17.8                    | 17.3     | 24.7     | 28.5     | 21.1     |
| I don't know        | 5.6                     | 8.9      | 12.1     | 21.9     | 23       |
| NR(99)              | 0                       | 0.2      | 0        | 0.4      | 0.4      |
|                     | Variables' averages     |          |          |          |          |
| Average Orthodox    | 2.57                    | 2.61     | 2.62     | 2.40     | 2.25     |
| Average Catholics   | 1.88                    | 2.25     | 2.63     | 2.38     | 2.38     |
| Average Protestants | 1.86                    | 2.14     | 2.57     | 1.71     | 1.86     |

**Table 3.** Evaluating the budgetary performance of institutions relative to five elements

Based on the five primary variables, we define the aggregated variable PBI, in order to assess the global opinions of employees on the budgetary performances of the institutions they work in. this variable is defined as an average of the primary variables:

$$PBI : N \rightarrow [1,4], \quad PBI = \frac{1}{5}[A_{21} + A_{22} + A_{23} + A_{24} + A_{25}]$$

For this variable, we obtained the results in table 4, at the level of the three subcategories.

|             | Average | Standard deviation | Skewness | Kurtosis |
|-------------|---------|--------------------|----------|----------|
| Orthodox    | 2.49    | 1.051              | -0.60    | -0.38    |
| Catholics   | 2.3     | 1.181              | -1.39    | 0.93     |
| Protestants | 2.03    | 1.055              | -1.172   | 2.046    |

Table 4. Indicators for characterizing the PBI and PBIP aggregated variables

#### 4. HUMAN RESOURCES MANAGEMENT

In order to characterize this aspect, we defined five variables:  $A_{31}$  – the orientation of the institution towards resolving the problems of the employees;  $A_{32}$  – the strategy regarding continuous training;  $A_{33}$  – implementation of the strategy of continuous training;  $A_{34}$  – the number of employees relative to the work load;  $A_{35}$  – the quality of employees relative to the requests of the institution.

After processing the five data series, we obtained the results presented in Table 5.

| Variable              | $A_{31}$                 | $A_{32}$ | $A_{33}$ | $A_{34}$ | $A_{35}$ |
|-----------------------|--------------------------|----------|----------|----------|----------|
|                       | Answers distribution (%) |          |          |          |          |
| Unsatisfactory        | 12.4                     | 7.4      | 5.4      | 5        | 6.7      |
| Satisfactory          | 21.9                     | 18.6     | 18       | 13.9     | 13.9     |
| Well                  | 42.3                     | 47.5     | 39.9     | 30.2     | 34.9     |
| Very well             | 17.8                     | 17.3     | 24.7     | 28.5     | 21.1     |
| I don't know          | 5.6                      | 8.9      | 12.1     | 21.9     | 23       |
| NR(99)                | 0                        | 0.2      | 0        | 0.4      | 0.4      |
|                       | Variables' averages      |          |          |          |          |
| Average I             | 2.93                     | 2.78     | 2.64     | 2.43     | 2.83     |
| Average II            | 2.87                     | 2.64     | 2.44     | 2.37     | 2.80     |
| Average – Orthodox    | 2.88                     | 2.64     | 2.44     | 2.37     | 2.81     |
| Average – Catholics   | 3.14                     | 2.43     | 1.71     | 2.00     | 3.29     |
| Average - Protestants | 2.63                     | 3.00     | 2.88     | 2.25     | 2.00     |

Table 5. Assessing the human resources management quality relative to five elements

Based on the five primary variables, we define the aggregated variable MRU to make a global assessment of the employees' opinion regarding the quality of human resources management at the level of the institution they work in. this variable is defined as an average of the primary variables based on the application:

$$MRU : N \rightarrow [1,4], \quad MRU = \frac{1}{5}[A_{31} + A_{32} + A_{33} + A_{34} + A_{35}]$$

The median and position indicators are presented in table 6 for the three categories of persons.

|             | Average | Standard deviation | Skewness | Kurtosis |
|-------------|---------|--------------------|----------|----------|
| Orthodox    | 2.63    | 0.781              | -0.278   | -0.429   |
| Catholics   | 2.51    | 0.652              | 0.414    | 0.327    |
| Protestants | 2.55    | 1.380              | -0.934   | 0.170    |

**Table 6.** Indicators for characterizing the aggregated variables MRU and MRUP

## 5. THE RELATION BETWEEN THE INSTITUTION AND ITS BENEFICIARIES

In order to characterize the relation of the institution and its beneficiaries, we define three variables:  $A_{41}$  – Informing the employees on the beneficiaries’ needs and expectations;  $A_{42}$  – periodically consult the beneficiaries;  $A_{43}$  – integrating the beneficiaries’ points of view.

For the three primary variables, we compute the averages in two ways: we don’t take into consideration for each variable the response “i don’t know”; we consider all valid observations. The results are presented in table 7.

| Unsatisfactory        | $A_{41}$                 | $A_{42}$ | $A_{43}$ |
|-----------------------|--------------------------|----------|----------|
| Satisfactory          | Answers distribution (%) |          |          |
| Well                  | 2.2                      | 3.2      | 3.2      |
| Very well             | 9.3                      | 10.9     | 12.4     |
| I don’t know          | 30.4                     | 30.1     | 25.8     |
| NR(99)                | 42.5                     | 43       | 40.1     |
|                       | 15.4                     | 12.6     | 18.4     |
| Average I             | 0.2                      | 0.2      | 0.2      |
| Average II            | Variables’ averages      |          |          |
| Average – Orthodox    | 3.29                     | 3.21     | 3.24     |
| Average – Catholics   | 3.33                     | 3.33     | 3.17     |
| Average - Protestants | 3.17                     | 3.00     | 2.83     |

**Table 7.** Assessing the relation between the institution and its beneficiaries

Based on the three variables we compute a first degree aggregated variable symbolized RIB. It is used to make a global appreciation of the employees’ opinion regarding the quality of the relation between the institution and the beneficiaries of its services. This variable is defined as an average of the primary variables according to the application below:

$$RIB : N \rightarrow [1,4], \quad RIB = \frac{1}{3}[A_{41} + A_{42} + A_{43}]$$

For this variable we compute the average, standard deviation, and indicators which characterize asymmetry and skewness. The results are presented in table 8.

| Variables   | Average | Standard deviation | Skewness | Kurtosis |
|-------------|---------|--------------------|----------|----------|
| Orthodox    | 3.24    | 0.730              | -0.913   | 0.352    |
| Catholics   | 3.28    | 0.712              | -0.232   | -2.150   |
| Protestants | 3.00    | 1.116              | -0.720   | -1.317   |

**Table 8.** Indicators to characterize PBI

## 6. PUBLIC FUNCTION

An important component of the reformation process within the public administration system is represented by the reformation of the public function. In order to analyze public functions through the survey we included a series of questions to measure the employees' opinions regarding:

- The degree of satisfaction of the employees in public administration relative to aspects related to income, respect, work conditions, and political pressure;
- The correctness of professional competitions in hiring and promoting in the public function;
- The characteristics of the reformation process of the public function.

Based on the information received by the responses to the four questions, we defined nine primary variables:  $B_{11}$  – the degree of satisfaction relative to monthly income;  $B_{12}$  – degree of satisfaction relative to the respect received from work colleagues;  $B_{13}$  – degree of satisfaction relative to the respect received from citizens;  $B_{14}$  – degree of satisfaction relative to the respect received from the superior;  $B_{15}$  – degree of satisfaction relative to the respect received from the management of the institution;  $B_{16}$  – degree of satisfaction relative to the respect received from the office of work;  $B_{17}$  – degree of satisfaction relative to office endowment ;  $B_{18}$  – degree of satisfaction relative to the Internet connection;  $B_{19}$  – degree of satisfaction relative to the political pressures.

In defining the nine characteristics we used a measure scale defined based on the following values: 1- total dissatisfaction, 2- low satisfaction; 3- moderate satisfaction; 4- high satisfaction; 5- total satisfaction.

After processing the registered data series for the nine variables at the level of the sample, we obtained the results in table 9. The answers distribution for these primary variables, as well as their averages is presented in table 9.

|                                 | B <sub>11</sub> | B <sub>12</sub> | B <sub>13</sub> | B <sub>14</sub> | B <sub>15</sub> | B <sub>16</sub> | B <sub>17</sub> | B <sub>18</sub> | B <sub>19</sub> |
|---------------------------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| <b>Answers distribution (%)</b> |                 |                 |                 |                 |                 |                 |                 |                 |                 |
| 1                               | 17.8            | 2.0             | 6.5             | 3.3             | 2.8             | 2.2             | 5.0             | 7.2             | 20.6            |
| 2                               | 27.6            | 6.1             | 10.9            | 5.8             | 8.7             | 9.6             | 11.1            | 10.8            | 24.5            |
| 3                               | 45.1            | 35.8            | 40.1            | 24.5            | 29.3            | 26.7            | 29.5            | 21.0            | 24.5            |
| 4                               | 8.2             | 41.4            | 34.0            | 39.9            | 34.9            | 37.3            | 32.7            | 35.3            | 17.6            |
| 5                               | 1.3             | 14.5            | 7.8             | 26.5            | 24.3            | 23.9            | 21.2            | 25.4            | 11.9            |
| NR                              | 0.0             | 0.2             | 0.7             | 0.0             | 0.0             | 0.2             | 0.6             | 0.4             | 0.9             |
| <b>Variables averages</b>       |                 |                 |                 |                 |                 |                 |                 |                 |                 |
| Average                         | 2.48            | 3.60            | 3.25            | 3.80            | 3.68            | 3.70            | 3.54            | 3.61            | 2.75            |
| Orthodox                        | 2.49            | 3.60            | 3.25            | 3.81            | 3.69            | 3.71            | 3.54            | 3.62            | 2.75            |
| Catholics                       | 2.71            | 3.57            | 3.00            | 3.86            | 3.86            | 3.57            | 3.29            | 3.43            | 2.42            |
| Protestants                     | 2.13            | 3.50            | 3.38            | 3.38            | 3.63            | 3.60            | 3.54            | 3.65            | 3.60            |

**Table 9.** Characteristics of the satisfaction degree

Using the primary variables above, we defined two level one aggregated variables, as follows:

- The RES variable for evaluating the respect that employees in public administration institutions enjoy. It's a variable which is computed as an arithmetic average of the primary variables B<sub>12</sub>, B<sub>13</sub>, B<sub>14</sub> and B<sub>15</sub>;

- The COL variable characterizes the satisfaction degree of employees in public administration relative to work conditions (office, computer, Internet connection).

The two level one aggregated variables, as well as the primary variables B<sub>11</sub> and B<sub>19</sub> are defined in the interval [1,5]. For the global evaluation of the satisfaction degree of public administration institutions, we define the level two aggregated variables GSA based on the application below:

$$GSA : N \rightarrow [1,5], \quad GSA = \frac{1}{4}[B_{11} + RES + COL + A_{19}]$$

For the two variable categories, we compute the average, standard deviation, and indicators which characterize skewness and asymmetry. The results are presented in table 10.

|                 | Number of valid cases | Average | Standard deviation | Skewness | Kurtosis |
|-----------------|-----------------------|---------|--------------------|----------|----------|
| B <sub>11</sub> | 525                   | 2.48    | 0.922              | -0.057   | -0.386   |
| B <sub>19</sub> | 525                   | 2.75    | 1.297              | 0.222    | -0.1.036 |
| RES             | 525                   | 3.58    | 0.751              | -0.489   | 0.454    |
| COL             | 525                   | 3.61    | 0.867              | -0.399   | -0.210   |
| GSA             | 525                   | 3.11    | 0.675              | 0.182    | 0.005    |

**Table 10.** Indicators used to characterize the aggregated variables SEI and SEIP

In order to evaluate the correctness of occupancy or promotion tests, we define the following primary variables: B<sub>21</sub> – professional competitions encourage memorization; B<sub>22</sub> – professional competitions encourage analysis; B<sub>23</sub> – professional competitions

encourage synthesis;  $B_{24}$  – professional competitions encourage determining the truthfulness of the information;  $B_{25}$  – professional competitions encourage applying theories.

The measurement scale used in defining the five variables has the following five values: 1- not at all, 2- in an insignificant measure, 3 – moderately, 4 – significantly high, 5 – high.

After processing the information at the level of the sample, we obtained the results presented in table 11.

| Variable                        | $B_{21}$ | $B_{22}$ | $B_{23}$ | $B_{24}$ | $B_{25}$ |
|---------------------------------|----------|----------|----------|----------|----------|
| <b>Answers distribution (%)</b> |          |          |          |          |          |
| 1                               | 8.9      | 3.5      | 3.7      | 4.8      | 6.1      |
| 2                               | 11.1     | 15.6     | 10.8     | 13.2     | 12.4     |
| 3                               | 30.6     | 37.1     | 36.4     | 39.1     | 38.4     |
| 4                               | 28.4     | 28.9     | 29.1     | 26.7     | 25.4     |
| 5                               | 20.6     | 14.5     | 19.3     | 15.6     | 17.3     |
| NR(99)                          | 0.4      | 0.4      | 0.7      | 0.6      | 0.4      |
| <b>Variables averages</b>       |          |          |          |          |          |
| Average                         | 2.59     | 2.64     | 2.50     | 2.65     | 2.64     |
| Orthodox                        | 2.41     | 2.51     | 2.38     | 2.55     | 2.53     |
| Catholics                       | 3.00     | 2.75     | 2.38     | 2.25     | 2.25     |
| Protestants                     | 1.80     | 2.20     | 2.20     | 2.20     | 2.40     |

**Table 11.** Evaluating budgetary performance of the institution relative to five elements

## 7. TRANSPARENCY IN DECISION MAKING AT THE LEVEL OF INSTITUTIONS

In order to characterize the transparency of decisions in public institutions, we define the following variables:  $C_{11}$ -Evaluating transparency relative to obeying rules in decision making with respect to human resources management issues;  $C_{12}$ -evaluating transparency relative to obeying rules in decision making relative to the institution's budget management issues;  $C_{13}$ -evaluating transparency relative to the communication between employees and institution management;  $C_{14}$ - evaluating transparency relative to access to information.

The four variables are defined as follows:

$$C_{1i} : N \rightarrow \{0,1,2,3,4\}, i = 1, \dots, 4$$

The measurement scale used for the four variables is defined as: 0 – I don't know; 1 – dissatisfactory; 2 – satisfactory; 3 – well; 4 – very well. We attributed the null value to the answer "I don't know", to penalize the lack of attitude among employees towards important issues of the institution.



| Variable                                | C <sub>11</sub> | C <sub>12</sub> | C <sub>13</sub> | C <sub>14</sub> |
|---|-----------------|-----------------|-----------------|-----------------|
| <b>Answers distribution (%)</b>         |                 |                 |                 |                 |
| 1                                       | 9.5             | 6.5             | 8.3             | 8.7             |
| 2                                       | 17.6            | 15.4            | 22.1            | 21.5            |
| 3                                       | 37.5            | 36.5            | 43.8            | 41.7            |
| 4                                       | 26.3            | 29.3            | 23.4            | 26.0            |
| I don't know                            | 8.7             | 12.1            | 2.4             | 2.0             |
| NR                                      | 0.4             | 0.2             | 0.0             | 0.0             |
| <b>Averages and standard deviations</b> |                 |                 |                 |                 |
| Average I                               | 2.89            | 3.01            | 2.84            | 2.87            |
| Average II                              | 2.63            | 2.65            | 2.78            | 2.81            |
| Orthodox                                | 2.64            | 2.65            | 2.78            | 2.81            |
| Catholics                               | 3.00            | 2.63            | 2.75            | 2.88            |
| Protestants                             | 2.50            | 2.63            | 2.63            | 2.88            |

**Table 12.** *Evaluating budget performance of institutions relative to five elements*

We computed averages for the four primary variables in two ways:

- We take into consideration all valid answers (including those with "I don't know" option). In this case, we obtain results in table 4, line Average II.
- We take into consideration all observations which for the four variables have an answer among the four. In this case, we exclude observations with the answer "I don't know". We obtain the four averages in table 12, line Average I.

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