A multidisciplinary doctoral research program in administrative sciences. The economic and social impact of public administration Europeanization

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Abstract

In the current paper, we aim to formulate the objectives, contents and syllabus of a discipline that will approach the complex issue of evaluating the economic and social impact of public administration Europeanization in a methodological and educational way.

The research topic is new on one hand, determined by the behaviour novelty of EU against the Member States, which have a founding status, or new EU adhering countries (2007) and vice versa the behaviour of Member States towards the EU in different development stages, and on the other hand, the topic has outgrown the full age and started the biological maturity process with every EU enlargement stage.

The general directions and mechanisms supporting the above activity will be as follows:

- *Multidisciplinary approach of the Europeanization processes, describing the systemic mechanisms of development, adjustment and self-adjustment, specific for the convergence and dynamics of national public administrations.*
- *Evaluating the economic and social impact of national public administrations Europeanization by substantiating statistic models and relevant socio-economic indicators.*
- *Making operational a theoretical and empirical framework by means of significant analyses, methodologies and case studies for the topic approached.*

We aim to evaluate the economic and social impact through:

- *Quantitative and qualitative indicators in view to determine the degree of administrative and economic convergence.*
- *Framework models of organisational analysis for Europeanization of representative institutions in national, central or local governments.*
- *Socio-economic indicators and models aimed at determining the costs of bureaucracy and correlating their trends with the economic performance.*
- *Statistic indicators concerning the influence of the meritocratic criteria in the civil service development on the economic growth and public sector performance.*

I Argument

Included relative recently on the agenda of researchers and experts, the Europeanization process involves behaviours, by which the values, regulations, EU rules and best practices are assumed and productively used within different social and temporal contexts.

The spectrum of expressions of Europeanization is impressive: starting with Europeanization as a trans-national process (identification with „Western" norms, styles and behaviours inside Europe), continuing with Europeanization as institutional adjustment to EU requirements and getting to Europeanization as a counterweight to globalisation or even a specific strategy to solve the conflicts in the world. Among those, the approach of Europeanization as "institutional adaptation", particularly relevant to the case of public administration, has created several and often debated meanings of the Europeanization term.

Europeanization of public administrations, as part of the general process of Europeanization, represents the result of interactions with systemic nature of those European

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policies aimed at reforming and developing the public sector. The background of such reforms lies in the need for socio-economic restructuring in Europe. The 7th Framework programme of the European Union in its Area 8.6.2. "Developing better indicators for policy" aims to support the development of the appropriate methods, including series of data and models in view to evaluate an aggregated impact of the public policies in the public sector.

Therefore, a step towards the evaluation of the economic and social impact of public administration Europeanization is necessary and beneficial for the specialization in administrative sciences through doctoral studies.

The development of a multidisciplinary curriculum for doctoral research in administrative sciences, specific for this area, in the context of the changes determined by the European integration and Europeanization, represents a priority on the researchers' scientific agenda. Various European or even American universities (Florence, Cambridge, Brighton, Jena, Leon, Twente or Cornell University) have included that topic in their themes of doctoral or research studies. The Faculty of Public Administration of the National School of Political Studies and Public Administration, Romania has developed and continues to develop such subjects in the framework of the doctoral school in administrative sciences.

Therefore the research program involves the evaluation, by means of adequate multi-disciplinary socio-economic models and indicators, of the impact of Europeanization. Such an approach is very much in line with the general tendency within the EU for each public policy to emphasise also the mechanisms in order to evaluate the specific impact.

Briefly, the core ideas of the research program derive, on the one hand, from the analysis of the current stage of knowledge in the area of Europeanization, with special emphasis on Europeanization of public administration and on the other hand, from the preoccupations of the European and national institutions and authorities to determine and get knowledge about the impact of their own policies, especially in the economic and social field.

II Theoretical framework in the field literature

The field literature approaches increasingly the topic of public administration Europeanization. Public administration Europeanization, as part of the general Europeanization process represents the result of systemic interactions of European policies, aimed at reforming and developing the public sector.

Determined and decisively influenced by deepening the European integration, the Europeanization process of public administration influences the overall development of the public sector, including the economic aspects.

The theoretical, analytical and empirical framework of the research program is grounded on the following considerations, building on theoretical literature, practice and previous empirical research:

1st Consideration

C1: Defining the Europeanization

The diversity and differentiation of the contents of the Europeanization process result both from its multiple definitions (Bomberg and Peterson 2000; Buller and Gamble 2002, 4-24;

Dyson 2002; Featherstone and Kazamias 2001; Goetz and Hix 2000; Olsen 2002) and from the different ways in which different authors have linked the Europeanization concept to other concepts and mechanisms (like convergence and harmonisation). By analysing from a progressive view, the Europeanization process has been defined as a *de jure* transfer of sovereignty to the EU (Lawton 1999), as a process through which important areas of the national policies become even more subject to the European decision-making process (Börzel 1999), or as "the development or expansion of competences at the European level and the impact of Community action on the member states" (Kassim 2002,139-161, Stevens 2002).

In this regard the different possible uses of Europeanization as put forward by Olsen (2002a, 921-52) are enlightening. Paraphrasing him, Olsen distinguishes between:

1) Europeanization as a *spatial concept*: Due to enlargement of the EU, the European political space has increased, not only to the new Member States but also to non-EU countries as a result of adaptation to accession requirements and/or cooperation schemes;
2) Europeanization as a *political unification project*: Europeanization as the degree to which Europe is becoming more unified and a stronger political entity;
3) Europeanization as the *development of institutions* at the supranational (EU) level;
4) Europeanization as *penetration by supranational institutions of national systems of governance*, to which these national systems respond differently.

Passing over all subtle differences, it can be shown that most authors generally focus on the last use of Europeanization:

- Europeanization *is an incremental process re-orienting* the direction and shape of politics to the degree that EC political and economic dynamics become part of the organizational logic of national politics and policy-making (Ladrech, 1994, 69-88, 2001);
- Europeanization is a *process by which important areas of national policies* become increasingly subject to the European decision-making process (Börzel, 1999, 573-96);
- Europeanization is a *set of processes* through which the EU political, social and economic dynamics become part of the logic of domestic discourse, identities, political structures and public policies (Radaelli, 2000);
- Europeanization is *an institutionalization process* by which organizational actors and institutions on the domestic level alter their conditions and policies in order to respond to supranational changes (Olsen, 2002).

Peters (1997) and Page (1998, 89-110) bring to debate the link between the Europeanization process and the general tendency in the administration to switch from the traditional model of government to the governance model where the authority is diffuse and the agencies are claiming a multiple role, especially in the public policy field.

The necessary framework for analysing the public administration's Europeanization is provided by Cowles, Caporaso and Risse's (2001) definition according to which the Europeanization, or better said its upward dimension concurs with the "occurrence and development at the European level of distinct governance structures, namely political, legal and social institutions associated to the idea of solving the political issues, finalising the interactions between actors and networks of policies specialised in creating authoritarian European rules".

2nd Consideration

C2: Approaching Europeanization as a three dimensional process:

- t*op- bottom* – by which EU (as administrative body with its various ways of governance) influences the national, regional and local administrations, possibly leading to administrative convergence in Europe on those levels (Cowles, Caporaso and Risse 2001; Goetz and Hix 2000; George 2001; Featherstone and Radaelli 2003; Marks, Hooghe and Blank 1996, 341-78). Among various examples we mention a relevant one, namely: increased use of action plans and benchmarking at national and regional level as result of using the open coordination method by EU;

- *bottom-up* - by which EU administration and governance are influenced by national traditions and practices (Börzel 2002, 193-214, 2003; Bulmer and Burch 2001, 73-98; Radaelli 2004, 4).
  Also herewith, as eloquent examples we may emphasise the „French" legal-administrative model in order to approach the aspects of public budgeting that was incorporated in the 1950's within EU budgeting affairs or another example: the use of „German" model, Bundesbank, as model for the institutional construction of the European National Bank System.

- *horizontal* - by which administrations and ways of governance are converging, partially as result of mimetic action in the context of system competition (Bomberg and Peterson 2000).

Those three dimensions, specific for Europeanization of national public administrations could be integrated, from a systemic perspective, within another modality of approach, which highlight two complementary sides of the Europeanization, distinguishing between *Europeanization by deepening*, endogenous to the EU system, equivalent with the mutual impact of the EU and Member States on their national orders and *Europeanization by enlargement*, which corresponds to contracting by the Candidate States of exogenous models of institutional and/or valuable change, including their adaptation to the candidates' national orders.

Within the Europeanization literature the main focus has been on the way national responses and adaptations take place and which factors play a part in that process. Originally, the (first-generation) literature focused on domestic responses taken the supranational institutions as given. This approach can be labelled the "top-down"-approach or "downloading". The seminal work is by Börzel (1999), who emphasized the costs of adapting to EU policies. The idea here is that adaptation will be less costly if the national institutions and policies are already largely similar to the ones imposed by the supranational level ("goodness of fit"). It was later recognised that it is then in the Member States' interests to make sure their preferences are taken into account when the supranational rules are decided upon, resulting in a "bottom-up" approach or "uploading".

Following several authors (Knill & Lehmkuhl 1999; Radaelli 2000; Dyson 2000, 897-914; Schmidt 2002, 168-193; Börzel & Risse 2000, 3) it is possible to distinguish various types of responses at the domestic level:

- *suprimation* (changes away from the Community rules);

- *retrenchment* (uploading of national preferences aiming at changes at supranational level rather than making changes on the domestic level);
- *inertia* (no response at all);
- *absorption* (slight changes in the direction of the supranational rules);
- *accommodation* (moderate changes);
- *transformation* (major changes).

The type of response depends not only upon the goodness of fit, but also on the level of adaptational pressure. Knill & Lehmkuhl (1999) argued that each Member State knows several *types of positive, negative or framework integration* – defined in connection with the existence (or lack thereof) of a European model which generates and/or channels changes in the belief or expectations' level of the internal actors (Pinder 1968, Bulmer and Radaelli 2004).

Finally, Europeanization should not be confused with other concepts such as convergence, harmonization, integration and policy making. Howell (2004) argued that "conceptually, there are differences between Europeanization and European integration but there is a dialogic and dialectical process between the two that is seamless". Europeanization is a process, while convergence represents a possible result of that process. Harmonisation reduces the diversity of regulations, offering a certain action model. Europeanization is not equivalent to political integration. Political integration provides the framework for the occurrence and development of Europeanization.

Within the framework of the our research paper, Europeanization will be considered as *a complex process of multidirectional osmosis of the social, political, economic and cultural values and rules in the European public administrative space.*

3rd Consideration

C3: The Europeanization's effects on the states' level

- ✓ *The effect of Europeanization on national public administrations is often considered as a process of institutional chang*e, scientifically supported by *rational choice* and the *sociological institutionalism.* Complementary and in line with those approaches, we should mention also other two main theoretical directions: *dependence on resources* - that points to the European system of governance as a system of political opportunity that change the distribution of power resources among the national actors, and *institutional adaptation* – in which the national actors adopt and internalize new rules and practices.
- ✓ *Europeanization has been felt at both institutional level and attitude or behaviour level.* In the theory and practice of the European construction there are less contributions, determining the need to prove scientifically *a recovery process of the social dimension of Europeanization of public administrations.*
- ✓ *The interaction between the degree of administrative rationalization, the ratios of economic growth and the performance of social – economic development* represent a research area, which has so far been insufficiently approached. In essence, the research program aims to determine the economic impact of the quality of bureaucracy in national administrations, whose structures, by administrative convergence and dynamics, become more or less similar to the European administrative structures. At the same time, the correlations between the models of administrative, economic, social and territorial

convergence represent open subjects, gaining special significations in the context of Europeanization.

- ✓ *Conceiving and describing quantitative and/or qualitative social and economic indicators, relevant to evaluate the impact of various public policies.* Such an approach has become reality, supported and promoted both by the academic and research environments and institutions with tasks in implementing those policies. Recent examples include those aiming to model the impact of the Structural Funds or regional economies, using HERMIN econometric model (Bradley, Modesto et al., 1995), the models for measuring the administrative costs (SCM), the cumulative multiplier of employment, etc. Another method used for studying the impact is the input-output model designed for local development (Matei, 2007, 39-49; Matei et al., 2010, 123-137; McNicoll and Baird, 1980), for inter-regional economic development (Cardenãso and Oosterhaven, 2010) or for the effects of the European funds in Romania's regions (Bonfiglio, 2005).

III The current research development situation in the field

The current situation of the research on Europeanization emphasise *the interest towards studying the Europeanization process.* Dyson (2002, 3) explained that "Europeanization remains a relatively new theoretical interest and has produced more questions than answers".

If in the 1970s the "Europeanization phenomenon" studies (Wallace, Pollack and Young 2010, 37) were in an incipient stage, focused on the issue of the EU Members' influence upon the national political institutions and upon the public policies (Wallace 1973), two decades later they are on the researchers' agendas, which can be seen on one had in their content diversity and differentiation (*economic* – from the influence upon the public policies to the single market institutionalising with its huge specific volume of directives, norms, regulations, jurisprudence - *legal*, to the common European economic aspects, *social* – labour market reform and pension systems' change, etc.), and on the other hand the large number of studies and researches on Europeanization.

The interest towards studying the Europeanization process has become visible in the last decades. The middle of the 90s is characterised by the focus of the Europeanization process research on the impact upon the national level: the Europeanization of national policies, legislation (Kalestrup, 2006, 65-89), of the national political systems (van Esch, 2006, 121-124), the influence of Brussels' activities upon the decisional process on a national level (Andersen and Eliassen 1993); and the impact analysis of the European environmental policies on domestic regulatory regimes from a cross-country perspective (Heritier, Knill and Mingers 1996).

In the period 1996 – 2004 over 2000 significant articles about Europeanization were identified by Featherstone (2003, 3-26), see Figure 1. Featherstone has also identified, after monitoring over 116 academic journals, the subject of Europeanization in articles, specifically: 33% deal with issues of public policies, 17% with international relations and 13 with political parties.

As seen in Figure 2, the Europeanization process includes several other areas of social life, such as those of governance, culture, national administration or civil society.

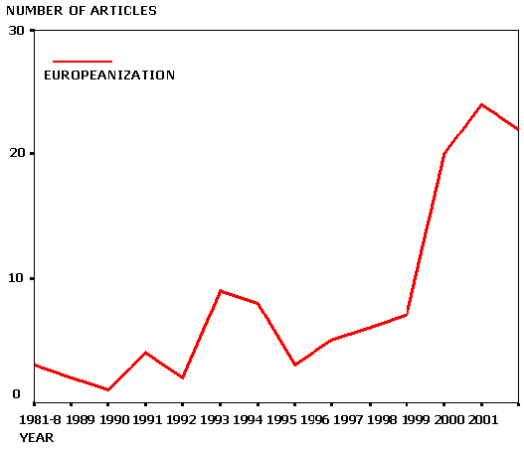

Fig.1. Number of relevant articles about Europeanization [Featherstone (2003:6), adapted]

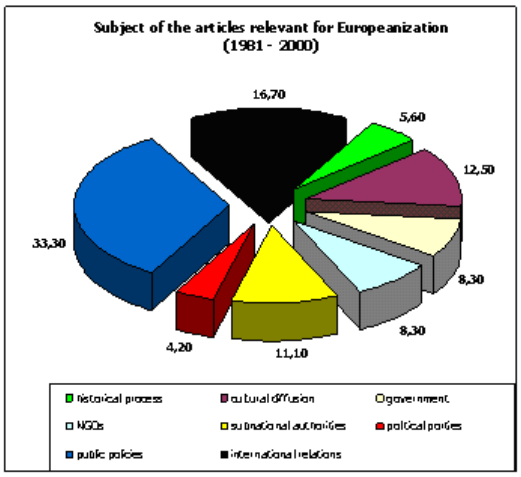

Fig.2. Subject of the articles relevant to Europeanization [Featherstone (2003), adapted]

Going further with the above analysis, Radaelli (2003, 37) aims at answering two questions, namely: what is being Europeanised and to what extent? Building on the analysis by Featherstone and Radaelli (2003), had identified several Europeanization areas, of which public administration is one and the mechanisms of Europeanization, referring to inertia, absorption, transformation and resistance.

In line with the questions looking for answers in the scientific research, we cannot help but wonder: what does the Europeanization process involve and what are its effects? Or, is the Europeanization a product of those who know how to manage more processes on a EU level, located on the level of the system's macro-dynamics?

For this period, centred on the last decade, the theoretical and empirical studies are focusing on the role and interaction of different actors, both European (European Commission, European Parliament, European Court of Justice, Committee of the Regions, etc.) and national (governments, interest groups, regions) in order to develop the European policies. *The Europeanization is an independent variable with an impact upon the national processes, policies and institutions.*

In the mentioned period of time, certain Europeanization approaches were underlined, having as foundation the rational choice approach and the approach of *sociological institutionalism* have led to considering the effect of Europeanization of the national public administrations as a *process of institutional change.*

IV Research-design

IV.1 The research objectives

Objective I

O1: The research program *aims at a multidisciplinary approach of the Europeanization process of public administrations and at describing the systemic mechanisms of development, adjustment and self-adjustment specific for the convergence and dynamics of national public administrations.*

The reality of the European construction determines an approach of Europeanization of public administration as a process structured on three levels:

- *the European level* referring concretely to the development of a distinct governance system, a new set of interacting structures and processes;
- *the national level* comprising the national administrations, subject to a continuous process of transformation with different speeds and intensities related to their own history and traditions, level of economic and social development etc.
- *the regional (infra-European) level*, whose contents is determined, on one hand by the relative distinct trajectories of social, economic, cultural development of various regions, infra-national and border confluence, as well as on the other hand by the European regional development policies;

The presence of mechanisms specific to Europeanization of public administrations, such as administrative convergence and dynamics, as well as some standards deriving from the principles of the European Administrative Space (EAS) determines the multidisciplinary nature of the research program.

The scientific framework of this objective will be provided by *the systemic analysis of Europeanization.* In this context, the European administration or better said the *European system of public administration (ESPA),* as a result of Europeanization, will be structured as a dynamic, open system, with a mixed hierarchic architecture, whose mechanisms of adjustment and self-adjustment are continuously developing, related to the thoroughness and extension of the Europeanization process of national public administrations.

Similar with the Europeanization process, the architecture of the European public administration system will contain a structure with three layers, corresponding to three subsystems: European, regional and national, for which we shall determine intra and intersystem connections, with different intensities and complex multidisciplinary contents. Taking into consideration the perspective of developing social cybernetic systems, as well as the finality of the proposed research program, ESPA will be a *learning* system, more complex than the cybernetic systems as it will contain a *strip of policies.*

Therefore, in the proposed theoretical context, self-adjustment will result from the synergy of the legal, institutional, social, political, economic or cultural mechanisms, specific to each element, respectively level of the system.

Objective II

O2: *Evaluating the economic and social impact of the Europeanization process of national public administrations by providing models and relevant socio-economic indicators.*

The evaluation of the economic and social impact will be approached from a double perspective:

i. as part of the systemic self-adjustment process for different subsystems, above –emphasised, with special focus on the national one, for which will be provided comparative economic and social values relevant for its objectives, in qualitative and quantitative expressions;

ii. as fundament of the interaction of the public administration systems with other subsystems in society, especially the economic and social ones. Thus, the evaluation of the economic and

social impact of Europeanization of public administration will integrate within a global social process of self-adjustment at national, regional or European level.

Corresponding to those two perspectives of approach we shall be able to define and evaluate an *endogenous impact* – described especially by effectiveness and performance, own to public administration systems – and an *exogenous impact* – described by the developments on economic and/or social level due to the transformations, determined by the Europeanization process in national public administrations.

The *economic and social impact of Europeanization of national public administrations* will be assessed through:

- quantitative and qualitative indicators in order to determine the degree of administrative and economic convergence;
- framework models for organisational analysis of Europeanization of representative institutions in national, central or local public administrations;
- indicators and socio-economic models in order to determine the costs of bureaucracy and to correlate their trends with economic performance;
- statistical indicators concerning the influence of meritocratic criteria in the civil service development on economic growth and public sector performance.

Objective III

O3: *Operationalizing the theoretical and empirical framework, achieved by analyses, methodologies and case studies, significant for the approached topics.*

The theoretical and empirical framework comprising the systemic model of Europeanization of national public administrations as well as self-adjustment mechanisms transposed in statistical models and socio-economic indicators aimed to quantify the economic and social impact in a qualitative and quantitative manner could be operational under the conditions of achieving and presenting analyses and methodologies for application as well as case studies relevant for the finality of the research program.

Consequently, within the project activities, each model or indicator will be accompanied by a specific methodology that will indicate the concrete area of application, the manner to create the data bases as well as to process and aggregate them. The methodology will contain also the modalities to interpret and use the outcomes of the research program.

IV.2 The research progress for the three objectives

Within the context of this research program, the *Europeanization will be interpreted as a complex process, of multi-directional osmosis of social, political, economic and cultural values, practices and norms, inside the European space of public administration.*

A critical analysis of the above-presented contributions and of the Europeanization literature at large emphasises some important conclusions for the approach used in the research program:

Hypothesis 1: The Europeanization process generally has been approached in a sectoral manner especially on the background of the political changes brought by European integration;

Hypothesis 2: The social dimension of Europeanization has often been ignored and research on the social perception of this process is lacking;

Hypothesis 3: The topic of Europeanization of public administration is only marginally approached, although in any society the public administration system is one of the most important ones;

Hypothesis 4: The diversity of the European states, expressed in various levels of social, economic and political development justifies the necessity of comparative studies on Europeanization of public administration.

In this context, the progress proposed by the current research program for the **first objective** takes into consideration the following issues:

Outcome 1.1: *Developing an adequate systemic model of Europeanization of public administration which is able to describe in details the trajectories, mechanisms and the feedback of the ESPA.*

At the same time with the development of EU construction, ESPA is structured. Characterised by a high diversity, with a multi-level organisation, ESPA incorporates national public administrations at the basic level, but adds two other levels: regional and European levels. Each level will be characterised by own self-adjustment mechanisms, overlapping the mechanisms specific for European policies, respectively national public policies. The normative pillar of ESPA is ensured both by national legislations and European legislation. ESPA normative determination is different from that of national systems of public administration.

Determining and describing ESPA normative and institutional framework represents one of the core research themes. The European treaties, the national or bilateral secondary legislations represent the roots of this normative framework. Related to ESPA hierarchic architecture, there will be normative frameworks, specific for each level and of course each EU Member State.

The research approach will start with analysis of European legislation and institutions, specialised bibliography as well as institutional practices and jurisprudence of the European Court of Justice. At the same time, we shall determine and interpret the specific legislation, thus ensuring the support for the principles of EAS. The French or Anglo-Saxon models of public administration, the models of other European states that will be presented and analysed related to EAS standard will be reference models, used in the analyses.

Building the systemic model and describing the self-adjustment mechanisms will focus on analyses and systemic syntheses, starting, on one hand from the above-determined normative framework and on the other hand, from the role and mission of European, regional and national institutions in ensuring ESPA functioning. ESPA will be a cybernetic learning system and the characteristics will be described separately, in details, namely characteristics of openness, dynamics, self-adjustment or social control, as well as functioning of a third strip of the public policies, thus awarding additional characteristics related to cybernetic systems.

The construction of the systemic model will use similar approaches for the national levels, inspired especially by the French systemic school. The self-adjustment mechanisms by feedback will use legislative provisions, European and national institutions, national strategies of administrative reform and public policies.

Outcome 1.2: *Achieving sociologic research aimed to determine the social perception of the Europeanization process in national public administrations and to describe possible directions of social and political action, in order to support a recovery process for the social dimension of Europeanization of public administration.*

Generally, the pre accession and accession processes into the European Union aimed institutional changes for national administrations. Therefore, for Europeanization process, its social dimension was many times ignored or left on a secondary level.

Sociologic research concerning social perception on Europeanization represents one of the methods for social analysis, support to integrate the individual topic within the process for changing public administration. The context of research imposes a research from a double perspective: endogenous – for employees and civil servants in public administration, either national or European and exogenous – for the other users of public services.

Elaborating some directions of social and political action designed to support a process in order to recover the social dimension for Europeanization of public administration becomes, in the above-mentioned context a priority, especially in the new states that acceded recently into the E.U. We take into consideration the directions referring to the quality and performance of public servant, infrastructure and logistics as well as ensuring social conditions according to the European developments and practices. Governmental authorities could use such a plan, comprising the above-mentioned directions in order to make compatible the institutional and individual effects within the process concerning Europeanization of public administration.

Outcome 1.3: *Achieving comparative studies about the processes of administrative convergence and dynamics, from the perspective of institutional and normative change and management, as well as quality of public services.*

The developments of national administrations do not aim a certain model, EAS model representing only a standard in order to monitor the progresses recorded by the above-mentioned administrations. Applicable, in general, to the acceding countries or countries that recently acceded to EU, EAS coexists with traditional models of public administration, such as the French or Anglo-Saxon model. Their robustness decreases the speed of convergence or determines new convergence directions.

The comparative studies, based on EAS principles, aim to achieve a complex analysis that takes into consideration the normative framework, institutional structure and mission, personnel policies etc. designed to establish degrees of convergence and dynamics between administrations of old countries in EU and the new ones. The comparative studies will use, in premiere, methods for statistic analysis, such as correlation and regression, based on some criteria taking into account: degree of legislative harmonisation, institutional adaptation, ratio: employees/users, hierarchical ranks, as well as statistic quantitative evaluations concerning politisation, corruption, administrative efficiency.

Regarding the **second objective**, its scientific support will be offered by the systemic model of public administration Europeanization, as well as by the results of the sociologic research regarding the social perception of the Europeanization and the comparative studies concerning the convergence and the administrative dynamics. The area of the statistical models and socio-economic indicators can be extremely varied. Within the research program there will be a focus

on **four more specific issues regarding the social and economic impact of the Europeanization of public administration:**

a) The correlation of the administrative and economic convergence

The literature and the special studies released until the time being have approached quite independently the administrative and economic convergence processes. The systemic connexion of the two processes was only marginally studied, even though the role of the administrative infrastructure in the convergent evolution of the economy - and the other way around – cannot be ignored. However, we will point out some contributions.

The first ones to which we refer belong to Romer (1986) or Mankiw, Romer and Weil (1994). Their research has taken into account the quantification of the effect upon economic growth of the organisational and functional systems of some economies. The prospect of the development of some economic convergence models, which will integrate the administrative convergence specific to the Europeanization of public administration, becomes very similar, taking into consideration similar measures in different economic areas, as pointed out in the above-mentioned papers. The issue of economic convergence is not one of the easiest. If from a conceptual point of view we can understand its content, the commensuration of the evolution of the convergence process is still an open topic. The choice of the present research program will be in favour of using the real convergence criteria modified by comprising some statistical exogenous variables that are modelling the administrative dynamics.

Admitting the truthfulness of the hypothesis regarding the structural differentiation of countries, regions, and others, by introducing, for example, in the Mankiw – Romer – Weil model an exogenous indicator derived from the above-mentioned statistical variable, we can obtain, by processing the mentioned model, relevant economic indicators which contain both the evolutions of the economic convergence and the administrative ones.

Evans & Rauch (1999, 748-765) had similar contributions which reckon that giving the conditions in which *"the development depends on the way of governance, deepening the relations between the structures and modifications of the economic output are extremely important"*. The main study directions of the mentioned research were guided by the theory of the endogenous development in the framework of which it was described the role played by the institutional factors in relation to the positive evolution of the growth rate. In the same time, Evans and Rauch's paper revaluates Barro's contributions (1991, 407-444) that plead for a negative impact of the government upon the economic development rate, as well as the ones of Johnson (1982) that were materialised as an analysis of the Japanese Ministry of International Trade and Industry during the Japanese "golden ages". The last-mentioned contribution created the possibility of testing Weber's hypotheses and their correlation with the economic development.

Before the step taken by Evans & Rauch, we mention two other works of reference on the announced issue. One of these is a World Bank report from 1997. In this same regard, it is to be also considered Weber's contribution, where it is promoted the idea that the bureaucracy is one of the institutional bases of the capitalist development (contrary to Adam Smith's opinion, according to which regardless of the organisational form, the government is the enemy of the economic growth).

Pursuant to this, the *progress proposed* by the present research program regarding the evolution of the economic and administrative convergence processes, consists of:

Outcome 2.a.1: Conceptualisation of a common framework for the analysis of the economic and administrative convergence.

Designing a common framework of analysis for the processes of economic and administrative convergence provides the necessary conditions in order to obtain some aggregated results for quantitative evaluations of various indicators for these processes. The existence of statistic links represents the premise for starting the current analysis. The most relevant results will be obtained by:

a) formulating an aggregated model for economic growth which will describe the economic convergence by including administrative convergence;

b) determining the intensity of the connection and degree of influence for the variables of administrative convergence upon the indicators of economic convergence.

*The comparative qualitative analysis for the processes of economic and administrative converge*nce takes into consideration, as criteria for administrative convergence, those deriving from EAS principles, respectively: rule of law, transparency and openness related to the citizen as user of a public service (Matei 2004, 34-39). In this context, the analytic support will be provided by the social, political environment, taking into account the possible influences and political inferences aimed to influence the functional relation between the two processes.

Outcome 2.a.2: *The substantiation, starting from the economic growth models – Mankiw – Romer – Weil, Myrdal, or the one of the endogenous economic growth – of some aggregated models that describe the economic convergence by embedding the administrative convergence.*

Outcome 2.a.3: *The formulation of some economic and administrative convergence indicators and the description of some endogenous or exogenous mechanisms for projecting the economic convergence.*

b) The organisational analysis of some national institutions' Europeanization

The perspective of using the organisational analysis in determining the social impact of the Europeanization values a new scientific instrument which, based on *rational choice theory* and the *sociological institutionalism* accomplishes the Europeanization by means of a process of *institutional change.*

In this context, most of the studies use two main theoretical directions: *the dependence on resources* - that point to the European system of governance as a system of political opportunity changing the distribution of power resources among the national actors, and *the institutional adaptation* – in which the national actors adopt and internalize new rules and practices. The second direction uses the organization theories of the institutional change. The modern approaches, typical for the year 2000, combine several discourses, such as:

- The rational choice and the sociological institutionalism;
- The dependency of resources and institutional adaptation.

The above framework sets the ground for a *model of institutional dependency (M.I.D.)* which treats the actors from the point of view of utility – action for maximizing the preferences. Not excluding the possibility for a switch of preferences, the model assumes that national actors have an essential interest in the organizational survival, autonomy and development, and that their preferences are mostly shaped by institutions. The interdisciplinary synthesis assumed by this M.I.D. assures the specific difference with the institutionalism of rational choice, underlining

the fact that institutions do not include only norms, but social norms as well, regulating the behaviour of actors and assuring the social adequacy of their actions. The M.I.D. uses a systemic approach for several factors while acknowledging the sociological, economic, political or legal framework etc. We can conclude that choosing a strategy reform is not only a problem regarding the available resources and the cost – benefit analysis of the expected utility, but also a function of preferences and the strategic options of the actors.

The *progress* foreseen by research program in this context will be materialized in:
Outcome 2.b.1: *Conceptualization of a new research instrument of the social impact of the Europeanization of public administration: the adapted model of the institutional dependency (AMID) obtained by completing MID with the social constructivism.*

Evaluating the institutional dynamics uses the organisational analysis as an efficient and specific instrument for researching the impact of Europeanization upon some national institutions. From organisational perspective, Europeanization of public institutions will represent a step-by-step process, not coherent all the time and not necessarily irreversible.

Using this complex instrument (MID) for analysis, the perception of Europeanization will exceed the borders of a process that is only a political-normative one, opening the level of institutional development.

Outcome 2.b.2: *Extending the researches based on organisational analysis to the representative institutions of the public administration and determining the degree for institutional Europeanization.*

Determining the degree of institutional Europeanization starts from a complex database, able to provide information about history, structural changes and institutional mission, as well as data about institutional logistics and infrastructure, personnel, individual career and satisfaction.

We achieve quantitative evaluations for efficiency and performance, customers' satisfaction, level of corruption or politisation. The Degree of Institutional Europeanization (DIE) will comprise as weight and/or statistical averages the institutional progresses in the above-mentioned areas, and it could be generalised on regional or national level. We extend the analysis in order to establish correlations between the variance of degree of Europeanization and variance of economic growth.

For the institutions analised we shall determine the degrees of institutional Europeanization and where applicable the correlation of their variance with the economic growth.

c) Establishing the cost of bureaucracy

Leaving aside the bureaucratic determination of the economic performance we shall distinguish some recent concerns regarding the measurement of the bureaucratic costs. Till the time being, there are some clear initiatives in this regard, in countries such as U.K., the Netherlands, Germany, Belgium, Denmark and others. Still, in the Eastern European countries these types of initiatives are far from becoming real measures or concerns. Thus, in 2005 in U.K., a paper was published – "Measuring Administrative Costs: UK Standard Cost Model Manual". Based on the translation of a similar Danish manual, it establishes, by going into details and offering logical diagrams/charts, procedures for breaking down the bureaucratic costs for governmental or nongovernmental activities, business, regulation, and others.

Yet from 2003, "International Standard Cost Model Network" (SCM Network) was created. In 2004, this Network released *a framework for defining and quantifying administrative borders for businesses,* based on the experiences of Denmark, the Netherlands, Norway, Sweden and U.K.

Now, the mentioned issue is developed through international projects supported by EU or OECD, as well as cross country benchmarking. The main topics of these projects aim the fact that an important part of the administrative costs of the EU countries have their roots in the need of implementing the European legislation (see EU AB Manual, http://ec.europa-eu/governance/impact/docs_en.htm) or activities of administrative simplification in the OECD countries (see Red Tape Scoreboard, http://oecd.org/document/3).

The research regarding the cross country benchmarking, currently takes into account sectoral aspects such as: VAT Benchmark 1 (Denmark, the Netherlands, Sweden and Norway), Administrative Burdens related to selected EC Directives (Germany, Denmark and the Netherlands), Transport Benchmark (Poland and the Netherlands).

Everything presented open the perspective of developing these concerns of researching the bureaucratic costs, determined by the process of public administration Europeanization, from two points of view:

- Costs determined by the organisational transformations imposed by the administrative convergence;
- Costs determined by the absorption and implementation of European Community law in the public sector.

At the same time, it must be mentioned the ascertainment that, according to the strategy of the European Commission regarding the reduction of administrative costs, all EU members must be part of these efforts, needless to say the ones that became members in the recent years.

Going further with the concerns that exist until present day, the research program aims at enlarging the researches and used methods, as it follows:

Outcome 2.c.1: *Deepening the way of scientifically substantiating the bureaucratic costs imposed by the process of public administration Europeanization by using statistical methods and methods of updating the costs and benefits.*

Extending and increasing the deepness of researches in order to reduce the bureaucratic costs represent genuine action directions on short term Including this preoccupation within the sphere of activities concerning Europeanization of public administration, the evaluation of the bureaucratic costs and their cutting off represent a new indicator of social and economic impact of Europeanization.

Outcome 2.c.2: *Drafting some benchmarking studies in the member states of the project consortium regarding the bureaucratic costs of some universal public services or of national interest, like the administrative, health, educational and others.*

Outcome 2.c.3: *Formulating some socio-economic indicators of reference regarding the level and the weight of the universal public services or of national interest.*

Outcome 2.c.4: *Developing some sectoral pilot-strategies for reducing the bureaucratic costs of these public services.*

d) The impact of the meritocratic criteria in the public function's evolution on the economic growth and public sector performance.

Consistent studies regarding the influence of meritocratic criteria in the public function's evolution on the economic growth and public sector performance are to be found in the doctrine, in the last of the 20th century[3]. These studies start from the following assumptions:

- Meritocratic recruitment suggests, ideally, a combination between education and knowledge verification;
- Within a bureaucracy, the evolution of the career is predictable and offers rewards on long term, both tangible and intangible.

In this context, which frame also the EAS' principles appear as possible a series of hypotheses which may be considered fundamental to the research proposal made by research program, namely:

1. Meritocratic recruitment and the predictability of the career's evolution influence the organisational ability to deliver public goods and thus lead to economic growth;
2. Meritocratic recruitment increases the frequency of competition and generates corporative coherence, which, at its turn, increases the degree of internalisation of common norms and objectives.

These assumptions, at which more detailed approaches may be added, constituted the basis of the researches regarding the connection between bureaucratic structures and economic growth. The respective studies using the "weberian scale" have been developed in 35 states not including the Central and Eastern Europe belonging to the former communist system.

In this context, the *progress* initiated by research program has taken into account:

Outcome 2.d.1: *Redefining the "weberian scale" by adapting it to the EAS' principles.*

Conceptualisation of instruments for analysis starts with Max Weber's assertion that the meritocratic and predictable recruitment and reward during the whole career are specific for the public administration organisations.

The research will use as a variable, as previously mentioned, a Transformed Weberianness Scale (TWS) quantifying the degree for characterising the public authorities by meritocratic recruitment and it provides the opportunity to achieve a long-term career, with rewards on long term, as well as to harmonise the administrative principles with those of the EAS. The use of TWS assumes to establish in each country of research a representative target group and a questionnaire focused on describing specificity of bureaucracy in the context of EAS, avoiding the questions of evaluation, that are hard to be estimated.

As socio-economic indicators we shall use Pearson correlation index, the intensity of the relation of regression from the variables concerning meritocracy, respectively the economic growth.

Outcome 2.d.2: *Extending the research regarding the connection between bureaucracy and economic growth for states.*

[3] See for instance Evans, P. (1995), "States and Industrial Transformation", Princeton University Press; Evans, P. J. E. Rauch (1999), op.cit., or Drori, G.S., Y.S. Yong, J.W. Meyer (2004), "Sources of Rationalized Governance: Cross-National Longitudinal Analysis, 1985-2002, CDDRL, Stanford Institute for International Studies.

IV.3 Impact assessment models

The research program starts from the following reality:

i. In the EU design, the European policies systemically interact, so the cumulated effect of this process will be the actual Europeanization;
ii. At this hypothesis we add the one with regard to the public administration as the "backbone" and the "echo box" of the entire process assumed by the EU edification/ clearance.

As a result, the evolution the evolution of any member state or even of the EU, at economic and social levels, will be determined also by the institutional and normative transformations of the national public administrations.

Giving the fact that the literature and the special studies clearly nominate the field of *public administration* as the one with an overriding priority for the Europeanization process, we retrieve and justify as obvious the thematic and practical substantiation of the research proposal that the present project is underlying.

In this context the idea of determining the impact within the social and economic domain by designing social – economic indicators meant to evaluate both the impact and the potential of national policies, sounds hard to believe.

The ageing process the EU is going through is currently enforcing the consolidation of a *European system of public administration* (ESPA), a system holding a multi-level architecture, starting with an European level and continuing with the regional and then national tiers. It is on this system that the influence of the Europeanization process is materialized.

Starting from these targets, research program elaborated a working plan based on three major objectives which deal with both the multidisciplinary approach of the process of Europeanization of public administration, as well as a more pronounced methodology regarding the indicators and models for determining the impact of the process in question. The third objective takes into account the operationalising of the research outcomes and dissemination of new knowledge.

In this context, the awaited ***impact*** will itself belong to more areas of the society: like those of the knowledge development or the social, economic or political ones.

1. *The expected impact in the area of* ***societal knowledge***

The content of the research included in these activities have a large degree of originality, and its impact will be quantifiable by means of:

- *the substantiation and putting on the research agenda of political and administrative sciences of several new concepts such as the European System of Public Administration, its organization as a cybernetic system for which the tertiary stripe will be represented by public policies*;
- *new approaches of the specific problematic of the processes of administrative convergence and dynamic, based also on systemic analysis, which give these processes the possibility of becoming the landmark in systemic feedback and incorporate characteristics of dynamics, openness and self-regulation*. The development of the legal framework of ESPA will determine new themes of reflection for the research in legal

studies or public management, and, more specifically, in the areas of administrative law or administrative science;

- *comparative studies will allow integrated approaches within EU member states, regardless their accession date, concentrated on the evolution of the administrative convergence and dynamics*;
- *the new conceptual framework enlarges the research base for administrative phenomena and processes, including more than before, next to legal approaches, those relied on theories and practices of public management, public economics or political sciences.*

The impact in the area of societal knowledge derives also from the specific activities of the second objective. From the content and outcomes the latter suggests, we will derive that also new approaches, important for the social and economic sciences, like:

- *The correlation between the processes of economic and administrative convergence*. Being developed only in a single sector until present, the two processes have strong connections expressed in time with the help of the famous researchers. Thus, the targeted objective of the research program can be made operational exactly through an aggregated approach of the two processes, more precise by adding economic growth models and other variables that describe and characterize the administrative convergence.
- *Using the organizational theories in the analysis of the Europeanization of the public administration institutions*. Being used in an isolated manner in the special researches, this method will turn out to be very efficient in finding an Europeanization indicator like "*the degree of Europeanization*" which, in correlation with economic development indicators, will be able to assess the *impact of the administrative institutional transformations* facing the economic and social development.
  The method in itself, new to the social research field, will offer the public administrations of the late comers of EU, the access to a modern, multi-disciplinary and complex methodology of analyzing the effect of the public reforms on which these countries have been focusing over the past few years.
- *The extension of the researches regarding the assessment of the costs of bureaucracy*. The method in itself can be already found in the practice of many of the best developed European countries. The novelty on a knowledge level will be, on one side, the profoundness of the modelling that focuses on statistical instruments specific to the actuary methods, as well as, on the other hand, on the specificity of each sector or public sector we approach.
- *The meritocratic design of economic performance*. The methodology we propose, inspired by great works of the international doctrine, revaluates an interdisciplinary, complex, social, economic, educational and political framework and will confer substance and content to reforms of public function, currently developed by several European countries.

2. *The expected impact on* ***social level***

Until now, at least in the countries recently integrated in the EU or in accession states, it has been taken into account the impact of Europeanization on the national public administrations, especially in the field of institutional transformations. A very important actor of this process has been neglected – the citizen or the public servant himself.

As a result, the social researches tackle the necessity of missions for recovering the social dimensions that place the human being as priority, no matter what is his/her position in relation with the public administration.

By connecting this conclusion with the insistence with which, in the majority of the analysis bring in front mainly elements of economic origins, the research program aims at a series of activities that, on one hand, should determine the *social perception on the Europeanization of public administration* and, going further, establish the *actual plans of social and political actions for the recovery of the social dimension of the above mentioned process*.

So, the targeted social impact will be just determined by the degree to which these plans will become operational, as well as by the position that the public administration will take regarding this problem.

At the same time, the *social impact will also derive from the organizational analysis of the Europeanization of national public administration*. This analysis is meant to add the plan of behaviour analysis to those of analysis of the institutional structure.

Thirdly, making the researchers and public authorities aware of the issue of meritocratic determination of the economic performance will determine *new personnel or training policies with an obvious impact on the job training level of the population* and on the appropriate carrier plans of the present or future public servants

3. *The expected impact on the* ***economic level***

The problematic of determining the economic impact of the Europeanization of public administration is not one of the simplest to be found. Yet, the so far attempts, even though not generalised, sustain and legitimize this approach.

The actuality of this approach is sustained also by the preoccupation shown in this area by the European Commission and OECD, as well as several EU member states. The analysis of the phenomenon sustains the fact that a reduce of 25% of the bureaucratic costs may lead to an increase of 1-2% of the Gross Domestic Product (GDP) of EU member states.

The research program proposes as such, new methodologies for precise identification of bureaucracy costs and their permanent updating. Also, in order to obtain the real economic impact, the methodologies will be complemented by implementing measures and guidelines for use.

The content of research points on determining the real economic impact of rigorous implementation of the principles of the European Administrative Space, focusing on the quality of public function. The targets regarding the creation of professional bodies of civil servants are still current in many European countries. The enlargement and quantification of the effect the professionalizing of civil service has on the economic development and the accomplishment of a public career based only on meritocratic criteria represent, in the above context, an approach that may transform in a public policy in the recent EU member states accessing countries.

The social researches we take into account will offer data also on other phenomena present in the administrative space, such as those related to corruption or politization of the public administration. It is widely known that developing a career solely based on merit, perspective and predictability is one of the most adequate methods fro reducing corruption.

4. *The expected impact on the* ***political level***

The indissoluble link between politics and administration and even the overlapping of those two domains on some plans and levels of governance sustain the idea of an expected impact on political level as well.

The most obvious impact on political level will derive from operationalizing our conclusions driven from the social researches made during the research program. More generally, all studies, including those of comparative nature, once internalized by the politicians will determine political attitudes and actions meant to lead at eliminating the signalled phenomena.

Also, assessing the developed social - economic indicators and models and their respective interpretation, will determine the authorities holding decisional political powers to establish new measures for improving the situations we sanction.

IV.4 The methodology

According to the proposed objectives, the general strategy of research program comprises three stages, corresponding to each objective.

I. **The first stage** comprises the activities of study, documentation and systemic design, necessary to interdisciplinary approach for the Europeanization process on public administration. In this context, *methodology* will take into consideration:

- documentation, analysis and systemic synthesis about data, facts and social phenomena related to Europeanization of public administration;
- comparative studies concerning the normative and institutional support, the trends for development of the national public administrations. The standards and criteria for comparative analysis will be grounded on the principles of the EAS, the French or Anglo-Saxon models of public administration being the core pillars;
- comparative studies on the evolution of the process of administrative convergence and dynamics;
- elaboration of syntheses and reports on normative and structural harmonisation between national administrations and determining statistic indicators about the degree of normative harmonisation or coverage of citizens' needs by public services;
- hierarchic systemic modelling of the European system of public administration, based on a mix architecture;

II. **The second stage** is based mainly on methods of social and statistic research, organisational analysis and economic modelling, able to define exactly socio-economic indicators, relevant for measuring the impact of Europeanization on public administration. Therefore, *methodology* will comprise in this stage:

- Comparative analyses, concerning the correlation and curving regression of economic and administrative convergence;
- Using AMID for the organisational analysis of representative central public administrations;

- social and statistic researches to emphasise the bureaucratic costs and to determine from the quantitative point of view the interaction between the degree of administrative rationalisation and ratios for the economic growth;
- pilot studies for various occupational segments concerning the costs of bureaucracy and use of meritocratic criteria in the personnel policies.

In order to achieve these studies, there will be employed:

- projections and use, in a pilot stage, of databases for the analyses suggested;
- econometrical models;
- statistic polls for data collection.

III. **The third stage** will achieve the third objective of the proposed project. According to its contents, *methodology* will comprise the following:

- researches and methodological descriptions for determining, using and interpreting the proposed socio-economic indicators;
- methodology for designing and use of the database, necessary for statistic and social analyses, in order to determine the models and indicators for the impact of Europeanization on public administration.

Conclusions

1. As we have shown, the literature on Europeanization is legitimising today with a rich informational treasury, a result of the interdisciplinary approach (history, European studies, political sciences, administrative sciences, economics, sociology) of the Europeanization. Just like other study or scientific research disciplines, our proposed discipline, "Europeanization's economic and social impact upon public administration", along with other disciplines studying "Europeanization", respecting the components of the disciplines' knowledge triad (Aristotel), namely "disciplines as theoretical, productive and practical", validate, challenge, develop and contribute to EU studies, thus becoming their component (of the European studies).
    a. The scientific substantiation of the framework of the impact analysis of public administration's Europeanization begins, as we have underlined, with the theoretical dimension of the Europeanization (downward, upward or horizontal) and its complementarity (Europeanization through deepening and Europeanization through enlargement). The current researches' status in the field, their results is represented by a body of knowledge necessary for developing the "Europeanization's economic and social impact upon public administration" research discipline.

    b. The practical elements of the research program refer to a *complex systemic model for Europeanization of public administration*, sociologic researches designed to determine social perception of Europeanization and the modalities to recover its social dimension on institutional level, as well as comparative studies concerning the processes of administrative convergence and dynamics.

- b1. The research approach will start with analysis of European legislation and institutions, specialised bibliography as well as institutional practices and jurisprudence of the European Court of Justice. At the same time, we shall determine and interpret the specific legislation, thus ensuring the support for the principles of EAS. The French or Anglo-Saxon models of public administration, the models of other European states that will be presented and analysed related to EAS standard will be reference models, used in the analyses.
- b2. The construction of the *systemic model* will use similar approaches for the national levels, inspired especially by the French systemic school. The self-adjustment mechanisms by feedback will use legislative provisions, European and national institutions, national strategies of administrative reform and public policies.
- b3. Likewise, take into account quantitative and qualitative evaluations for the impact of Europeanization on national public administrations. Concrete, we shall establish some indicators of correlation between the *processes of economic* and *administrative convergence*, organisational analysis upon Europeanization of public institutions, determining the costs of bureaucracy and interaction between European-type administrative rationalisation and economic growth.
- b4. The comparative studies will use, in premiere, methods for statistic analysis, such as correlation and regression, based on some criteria taking into account: degree of legislative harmonisation, institutional adaptation, ratio: employees/users, hierarchical ranks, as well as statistic quantitative evaluations concerning politisation, corruption, administrative efficiency.
- b5. *Extending and increasing the deepness of researches in order to reduce the bureaucratic costs* represent genuine action directions on short term. Including this preoccupation within the sphere of activities concerning Europeanization of public administration, the *evaluation of the bureaucratic costs and their cutting off* represent a new indicator of social and economic impact of Europeanization.
- b6. The research will use as a variable, a Transformed Weberianness Scale (TWS) quantifying the degree for characterising the public authorities by meritocratic recruitment and it provides the opportunity to achieve a long-term career, with rewards on long term, as well as to harmonise the administrative principles with those of the EAS. As socio-economic indicators we shall use Pearson correlation index, the intensity of the relation of regression from the variables concerning *meritocracy*, respectively the *economic growth.*

c. The discipline's productive dimension, the one that next to the entire scientific approach brings added value, consists in developing a complex systemic model of ESPA. This is supported by the development of a new databases' creation in order to make operational the proposed socio-economic indicators in view to determine the impact of Europeanization on the public administration:

- index of correlation between economic and administrative convergence;
- quantitative model of multiple regression for the variables of economic and administrative convergence;
- degree of institutional Europeanization;
- index of correlation between institutional Europeanization and economic growth;
- index for the level of bureaucratic costs;

- index of correlation between meritocracy and economic growth.

For each indicator or model, the methodologies will comprise relevant case studies and pilot studies.

2. Comparative studies on convergence of administration, comparative qualitative analysis of the economic and administrative convergence process and comparative study concerning organisational analysis on Europeanization of public institutions, developed through a multidisciplinary approach will raise new topics to be considered by researchers, doctoral schools, in the field of juridical sciences or that of public management, especially those in the administrative sciences'' field.

3. In the view of a prospective curriculum, the research, exploring and development dimensions were a priority for our program, together with the assessment against an appropriate body of knowledge of a multidisciplinary nature.

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