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Public Service in Age of Globalization

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Keywords: Civil servant, Globalization, Administration, Good government, Development maintaining security, providing public services and ensuring equal treatment under the law. So, there is no doubt that the public and private sectors are depending on each other to activate efficiently and to achieve their objectives, therefore the public sector should facilitate the effectiveness of the business sector. Sustainability itself cannot be achieved without good governance. In order to realize a good governance and administration public administration should be transparent and information should be handled as openly as the law allows. Also, public bodies should give people information and, if appropriate, advice that is clear, accurate, complete, relevant and timely and should create and maintain reliable and usable records as evidence of their activities.

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1. Introduction

The state is supposedly exists to protect citizens and promote the general interest. A client is a concentration of needs and satisfaction of needs in an individual within a market situation of supply and demand of goods and services and within a hierarchy of needs subjects of willingness to pay. A citizen is a part of a social contract whereas the client is a part of market contract.(Chr. Pollitt, G. Bouckaert, 1995, p. 7).

This drive for economy and efficency soon exhibited its own limitations. From the prospective of many of the stuff providing public services public services it could never be a prime motivator. These were people devoted to service improvements (doctors, teachers, nurses, librarians) and a diet of pure economy was insufficiently nourishing. (Politt, Bouckaert, 1995, p.9).

In particular, since welfare services are universal services wich mean that they must be provided through the whole territory at an affordable price and at a specified quality and on a continuous basis they present the characteristics of a market failure as the market cannot deliver services to consumer in an efficient manner). As a result public authorities are compelled to use sometimes different protectionists and restrictive measures to ensure their provision- financial aid, grantong of special or exclusive rights for their provision, creation of compensation funds, tax excemption. (L. Nistor, 2011, p.2-3).

The EU and the internal market have therefore created a need for change in national system. Access to health and education is still considered in EU context to be fundamental rights to the citizens, but the use of the EU citizenship rather than just national citizenship reinforces the conclusion that the provisions of these services must take into account the European dimension of the market. (L. Nistor, 2011, p. 3).

Systematic evaluation of customer requirements and their satisfaction offer to the organization an important information about the extent to which their expectations were met, as well as the opportunities for improvement and development of its business. However, the collected data revealed the necessity to implement corrective, preventive or improvement actions applicable to processes within the organization, quantifying the progress of the organization on its way for the achieving "total quality("I. O. Susanu, N .Cristache, V. Susanu, A. Micu,, 2014, p. 155).

Reform of the public sector in both developed and developing countries were meant to improve ways in which government is managed and services delivered, with emphasis on effectiveness, efficiency, economy and value for money. This is because of the recognition that an effective state depends on an effective public sector capable of spearheading socioeconomic development and reducing poverty particularly in developing countries. One area of the public sector which underwent reform in many post communist European countries is the civil service, regarded as the nerve centre of the machinery of government (Economic Comission for Africa, Innovations and Best Practices in Public Sector Reforms, 2010, :xi),

According to Titmuss (British social researcher and teacher who founded the academic discipline of Social Administration) social security and social service programmes are exposed to change because of their concern with the insecurities of industrialism. In addition to the normal questions Timuss adressess on the

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direction of change on the whether systems should be less universalistic and more concentrated on poverty, handicap or old age –another dimension concerning who to include in these programs. (L. Nistor, 2011, p.18).

As Richard M. Titmuss affirmed the word 'policy' is used here in an action-oriented and problemoriented sense. The collective 'we' is used to refer to the actions of government in expressing the 'general will' of the people - whether of Britain, Nigeria or China. The meaning and validity of a concept of the 'general will' is, of course, hotly debated (R. M. Titmuss, 1974, p. 24).

Social policy as conceived in this or any other way is necessarily beneficent or welfare-oriented in the sense of providing more welfare and more benefits for the poor, the so-called workingclasses, old-age pensioners, women, deprived children and other categories in the catalogue of social poverty. A redistributive social policy can redistribute command over material and non-material resources from the poor to the rich; from one ethnic group to another ethnic group; from working life to old age within income groups and social classes - as, for example, in middle-class pension schemes - and in other ways. (R.M. Titmuss, 1974, p. 141).

2. Permanent problems of public sector in the modern era

The term "globalization" has acquired considerable emotive force. Some view it as a process which is beneficial - a key to future world economic development- and also inevitable and irreversible. Others regard it with hostility, even fear, believing that it increases inequality within and between nations, threatens employment and living standards and thwarts social progress. (Hemant B. Chittoo, Needesh Ramphul, and Bhissum Nowbutsing, 2009, p. 30-51).

Public sector reforms in developed countries like the United Kingdom (UK), United States (US), Canada and Australia have shown that changes in political, social, economic and administrative environments (such as economic and fiscal crisis of the state, the influence of neo-liberal ideas like the terms "public sector" and the "state" are used synonymously because there cannot be a strong state without an efficient public sector. In most of the countries the clearance evidence of the weakness of states is provided by the poor performance of the public sector. The central objective of change was improvement in the ways in which government is managed and services delivered, with emphasis on effectiveness, efficiency, economy and value for money (Lane, 1997, Kettl, 1997, Kettl, D. (1997), Metcalfe and Richards, 1990; Ayee 2008, cited by Economic Comission for Africa, 2010, p. 23).

As in the case of any other country from the communist bloc, Romania suffered the same negative effects at the level of the entire society, including the administrative structures. But things were different in terms of the pre-communist administrative traditions. Czech Republic, Slovakia, Slovenia, Poland, Hungary and the Baltic countries were for a long period of time part of either Austrian Empire or German (Prussian) Kingdom (later Empire). As it is well known, these two countries were the homeland of the Weberian type of professional and stable bureaucracy. On the contrary, Romania and Bulgaria started to build a professional public administration only in the second half of the XIX century and the first part of the XX century. (Liviu Radu, 2015, p. 185).

In 2001 the Government issued the 'Strategy for the Acceleration of Public Administration Reform' establishing three main pillars for future governmental actions in the field: Civil Service Reform, decentralization and reform of the public policy cycle. Important funds were received from various donors like EU, USAID and DFID, and also foreign expertise to support the reform measures. Important steps were made for the modernization and consolidation of Romanian public administration. (L. Radu, 2015, :p.187).

There is no doubt that the public and private sectors are depending on each other to activate efficiently and to achieve their objectives, therefore the public sector should facilitate, through an appropriate regulatory framework and control of corruption, the effectiveness of the business sector. Private sector outputs could provide a basis for the public sector to serve the economic health of a country and its population, for example. In this context, the ease of doing business must represent an issue of major concern for government and the public sector, and one of the major interests of government should be more accessible business regulations and regulatory processes, given the relevance of business environment outputs for the public sector. (Cristina Boţa-Avram, 2014, :28).

There is at present a rapid development of new ideas that deal with the administration and the public tendencies for better political, legal management and control (e.g. the good administration, administrative justice, governance, good and/or sound governance, e-governance, network-centric, collaborative governance and recent metagovernance). They all want to establish a new balance between the peoples' rights and the government's efficiency and it could be that the common balancing is primarily connected with a personal judgment about values, i.e. with a subjective perception of justice by public servants who in the majority of cases implement (legal) decisions. (Mirko Pečarik, 2013, p. 129).

The need for an administrative theory resides in the fact that there are practical limits to human rationality, and that these limits are not static, but depend upon the organizational environment in which the individual's decision takes place. The task of administration is so to design this environment that the individual will approach as close as practicable to rationality (judge in terms of the organization's goals) in his decisions.' (Simon, A.H., 1997, p. 322, cited by Mirko Pečarič, 2013, p. 130).

There are fundamental differences between countries that have radically changed their political systems on one hand, and other states that have carried out public administration reforms within the same political system. It is essential to note that the main motives of agencification in the CEE countries have been different from Western democracies, where the creation of agencies was one of the most significant parts of the New Public Management (NPM) reform agenda in the 1980s and 1990s ((Pollitt and Bouckaert, 2004, cited by T. RANDMA-LIIV, Vitalis NAKROŠIS HAJNAL György, 2011, : 162).

The political interest most advanced in favour of descentralization is improved equity in the allocation of government resourced for investments and the delivery of services as the result of enhaced representation of a wide variety of political, religious, ethnics and other social groups. Thus, the political effect of descentralization can include the transfer of power to persons at the periphery who would not otherwise have influence on decision making at the national level. (J. M Silverman, 1992, p. 8).

It is axiomatic that governments are responsible for the provision of public goods, although is not necessary that they be directly involved in producing them. Distinguishing between the functions of proving public goods and services and producing such goods and services help to identify the types of economic management function which ought to be maintained and improved within the public sector in support of economic measures. (J. M. Silverman, 1992,p. 9-10.)

The diverse and complex tasks incumbent local government need financial resources. In THE light of the fact that the majority of services provided by these institutions is not performed in return for direct payments from beneficiaries, finance expenses shall ensure through resources collected by government, using its taxpayers, individuals and businesses, by way of taxes contributions or taxes, and if these resources are insufficient resort to loans. The typology of these resources entails the need for responsible and effective, which translates into financial performance. (B. A. Moldovan, 2014, p. 74).

The link between the effects of the aid and quality of institutions (or governance) are equally discussed. The study of Burnside and Dollar argues that aid results are influenced by the quality of institutions and policies in each country. Provided statistical evidence is statistically significant interaction factor between the total aid received and an indicator of the quality policies recipient countries in a regression performed on a panel of countries (Burnside, C. şi Dollar, D., 2000, cited by S. D. Şandor, S. C. Creţa, 2014, p. 116).

The problem in the CEE region is that quite frequently the concepts and especially the underlying ideologies of public administration reforms have not been fully understood or, have even been (mis)used in order to window-dress and justify less noble political motives. This can also be present in some Western democracies, but not to the same extent as in CEE where thinking about the state is insufficient and often "uninformed", and where politicians' room of maneuver to pursue narrow self- and group-interests is, because of the generally weaker mechanisms of democratic accountability, considerably larger (T. Randma-Liiv, V. Nakrošis, H. György, 2011, p. 162).

A comprehensive approach to public sector organization requires a strong strategic underpinning. However, as the political will for broad-scope and fundamental structural reforms was either largely absent or inconsistent until the start of the economic crisis at the end of 2008 (and is still missing in a few CEE countries), it resulted, for much of the post-transition period, in a lack of government-wide agencification policies and, consequently, the ad hoc and/or sectoral development 164 of agencies (T. Randma-Liiv, V. Nakrošis, H. György, 2011, : 163).

European public choice has been concerned with the application of economical reasoning to the study of politics using in particular the idea oh homo economicus or the rational agent to explain the behaviour in the public sector and the extent of the problem of government failure in the delivery of services in line with citizens preferences. Public choice as a theoretic perspective has been closely associated with the gamut of institutional reform and public sector restructuring under the broad rubric of the new public management. (P. Kennet, 2008, : 30).

E.U. places a great emphasis on knowledge, innovation and optimizing human resource. In this respect, Romania must expand its investments in human resources, by modernizing and diversifying initial education and by constant adaptation to professional development training, increasing competences of human resources involved in the educational system, supporting adaptability of employees and organizations, increasing involvement in professional development training, promoting active measures of employment for the unemployed, increasing labour insertion of individuals belonging to vulnerable groups, etc. (Varlanuta, F.O., (2013),, cited by D. Nechita, L. D. Manea, 2014, p. 19). Moreover the E.U. promotes a dynamic and inclusive labour market by mobilizing the existing human resources, stimulating the domestic labour market by close collaboration with social partners (www.ec.europa.eu;, cited by D. Nechita, L. D. Manea, 2014, p.19).

On the effectiveness of public institutions, determined by the effectiveness of attracting and using EU funds, development of strategies, procedures and rules for their implementation, Romania is still occupying t he last position. This can be seen in the degree of attracting European funds per capita. The lack of investmen t in research - development and innovation, classifies Romania still the last from the twelve Central and Easter

n European countries. The reduced technological capacity and theabsence of industrial clusters lead to a low efficiency of the goods market. (M. Neculită, L. M. Moga, 2014, p. 455).

The communist regimes deliberately destroyed the old administrative structures in countries they were taking over. The bureaucratic elite was replaced and sometimes physically eliminated. It is only natural that the former communist countries experienced a lack of administrative capacity in the process of transition. Even for the 'performers' like Czech Republic, Slovenia or Lithuania problems reported are related to the functioning of their respective administrative systems (L. Radu, 2015, p. 184).

The lack of knowledge about modern administration, both among the career civil servants and politicians, had as effect a virtual stalemate in the field of public administration reform for almost a decade. The economic decline of the country after the fall of the communist regime made the situation even worse. Thus, although from the legal point of view subnational authorities were granted with autonomy, they were dependent on the central government for resources. By the end of the past millennium, foreign partners and donors started to pursue the Romanian authorities to accelerate the pace of reforms. To address the financial weakness of the local and county authorities, with the support of American expertise, the Local Public Finance Law was issued establishing more objective, formula based intergovernmental budgetary transfers from the state budget. (L Radu, 2015, p.: 186).

Related to this situation, in one of his studies D. Rodrick (Rodrick, 1998, p. 997-1032) observed that bigger governments and especially bigger public sector employment can be used as a substitute for insurance or other forms of social protection. He shows that a positive correlation exists between an economy exposure to international trade and the size of its government. A similar correlation exists between government employment and openness as secure jobs in public sector could thus be seen as a form of insurance against the external risk faced by the economy., especially when those jobs transfer resources. Its obvious that an inflated public sector can have large detrimental effects on economic performance. (Globalization, Growth and Poverty, World Bank and Oxford University Press, 2002, p. 116).

Inspite of all theories good governance is still difficult to measure as companies carrying out such assessments require more representative and measurable criteria so that companies should communicate their governance processes, in an efficient manner (M.-C. Onica, 2013, p. 177). In fact, good governance means that the process and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment.

Between equity investment, as equivalent to growth and development, and human capital, between the role of institutions and, soon, the role of individuals and groups of individuals today we can hardly define consensus on what development should mean by giving access to each individual to maximize opportunities personal life. Undoubtedly, the recent global crisis of capital seems to return to the forefront of public policies and a higher ratio for controlling the states, while the market response and instrument type universal prescriptions of the Washington Consensus no longer sets regulatory framework contract and acting social (F. Pasatoriu, 2012, http://www.unibuc.ro).

While a dichotomy between politics and administration is overdrawn the interaction of political and administrative concerns is certainly key to understanding haw government operates even today. In contrast to using efficiency of public servants or governs as the sole criterion for assessing administrative performance one might employ other criteria such as responsiveness to the concern of citizens. (J. V Denhart, R. Denhart, , 2011, p. 3 8).

Although bearing a formal nature, interactions between citizens and state authorities (e.g., government) may be strengthened or weakened depending on the trust citizens pose in the ruling forces (L. Bătrâncea, A. Nichita, 2015, p. 7).

3. Solutions brought by a good governance, good administration and E- governance

In democratic or democratizing systems government exists to fulfill functions such as maintaining security, providing public services and ensuring equal treatment under the law. In practice Good Governance means favorable political framework conditions for social, ecological and market oriented development as well as responsible use of political power and public resources by the state. This includes the process in which public institutions conduct public affairs, manage public resources and guarantee the realization of human rights. (F Bundschuhrieseneder, 2008, p. 27).

The revolution in public administration during the last twenty years, both in theory and practice, has transformed the geo-political configuration and socio-economic environment of the world. The State and central government, which in the early post war decade had been widely perceived as the necessary engines of growth, were now, quite on the contrary, portrayed in essentially negative terms. In both highly industrialised and developing countries, the recession of the 70's and 80's triggered pressures for containment and retrenchment of the size and scope of the public sector. What started as a policy to cope with budget deficits and cure inflation, developed into a campaign to "roll back the State" designed to restore citizens' control over their lives. (G. Bertucci and Y. Jemiai, p. 7, http://unpan1.un.org).

An important aspect of the public administration work context is the extent to which public sector institutions can make decisions based on their expertise and knowledge or are subject to being influenced by political processes (on politicization and the difficult role of senior executives between government and management ((Derlien, 2003), cited by G. Hammerschmid, S. Van de Walle, R Andrews, P. Bezes , A. Görnitz A. Oprisor , V. Štima, 2013, : 10).

In 2004 the OECD defined governance as —...involves a set of relationships between a company's management, its board, its shareholders and other stakeholders. It also provides the structure through which the objectives of the company are set, and the means of attaining those objectives and monitoring performance are determined. (https://iccpm.com.). Good governance is still difficult to measure; companies carrying out such assessments require more representative and measurable criteria so that companies should communicate their governance processes, in an efficient manner (M.-C. Onica, 2013, p. 177). In fact, as R.C. Mishra said, organisation is the preexecutional stage whereas the administration is execution stage. The two terms are inseparable and independent because good organization results into good administration and good administration causes good organization. (R.C. Mishra, 2007, p. 221)

In what regards E-governance, this one can be defined as "the use of emerging information and communication technologies to facilitate the processes of government and public administration" (Ducker, PF. 2001.) and also e-government can be defined as "the use of information technology to support government operations, engage citizens, and provide government services (West AP, 1996, cited by W. Visser, http:// www.iiisci.org/).

The impact of new technology on public-sector service delivery and citizens' attitudes about government has long been debated by political leaders and analysts, but also by researchers. E-Government is taking advantage of the interactive features of the World Wide Web to improve service delivery, democratic responsiveness, and public outreach, in order to provide citizens' confidence in the effectiveness of service delivery (West, 2004, West, D. M. (2004). :15-27, cited G. Schin, 2014, : 73).

According to David Brown, there are four domains into which e-government and public administration can be divided: jurisdiction of the state and its role within the economy and the society; legitimacy of the state and its relationship with its citizens and the rule of law; operations of state institutions; the state in international environment (D. Brown, p. 241-254).

Also, implementation and development of this service requires new skills and will develop new relationships between contributors and local public administration. One of the most important interactions between the citizen and the local public administration occurs at the moment of establishing the taxes and imposts owed by the contributors and at the moment of cashing them. This is where the high ideals stated above must be put into practice. The following processes can and must be realized by and through the information and communication infrastructure: the establishment of the taxes bases (including modifications in land, buildings and cars owned), the calculation of the amount owed, the payment of the sums, the transparency of budgeting and the spending of the funds gathered. (R.E. Petruşel, 2006, p. 107).

Of the previously mentioned we can conclude that the first characteristic of the good governance refers to equal participation by all members of society as the key element of good governance, with everyone having a role in the process of decision-making. Secondly, good governance implies the rule of law maintained through the impartiality and effectiveness of the legal system. Rule of law also means the protection of human rights (particularly those of minorities), independent judiciary and impartial and incorruptible law enforcement agencies. The rule of law involves a variety of conditions, being strongly connected to good administration of justice, good legal framework, verified dispute mechanisms, equal access to justice, and the independence of judiciary workers (lawyers, judges)(http://www.edrc.ro/docs/11-17.pdf).

Moreover, the Maastricht Treaty established the institution of the European Ombudsman with the purpose to combat maladministration in the activities of Community institutions and bodies. Before the Ombudsman, there was only the Committee on Petitions that received complaints from the public. The Committee still exists today but plays a minor role in the work on good administration. Over a number of years, the Ombudsman has continuously worked towards a general law on good administration as a way of preventing maladministration. The Ombudsman has created a Code of Good Administrative Behaviour that contains 27 articles, which in different ways are meant to function as rules on good administration. The introduction states that: By promoting good administration, the Ombudsman should help enhance relations between the European Union and its citizens. ... The Ombudsman's definition of maladministration in his 1997 Annual Report is that "maladministration occurs when a public body fails to act in accordance with a rule or principle which is binding upon it". The European Parliament has approved this definition. (http://www.statskontoret.se).

From the standpoint of public administration the term governance thus suggests a shift from line bureaucracies to fragmented services delivery. While the traditional use of governance and its dictionary entry define it as a synonym for government a number of writers contend that it signifies a change in the meaning of government reffering to a new process of governing. (Rhodes, 1996, cited by A. M. Bissesar, 2004, p. 89.).

The right to good administration manifests on two different levels (E., Albu, 2007), in relation to the institutions or bodies engaged in realization of the rights and interests of individuals. The European citizens or residents of Member States of the European Union have the right to good administration in relations with European Union institutions and bodies, according to art. 41 of the Charter of Fundamental Rights of the European Union. closely related to the right to good administration Charter of Fundamental out in art. 43 right of every EU citizen or any natural or legal persons resident or established in the territory of any Member State of the EU, to refer to the Ombudsman / Ombudsman in case of maladministration in the activities of Community institutions or bodies (E. Slabu, 2012, p. 176).

In order to realize a good governance and administration public administration should be transparent and information should be handled as openly as the law allows. Also, public bodies should give people information and, if appropriate, advice that is clear, accurate, complete, relevant and timely and should create and maintain reliable and usable records as evidence of their activities. They should manage records in line with recognised standards to ensure that they can be retrieved and that they are kept for as long as there is a statutory duty or business need. (Principles of good administration, http://www.ombudsman.org.uk)

As stated, good administration also comprises rules of ethical behaviour in the exercise of public office as well as duties related to the good functioning of the administrative service, abidance to which stems more from a sense of culture of service then from a legal imposition. Such is cleary the case of the duties of officials to be service minded, accessible in their relationship with the public or to apologize for errors that affects the rights or interest of a person. (J. Mendes, 2009, p. 10). The right to good administration should be viewed as a sum of obligations on which the European Union has for nationals of Member States, both in terms of actions and inactions of its institutions or bodies as well as the actions and inactions of employees within them. (E. Slabu, 2012, p. 179).

Any way, public choice has been concerned with the application of economic reasoning to the study of politics, using in particular the idea of homo economicus or the rational agent to explain the behaviour in the public sector, and the extent of the problem of government failure in the delivery of services in line with citizens preferences. Public choice as a theoretical perspective has been closely associated with the gamut of institutional reform and public sector restructuring under the broad rubric of new public management. (P. Kennett, 2008, :p. 30).

From the economical point of view it is certain that in a period of increased globalization, investors need information on which to make decisions: the country would be better to invest or country risk too high. ICRG indicator is an example developed in the private and commercial purpose. There are such indicators developed by supra-national bodies such as the World Bank - Doing Bussiness one being that legislative measures on business environment and how the law is applied in 183 countries. Such indicators, even if they concern only business, reflects many elements related to good governance (S. D. Şandor, S. C. Creta, 2014, p. 116).

Sustainability itself cannot be achieved without good governance. With growing tensions over globalization and regionalization, traditional systems of regulation are being subjected to growing pressure for reform. While states will continue to play a significant, if changed, role in the future, the importance of players from business and civil society is increasing. Sustainable development requires this change. Such an intra- and intergenerational concept cannot be achieved with a top-down approach, but rather needs the participation of all. Therefore in fact the governance of sustainable development requires the exploration of new forms of both social co-operation and confrontation. By doing so the different levels such as global and local, players such as the state, company and civil society, control structures as hierarchy, market and public-private and fields of action need to be taken into consideration. (F. Bundschuhrieseneder, 2008, p. 29-30).

4. Conclusions

Anthony Giddens describes globalization as "not new, but revolutionary" and demonstrate that it is a multifaceted process with different aspects that are often contradictory. Globalization is seen by many experts as a purely economic phenomenon, involving a growing economic interaction member or national economic systems integration, enhancing activities as international trade, capital flows and investment. (A-P. Negrea, 2012, p. 69.). Nevertheless, globalisation involves the movement of ideas and cultures across the globe though the core of the phenomenon remains economic process. This involves making the econ omy more profitable for business by adopting a policy of strategic retreat of the State in favour of private business. (R. Basu, 2008, p. 95).

Globalisation has so far been shaped to a large extent by global businesses and financial interests which managed to create for themselves an almost perfect environment. It is time for people to participate in globalization and shape it to their own benefit. Any such attempt will heavily rely on a determined public administration in order to succeed. (S. Erckel, 2007, p. 14).

Public choice theory is based on several key assumptions. It not only afford and elegant and to some compelling model of government but it has also served as a kind of an intellectual raod map for practical

efforts to reduce government and make it less costly. (J. Denhart, R Denhart, The new public service –Serving not steering, Third edition, 2011, pag 21).

Structuring decision rules to influence human choice is a key to operations of public agencies and the government system more generally. (Denhart, R Denhart, 2011, p.10).

That is why the role of the State souldn"t be resumed to economical policies in what regards social development. It is also it necessary to bring into a new light administrative strategies which aim is to involve civil society and the ordinary citizen so that the ideas of globalisation and good administration should be shaped in a positive manner.

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