
THE CIVIL SERVANTS AND THEIR IMAGE AMONG THE CITIZENS OF CRAIOVA

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Abstract: *The author examines the actual condition of the civil servants in Romania, both in the rights that are provided for them by the present legislation and in the perceptions of the citizens. This perspective imposed the merging of an analysis of the legislation with a sociological one. The first is based on the evidencing of the constitutional and legal provisions that protect the right of the public servants and the second one unravels the results of some sociological field researches that show the way in which the citizens regard the mayoral institution and the activity of the civil servants. In the town of Craiova, these evaluations are mostly positive, but they are correlated with certain other measures too, for the improvement of the activity of those who work for the local public administration.*

Keywords: *civil servant; the exercising of the civil service principles; the rights of the civil servants; the institutional structure; public image of the mayoralty/civil servants.*

1. Introductory specifications

The term of public servant has an administrative connotation and refers to the public institutions. The public servants are employed by the central public administration institutions (ministries, agencies etc.) and the local public administration (town-halls, prefect's office, county council etc.)

The public servants represent an important segment of the national labour force that is not similar to the staff that depends on the contract, although the budget represents a common source for the earnings. The statistical data show that the number of the public employees in Romania was, in 2014, of almost 1.2 million people, for a population of almost 20 million inhabitants, while Bulgaria had 84,000 public employees, with a population of almost 8 million inhabitants in 2010, and the Czech Republic, in the same year, around 96,000 public employees, for a population of approximately 10.3 million inhabitants. The 1.2 million employers, from the public sector, were representing 24.48% from the total number of employees in Romania.

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The civil servants are employed in all the institutions of the public administration, which activate both locally and centrally. In 2014, there were registered 133,582 civil services in the entire country and, in the next year, 2015, their number increased to 164,125, with 30,543 jobs more than in the previous year. From the 164,125 places in the public administration, 134,500 were occupied by the civil servants, the rest of 29,625 being vacant or temporary occupied. (The National Agency of the Public Servants, 2015)

According to the data published by National Institute of Statistics of Romania, the average salary in the public administration was, at the beginning of 2015, of 2,300 lei, while in the health sector was of 1,800, and in education of 1,700 lei. The staff from the public administration is preponderantly made of women. Most of the employees (over 40%) are between 40 and 50 years old and the fewest are under 30 years old. (*Ibidem.*)

The number of the employees from the public institutions has permanently increased, from almost 800,000, in 1900, who were assuring the functioning of the Romanian state at that time, to approximately 1.2 million, at the present moment. An ascendant evolution was also noticed as regarding the civil servants, whose number continuously increased, as it has been previously noticed. In 2014, the public servants were representing 2.72% from the total number of 4.9 million employees, and 0.66%, from the total of the Romania's population.

The statistical data attest that Romania has 60 public employees for 1,000 inhabitants, while Denmark, for example, and has 180 public employees, Slovakia 136 for 1,000 inhabitants, both countries having a smaller population than ours.

2. The theoretical-juridical background: the civil service and the civil servant

Within the process of functioning, on addressing any public authority or institution, there are involved three basic elements: competence, material and financial resources and human resources. The working staff is structured on compartments / lines of hierarchy and functions, among which only some of them are civil services. The holder of a civil service is usually, but not in all the cases, a civil servant. In all the countries, there are certain traditional practices, regarding the regulations of the civil service, but this situation ought not to be confused with the existence of a general status (Apostol Tofan, 2006, p.153)

In the specialised literature, it is mentioned the fact that: "The civil service and the civil servant represent legal institutions of the public law, in general, and the administrative law, in particular, which have been established after a continuous dispute between the doctrine, jurisprudence and regulations" (Mastacan, 2008, p.1).

The staff from the public administration is not made entirely of civil servants. In a stricter point of view, this quality is owned only by the holders of permanent positions, within a public administration. Beside these holders, with a permanent status, there are also the auxiliary staff and employees with salaries, some invested with secondary and temporary positions, others employed with a contract and subjected to the regime of the employees or workers from commerce and industry (Alexandru, 2007, p.304-305).

In our country, the activity of the civil servants is regulated by certain normative acts, encompassed both in the *Constitution of Romania* and the *Status of the Civil Servants*. Thus, in section 3, art. 16 from the *Constitution of Romania* (2003), there are provisioned the following conditions for occupying a public function: “The public services and dignities, civil or military, can be occupied, according to the law, by the people with Romanian citizenship and domicile within the country. The Romanian state guarantees the equality of chances between women and men for occupying of these functions and dignities” and at letter j, section 3, art. 73, there is expressly provisioned that “through the organic law, there is regulated the status of the civil servants”.

Law no. 188/1999 on the Status of the Public Servants, republished and actualised in 2015, regulates the general regime of the juridical relations between the civil servants and the state or the local public administration, through the autonomous administrative authorities or the public authorities and institutions of the central and local public administration. The purpose of this law is represented by providing, according to the legal dispositions, of a stable, professional, transparent, efficient and impartial public service, in accordance to the interest of the citizens, along that of the public authorities and institutions from the central and local public administration (sections 1 and 2, art. 1).

According to the section 1, art. 2, the public service constitutes “the entirety of attributions and responsibilities provisioned by the laws, for the accomplishing of the public prerogatives by the central public administration, the local public administrations and the autonomous administrative authorities”. The public servant represents “the person appointed, according to the law, in a public service. The person who was released from the position and they are still part of the civil servant reserves, continues to hold the quality of public servant further on” (Section 2, *Law no. 188/1999 on the Status of the Public Servants*, republished and actualised)

In *Law no. 188/1999*, section 3, art.2, there are presented the activities carried out by the civil servants and which involve the exercising of the public power prerogatives. They refer to:

- „a) the enforcement of the laws and the other normative acts;
- b) the elaboration of normative act bills and other regulations, specific to the public authorities or institution, along with their endorsement;
- c) the elaboration of projects, policies and strategies, programs, studies of analysis and statistics, necessary for the achievement and implementation of public policies, along with the necessary documentation for the enforcement of the laws, for accomplishing the competence of the public authority or institution;
- d) the counseling, the control and the internal public audit;
- e) the management of human and financial resources;
- f) the public debt recovery;
- g) the representation of the interests of the public authority or institution, in its relation to the physical and legal persons, of public or private law, from country and from abroad, within the limitations established by the head of the public

authority or institution, along with the representation before justice of the public authority or institution in which it is carried out the activity;

- h) the carrying out of activities according to the strategy of public administration computerization”.

It must be underlined that, in art. 3 of the previously mentioned law, there are evidenced the principles, the values and the exigencies that constitute the basis of the public service, which are to be presented below:

- a) legality, impartiality and objectivity;
- b) transparency;
- c) efficiency;
- d) responsibility, according to the legal provisions;
- e) citizen oriented approach;
- f) stability in carrying out the public service;
- g) hierarchical subordination”.

Through Law no. 188/1999, there was created the National Agency of the Civil Servants that functions within the Ministry of Administration and Internal Affairs. The purpose of it is “to ensure the management of the civil services and the civil servants”.

3. The rights of the civil servants

The status of civil servant implies not only obligations and responsibilities, but also a series of rights that result from the actual legislation. Therefore, for example, there is underlined the fact that the right to opinion of the public servants is guaranteed, as provided in section 1, art. 27, *Law no. 188/1999 on the Status of the Public Servants*, republished and actualised.

According to the section 3, art. 44, the public servants “have the obligation that, when exercising their due attributions, to refrain from expressing or public manifestation of their political beliefs or preferences, to not favour any political party or organisation that falls under the same legal provisions as the political parties”. Moreover, “it is forbidden any discrimination between the civil servants, based on political criteria, trade-union belonging, religious, ethnic, sex regarding, sexual orientation, material condition, social origin or any other nature convictions” (section 1, art. 27)

In all the civilised countries, which benefit by a very well-organised public administration, the place and the role of the civil servants are clearly defined. Thus, for example, the status of the French civil servant provisions, in section 1, art. 6, that the freedom of opinion is guaranteed to them, and in section 2, there is stipulated that there is not made any distinction between the civil servants, on addressing their political, trade-union, philosophical or religious, sex related or ethnicity opinions (Prisăcaru, 2004, p. 131).

The right of the public servant, to be *informed* on addressing the decisions that are made for the enforcement of the actual status in our country and which refer to them directly, are stipulated in art. 28. This means that the legal decision that involves them must be brought to their attention, in order to produce effects.

The civil servants have the right to *trade-union association*, meaning that they are allowed, to form trade-unions, to adhere to them and to exercise any type of mandate within them. Nonetheless, there ought to be observed that the high public officials or the public servants that have the function of credit release authority, elected in the trade-union leading bodies, are excepted from this right. They have the obligation that, 15 days after the election in the leading bodies of the trade-union organisations to opt for one of the two positions. In the case that “the public servant chooses the leadership of the trade-union organisation, their activity related to the job is suspended, on a period equal to that of the mandate in the leading position from the trade-unions. The civil servants have the possibility to associate in professional organisations or other types, with the purpose to protect their professional interests” (Sections 1-3, art. 29, *Law no. 188/1999 on the Status of the Public Servants*).

Art. 30 provisions *the right to strike* of the public servants, they do not receive their salaries or other salary rights, throughout the strike. (Section 1 and 2, art. 30, *Law no. 188/1999 on the Status of the Public Servants*).

Through the stipulation of the right to strike of the civil servants, there are regulated “the condition and the limit of its exercising, along with the necessary guarantee for the assuring of the services essential for the society, along side with the obligation to observe the principle of continuity and celerity of public service” (Manda, 2007, p. 179).

For certain categories of public servants, as, for example, that of the police officers, there are limited certain fundamental rights and freedoms. Thus, according to the art. 45, from *Law no. 360/2002 on the Status of the Police Officer*, they are forbidden:

- a) to belong to a political party or organisation or to spread propaganda on their favour;
- b) to express political opinions or preferences at work or in public;
- c) to run for the local public administration authorities, Romanian Parliament and the Romanian Presidency;
- d) to express publicly opinions that are contrary to the interests of Romania;
- e) to declare or to participate to strikes, protests, demonstrations, processions or any type of political meetings;
- f) to adhere to sects, religious organisations or other organisations forbidden by the law;
- g) to carry out, directly or through a three-party, commerce activities or to participate to the administration or management of companies, except for the quality of shareholder;

- h) to exercise lucrative activities that would harm the honour and the dignity of the police officer or the police institution;
- i) to hold any other public or private position for which they receive a salary, excepting the teaching positions within the educational institutions, scientific research activities and literary-artistic creation”.

For the activity that they carry out, the civil servants have the right to a wage made of two parts: the base salary and the seniority increment. Moreover, they benefit by bonuses and other salary entitlements, according to the provisions of the law. The payment of the civil servants is made according to the legal provisions on the unitary pay system for the civil servants (Art. 31, *Law no. 188/1999 on the Status of the Public Servants*).

According to the art. 111 from the annotated *Code of Labour*, the working time represents “any period in which the employee works, is at the disposal of the employer and carries out their duties and attributions, according to the employment contract and the collective labour agreement applicable and/or within the legislation in force”.

The usual period of the working time for the civil servants is of 8 hours per day, 40 hours a week. For the worked hours, due to the disposition of the service or the public institution leader, over the normal period of the time or during the legal holidays or free days, the operating civil servants are entitled to retrieving or increase payment with an addition of 100% from the base salary. The number of the paid hours with the increase of 100% cannot be higher than 360 a year (Section. 1 and 2, art. 33, *Law no. 188/1999 on the Status of the Public Servants*).

The civil servants who, according to the law, are forced to wear a uniform at work, receive it free (Art. 32, *Law no. 188/1999 on the Status of the Public Servants*). Art. 36, letter c) from the *Law 293/2004 on the Status of the Civil Servants from the National Administration of Penitentiaries*, republished, stipulates that the civil servant within the system of the penitentiary administration is entitled to have a free uniform and specific equipment.

Moreover, according to the art. 28, section 1, letter c), from the *Law no. 360/2002 on the Status of the Police Officer*, the police officers are also entitled to receive free uniform and specific equipment.

According to the law, the civil servants have the right to an annual leave, medical leave and other types of leaves, medical care, normal working and hygiene conditions, for the protection of their health and physical and psychological integrity, pensions, and other types of entitlements of social insurances granted by the state (Art. 35-39, *Law no. 188/1999 on the Status of the Public Servants*).

During the period of the medical leave, maternity leave and those for the bringing up and supervision of children, the working relations cannot cease and cannot be modified, unless it is the initiative of the civil servant.

“The civil servants benefit by the protection of the law, in the exercising of their attributions. The public authority or institution must assure the protection of the public servant against menaces, violence, grave injuries, cases in which they might constitute as

victims, while exercising the public function or related to it. For the guarantee of this right, the public authority or institution shall request the support of the statutory organs, according to the law. The special measures of protection for the public servants, with attributions of control and inspection, forced execution of debt recovery, along with other categories of public servants that carry out activities with high professional risk, there are established through normative acts, at the proposal of the National Agency of the Public Servants or by public authorities and institution, with the permit of the National Agency of the Public Servants” (Sections 1-3, Art 41, *Law no. 188/1999 on the Status of the Public Servants*).

According to the art. 42, “The public authority or institution must pay compensations to the public servant, in case they suffered, on ground of guilt of the public authority or institution, a material prejudice while carrying out the working duties”.

4. The research methodology or directions

The knowing of the socio-professional category of the civil servants is a complex process that implies, on one side, the legal analysis (focused on the evidencing of the legislation in force), and, on the other side, the deciphering of the social relation between the civil servant and the beneficiary people, with the instruments of study specific for sociology.

Research regarding the civil servants will look at the following:

- Their position in the chart of the institution, which includes the managing and the operating positions;
- The working conditions that they enjoy, which can be adequate or inadequate for the fulfillment of the individual tasks;
- The degree of contentment/satisfaction, in relation to the work, the level of the wage system, the possibility of personal development and professional promotion;
- The psycho-social climate, which is the result of the relations of communication with their own colleagues (horizontally) and with the hierarchical superiors (vertically);
- The evaluation of the way in which the specific rights of the civil servants are observed etc.

Different previous researches on the civil servants were done with the intention to demonstrate how corrupt such environments are, for being later discredited *in corpore*, especially for political reasons, not for the improving or reformation of this field, very important from the social activity point of view. Some published works also have alerting titles (Giurgiu, Baboi-Stroe, Luca, 2002) and encompass general accusations on addressing all the public servants and the institutions from the public administration. The exaggeration of the dimensions owned by the phenomenon of corruption in our society, especially after 2004, and its transformation into a primordial problem of some institutions of the Romanian state, have compromised the efficient methods for

fighting against the phenomenon, at the national level, and, at international level, they brought immense image prejudices (Romania being depicted as paradise of the corruption). Corruption, along with poverty, criminality or external migration, are real phenomena, present in any society from the world, which, nonetheless, must be kept under control, when they pass certain limits, they endanger the social order and the personal life of the individuals.

Another category of researches proved to be preoccupied with the presentation of the degree of satisfaction the civil servant, in comparison with the work they do, being well-known the fact that the administrative activities imply a certain repetition and monotony of the same operations. There were tested certain hypotheses, such is the fact that the civil servants who have a managing position are more satisfied with their activity than the ones who operate (Sandor, 2011, pp. 257-260). It is a common fact that, moreover, some civil servants, who are in touch with the public, are constantly subjected to difficult or stressful situations, generated by the verbal or emotional aggressiveness of certain citizens.

Extremely useful, there is another direction of the social research of the local public administration, the one that starts from the appreciations formulated by the citizens on addressing the behaviour, the attitudes or the capacity to communicate of the public servants, with their competences in solving some individual or collective issues of the local community etc.

Different polls or sociological researches prove that there are two types of questions that the citizens are asked: some that concern the mayoralty as an institution and the role it plays in the local community; others that refer to the employed staff, more precisely to the way in which the civil servants from a town-hall do their job, in their official relations with the citizens.

The big local communities, which have a high degree of urbanisation and a numerous population, are undoubtedly harder to be administrated, than the ones with a reduced number of citizens and economical-social activities. Usually, the towns-county residences in Romania are the most numerous demographically, a situation that implies a certain complexity of the administrative activity.

Generally, the institutions, and particularly the municipal ones, have a significant role in the organisation and the carrying out of the activity. For example, the biggest city of Romania, Bucharest, a capital with over 2 million inhabitants, needs 6 sector town-halls and a general one, in order to function administratively. The larger a city is, the more difficult it is to manage, that is the satisfying of the priority material needs (dwellings, food and water supplying, transportation etc.) and educational (day-care centers, any type of schools), cultural and entertainment, useful social activities for the adults etc.

The fact that in a city we meet several categories of official institutions, from those that have a local administrative and economic role, to the cultural and military one, is what provides a unitary and coherent living and working conditions for the people. First of all, the institutions meet some collective needs, organise a certain type of activities (economic, political, administrative, legal, medical, educational, religious etc.) and last longer than an individual, being useful for several generations.

Both the town hall and the city can be regarded as a system whose functioning is provided by the flux of input and output. The theoretical-systemic perspective is appropriate for the understanding and the explanation of certain fields of social activity. Therefore, it is not only interesting, but also important for the exploration of the local institutions that people respect, because it manifests trust in them and, implicitly, through the promoted values, the institutions confer to the citizens a certain social prestige. In their turn, the civil servants are interested in the manner they are regarded in the community, because their professional evolution and official recognition of their rights and qualities depend on their public image.

A rigorous research of the local public administration implies a field sociological research, based on three categories of indicators, as following:

1. The presentation of institutional structure of the local community and the appreciation of the main institution enjoy among the citizens;
2. The evaluation of the Mayoralty as a local public administration institution, due to the citizens' option;
3. The evaluation of the civil servants of the Town Hall, based on the perceptions of the adult population.

Further on, we are going to present a series of data, according to the three groups of indicators, evidenced by field researches, made among the population from Craiova.

The main studying method was the poll and the used technique was the questionnaire. The comments below are the produce of some secondary analyses, made on the data gathered within the empirical researches. The examined population was made of both gender people, with different occupations and levels of instructions, on 18 years old and over. They were selected through the method of selective sampling, using the statistical step of three, both in the case of the research of the 1,075 subjects (from July 2013) and in the case of the investigation of 524 people (from May 2015). The samples were projected in relation to the share of the population on neighbourhood and the considered objectives. In parallel to the poll, there was resorted to the statistical analysis of the gathered data.

5. Results and comments

a. *The appreciation of the public institutions.* The research on the population from Craiova, a town with over 300,000 inhabitants, through a face-to-face questionnaire, demonstrated that there are 16 institutions or categories of institutions, from a total number of 23 nominalised, which enjoys the trust and the respect of the inhabitants of this city, in variable extents. It should be noticed that 97% of the questioned people were able to identify one of the institutions, as they were requested, while the rest of 3% did not make any choice.

The 16 institutions were hierarchized quantitatively, in a low order of the shares of options, among the interviewed. The asked question had pre-determined answers and was formulated as following:

I am going to read the names of few public institutions from Craiova. Which of them inspires you the most and satisfies you, in terms of undertaken activity?

After the processing of the gathered data, there was made a classification of the first five most appreciated institutions, as below:

1. Town-Hall of Craiova – 18.4% (from the total number of respondents);
2. The University of Craiova and The University of Medicine and Pharmacy – 14.7%;
3. Dolj County Council- 10.5%;
4. County Emergency Hospital- 10.5%;
5. Police- 10.5%. (Oltenia Social Institute, 2013, p. 4)

As resulting from above, the first place in the classification of trust, expressed by the people from Craiova, is occupied, detachedly, by the Town-Hall. Along with the County Council, it owns the highest share of trust and satisfaction among citizens- 28.9%, being followed by the high education institutions, health and public protection ones. Thus, the five mentioned institutions form *the institutional structure* that defines the city of Craiova, meaning that, through their carried out public interest activities, they transmit trust and satisfaction for most of the adult inhabitants (a share of 64.3%).

Other institutions, with administrative role, such is the Prefect's Office, or the ones from the education, justice, culture, bank, religious etc. institutions, had lower shares, on addressing the trust and the satisfaction among the population, their positive image being supported by 35.7% of the subjects.

b. *The public image of the Town-Hall.* The basis for the expressing of the trust in the Town-Hall is represented by many aspects, including political and moral ones, nonetheless, on the first place being situated the acknowledgement of the effort put into making Craiova a cleaner, nicer town, attractive from the touristic point of view, to find a solution for the stray dogs, to repair and asphalt the streets, to renovate and technically endow the hospitals, from the local budget category etc.

The inhabitants of the town are satisfied “to a great extent” and “to a very great extent” with the following activities carried out by the Town-Hall:

- over 81% with the way the public gardens and parks were planned;
- almost 80% with the planning of the playgrounds;
- 52% with the extension of the water and sewage system;
- almost 70% of the cultural activities initiated and promoted by the Town-Hall;
- 49% with the way in which the public transport takes place;
- over 61% with the quality of cleanliness within the city etc. (Polling Institute from Craiova, 2015, p.23-29)

Moreover, the citizens believe that the first 3 problems solved by the Town-Hall between 2012-2015, were the cleanliness of the town, the condition of the street network and the need of the dwellers for parking spaces.

The high valuing that the Town-Hall enjoys, according to the inhabitants, is also reflected by the majority share of those who appreciated that “It has moved towards a good direction”, of evolution, in the opinion of almost 73% of the inhabitants (other 12% evaluating it as a “wrong” one, and 15% did not answer or could not appreciate). Furthermore, 91% of the citizens declared that they support the project initiated by the Town-Hall, which proposes Craiova in the race for the Cultural Capital in 2021. (*Ibidem*, p.63)

Half of the citizens that resorted to the Town-Hall for solving their problems, followed the option of the audience, other 31.3% went to the Centre of information for the citizens and 18.7% addressed to a specialised service. The feedback proved to be, overall, a positive one, according to the legal provisions and individual expectations, as resulting from the next tables.

Table no. 1

After the filling of the petition/notification, what happened with the answer received from the Town-Hall?		%
1.	I received the answer within the legal period of time	72.4
2.	I received the answer, but after the legal period of time	14.9
3.	I did not receive an answer	6.7
4.	I have not received an answer yet	5.3
5.	Don't know/ Don't answer	0.7
Total		100.0

Source: The Polling Institute from Craiova, *Opinions and appreciations of the population on the activity of the Town-Hall of Craiova*, Beladi Publishing House, Craiova, May 2015, p.12

Table no. 2

To what extent were you satisfied with the answer received from the Town-Hall?		%
1.	To a very great extent	41.8
2.	To a great extent	38.8
3.	To a small extent	10.4
4.	To a very small extent	9.0
Total		100.0

Source: *Ibidem*, p. 13

The image of the Town-Hall was analysed through the opinion of the citizens on addressing such an institution in the life of the city. Consequently, they were asked the question from the table below, for which they received the next types of the mentioned answers.

Table no. 3

<i>What projects should be initiated by the Town-Hall of Craiova, in order to feel proud that you are a citizen of the town?</i>		%
1.	Jobs	28.8
2.	Cultural activities	5.0
3.	Aqua Park	4.0
4.	Revitalisation of industry	3.8
5.	Underground parking	3.2
6.	Don't know/ Don't answer	55.2
	Total	100.0

Source: *Ibidem*, p. 33

c. *In what way are the civil servants regarded within the community?* The evaluation of the civil servants from the town-hall is tightly connected to the appreciation that the public has about it as an institution, as well as the mayor. The data of the empirical research attest that the mayor of Craiova was quoted with over 63% much and very much trust, and 68% level of satisfaction among citizens, for the activity carried out in the first three years of mandate.

Although a quarter of the citizens of Craiova resorted to the services provided by the Town-Hall (in the last year before the research), in order to solve different problems, yet, their rate of satisfaction is a very high one, as 80.6% of the respondents confessed, a fact that indicates a positive and functional relation, between the expectations of the citizens and the services offered by the civil servant that work for the Town-Hall.

The qualities of the civil servants also resort from the general evaluation of the Town-Hall, for which there were obtained positive answers, from 80% of the interviewed population.

Table no. 4

Generally, how do you appreciate the activity carried out in the Town-Hall of Craiova		%
1.	Very good	22,1
2.	Good	43,5
3.	Satisfactory	15,5
4.	Weak	12,6
5.	Very weak	3,8
6.	I cannot appreciate	2,1
7.	Don't know/ Don't answer	0,4
	Total	100,0

Source: *Ibidem*, p. 35

Among the measures proposed by the citizens for the improvement of the activity of the civil servants and the institution of the mayoralty, we bring forward the following:

- the reduction of the waiting time at the pay offices (33,3%);
- increased professionalism of the civil servants (25,9%);
- consideration on addressing the concerns of the people (19,3%);
- the simplification of the bureaucratic operations (14,8%);
- giving higher wages to the civil servants (4,4%);
- the changing of their attitude (1,6%).

The fact that the last proposal was indicated by an insignificant percent of the citizens proves that there is a civilised behaviour of the civil servants, which confers respect and appreciation to the institution.

The level of the information transmitted to the Town-Hall is considered “sufficient” by the citizens of the city, in a proportion of 48.2% of them. The channels of communication preferred by the public are the local television stations (56.3%) and the local newspapers (21.2%). They are used by 77% of the questioned, the younger generation resorting to the social networks or the site of the Town-Hall for taking their information.

Conclusions

The rights of the civil servants are indissolubly related to their obligations or duties, whose detailing is presented systematically in chapter 5 of Law no. 188/1999. From the legal point of view, the obligations imply certain responsibilities and sanctions, in case they are not carried out (section 2, art. 43-49).

The main right provisioned by this law are the following: the right to opinion of the civil servant and the guarantee of it; the right to equal treatment, being forbidden the discrimination of the public servants on grounds of ethnicity, political preference, religion, trade-union belonging, gender, sexual orientation, material condition or social origin etc.; the right to be informed; the right to association in trade-unions and professional organisations; the right to strike; the right to a base salary and seniority increments, bonuses; the right to a daily working programme of 8 hours (40 hours a week); the right to be elected or appointed for a position in a public department; the right to annual and medical leaves; the right to normal conditions of work and hygiene, for the protection of their physical and psychological health; the right to medical care etc.

Other concepts used by the mentioned law are those of public service, public function, public servant, rights, duties etc. Through *public service*, it is understood “stable, professional, transparent, efficient and impartial public service, for the interest of the citizens, as well as for that of the public authorities and institutions from the central and local public administration”. The public function is that position that implies certain attributions and responsibilities provisioned by the law, competencies within the

process of enforcement of the state laws, through the central public administration, local public administration and the autonomous administrative authorities. At the basis of public service exercising there are principles, such the principle of equality, impartiality and objectivity, that of transparency, responsibility, citizen oriented policy etc. There are two types of public functions: of management and operation. *The public servant* is that person whose activity “involves the exercising of public power prerogatives”, as the elaboration of bills and their enforcement, bills of policies and strategies of implementing the public policies, the management of the human and material resources etc. According to the level of attributions of the public servant, there are three categories of specific functions: a) that of the high officers; b) the managing public servants; c) the operating public servants.

The relation between the public servant and the local institution or community (Cace, S. and all, 2011) they belong, can be analysed from two perspectives: juridical and sociological. The sociological analysis evidences two directions of research: one addressing the degree of satisfaction or dissatisfaction of the population, confronted with the activity of the public servant and, implicitly, the institution where they work; the other, which considers the working conditions and the degree or satisfaction or dissatisfaction of the public servant.

The number of the civil servants from Romania has been increasingly growing, reaching 134,500 people, a reasonable number, compared to the needs of a country of almost 20 million inhabitants, and the situation met in other countries of the European Union. At the end of 2014, Romania had 4.9 million employees, according to the National Institute for Statistics. It results that the 134,500 civil servants had a lower share, of 3% from the total number of employees from our country, and under 1% of the population in Romania.

If we relate the necessary of 164,125 public servant jobs – considered in 2015 for the needs of the public administration from our country (from which almost 30,000 were occupied) – to the employed population, it results that the share of the civil servants is of 3.34%.

The information gathered through the empirical researches shows that certain institutions of the local public administration from Craiova enjoy a higher percent of trust among the citizens. Over 64% of them declared that they trust 5 institutions mostly, whose activity satisfies them greatly: the Town-Hall, the University from Craiova and the University of Medicine and Pharmacy, Dolj County Council, the County Hospital and the Police.

The image of the Town-Hall and the civil servants that work within it is, generally, quoted as a positive one, by almost 73% of the citizens, who appreciate the fact that it is evolving “towards a good direction”. The positive appreciations are correlated with higher expectations of the population, on addressing the activity of the institution of mayoralty, such are: the reduction of the waiting time at the pay offices (33%); increased professionalism of the civil servants (26%); consideration on addressing the concerns of the people (19%).

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