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DOCTORAL THESIS

Summary

**Analysis of North-West Region public servants’
needs**

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Introduction

Considering the assumption that individuals can meet some of their needs at workplace, we may assume that, from the moment people choose a job, they are oriented toward those organizations that ease needs' satisfaction and quitting that job is less likely when the dominant work needs are met. In this paper, we are interested in public employees' needs (more exactly, public servants) and to find out if these needs were addressed by measures of public administration reform due to the vast reform process that our country have been crossed in the last 20 years.

In this thesis, we analyze the work needs of public servants from the North/West Region in a context of public administration reform. We considered such a study necessary due to small number of researches regarding work needs of this category, most of them underlining employees' motivation and motivation techniques that should be used by managers.

After decades from the emergence of the first theories regarding needs and after many researches, the employees' needs were no longer such an interesting issue, and researches were more preoccupied by some elements that influence employees' motivation (e.g. equity perception) or the factors that may increase performance (e.g. difficult goal setting). Nevertheless, at the end of 20th century, needs recaptured the attention of researchers, along with analyses of work environment.

Also, there was an increased interest in needs' differences of different categories of employees (e.g. differences between needs of public and private employees) and more, a new theory has emerged – a theory regarding specific needs of public sector employees.

A stable and efficient public administration is essential in every state due to its instrumental role in good functioning of economic system, fight against poverty, diminishing social inequalities, etc. Still, its performance depends on individuals and a reform of public function and human resource management are vital.

This thesis is structured on four chapters – the first two chapters are theoretical and regard concepts like needs, values or motivation and the link between them. On the other hand, there are presented the main needs theories or motivation theories (with a greater

accent on the importance of needs in motivational process), theories that include different classifications of employees' needs.

In Chapter III, there were analyzed the main measures of public function reform and their effect on public servants needs and in Chapter IV are described the results of our research. In order to analyze the main measures of public function reform we looked at legislative texts and various reports of National Agency of Public Servants, reports that provide much information regarding public function and public servants.

Because we wanted to identify and analyze public servants' needs, our research was made in two stages – first we identified the needs using interviews and second we applied a questionnaire. We want to identify specific needs of public servants, along with general work needs.

The questions addressed in this paper are:

- What are the needs of public servants?
- Which of public servants' needs are more important to them?
- In what extend these needs are met?
- Is there a model that allows us to group these needs?
- What are the effects of public function reform measures on public servants?

Keywords:

Motivation, public servants' work needs, public function reform

Chapter I. Needs, values, and motivation

Each employee is motivated one way or another at work. Each of us chooses an activity domain or institution/organization where we feel that we have the opportunities to meet our work needs.

First motivation theories put a greater accent on individuals needs also after some decades there was a decrease in this approach. Some affirmed that needs theories were obsolete. In our concern, work needs of individuals remain a very important element in motivation, a key element that, if ignored, leads to a misunderstanding of employees'

behavior. Work motivation is a complex issue, and is influenced by both internal and external factors.

There are many definitions of motivation, depending on content or context approach of motivation, but all include (more or less evident) the importance of needs in motivation. Kanfer (1990) define motivation as an internal state of individuals, which influence direction, intensity and persistence of behavior. This regards the energy of employees, directed toward goals achievement – the individuals choose to invest some time and effort in activities in order to meet their needs.

Explanations regarding motivation have been changed during time, evolving from simple models to more and more complex models, where are taking into account many other elements than needs. We have to consider many factors when explaining employees' behavior – physiological and psychological needs of individuals, traits, values, culture, job characteristics, goals, rewards and incentives (Latham, 2007).

Work needs may differ from individual to individual, and also the way we choose to meet our needs. Needs influence individuals behavior at workplace – for some are more important growth needs, achievement needs, equity or avoiding a failure. Sometimes individual needs may be in conflict, meeting one need may endanger the opportunity to meet some other important need (power needs may endanger the opportunity to meet affiliation needs). In these situations, individuals will try to meet their more important needs.

There is no consensus regarding an exact definition of needs (Sheldon, 2001), and therefore there are many classifications of needs, and their approach differ depending on interest area of the researcher or on unit of analysis. There is also no consensus regarding the character of needs; for some authors, needs are universal, innate while others consider them relative.

During 20th century, there were some debates regarding human basic needs, their universality or objectivity. There was an assumption that individuals have the same basic needs, and starting from this point of view there were different classifications of needs – Maslow (1943), Alderfer (1969), Deci and Ryan (1985), Max-Neef, Elizalde and Hopenhayn (1991), Doyal and Gough (1991), etc. Besides these universal needs, there are needs that differ from one individual to other, from one society to other or in time. These

needs are instrumental or intermediate and refer to ways in which people choose to meet their fundamental needs.

Values are also elements that influence individuals' behavior. People prefer to work with other people who have similar values, and choose jobs and organizations where they do not have to act against their values.

Values refer to cognitive representations and transformations of needs (Rokeach, 1973), and they mediate between needs, goals and intentions (Locke, 1991). If needs exist at biological and cognitive level, values are exclusively cognitive (Locke, 1991) and needs may be transformed into goals only through values.

Work related values may be associated with work content (achievement, challenge) and work context (remuneration, job security, working conditions). Along with intrinsic or extrinsic values, there are also differences between cognitive values (recognition), instrumental values (benefits) or affective values (relationships).

Chapter II. Needs in motivational context

During time, work motivation was approached in many ways as a result of different aspects considered essential to individuals' motivation. If at the beginning motivation theories were centered on needs, later had emerged theories regarding individuals' goals, equity perception, individuals' expectancies, etc.

While some motivation theories have taken into account personal characteristics when trying to explain behavior, others underlined the importance of environment in motivation. The problem, in the later case, represent the fact that individuals were considerer more passive element. Starting with Lewin's equation $B=f(P,E)$ (B represent behavior, P person and E environment) and his affirmation that in order to understand individuals' behavior we should consider both individual differences and environment (Lewin, 1936) it was clear that in explaining behavior we need to analyze individual and environment factors.

Need theories state that human behavior is determined by needs. Even if, after some decades from the Maslow theory (1943) or those of Murray (1938), Alderfer (1969), McClelland (1961), Herzberg and his collaborators (1959) many affirmed that needs

theories are obsolete, there were debates about the character of needs or their classifications.

In the table below we present a synthesis of the theories discussed in this chapter.

Theory		
Needs – press theory	Henry A. Murray	<p>Individuals’ behavior is determined by combinations between presses and needs.</p> <p>Individuals are motivated by the desire to meet their needs, and may be motivated by more than one need in the same time.</p> <p>Most of times a need is determined by presses to which the organism respond, and these presses refer to those aspects of the environment that facilitate or obstruction an individual’s effort to achieve a goal.</p>
Hierarchy of needs	Abraham Maslow	<p>Needs are hierarchical.</p> <p>Needs are satisfied progressively, individuals will satisfy first low order needs and only after they will try to meet their higher order needs.</p>
X and Y theory	Douglas McGregor	<p>There are two sets of assumptions regarding employees’ behavior, one set negative (X Theory) and one positive (Y theory), and these assumptions are find in managers actions and decisions.</p> <p>According to X theory, individuals try to meet their lower needs, and money will represent an important source for needs satisfaction.</p> <p>Y theory places a greater importance on higher order needs, and individuals attempt to meet them.</p>
ERG theory	Clayton Alderfer	<p>Individuals have three types of needs that influence their behavior – material needs regarding existence, relatedness needs and growth needs.</p> <p>These needs are not hierarchical even there is a progressive satisfaction of the needs – from concrete to more uncertain needs (there is a continuum). Individuals will invest a greater effort in meeting their lower needs because these needs are more ease to satisfy (the needs are more concrete) when they do not succeed to meet higher needs (relatedness or growth needs).</p>
Acquired needs theory	David McClelland	<p>Under the influence of external factors, needs/motives may become more dominant for an individual.</p> <p>McClelland analyzed especially three types of needs, namely the need for achievement, the need for affiliation and the need for power.</p> <p>McClelland made a clear distinction between explicit motives (which are conscious, explain short</p>

		term behavior, in specific situations) and implicit motives (that explain behavior on long term).
Two factor theory	Frederick Herzberg and collaborators	<p>Work satisfaction and dissatisfaction are caused by two sets of factors, motivator and hygiene factors. Hygiene factors refer to context of work and motivator factors may lead to satisfaction of higher order needs of individuals.</p> <p>Even they may be dominated by one set or another, most individuals are oriented toward both sets of factors.</p> <p>Considering that boring, repetitive tasks lead to a weak performance and to dissatisfaction, there was developed the concept of job enrichment.</p>
Equity theory	J. Stacy Adams	<p>Individuals perceive their activity inside organizations as an exchange process, and they are permanently oriented toward the equity of this process.</p> <p>Employees provide education, abilities, experience, effort to organization and expect to receive something in change (that is valuable to them) – remuneration, promotion, recognition, etc.</p>
Expectancy theory	Victor Vroom, Lyman W. Porter and Edward E. Lawler	<p>Vroom starts from the assumption that individuals' behavior is a result of their rational choice between different actions in order to achieve their goals. His theory contains three main elements, namely expectancy, instrumentality and valence.</p> <p>Porter and Lawler introduced new elements in this theory, regarding equity (the perception that rewards are equitable), the satisfaction felt by individuals (rewards correspond to individuals expectations), and individuals abilities (not all employees have the proper abilities to perform the tasks). There is also a clear distinction between results; the rewards may be intrinsic or extrinsic.</p>
Job characteristics theory	Richard Hackman, Edward Lawler, Greg Oldham	<p>Influenced by Maslow hierarchy of needs and expectancy theory, they suggested that are five essential characteristic of job that may satisfy higher order needs. Depending on employee's perception regarding these characteristics and their expectations it is considered that will increase both individuals' performance and their level of satisfaction. The five job characteristics refer to autonomy, task identity, variation, feedback, and task importance.</p>
Self-determination theory	Edward L. Deci and Richard M. Ryan	<p>Making a clear distinction between intrinsic and extrinsic motivation, the two authors affirm that external motivator factors will diminish intrinsic</p>

		<p>motivation.</p> <p>They identify three fundamental needs of individuals – needs for autonomy, competence and relatedness.</p>
Theory of work adjustment	Dawis, Lofquist and collaborators	<p>Employees' behavior may be explained by a combination of individual/personal factors and environment factors (organization).</p> <p>This theory regards the fit between personal characteristics and environment characteristics.</p> <p>Depending on the satisfaction of employee (his/her needs) and meeting environment requirements (by employee), the behavior will remain the same or will be needed an adjustment of work.</p>
Public sector motivation	James L. Perry and Lois Recascino Wise	<p>There is a specific motivation of public sector employees, which represent the predisposition of an individual to respond to motives specific to public organizations.</p> <p>Motives, needs, may be grouped in three categories – rational (instrumental, regarding participation in the process of policy formulation, commitment to a public program because of the personal identification, advocacy for a special or private interest), norm based (a desire to serve public interest, loyalty to duty and the government, social equity) and affective (commitment to a program from a conviction about its social importance, patriotism of benevolence).</p> <p>As more powerful these categories of motives so the individual will want to work in an environment where he/she can meet these needs – a public organization.</p>

In general, the needs or values of employees were measured using self administered questionnaire (Hogan, 2004). Thus, there were developed many instruments in an attempt to analyze different needs of employees, and their importance.

In Romania, the research of values revealed few data. Inglehart and Wenzel (2005), based on the World Values Survey's results put Romania on the value map in an area dominated by survival values (mainly material values) and with the most traditional values among former communist countries (such as the importance of family or respect of authority).

Family represents the most important thing for Romanians (EVS 2008, WVS 2005). Work is placed on the second place, with a small advantage against religion in 2008 (in 2005 the situation was vice versa).

From the analysis of the most important factors regarding job (European Values Survey, 2008) we may observe that material factor (survival values) is on the first place followed by the relationships with colleagues. Comşa (2009), interpreting these results, have found an extrinsic orientation at the level of entire society, with a tendency of the more educated persons, with more subordinates and a better status to be intrinsic oriented.

From Public Opinion Barometer, November 2005, which included (also) questions of World Values Survey, with similar results regarding the most important work related factors (even if some of the questions had different formulations), we find that 40.1% consider salary as the most important, 26.1% prefer a secure job, 16.2% desire a fit between work/job and his/her abilities, and 10.3% to have opportunity to achieve something at work. Much smaller percents (maximum 2.1%) mention an interesting work, respect, responsibilities, the opportunity to have initiative, working program or holidays.

Based on the same results, we may see that we have no significant differences regarding the importance of work needs between the public sector employees and private sector employees.

Chapter III. The effect of public service reform on public servants

In the last two decades public administration had suffered numerous changes determined by several factors – the fall of communism which brought dramatic changes in new democracies, globalization, interdependence, migration. Everywhere public administration reform is strongly influenced by such factors – globalization, technological innovation, an efficient human resources management, the cost-efficiency report of services delivered, etc. and the general trend is of adopting a more and more flexible personnel system (with an emphasis on mobility and recruitment of professionals).

Since the beginning of the 80s, when United Kingdom, New Zealand and Australia initiated the first reforms, numerous countries followed the lead. Until 1999, 40% of the biggest 123 countries of the world had at least one major reform and other 15% had sectorial reforms (Kamarck, 2000). The numbers had grown since now.

Each reform process had different characteristics, depending on the country and the time moment in which they occurred. Among the elements that influence the trajectory of reforms of great importance are the social, economic, political, cultural characteristics of the host country. The starting point, the trajectory and the destination point may vary very much from country to country.

While in many countries the tendency was from the beginning of the 90s to implement the New Public Management (with the implications for the HRM – importing practices from the private sector) Central and East European countries took the opposite approach. The emphasis was on creating a professional and impartial public service. Politicization of the public sector prevented maintaining a professional corps, especially at high level – changing governments meant changing many state employees and harmed the successful implementation of public administration reform.

The effects of NPM reforms – dismantling the career system in favor of a recruiting based on specialization, stability and career being no longer guaranteed were diverse. Many public servants were fired, the public service was drastically restructured and short-term effects were negative.

Some studies are showing some negative effects. Morris and Farrell (2007) are showing that reforms in the UK brought more working hours, more complexity at workplace and less satisfaction. A more recent study from the US (Yang and Kassekert, 2010) shows us that eliminating public service protection and externalization are leading to dissatisfaction.

Although public administration reform was always considered as a priority progress was very slow. In the 90s economic reforms were the priority, but only later governments realized that economic reform without administrative reform is almost impossible.

In the years of public administration reform many legislation changes were made. As possible effects of changes in law provisions regarding public services over the needs of public servants we can mention the following:

- **Compensation.** In this period of time, under EU indications and unions pressure, important financial gains were made. The mechanisms that led to increased incomes were very different – from collective bargaining to class action or agreements with the government. The final result was that income

- **Equity.** While new mechanisms for public servants to claim their rights were put in place, there are still perceived inequities regarding promotion, tasks distribution, evaluation and bonuses distribution – especially due to subjective supervisors. At the public sector level public servants and their unions were angered about the massive wage differences between employees from different public institutions. Law 330/2009 is trying to solve this problem but the implementation of this law will last at least till 2015. At the societal level public servants felt all the time that payment was worse than in the private sector. From July 1st a cut of 25% in the public sector will increase this perception.
- **Promotion** was changed in several occasions. Even if seniority requirements are still in place, there is also the possibility of fast-track promotion. Only few had benefited from this, making promotion quite slow. Promotion in class or professional degree is no longer conditioned by the existence of a vacant position.
- **Stability.** In 2004 more than half of the public servants declared this as the main reason for choosing their workplace. Even if it is clearly stated in the Public Service Statute, the personnel cuts announced in 2010 are threatening severely this need. The existence of a Reserve Corps in which fired public servants will wait for re-distribution in other public functions is far from really helping to solve the situation.
- **Supervision.** Hierarchy is the guiding principle in public administration. New law provisions are requiring superiors to take into consideration proposals and opinions coming from subordinates. In reality supervision is made more according to the Romanian type of organizational culture in which the power distance is small but great. Superiors are regarded as benevolent dictators.
- **Personal development.** The public administration reform emphasized on training. The requirements for initial qualifications grew; also those for

- **Social prestige.** The goal was that of creating a corps of professionals, invested with the state authority and with an ethical conduit. In reality citizens do perceive the authority of public servants but do not respect them.

At the formal level in the last 12 years we had a lot of changes in the regime of public service. Due to the lack of coherence and to the mismatch of many reform measures with values and culture of public institutions real change was less significant. The import of foreign models (as NPM) was made without considering the social, political, economical and cultural realities. The public administration reform is still far from fulfilling its objectives. The way in which reform is done, by changing all the time the laws without proper needs analysis, led only to the creation of a legislation maze with many implementation problems.

Chapter IV. Public Servants' Needs Analysis in the North-West Region

Our research was made in two steps = one regarding the identification of needs and a second one focused on the analysis of these needs.

For the first part, needs identification, an interview based on a semi-structured interview guide was used. Interviews were taken in June 2007 in Bistrița-Năsăud County, from 24 public servants, both from urban – Bistrița city – and from rural environment.

The interview guide had 7 questions trying to identify the initial motivation for choosing the workplace (and if Public Sector Motivation is present) and also to identify the work related needs according to Herzberg's model.

There were identified general factors which are determining attitudes towards work and workplaces (and, accordingly, the needs – satisfied or not) as responsibility, work by itself, work conditions, appreciation, compensation, supervision, work relations, and also specific needs for public servants regarding career, promotion system, the possibility of

having two jobs, the image of public institutions and public servants, less involvement of politics in administration or the need of a clear legislative framework.

In order to analyze work needs we made a survey among public servants from the North-West Region. The objectives were:

- To identify the most important needs;
- To assess the effect of different socio-demographical or work-related variables on the perceived importance of needs;
- To categorize needs on major types of needs.

Sampling was made in two stages. In the first one, institutions were selected. Local Public Administration institutions were preferred, and among city-halls only those from county capitals were selected. The second stage was based on random selection of three public servants from each bureau or office of the institutions.

Data collection took place from May 26th to June 4th 2010 in local public institutions (city halls, county councils and prefectures) from Bistrița-Năsăud, Cluj, Sălaj and Satu-Mare counties.

951 public servants were asked to answer to the survey, 612 questionnaires were distributed and 369 were returned. Among these, 26 were excluded after verifications, resulting in 343 valid questionnaires, giving us a response rate of 36.06%.

Based on the interview phase, and also on the theoretical models described in theoretical chapters, we included 19 questions in the questionnaire:

- The first question regard the priorities in each public servants life – the importance of family, work, leisure, religion and friends;
- The second one regards the measure in which certain work-related aspects are common at their workplace – 77 items grouped on 21 dimensions were included;
- The third was about the importance of each factor for each individual (the same 77 items);
- Questions 4-17 regard socio-demographical or work-related aspects;
- Question 18 refers to the degree in which income can cover different necessities;
- The last question regards work satisfaction.

In the following table we can find the most important 10 needs of public servants.

Table 1. Public servants' most important needs

		N	Mean	Standard deviation
1.	My income allows me to have a decent life	336	9.20	1.51
2.	A clear legislative framework	342	8.95	1.54
3.	My boss should be competent	340	8.94	1.49
4.	My superior should be correct	341	8.86	1.64
5.	To have a good salary	341	8.85	1.46
6.	To have a stable workplace	342	8.84	1.74
7.	Promotion to be based on merit	336	8.80	1.58
8.	Personnel evaluation should be fair	341	8.77	1.55
9.	My income should be similar to those colleagues with the same seniority and studies	336	8.74	1.87
10.	Hiring should be based on competence	341	8.73	1.57

We can remark that the most important needs are those related to income (instrumental – the possibility to have a decent life- or equity and in absolute value). A clear legislative framework is considered also very important considering the difficulties that public servants meet in their work, when apply laws in continuous change. The relationship with the immediate superior is very important – thus the need to have a competent and correct supervisor. The procedures related to promotion, evaluation and hiring are also seen as very important, along with stability.

We tried to see the degree in which needs (the most important 10) are influenced by socio-demographical or work-related factors. Two different procedures were applied – comparing means and comparing ranks.

After comparing means we saw that significant differences were met considering the county (in nine out of ten needs). Other factors as sex, position and work type are explaining in a lesser measure differences in the perceived importance of needs.

The last school graduated influences the importance of four needs - income allows a decent life, income should be similar to that of colleagues with the same seniority and education, a competent superior, and competence based hiring. The domain of the studies does not influence the importance of any need – a possible explanation being that we have in the same position and with the same attributions people with very different educational backgrounds.

The type of institution influences five needs - a clear legislative framework, competence based hiring, a good salary, a correct superior and fair personnel evaluation.

Age influences only three needs - a clear legislative framework, competent superior, and correct superior.

There are certain differences regarding the needs ranks between different groups of public servants.

For those in management positions, stability, promotions and a better salary are less important. Instead, needs regarding the respect of their job attribution, control over things related to work and the need to have similar payment with other similar people both from within and from outside the institution are becoming more important.

The differences between people working in three different types of institutions are quite small – along the 10 most important needs other needs as competence or, in the case of city halls, autonomy can appear.

Considering public servants' level of education, differences show up in the case of high-school graduates who consider as being more important needs as order or prestige and in the case of PhD employees - where we have the need for recognition and public sector motivation.

In the case of counties we do not have major differences, apart from the need of 8 hours programs for public servants from Satu-Mare, or the need for appreciation from the superior in the case of those from Sălaj.

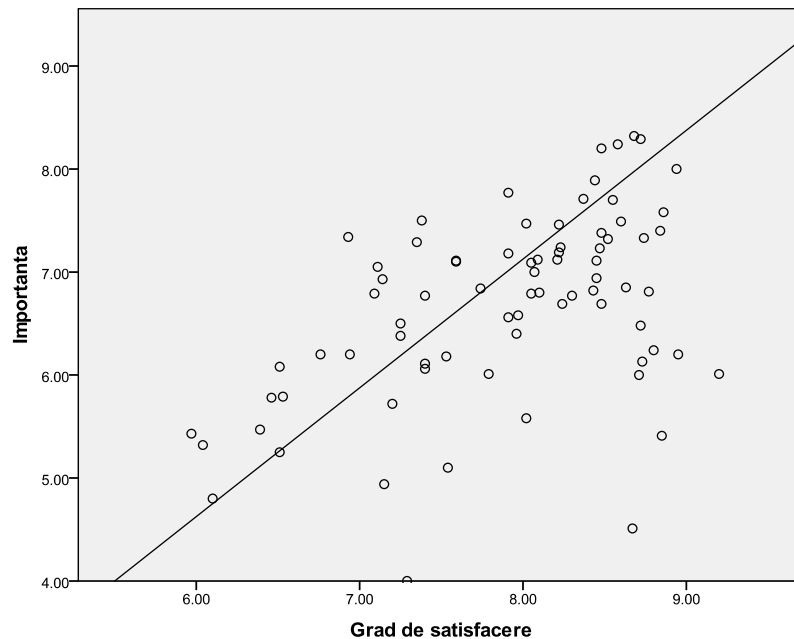
For the 77 items, along with the most important ten needs, we considered necessary to take a look at the least important needs.

Table 2. Least important needs

	Need	N	Minimum	Maximum	Mean	Standard Deviation
1.	To have few paperwork	341	1.00	10.00	5.97	2.49
2.	To have authority over others	341	.00	10.00	6.04	2.94
3.	To spend time with colleagues outside work	340	1.00	10.00	6.10	2.50
4.	Work to be relatively easy	341	1.00	10.00	6.39	2.22
5.	To have responsibility for others' work	340	1.00	10.00	6.46	2.44
6.	To make decisions for others	341	1.00	10.00	6.51	2.17
7.	Work should help to establish new connections	341	1.00	10.00	6.51	2.39
8.	Work suppose assuming risks	340	1.00	10.00	6.53	2.44
9.	Workplace close to home	341	1.00	10.00	6.76	2.29
10	Much responsibility	341	1.00	10.00	6.93	2.36

We tried to measure the relationship between the needs importance and the degree in which they are satisfied. A graphical representation shows that we have a significant and moderate relationship ($r=0.489$, significant at $p<0.01$)

Graph 1. Needs importance and degree of satisfaction



The relationship is positive, showing that the more satisfied a need the more important it becomes. This is not true for all needs – there are no significant relationships in the case of income (both in absolute value or instrumental), or regarding the need for a clear legislative framework.

From the point of view of satisfaction public servants consider that they do a quality work, in a respected institution, they gave good relations with their superiors (which are correct and competent) and colleagues. The problems do occur when exterior factors (from outside the group or organization) do interfere. Their work is not considered to be easy, with little paperwork or stress – in consequence they complain about wages and promotion opportunities. In the same time, they have little authority and are not involved in decision-making.

Because many of the needs analyzed have similar values, we tried to obtain an aggregate picture, by grouping needs into dimensions.

Table 3. Means for dimensions

Nr. crt.		N	Mean	Standard deviation
1.	Stability	342	8.84	1.74
2.	Procedural justice	336	8.70	1.25
3.	Competence	336	8.67	1.32
4.	Work context	334	8.58	1.19
5.	Distributive justice	335	8.46	1.39
6.	Financial rewards	335	8.45	1.31
7.	Supervision	335	8.35	1.23
8.	Order	336	8.10	1.26
9.	Appreciation	341	8.09	1.21
10.	Private life	341	8.07	1.98
11.	Promotion	339	8.02	2.08
12.	Personal development	341	8.01	1.50
13.	Prestige	336	7.89	1.40
14.	Attractiveness	339	7.81	1.37
15.	PSM	333	7.78	1.43
16.	Accomplishment	340	7.38	1.74
17.	Work conditions	341	7.35	1.63
18.	Affiliation	339	7.12	1.43
19.	Responsibility	337	6.86	1.87
20.	Difficulty	340	6.64	1.71
21.	Power	340	6.51	1.97
22.	Autonomy	341	6.35	0.91

We tried to reduce the number of factors in the analysis by grouping different needs in major types of needs. Some dimensions contain one variable (stability) and others several variables, trying to measure complex concepts (as in the case of public sector motivation). In other cases, for certain needs their importance could not be found by using only one direct question (as in the case of supervision).

We found that public servants need a stable workplace in which to be treated fairly and to be able to fulfill their duties – by having all the means necessary (including clear regulations).

Public servants need in a lesser measure autonomy (actually they need to consult their supervisors even with respect to the smallest details), power and responsibility. They are not searching for an easier job.

Factors like sex, position, type of institution, county, level and domain of studies or age have only in few cases significant influence over the importance of dimensions, even in these cases differences are small, indicating homogeneity of respondents. Seniority (in institution or in work) has no influence over any dimension.

In order to see in which degree the number of factors can be reduced, we tried a factorial analysis in which we took into account the dimensions.

Using principal component analysis we got Kaiser-Meyer-Olkin coefficient of 0.934 and Bartlett's test of sphericity 0.000. Both are showing that exploratory factorial analysis is fit for our data. Three factors were extracted, explaining 48.0%, 10.14% and 6.51% of the total variance.

An oblique rotation using the PROMAX method provided us with the loadings for each factor.

Table 4. Component loading for each variable

	Component		
	1	2	3
Financial rewards	.526		.349
Distributive justice	.865		
Procedural justice	.905		
Order	.722		.204
Promotion	.266	.411	
Stability	.720	-.271	
Affiliation		.470	.470
Personal development	.542	.352	
Autonomy	.481	.202	
Appreciation	.594	.384	
Work conditions			.741
Supervision	.869		
Power	-.265	.907	
Accomplishment		.952	
Prestige	.246	.609	
PSM	.308	.694	
Competence	.996		
Work context	.896		
Attractiveness	.285	.615	
Difficulty			.932
Responsibility	-.267	1.017	
Private life	.463		

Factor 1 is close with what is called ORGANIZATIONAL CLIMATE – the configuration of behaviors, attitudes and feelings that characterize organizational life. Public servants need an optimal climate.

Factor 2 contains needs to achieve new responsibilities, to be better than others, to gain power and prestige, to have an interesting work which asks for creativity and permits to help others. Basically there are CAREER related needs.

Factor 3 contains WORK CHARACTERISTICS – if it is an easy workplace, workload is adequate, if the work environment is comfortable or if there are dangers in doing the job.

Thus we see that there are three major needs – to have an optimal organizational climate, to have a career and a work with specific characteristics (not necessarily easy or hard). The first one is the most important for all public servants. Career is more important for those who have or want to have managerial positions. Work characteristics may become important only when needs are not satisfied (as when work is too hard or too dangerous).

Conclusions

Analyzing the main reform measures taken in the last twenty years we can observe that the main legal provisions concerning public function and public servants had the following effects:

Income - at the indications of the European Union and under unions' pressure significant wage gains were obtained. There were no relationships between those gains and the quantity and the quality of the work. Those gains were obtained through collective bargains, class actions, agreements with the government. The result was that income was related mainly with the institution. Law no 330/2009 tries to re-establish the equilibrium between institutions, but by reinforcing a system based on level of studies, position and seniority.

The need to have similar income with other similar employees was not addressed. The perception on the equity is negative, major differences between people with same attributions working in different institutions generating discontent among public servants and their syndicates.

Procedural justice has not advanced in a significant measure. The establishment of the National Agency of Public Servants (NAPS) offered the possibility of signaling abuses and to petition for their rights. In practice there still are inequities regarding hiring, promotion, tasks distribution and evaluation – mostly because of the subjectivity of supervisors.

NAPS tried also to assure competence based hiring and assumed an important role in selection. Again, this was mostly formal.

Supervision – hierarchy is the guiding principle of the activity of public institutions and authorities. New legislation is asking managers to take into consideration proposals and opinions coming from file and rank employees. For public servants it is very important to have competent and correct supervisors, but the law is not offering enough means for getting to that – managers are still appointed on other grounds than competence (there were attempts to legalize political appointments in the case of heads of territorial branches of agencies – rejected by the Constitutional Court). Protection against abuses is not yet functional, only few public servants daring to petition for their rights.

Stability – in 2004 more than half of the public servants declared this as the main reason for choosing their workplace. Even if it is clearly stated in the Public Service Statute, the personnel cuts announced in 2010 are threatening severely this need.

At the formal level in the last 12 years we had a lot of changes in the regime of public service. Due to the lack of coherence and to the mismatch of many reform measures with values and culture of public institutions real change was less significant.

In the conditions in which the most important needs of public servants are related to the organizational climate, this aspect should be addressed in the context of reforms. There is little change without changing the organizational climate. The reform should be bottom-up, encouraging institutions to reform themselves.

New research should be done in investigating the elements of organizational climate and of the ways in which it can be changed. Also a strong emphasis should be put over investigating the influence of the values present in the society over the organizational climate – creating the possibility for any reform effort to address Romanian realities.

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