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The Administrative Convergence in the Balkan Area
Empirical Analysis of Social Policy in Romania and Bulgaria

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Introduction

The globalization and intense development of the social systems represent an important trend that embraced our world for the last twenty years. It is a world of permanent change and movement with interconnected actions that create interdependences. The international geopolitical movements, known to our present society, have a visible destabilizing impact upon the public sector, define a new role of the state and orientate the public administration towards client and service (Matei and Matei, 2000: p. 9).

The Europeanization, also interpreted as a globalization process in the European realm, represents a state which is contiguous to the European integration, encompassing among others its impact upon the national administrations (Matei, 2004: pp. 29-43).

In this context, the social dimension of globalization increases in importance. The opening degree of an economy may determine the fragility of labour market and volatility of balance policies and efficiency, as well if the respective countries have not institutionally and functionally adjusted to the new economic and social conditions.

Contemporary labour market ”can be liken to a ship sailing on an ocean of employment problems. This ship is trying to walk despite the wave of social and economic challenges that seem to surround him from all directions. Public services have to face to some multiple stresses manifested between the efforts to obtain greater efficiency and fundamental ethical values. Public Employment Service is like a captain who feels isolated and needs to work with the others from government and outside who can help him to find the correct direction of the ship and the route which could be the most beneficial”(Thuy et al, 2001: pp. 167-168).

Therefore in the context of the internal market program, a general expectation was that increased EU integration would imply convergence on the national level. The convergence of governance systems would imply not only common and shared legal rules, but also increasingly similar institutional, organisational, procedural and behavioural arrangements (Rometsch and Wessels 1996, Meny et al 1996).

I. General considerations

EU enlargement eastward brought up the capacity of the Balkan states to adapt their administrative structures to the standards and patterns promoted by the EU. These debates have as foundation the traditions, economic values, social, cultural, administrative of the states in the Balkans in relation to those promoted in Western countries and the EU. Appealing to cultural connotations, we emphasize that in 1918, in an article in the New York Times it is used the term Balkanization; it designates the process of fragmentation of some large state entities, as a consequence of historical events in Balkans.

Throughout the Cold War period, the geographers included the Balkan countries into two separate areas: Southern or Mediterranean Europe (Greece, Spain, Portugal, Italy) and Eastern Europe (Yugoslavia, Albania, Bulgaria, Romania, Poland, Hungary, Czech and Slovakia). After the Second World War, Eastern Europe was identified with communism and the domination of the Soviet Union. If we have a look at the evolution of the Communist in these countries, we can easily identify more differences: Bulgaria was the most loyal friend of Moscow, Romania started its communist period faithfully to the Kremlin’s leader and later manifested a certain independent attitude in the 60’s (Jelavich, 2000: p. 302).

Comparative with Western European countries, Eastern European countries, and especially the Balkan ones, remain less urban and less industrialized than Western countries. The Romance and Germanic languages characterize Western Europe whereas in the East we can find Slavic languages. Catholicism, Protestantism and Judaism are present in this area, but so are Islam and Eastern Orthodox Christianity throughout Europe.

All this complex system influenced adminsitrative systems in Bulgaria and Romania the reason for that we consider the existence of a certain level of administrative convergence, which has its roots in the Balkan model, and which is amplified through the process of Europeanization.

The European Union like others polities struggles with reconciling unity and diversity. The Europeanization affects national political and administrative systems, domestic politics and policies. Even if, it is appreciated that at the European level there is a space proper for unifying public policies, there are not applied the same, the diversity being determined by realities of European states, their cultures and traditions, different, unequal levels of economic development, own resources, instruments and mechanisms promoted within the national public policies and the legal and administrative systems of European member states are pressured by a permanent adaptation process in order to correspond requests regarding the transposition and application of European legislation (Matei, 2007: p. 4).

The European context has several characteristics that could promote administrative convergence and a European Administrative Space, but also a number of properties that could counteract this trend. Analyses of how national administrative systems and styles respond to EU integration and Europeanization processes are focusing on three possibilities regarding how Europeanization might affect the differences between national administrative systems (Knill, 2001: p. 49)

1. the possibility of administrative convergence; which is defined by the extend to which domestic styles and structures reveal similar characteristics because the influence of European policies.
2. the administrative divergence situation; this imply the fact that administrative differences across member states are increasing.
3. the possibility of persistence of administrative differences across member states.

In this paper the attention is focused upon administrative convergence, considering that it is impossible to conceive a strong European construction without the existence of an effective public administration at the both levels, national and European.

I.1. What is "convergence"?

The study of the convergence has to describe how the various factors and economic social and political mechanisms act or compete at mitigation of some differences between these entities. While there is a broad consensus on the definition of convergence as the tendency of societies to grow more alike, to develop similarities in structures, processes, and performances (Kerr 1983: p. 3), the empirical and theoretical assessment of policy convergence is generally hampered by the use of different, partially overlapping concepts. Convergence is discussed in terms of match between EU level principles and rules and national institutions, in terms of game playing or competitive selection (Knill and Lehmkul 1998, Scharpf 1996), and it could be looked at from different points of view.

At root, the meaning of convergence is that countries at a similar stage of economic growth appear to be convergent or as (Wilensky, 1975: p. xii) says "whatever their political economies, whatever their unique cultures and histories the affluent societies become more alike in both social structure and ideology". According with Pollitt, "administrative convergence" is a term without a clear and agreed-upon meaning, but convergence on a common model implies a reduction of variance and disparities in administrative arrangements. Different administrations develop along the same path in a way that produces more homogeneity and coherence among formerly distinct administrations.

On the other hand, from a "Brussels" perspective, convergence is defined as the gradual process of constitutional, institutional, procedural, organizational and behavioural innovations and adaptations to EU decision in the integration process. Page and Wouters (1995) argue that

the power in Brussels provide a transfer mechanism both for national administrative best practice, thus influencing by Europeanization, the national administrative policies.

In the intergovernmental perspective the convergence effects of EU decision and legislations at national level were linked to pre-acceptance by national decision-makers (Moravcsik 1993, 1998). But, the convergence would imply not only common and shared legal rules, but also increasingly similar institutional, organisational, procedural and behavioural arrangements (Rometsch and Wessels 1996, Meny et al 1996). Wessels and Rometsch also, have argued that a "fusion" of national and EU administrations has taken place. The end of this process is the convergence that may be expressed by the common characteristics of the administrative models (Rometsch and Wessels in Matei, 2010: pp. 7-9).

National administrations are also the most important instruments of the governments for pursuing national strategies in relation to the EU. Wallace (2001) represents a more open empirical approach to the issue of convergence. Each country has a set of characteristics deriving from national political and judicial traditions, which imprint national adaptation and practices. To achieve convergence the trend is to incorporate the impact of European legislation and the principles of jurisprudence in family routine of internal policies.

It could say, that when core ideas, competence, resources and institutional arrangements match, or fit, the likelihood for convergence is high. When mismatch is strong, we can expect little or no convergence, or even divergence (Cowles et al 2001).

Debates and discusses about the hypothesis of the convergence have made, also in the context of the Europeanization and comparative policy analysis, and the idea of convergence occupies a central place in comparative public administration studies and it is very close to the recent studies about policy transfer process. Many scholars have showed considerable interest in cross-national policy transfer. By the 1960s a key focus of policy studies is upon comparative policy analysis. A sub-field of this studies is the examination of the process called policy transfer. The increase in the number and role of international organizations and think tanks, combined with the globalization of information and knowledge have accelerated the production of studies regarding issues of policy transfer; idea very close to the recent developed concept of convergence.

Generally speaking, two schools of thought on the extent and mechanisms of policy convergence can be distinguished. On the one hand, sociological institutionalist theory claims that organisations tend to become similar as they struggle to become more isomorphic with their operating environment (Meyer and Rowan, 1977). Historical institutional theory, on the other hand, stresses the resilience of national policies and institutions against outside pressures. These arrangements are deeply rooted in national history; in fact this is the sense of permanence that makes them legitimate in the eyes of national actors (March and Olsen, 1989). Policy convergence is equated with related notions, such as isomorphism, policy transfer or policy diffusion.

Other authors (Hall, Taylor, 1998: pp. 936-955) use the concepts of the neoinstitutionalism, making reference to the sociological approaches and rational choice theory. Their result could be convergence or divergence towards a *transposed national model,* obtained by means of adaptation and *"gradual socialization of the norms and practices inside the EU system"* (Harmsen, 1999: p.84).

The most essential principles and values that are the basis of the administrative convergence can be generalized in the following way: 1) democracy and supremacy of law; 2) objectivity and neutrality; 3) awareness and transparency; 4) reliability; 5) independent and professional administrative services. From a consequentialist point of view, the member states are expected to converge towards a unique transposed model. Similar developments are expected for the organizations placed in the institutional environment and under a common pressure (Matei, 2010: pp. 9-12).

The researches show few signs of convergence between national administrative systems (Bulmer and Burch 1998, Olsen 2003).

I.2. What kind of convergence?

From the analysis of literature it can come off the existence of three specific types of convergence.

1. Real convergence applied in the fields of real economic development using indicators of level of development (performance in time) of economic entities studied (GDP or per person income). In this case the convergence highlights the tendency of approaching or even equalization of the level of development;
2. Nominal convergence applied in the monetary and financial field for observing the levels of economic stability through rates of inflation, budget deficit, public borrowing rate, exchange rate tendency;
3. Institutional and administrative convergence applied in the field of compatibility up to unify of the structures of the administrative - economic institutions from different countries to ensure an efficient operation of them and good communication between countries and regions in order to achieve common objectives.

From another perspective we see three other types - which we have called interactive convergence, autonomous convergence and deviant convergence (Andersen, 2004: pp. 203-224).

Interactive convergence, relies on mutually reinforcing interaction between EU level pressures and national level interests[1]. *Autonomous convergence* is a quite common type of local re-contextualization. Adaptation and transformation in organizational and behavioural level takes place within a context of normative, cognitive and legal convergence. EU-level decisions and rules represent general and idealised description of problems. The demands for the member states' adaptation are often expressed as flexible standards and procedures or ambiguous outcomes. Sometimes demands are formulated in very detailed and absolute ways (such as environmental standards), but most often not. It is not uncommon those decisions and rules represent general norms and standards to be implemented through the so-called Open Method of Co-ordination (Jacobsson and Schmid 2002). The open method of co-ordination is a mechanism that allows autonomous convergence. The last type we may call *deviant convergence*. In such situations there is tight coupling with respect to normative, cognitive and practical arrangements, but at the same time strong pressures towards national de-coupling. It is important to say that such cases are not so common.

Also, the other authors have to distinguish between *attractiveness*, where convergence emerge because one model is generally seen as superior, and *imposition*, where a model is preferred by a winning coalition and dictated to others (Olsen, 2003: pp. 506-531).

Attractiveness signifies learning and voluntary imitation of a superior model. The receivers copy an organizational form because of its perceived functionality, utility or legitimacy. Likewise, a common model can emerge through joint deliberation, or each country facing the same challenges can independently develop similar solutions. Convergence as attractiveness is likely if a single administrative prescription is generally viewed as superior to other ways of organizing the public administration, globally or in the European context. Imposition signifies convergence based on the use of authority or power. A single model penetrates the territory and weakens or eliminates established institutions. The classical theories of EU integration represent a special case, what it may be called imposed convergence. This type combines tight coupling between EU level and national level, with respect to both normative/cognitive and practical organizational and behavioural requirements, on the one hand, with weak pressures for de-coupling, on the other hand.

Considering those presented we can conclude that in case of Romania and Bulgaria it is talk about attractiveness determined in 2007 by the desire of both countries to be EU members and developed from the necessity for adaptation to European standards. The arguments used in the empirical analysis will advocate in this sense.

The specialized studies, Bennett (1991) emphasis four general mechanisms which may induce national policies to converge:

1. Emulation, characterised by „the utilization of evidence about a programme or programmes from overseas and a drawing of lessons from that experience" (ibid., p. 221).
2. Elite networking, characterised by „the existence of shared ideas amongst a relatively coherent and enduring network of elites engaging in regular interaction at the transnational level… Unlike emulation, the policy community engages in a shared experience of learning about the problem"(ibid., p. 224).
3. Harmonisation „driven by a recognition of interdependence" (ibid., p. 225) and characterised by „the coincident recognition and resolution of a common problem through the pre-existing structures and processes of an international regime" (ibid., p.227).
4. Penetration, „in which states are forced to conform to actions taken elsewhere by external actors" (ibid., p. 227).

II. Employment Policy convergence of Romania and Bulgaria. To be or not to be?

The occupation remains the balancing factor and streamline the functioning of the labour market and stimulate growth.

The first essential document in the structure of European strategy on employment, is the Treaty of Amsterdam (1997) as it is being found for the first time, the concept of "coordinated strategy for employment". In this treaty was included a title with regarding on employment in which achieving a high level of employment is set out not only as being a key objective for the Union, but is even defined as a matter of common European interest. Among the most important meetings for the development of the European Employment Strategy are those in Cardiff (1998 - Cardiff process - economic reform and market), Cologne (1999), Lisbon and Stockholm (2000), Barcelona (2002). In March 2000, the European Council in Lisbon set as the strategic goal for the next 10 years, make the EU in the most competitive and dynamic economy in the world based on the knowledge, capable of sustainable economic growth with more and better jobs and greater social cohesion".

Because after four years of launching the project, the results were late to appear, a group of specialists, coordinated by the Dutch Prime Minister Wim Kok do an analysis of the situation and published in November 2004, report entitled "Facing the challenge". The conclusion of the document was that the results obtained until then by the Member States are somewhat disappointing and that it appears necessary to adopt new Lisbon Agenda. The report also concluded that passing time can only be achieved through convergent and interconnected actions, supported by all Member States and directed the following five areas (Facing the Challanges, 2004: p. 1) the labour market: the rapid implementation of recommendations made by the European Employment Traskforce, developing of strategies for lifelong learning and increasing active life, making partnerships for growth and employment, 2) the knowledge society: the attractive research field must increase, 3) internal market: completion of the internal market for goods and capital and urgent action to create a single market for services, 4) the business climate: reducing the administrative barriers, improve the quality of legislation, 5) support measures for environmental protection: promotion of policies to improve long-term and sustained productivity through eco-efficiency.

In early 2005 was launched European Employment Strategy Review**,** reorienting efforts of Member States to two general objectives: achieving sustainable economic growth and wider and more jobs and better.

II.1. Employment Policy in Romania and Bulgaria

For Central and Eastern European countries, functionality of inter-governmental own system represents a priority for their governance, ensuring and arguing by facts its own capacity to adopt, implement and assess the public policy system (Matei, 2009: pp. 189-193).

European employment strategy is a set of common objectives of all Member States, forming an analytical framework and policies to support Member States and social partners in the modernization of labour markets and other structural policies in these countries. The final goal of "Europeanization" of national institutions of Member States of the European Union, and even the candidate states it is represented by the inter-operability and institutional convergence in this supranational entity. Although, the convergence argument is in the economic substance and according to some authors it is difficult transferable in administrative plan (Dinu, 2006, Perez de Gracia, 2006: pp. 2433-2440), it can notice that the rules and the practices of national administrations will align in time to the same standards, and the similar will lead to unit (SIGMA, 1998; Pollitt, 2001: pp. 933-947; Poole, 2006: pp. 1051-1077).

In order to „measure" the convergence of national policies, one needs to compare political change in at least two countries and assess to what extent they are moving in the same direction. It is the case of Romania and Bulgaria, the case that we analyze in this work and looking over the relevant arguments. The subject is the employment policy of the labour force in the two countries during 2007-2010, but for a more complete approach we start the analyze with the presentation of several arguments for convergence in the entire administrative system.

The first argument in support of the thesis of convergence between the two countries is the existence of traditions, cultural values, economic, social similar due to the influence of the Ottoman Empire dominance and then the Iron Curtain in the two states. Therefore, Bulgaria and Romania are the countries the former socialist block, whose efforts for release were marked by the new democratic Constitution adopted as early as 1991. Becoming an EU member means accepting some common administrative standards, also.

Ziller (1998a: p. 137) observes that member states look to each other for inspiration.

The reforms in public administration in the two countries have endorsed passage from strongly authoritarian type of government and centralized economy to a democratic political system and market economy. The new administrative systems of the Republic of Bulgaria and Romania are based on the adoptation of modern models for organization and functioning of the administration try to be in accordance with the best practices in the countries of the European Union. We can notice that the administrative systems of the two countries have similar administrative structures, which carry out similar functions for example, the ministries are strategic units for elaboration, planning, methodological assistance and monitoring of the implementation of the sector policies and which are organized hierarchically. Also, the administrative system of the two states has the same organization principles: lawfulness, transparency, subsidiarity, proportionality, descentralization, accessibility, responsibility and coordination, efficiency and effectiveness. From these principles may result and others (SIGMA, 1998: p.10) specify the two countries.

The evolution towards the European Administrative Space understands convergence on a common European model and may be seen as a normative program, an accomplished fact, or a hypothesis (Matei, 2010: pp. 3-5). So, another argument to support the thesis of the convergence between the two countries is the fact that both are members of the European administrative space and share the same principles of organization of public administration.

The EAS "is a metaphor with practical implications for Member States and embodying, *inter alia*, administrative law principles as a set of criteria to be applied by candidate countries in their efforts to attain the administrative capacity required for EU Membership" (OECD, 1999: p. 9). This was developed by SIGMA with the support of the PHARE projects, in response to the European Council's requests regarding the process of accession to the EU, formulated at Copenhagen, Madrid and Luxemburg.

This includes a set of standards for common action in public administration, defined by law and enforced by the practices and responsible mechanisms. As members of the European administrative space, public administration in Bulgaria and Romania should refer to these common principles:1) reliability and predictability; 2) openness and transparency; 3) accountability; 4) efficiency and effectiveness.

Reliability and predictability, these attributes derive from the essence of the rule of law which affirms the law supremacy as "multi-sided mechanism for reliability and predictability" (OECD, 1999: p. 12). This principle, it may be rephrased as "administration through law", a principle meant to assure the legal certainty or juridical security of the public administration actions and public decisions.

Openness and transparency impose themselves following the reality that public administration is the resonator of the society, assuring the interface with the citizen, the user of its services. In the European Treaties, transparency appears as a value of the good governance.

Accountability means that any administrative authority or institution as well as civil servants or public employees should be answerable for its actions to other administrative, legislative or judicial authorities.

Efficiency is characterized as a value consisting of maintaining a good reasoning between the inputs and outputs, while effectiveness consists in certainty of the fact that the performance of public administration is moving towards proposed goals, solving public problems by legal means.

Therefore, in terms of administrative convergence of employment of the two countries we consider as base the arguments already presented at which we add specific for employment, a set of common features which result from European social model. Despite intra-European differences, different historical experiences of the European countries it is often referred to the existence of a European social model (other than American or Japanese). The main features of this model are: extended social protection, social conflict resolution through consensual and democratic methods, social dialogue. It is better to notice that each country has its own social model and in spite of this, the social models of Romania and Bulgaria are based on common values, as above.

II.1.1. The present situation of labour market in Romania and Bulgaria

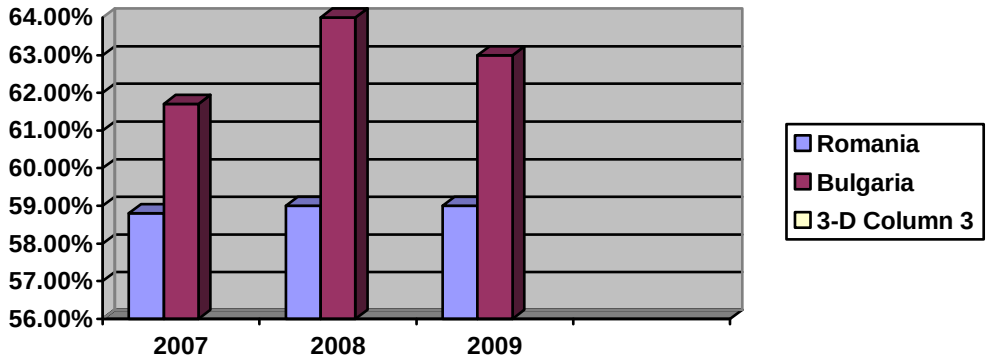
In the context of the process of economic transition, labour market in Romania has undergone significant changes in the volume and structure of the main indicators of labour. The main problems of the labour market are related to the new economic context, determinated by the global economic crisis, reducing workforce and the occupied population - by maintaining a trend descendent of birth, growth of the external migration and the age of the population - the limited relevance of education for the demands of the market work, the existence of some legal and administrative barriers which affect the working of the firms and implicit the creation of new jobs.

Similar problems are encountered on the labour market in Bulgaria. The analysis of the current situation, trends and potentials for the labour market development allows outlining of several major challenges, unfavorable demographic trends; changing the nature of working life, significant regional differences; restricted labour demand, significant over supply of workforce; unregulated employment. Also, with the new millennium it is found an easy decline of the working population in the last (2007-2010) in Romania it is seen a fluctuation of the indicator, the employed population. Employment of labour was affected by restructuring and modernizing the economy in both states.

In relation to these changes and the objectives of the European employment strategy, Romania and Bulgaria have developed their own employment strategies and action plans.

In the table below we can see a general structure of labour market in Romania and Bulgaria.

	Romania			Bulgaria		
	Active Population[2 3]	*Employed Population*[4]	*Employment Rate*[5]	*Active Population*[6]	*Employed Population*[7]	*Employment Rate*
2007	9,994,000	9,353,000	58.8%	3,551.300	3,211,292	61,7%
2008	9,944,000	9,369,000	59%	3,549,000	3,331,000	64%
2009	9,979,000[8]	9,315,000	59%[9]	3,503.800	3,281.500	63%



Evolution of employment rate in Romania and Bulgaria

II.1.2. Policy style

In the field of employment on European level unusual dynamic process are developing which reflect directly on the necessity for reforming of the national labour market and are aiming to achievement of much closer binding of employment policy in the framework of the Lisbon Strategy (Great Britain Parliament, 2007).

Until recently, the social policy in Bulgaria and Romania has been guided by the principle of passive social protection, but new social phenomena have led the states to switch to active social policy in order to create a just social order. Both states develop an active employment policy. Through active policy on the labour market (information and profesional advice, labour mediation, programmes and measures for employment and training and vocational traning, advice and assistance to start an independent activity or a business) the state aims at including permanently the unemployed persons on the initial market, as well as to improve the correlation between demand and supply of labour force.

EU member states including Bulgaria and Romania base their employement policies on three main objectives considered of major importance in the European employment strategy, namely:1) full employment of labour; 2) improving the quality and the productivity of the work; 3) streinghthening the cohesion and social inclusion. The politic instrument suggested for their achievement is called ”open method of coordination”[10] and ”Join Assessments Papers on employment priorities- JAP” represents the firs stage of cooperation in the employment field between the European Comission and members countries and candidate states.

II.1.3. Policy content

Romanian and Bulgarian employment policy is harmonized with the requirements for compliance with the European and international standards, reflected in the European Employment Strategy and its priorities, the recommendations of the International Labour Organization (ILO), the Organization for Economic Cooperation and Development (OECD) and other international organizations. In both countries the employment policy is targeted to increase the employability and to promote the activeness on the labour market of the disadvantaged groups of employment: young people, person with low education and qualification, long-term unemployment, persons with over 50 years of age.

The Employment Strategy of the Republic of Bulgaria was developed on the basis of the following documents: Human Resource Development Strategy 2000-2006, A Joint Report on Assessing the Employment Priorities in the Republic of Bulgaria (2002), National Plan for Economic Development, Bulgarian Government Program "People Are Bulgaria's Wealth", The Social Policy Strategy of the Bulgarian Government (2002) which had the main message of the strategy "Better order and social justice". For the Romanian strategy the basic documents are: Romanian Government Program, Common Document for Employment Policy Evaluating, National Plan for Development and Human Resource Development Strategy (2007-2013).

Both, Romania strategy and Bulgaria strategy emphasizes the fact that their objectives are formulated in accordance with the three major objectives of the European Strategy for Employment. The strategic objectives of the two documents are about the same. Romania has proposed the next medium and long term goals: 1) increasing employment levels of working age population and combat the effects of the structural unemployment; 2) promoting the adaptability of workers and 3) promoting social inclusion and strengthening of the social dialogue, while Bulgaria follows: 1) increasing employment and limiting unemployment; 2) improving the qualitative characteristics of the labour force and the productivity of labour; 3) achieving social cohesion and reintegration of the vulnerable social groups, which have the smallest chances for participation and job placement. For each objective there are a lot of other sub-goals.

The means and tasks for implementation of the above formulated goals and may be grouped in the following main dimensions for Bulgaria: 1) active and prevention measures for limiting unemployment and increasing the participation of the population labour force; 2) income policy that promotes employment; 3) promotion of entrepreneurship and providing incentives to small and middle-sized businesses for the opening of more and better jobs; 4) transformation of informal employment into formal one; 5) enhancing the capacity of workers to remain active and introduction of active aging policy; 6) increasing the adaptability of the labour force to the changing economic conditions; 7) increasing the human capital and activation of the life long learning policy; 8) development of the policy for equal opportunities and free labour market that is accessible for all social groups; 9) development of active policy on the labour market that is targeted towards the full social and economic integration of the risk groups on the labour market; 10) limitation and overcoming of the regional disparities on the labour market (Employment Strategy of Bulgaria, 2004-2010: pp. 24-25).

Compared with those, the main dimensions stipulated in Romanian employment strategy are: 1) active and prevention measures for unemployment and inactive persons; 2) creating new jobs and promotion entrepreneurship spirit; 3) promotion of adaptability and mobility in labour market; 4) increasing the human capital and activation of the life long learning policy; 5) increasing the labour market offer and promotion of active aging; 6) gender equality; 7) transforming undeclared work into proper employment; 8) overcoming of the regional disparities on the labour market (Romanian Employment Strategy, 2004-2010: p. 33).

This analysis emphasizes that in field of employment policy are the same common elements and principles for Romania and Bulgaria.

To this we add the fact that Romanian and Bulgarian legislation is based on the civil law systems (Reitz, 2007: pp. 29-31, pp. 285-287). Employment relationships between individuals

and employers are regulated predominantly by the Constitution, the international treaties which Romania and Republic of Bulgaria are signatory and that have been ratified by the Parliament and domestic legislation.

The most important legislativ tool for the implementation of the policy is the Labour Code, but for civil servants we have a specific legislation-public law. Also, it is important to note that resources for the implementation of social policy and financing of active labour market policy, measures and programmes come from state budget and state social security budget.

II.1.3. Policy structure

Because the convergence imply also, common structures, let see if in Romania and Bulgaria, in field of employment we have similar or the same institutional framework. The institutional framework of the labour market consists in institutions with responsabilities and duties related to the development, implementation and monitoring of the employment policy.

The main institutions in Romania and Bulgaria with responsabilities on employment policy are: 1) the Government or Council of Ministers[11]; 2) ministries[12], in special, Ministry of Employment, Family and Social Protection (Romania) and Ministry of Labour and Social Policy (Bulgaria) which colaborate with others to implement the social policy; 3) National Employment Agency[13]; 4) teritorial and local institutions; 5) unions and patronages.

Regarding the institutional framework, the European Commission acknowledged the progress made by the national authorities as regards strengthening the institutional framework and recommended to do substantial efforts in reforming public administration.

Conclusions

The answer of the question whether there is a convergence among public administrations is that there are some common values and principles, related to the European democratic tradition and contemporary administrative practice, which have a strong influence on the EU administrative space as a whole and on each of the member states. Therefore, the achievement of a certain level of convergence in a particular national administration is of vital significance for its incorporation in the European administrative space and the transformation of its administrative system is a tool for achieving the desired convergence.

With regard to Romania and Bulgaria the last empirical analysis for validation the diferent assumption of convergence emphasis the existence of common features into this two country. First, we believe that between Romania and Bulgaria exist a same degree of convergence due to the similar historical experiences. Therefore, the countries have same common values and traditions.

Acording to the general definition given to the concept of convergence „common and shared legal rules, similar institutional, organisational, procedural and behavioural arrangements" the analysis on labour issues in the two states showed a similar social model which is based on about the same principles: legal compliance, reliability, preventive measures, sustainable results, effectiveness, efficiency, coherence. Considering the principles of the social model in Romania and Bulgaria we can conclude that they share the values of Continental model (strong focus on social security and pension systems, the importance given to the trade union).
At the European level have been developed four types of social model: the Nordic model, Anglo-Saxon model, Mediteranean model, Continental model.

Also, the hypothesis of the convergence between the two states is validated by similar structure and functions of the responsible institutions for policy implementation.In the same time both countries are members of the EURES network, tool that facilitates improving employment.

After the theoretical documenting and the analysis of the statistics data we can talk about the existence of a certain degree of convergence between the two countries of a similar social model and we consider that this tendency of convergence of the administrative systems can be seen in other EU member states.

Notes

(1) Typical examples are cases where EU level decisions and legislation reinforce already existing tendencies at the national level, as part of a solution.
(2) Report Romania in figures, 2008; Romania in figures, 2009, p.17, http://www.insse.ro/cms/files/publicatii/Romania%20in%20cifre%202009.pdf, retrieved on January 13th 2010.
(3) Economically active population (active persons) comprises all persons aged 15 years and over, providing available labour force for the production of goods and services; it includes employed population and ILO unemployed.
(4) National Statistical Institute of Romania, Statistical Yearbook 2007 available on the website http://www.insse.ro/cms/rw/pages/anuarstatistic2007.en.do Employment includes, according to the methodology of "Household labour force survey" all persons aged 15 years and over, who carried out an economic activity producing goods or services of at least one hour1) during the reference period (the week previous to the recording) in order to get income as salaries, payment in kind or other benefits.
(5) Employment rate represents the ratio between employed population and total population aged 15-64 years expressed as percentage.
(6) The data are obtained based on the analysis of activity reports of the National Statistical Institute of Bulgaria www.nsi.bg/Population_e/Population_e.htm, Population and Demographic Processes in 2008, Retrieved on: January 14th 2010.
(7) Sursa: http://epp.eurostat.ec.europa.eu, Eurostat [tsiem010], and National Employment Agency of Bulgaria http://www.az.government.bg/eng/internal_en.asp?CatID=15/04&WA=NumCharts/LabForce.htm, retrieved on January 14th 2010.
(8) The data are estimates and are calculated by the author on reports the National Institute of Statistics of Romania in first three quarters available on the website http://www.insse.ro/cms/rw/pages/comunicate/arhivasomaj.ro.do retrievd on January 13th 2010.
(9) The data is estimate and is calculated on author on reports the National Institute of Statistics of Romania in first three quarters available on the website http://www.insse.ro/cms/rw/pages/comunicate/arhivasomaj.ro.do retrievd on January 13th 2010.
(10) The open method of coordination tool of the Lisbon Strategy, provides a new framework of cooperation with Member States use national policy instruments in order to achieve common objectives in areas that fall within national competence, such as employment, social protection , social inclusion, education, training, post-accession strategy of Romania, pg. 43-46.
(11) Strategic centers for formation and general coordination of the national policy.
(12) Strategic units for elaboration, planning, methodological assistance and monitoring of the implementation of the sector policies.
(13) Executive agency for the implementation of the government policy on employment promotion.

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