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Basic Elements regarding the Structure of the Local Public Administration. Comparative Study between the Suceava County Council in Romania and the Briceni Rayon Council in the Republic of Moldova

Petronela SCUTARIU[1], **Cristiana PASCARI**[2]

[1] Lecturer PhD, "Ştefan cel Mare" University of Suceava, Faculty of Law and Administrative Sciences, Suceava, Romania, petronela.scutariu@fdsa.usv.ro
[2] Graduate Student, "Ştefan cel Mare" University of Suceava, Faculty of Law and Administrative Sciences, Suceava, Romania; cristianapascari@gmail.com

Abstract: This micro-research allowed the highlighting of the organizational particularities, from a territorial and functional point of view, of the deliberative bodies of the public administration at the level of Suceava County in Romania and Briceni District in the Republic of Moldova. Suceava County Council is a public authority that operates at the county level with the aim of managing the activity of communal, municipal and city councils for the provision of county public services. The Briceni Rayon Council is the representative and deliberative authority of the rayon population, its subdivisions implementing public policies in the fields of education, social assistance, finance, culture, tourism, agriculture, economy, construction and management.

Keywords: *local public administration; administrative-territorial units; territorial structure; functional structure; county council; district council; specialized commissions.*

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1. Introduction

In any country, the local public administration is a network of institutions and organizations, whose main objective is to ensure the order and social, economic and political security of a community. If the main objective of local public administration is practically no different from country to country, then the structure and form of activity of local public authorities is different. The local public administration in many countries usually includes two types of bodies: the eligible municipal assembly (assembly, council), which adopts the most important decisions, and the executive body (mayor), called to carry out the decisions of the representative body and to carry out the operative administration (Șaptefrați, 2016).

In this context, the general objective of this micro-research aims *at analyzing the territorial and functional structures of the public administration in the administrative-territorial units, in order to highlight the organizational particularities of the deliberative bodies at Suceava County and Briceni Rayon.*

Achieving this general objective involves pursuing the following specific objectives:

O1: exposing the specifics of the territorial administrative structure of Suceava County

O2: presentation of the specialized commissions composed of the collegiate authority at the level of Suceava County

O3: enumeration of the components of the specialized apparatus of the Suceava county council

O4: highlighting the territorial administrative structure of Briceni Rayon

O5: study of the attributions of the specialized commissions set up at the level of the deliberative authority of Briceni Rayon

O6: explaining the role of the subdivisions subordinated to the Rayon Council.

2. Structure of the public administration at the level of Suceava County

The local public administration is responsible for meeting the main needs of the citizens at the level of each administrative-territorial unit. Local public institutions have the autonomy to govern themselves, which means that they have the freedom to conduct their own activity, they can set up new public services, based on a public need of the majority of the inhabitants of that community. According to the legislation, the territory of Romania is organized in counties, municipalities, cities and communes.

II.1. Administrative structure of Suceava County

Suceava County is located in the northeastern part of Romania. In terms of area, Suceava County has 8,553 km^2 of which 4,419.7 km^2 are forests and 3,548.2 km^2 are agricultural land. Regarding the neighbors of Suceava county, to the north it has the border with Ukraine, to the south it borders the following counties: Neamţ, Harghita and Mureş, to the east with Iaşi county and Botoşani county and to the west Bistriţa - Năsăud and Maramureş counties.

Suceava County has its residence in the municipality of the same name.

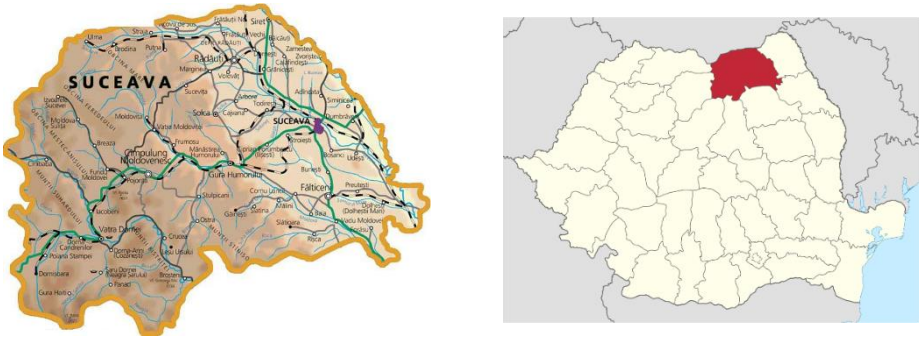


Figure no. 1. Location of Suceava County on the Romanian national territory
Source: Location of Suceava County on the Romanian national territory (n.d.a; n.d.b).

From an administrative point of view, the county is divided into 114 administrative-territorial units, respectively 5 municipalities, 11 cities, 33 component localities of municipalities and cities, 98 communes and 379 villages:

Table no. 1. The administrative structure of Suceava County

Municipalities	Cities
Suceava (the county seat), Câmpulung Moldovenesc, Vatra Dornei, Fălticeni, Rădăuţi	Dolhasca, Gura Humorului Cajvana, Frasin, Liteni, Salcea, Siret, Vicovu de Sus, Solca, Broşteni Milisăuţi
Communes	
Voitinei, Brodina, Straja, Izvoarele Sucevei, Dumbrăveni, Pătrăuţ, Vama, Baia, Grăniceşti, Ulma, Rîşca, Vicov de Jos, Coşna, Ostra, Zamostea, Ciocăneşti, Moara, Şcheia, Frumosu, Vultureşti, Boroaia, Ilişeşti, Arbore, Pojorîta, Iacobeni, Burla, Vereşti, Cornu Luncii, Putna, Bilca, Undeşti, Mălini, Crucea, Panaci, Slatina, Vadu	

Moldovei, Bălcăuți, Ciprian Porumbescu, Moldoviţa, Zvorîştea, Dorna Arini, Adâncata, Grămeşti, Vatra Moldoviţei, Dorneşti, Fundu Moldovei, Cîrlibaba, Buneşti, Hârtop, Preuteşti, Comăneşti, Breaza, Mănăstirea Humorului, Sucevița, Berchişeşti, Hânţeşti, Todireşti, Botoşoana, Volovăţ, Dărmăneşti, Gălăneşti, Stroieşti, Bălăceana, Iaslovăţ, Stulpicani, Bogdăneşti, Marginea, Poiana Stampei, Cacica, Dorna Candrenilor, Satu Mare, Rădăşeni, Fîntînele, Sadova, Fântâna Mare, Pîrteşti de Jos, Forăşti, Horodniceni, Ipoteşti, Mitocu Dragomirei, Drăgoieşti, Frătăuții Noi, Siminicea, Horodnic de Jos, Muşeniţa, Frătăuții Vechi, Dolheşti, Moldovița- Sulița, Şarnu Dornei, Capu Câmpului, Valea Moldovei, Şerbăuți, Calafindeşti, Păltinoasa, Horodnic de Sus, Drăguşeni, Bosanci, Vitinel.

Source: Suceava County Council (n.d.)

II.2. Functional structure of Suceava County Council

The County Council is a public authority that operates at the level of each county, in this case Suceava, based in this locality, with the aim of managing the activity of communal, municipal and city councils for the provision of county public services. The County Council is made up of county councilors, whose number is established by order of the prefect depending on the number of the population. Thus, within the Suceava County Council, 37 councilors are active together with its president. The County Council is legally constituted if the number of councilors who took the oath is higher than the first natural number strictly higher than half of the number of members of the county council established according to the number of inhabitants of the county. (Suceava County Council (2020). Decision no. 107 of August 27, 2020 regarding the approval of the Regulation on the Organization and Functioning of the Suceava County Council, art. 8, para. 1) If the council has fulfilled all the conditions to be legally constituted, the prefect issues an order regarding the ascertainment of the fulfillment of the legal conditions, and otherwise, it issues an order regarding the non-fulfillment of the conditions, in which it mentions the reasons for non-constitution. The mandate of the county council is 4 years.

The county council is completed with the president of the county council, elected under the law for the election of local public administration authorities by universal, equal, direct, secret and free vote, who has the right to vote and conducts its meetings. (Government of the Romania (2019). Emergency Ordinance no. 57 of July 3, 2019 regarding the Administrative Code, art. 172, point 2) The president of the county council is accountable to the county council for the proper functioning of the county public administration. (Parliament of the Romania (2015). Law no. 115 of May 19, 2015 for the election of local public administration authorities, art. 102, para. 2)

The county council elects from among the county councilors 2 vice-presidents, at the proposal of the president or of the county councilors. (Government of the Romania (2019). Emergency Ordinance no. 57 of July 3, 2019 regarding the Administrative Code, art. 173, para. 1 letter a) The position of president of the county council and the position of vice-president of the county council are functions of public dignity (Government of the Romania, 2019). Emergency Ordinance no. 57 of July 3, 2019 regarding the Administrative Code, art. 171 para. 3)

After the formation of the County Council, within 30 days or in the constituent meeting, the establishment of specialized commissions on main fields of activity takes place. The number and name of the commissions is established by decision of the Suceava County Council, in their composition the number of members must be odd. These commissions are led by a president elected by the open vote of the absolute majority of the county councilors who compose them, assisted by a secretary. The activity of these commissions aims at analyzing the draft decisions of the county council in their field of activity and drawing up opinions on the draft decisions and on the analyzed issues, which they present to the county council (Suceava County Council, 2020). Decision no. 107 of August 27, 2020 regarding the approval of the Regulation on the Organization and Functioning of the Suceava County Council, art. 16, 17, 19. Suceava County Council has set up a number of 6 specialized commissions, as follows:

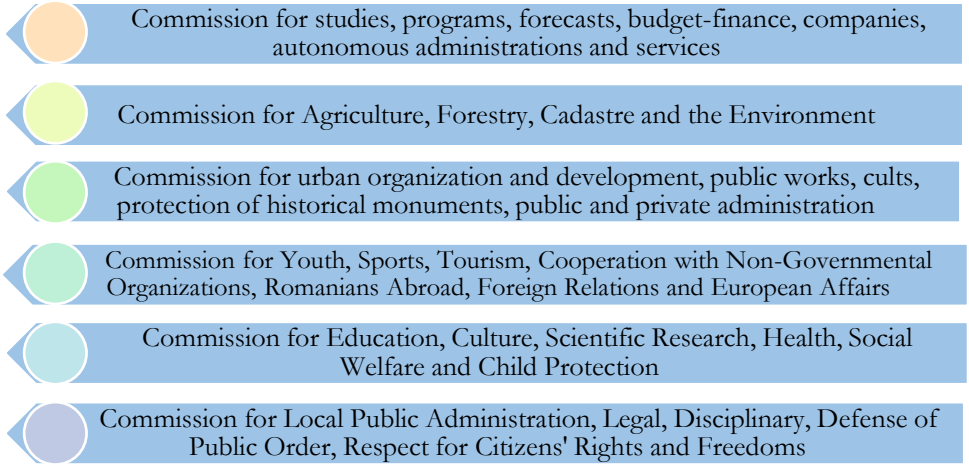


Figure no. 2. The specialized commissions of the Suceava County Council
Source: Suceava County Council (2021)

In order to fulfill its attributions as the authority of the local public administration, the Suceava County Council has a specialized apparatus, subordinated to the president, which is responsible for its proper functioning and ensures the management, coordination, guidance and control of the activity (Suceava County Council, 2021, art. 1).

The Suceava County Council includes in its organizational structure the following: *the public administrator of the county* who fulfills on the basis of a contract of agreement concluded with the president of the county council, coordination attributions of the specialized apparatus or of the public services of county interest; *the office of the president of the county council* that provides access to advice in areas of public interest.

The specialized apparatus of the Suceava County Council has in its structure directions, services, offices and compartments, as follows (Suceava County Council, 2021). Decision no. 63 of April 29, 2021 on the approval of the Regulation on the organization and functioning of the specialized apparatus of the Suceava County Council, art. 3): *Department of the control body of the president, Secretary General of the county, Department of records of the works of the county council, Local public administration Directorate (Legal and secretarial approval Department, Administrative litigation Department, Public information and hearing Department, Administrative procedures monitoring Department), Finance and Accounting Directorate (Government Programs, Budget Revenue and Enforcement Department, Accounting and Public Debt Department), Organization, Strategies and Human Resources Directorate (Human Resources Department, Internal Management Control and OSH Department, Payroll Department, IT Office, County Development Strategy Office), Organization, Strategies and Human Resources Department (Human Resources Department, Internal Management Control and OSH Department, Payroll Department, IT Office, County Development Strategy Office), External Funds and Diaspora Projects Service (Diaspora Office), Tourism Bureau, Technical and Investment Directorate (Technical and Investment Service - Road and Heritage Infrastructure Heritage Office; Waste Management Office; Programs and Public Transport Service; Local Public Transport Department), Chief Architect (Urban Planning, Spatial Planning and Cadastre Service, Wealth Management Service), Public Procurement and Contracts Service, Public Internal Audit Office.*

3. Structure of the public administration at the level of Briceni Rayon

Local public administration brings together all local public authorities established, in accordance with the law, to promote the general interests of the inhabitants of an administrative-territorial unit (Parliament of the Republic of Moldova, 2006). Law no. 436 of 28.12.2006 regarding the local public administration, art. 1) From an administrative point of view, the Republic of

Moldova is made up of villages (communes), cities (municipalities) and rayons. The local public administration authorities through which local autonomy is achieved in villages (communes), cities (municipalities) are the local councils, as deliberative authorities, and the mayors, as executive authorities. The local public administration authorities through which local autonomy is achieved in rayons are the rayon councils, as deliberative authorities, and the rayon presidents, as executive authorities (Parliament of the Republic of Moldova, 2006, art. 5, points 1 and 2).

III.1. Administrative structure of Briceni Rayon

Briceni rayon is located in the northwestern part of the Republic of Moldova. To the northeast it borders Ocnita rayon, to the southeast with Edinet rayon and to the southwest with Romania, and to the north with Ukraine. The surface of the rayon is 81.4 thousand ha, of which 50.7 thousand ha are agricultural lands, 8.2 thousand ha forests, 2.1 thousand ha constitute water basins, meadows 6.9 thousand ha and other lands 13.5 thousand ha. The population of the rayon is 73,958, of which 60,645 are rural and the remaining 13,313 are urban (Briceni Rayon Council, 2019).

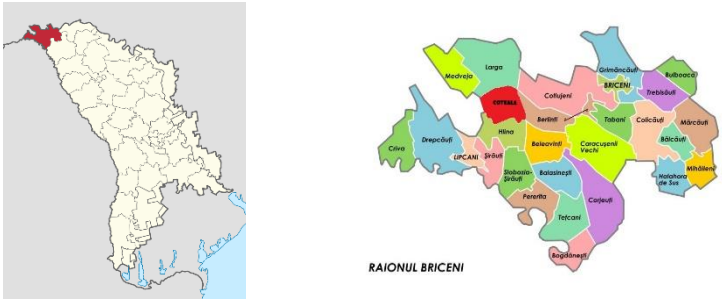


Figure no. 3. Location of Briceni rayon on the Moldovan national territory
Source: Location of Briceni rayon on the Moldovan national territory (n.d.a; n.d.b).

There are 39 localities in the rayon including 2 cities and 26 villages/communes, and the number of localities in the villages/communes is 37:

Table no. 2. The administrative structure of Briceni rayon

Cities	Villages (communes)
Briceni, Lipcani	Balasineşti, Beleavinţi, Bălcăuţi, Berlinţi, Bogdăneşti, Bulboaca, Caracuşenii Vechi, Colicăuţi, Corjeuţi, Coteala, Cotiujeni, Criva, Drepcăuţi, Grimăncăuţi, Halahora de Sus, Hlina, Larga, Mărcăuţi, Medveja, Mihăileni, Pererita, Şirăuţi, Slobozia-Şirăuţi,

	Tabani, Tețcani, Trebisăuți
Localities within the villages/communes:	
Balasineşti, Beleavinți, Bălcăuți, Bocicăuți, Berlinți, Caracuşenii Noi, Bogdăneşti, Bezeda, Grimeşti, Bulboaca, Caracuşenii Vechi, Colicăuți, Trestieni, Corjeuți, Coteala, Cotiujeni, Criva, Drepcăuți, Grimâncăuți, Halahora de Sus, Chirilovca, Halahora de Jos, Hlina, Larga, Pavlovca, Mărcăuți, Mărcăuții Noi, Medveja, Slobozia-Medveja, Mihăileni, Glozniţa, Pererita, Şirăuți, Slobozia-Şirăuți, Tabani, Tețcani, Trebisăuți	

Source: Briceni Rayon Council (2019, p. 3)

III.2. Functional structure of the Briceni Rayon Council

The Rayon Council is the representative and deliberative authority of the rayon population *(*Parliament of the Republic of Moldova, 2006, art. 41 point 1) The Briceni Rayon Council is made up of 33 councilors. The procedure for setting up the local council is the same as for the local council. Once the district council is legally constituted, the councilors are divided into factions, blocs and alliances. The faction consists of at least 3 councilors. The faction is based on lists of parties, socio-political organizations and electoral blocs. Alliances and blocs are made up of several factions and independent councilors after the factions are formed. The constitution of the factions, alliances and blocs shall be recorded in a report, which shall be annexed to the minutes of the meeting of the council at which their formation is announced (Briceni Rayon Council, 2012, pct. 3)

At the first meeting, the rayon council elects, from among the councilors, the president and vice-president (vice-presidents) of the rayon. The election is made at the decision of the council, by the vote of the majority of the councilors elected under the conditions of the Law on local public administration. The candidacy for the position of vice-president (vice-presidents) of the rayon is proposed by the rayon president, after consulting the factions. The term of the district council is 4 years.

After its establishment, the rayon council forms specialized advisory commissions for the main fields of activity. The fields of activity in which specialized commissions are formed, their name and the number of members, which must always be odd, are established by the rayon council, depending on the specifics and needs of the administrative-territorial unit. The specialized commissions are consultative working structures of the councils and are meant to ensure the efficiency of their activity. The commissions are accountable to the council and are subordinate to it. Each specialized commission shall elect, by an open vote of the majority of its

members, its chairman and secretary. The specialized commission has the following main attributions (Briceni Rayon Council, 2012, Cap. II):

a) identifies and examines the problems in its field of activity that need to be solved by the council;

b) analyzes the draft decisions of the council and predicts the consequences of their implementation;

c) draws up opinions on the draft decisions on the examined issues, which it presents to the council;

d) decides on other issues submitted to the commission for approval by the council.



Figure no. 4. Specialized consultative commissions of the Briceni Rayon Council
Source: Briceni Rayon Council (n.d.i)

The following subdivisions operate under the authority of the district council:

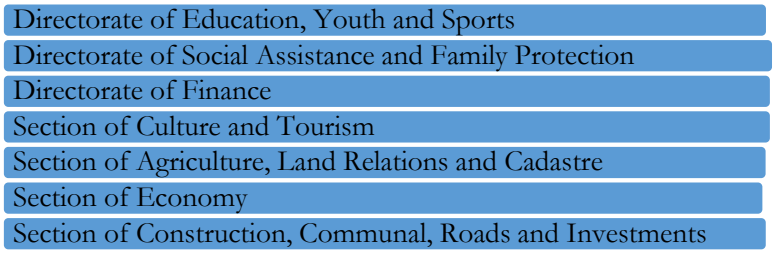


Figure no. 5. Subdivisions of the Briceni Rayon Council
Source: Briceni Rayon Council (n.d.h.)

The Briceni Directorate of Education, Youth and Sports implements national and district public policies in the fields of education, youth and sports, designs, organizes, coordinates and monitors the functioning of the educational system in public preschool institutions, in general, education institutions (primary school, gymnasiums, high schools) and in extracurricular educational institutions. Currently, DITS coordinates the functionality of 11 high schools, 18 gymnasiums, 1 primary school, 4 extracurricular centers and 34 kindergartens. (Briceni Rayon Council, n.d.a).

The Directorate of Social Assistance and Family Protection aims to identify people in difficulty and facilitate their access to benefits and social services, as well as supporting and mobilizing the community to prevent and resolve situations of difficulty (Briceni Rayon Council, n.d.c).

The Directorate of Finance ensures the implementation of the state budget-fiscal policy, the organization and the assurance of the elaboration, approval and execution of the district budget (Briceni Rayon Council, n.d.b).

The Section of Culture and Tourism is responsible for developing the concept of cultural development in the district and the complex programs of cultural activities, providing methodological assistance to all cultural institutions in the territory (Briceni Rayon Council, n.d.f).

The Section of Agriculture, Land Relations and Cadastre contributes to the application of legislative and normative provisions on the promotion of agricultural policy in the territory, as well as the implementation of various programs of cooperation and integration in the agri-food sector of the district (Briceni Rayon Council, n.d.d).

The Section of Economy is created in order to promote and implement state policy in the field of economy and attract investment (Briceni Rayon Council. N.d.g).

The Section of Construction, Communal, Roads and Investments manages the financial resources allocated to the district for the construction, reconstruction, modernization and repair of houses, water supply and sewerage systems, heating, gasification, roads and other communal objects (Briceni Rayon Council, n.d.e).

4. Conclusions

Based on the previous lines, we can conclude that the approach allowed the highlighting of the organizational particularities, from a territorial and functional point of view, of the deliberative bodies of the public administration at the level of Suceava County and Briceni Rayon.

From an administrative point of view, *Suceava County* is divided into administrative-territorial units: municipalities, cities, communes.

The County Council is a public authority that operates in Suceava County with the aim of managing the activity of communal, municipal and city councils for the provision of county public services. Within the Suceava County Council, 37 councilors work together with its president. The Suceava County Council has set up a number of 6 specialized commissions, on main fields of activity. The specialized apparatus of the Suceava County Council has in its structure directions, services, offices and compartments.

The *Briceni Rayon* includes localities, including cities and villages/ communes.

The Rayon Council is the representative and deliberative authority of the population of the district, being composed of 33 councilors. After its establishment, the district council forms 5 specialized consultative commissions for the main fields of activity. Under the subordination of the district council, there are 7 subdivisions that implement public policies in the fields of education, social assistance, finance, culture, tourism, agriculture, economy, construction and management.

Finally, we highlighted the organizational particularities, from a territorial and functional point of view, of the deliberative bodies of the public administration at the level of Suceava County and Briceni Rayon.

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