

THE MANAGER'S ACTUAL SIZE STEPS IN DECISION-MAKING PROCESS IN PUBLIC INSTITUTIONS IN THE CONTEXT OF SUSTAINABLE DEVELOPMENT

GOGOESCU DANIEL

PH.D STUDENT, UNIVERSITY OF CRAIOVA

E-mail: dan_gogoescu@yahoo.ca

Abstract

"The man holy presence is seen in place" says an old saying and this would be the simplest and the most efficient definition of assessment of an manager considered "good" by those responsible for his orders, by colleagues, as well as those who benefit from the results of this work. We are in the framework of this work to make the leap into problematic manager's role in the decision-making process in public institutions without claiming to deplete this subject quite comprehensive given public sector but special features and patterns services provided in this sector. We used for this purpose by the literature retrieved up to this moment.

Keywords: decision-making, administrative reform, public management

JEL classification: M10, M15

1. Introduction

In management, the final purpose of the decision-making act will be directing awareness of economic and social activity, content, nature and role, the decision asserting like a vector through which shall be determined place of each organizational units and sub-units of each employee in part and in whole, at the settlement tasks envisaged coordonating in time and space all categories of resources to ensure the implementation of these objectives.

The final decision will reflect your manager's experience and/or of the ensemble of data driving situation applied to social and economic problems.

Great diversity of the decisions, generated by the diversity – on horizontal and vertical – of bearings on which should be adopted/imposed on them, highlights impetuous manner requirements of knowledge of their typology with a view to rationalising its components, for the adoption and implementation of decisions qualitative improvement.

Henri Fayol has been defined the management as a whole which includes five components: forecast, organization, management, coordination, control, and in the conduct of these stages managers will "customize" how to comply with the act management, stressing once again that the management cannot be reduced to sets of rules and scientific programs.

Managers represent dynamic point of any organizations, through their science and art in this field and can manage material resources and human of the organization in such a way as to be obtained desired results.

In the course of time, many authors have developed theoretical models with a view to explaining detailed rules for the establishment and operation of processes to obtain a decision.

Whether it was intended to "model of the iron triangle" - elaborated to explain how to political decision-making in the United States, "the model of networks of influence" - which American analyst Hugh Steeper Ltd Heclø considers that it is incomplete -, "models of Peters" or those of his Guy B. Peters, the conclusion - in the case of public institutions - consists in the return to the basic model (that of Max Weber), in which bureaucratic institutions will be based on their rational nature, prevailed on the four main dimensions of its and whose final aim will always be serving of the public interest.

No "mathematical models" have not been forgotten when an attempt was made to quantify stages decision-making, but their variety dressed very numerous forms .

Diversity of the criteria in establishing detailed rules by which variants consequences decision-making (evaluated just in the light of these criteria) can be summed up rises many problems, solved by Von Neumann and Oscar Maia Morgenstern by utility theory in the decision-making process.

2. Decision-making process and its stages

The rational choice process of a directions of action in order to achieve the intended purpose, namely of the adoption of a certain decision, will involve pre-existing main specific conditions, namely: (a) the objective/targets are extremely accurately defined, quantified and be accompanied by a rigorous system of evaluation of the level of accomplish; b) there are more alternatives for action in order to achieve objectives; c) are specified factors (economic, social, time, personnel, etc.) which limits the framework for action.

In a general framework valid, it might be asserted that the process of taken and transmission managerial decisions involves three main steps:

- 1) preparation for the decision - where plot possible solutions for attaining the desired scope;
- 2) procedure for determining the optimal solution (practicable in existing conditions) and adoption/acceptance it self a decision;
- 3) stage of impulse, transmission and control of the decision.

To them must be taken into account factors always unpredictable, variables such as adverse effects generated by changing conditions (positive or negative) in respect of which a decision is taken.

In addition, the decision may be effective not only from the economic point of view, but also from points of environmental, social and psychological, etc, determined by specific indicators whose impact cannot be measured in terms which are known.

3. Decision-making process in public institutions

If public institutions situations, performance benchmarking will distinguish between classical efficiency and quality of service.

The process of opening and activation of public policy has caused a brownian movement of the elements of the pressure as an active part of the decision-making process.

It is known that external environment influences bureaucratic system management, public institutions having developed and in the ratio of external forces, the component economic policy and orientation

Similarly, in view of the fact that the organs and institutions at the local level who are better at needs of the Community, they shall take decisions in respect of local problem solving.

In this case, the employees are public institutions - either at central or local level - must have a systemic vision of the realities in the system, but also a high level of the ability to analyse and integrate informations from the local administration and/or services from the recipients of those institutions.

Resolving of situations from local units by decisions of central units, immediate superior, through the system of decision from top-to-bottom, involves a risk of apparition/adoption of solutions inadequate, due to insufficient knowledge of specific problems local communities.

Ranking of administration system requires enforcement of decisions taken by the organs at higher levels, the components of the lower layers.

It is important that the resolving of the issues of interest of local communities to be carried out by the initiative local public administration.

4. Manager's role in decision-making

As we said, the size of importance of the manager is given by very wide taxonomy of decisions to be taken/assume in the exercise of its functions, whichever that they will be normative or individual, by lower -middle-upper level, by indefinitely-long-middle-current terms, periodic or unique, integral or approved by the group or individual, general-specific-determined by application or changes, enforceable or management.

In other words, in addition to its "good manager" quality, manager's public institution is required to have thorough knowledge of the applicable legislation, which should normally be settled by adopting on the team to support - consisting mainly of technocrats - and a competent personnel in this field.

Theoretically, who seem sometimes utopian, a manager better - effectively - is the one that has beside him a strong team of tehocratia which may, at any time, provide information regarding the question raised, solutions and ways of action, able to assume the responsibility, in the event of a possible failure of proposed solutions, in front citizens - beneficiaries.

According to views of the specialists in the field, the process of change of the administrative decision is complex and involves the carrying out of eight successive stages in which they are involved more than one person and a "managerial"-type approach of the decision-making process will mean that merits decisions will be characterized by permanent comprehensivitate i.e. rationalization, efficiency and effectiveness - that rules, coherent system of correlations, reduced decision-making alternative, consideration hierarchy, attracting people with certain qualities and skills, pacing, training culture, an organization shall publish, etc.

Other approaches, as well as the political tackling, will also take into account political objectives, the existence or non-existent political coalitions, re-coordination of (sometimes all) of the objectives and detailed rules for their development, etc.

In a society with ideal pluralist policy, the objectives of policy in the public institutions are general, helping to improve administrative programs, in practice the situation is almost impossible.

A legal approach will be taken into consideration of the public interest on long-term assumed (creation of a package of laws that would allow knowledge and meet public interest) but which, often turns in the short term and, more rarely, average term.

Presidents and heads of governments in some developed countries have started to understand that, as a matter of fact, managerial competence in the public institutions (mainly in the local and central administration) radically influences performance obtained in the public sector.

Any public administration is perceived as a rigid bureaucratic system of the state and the citizen can and will feel significant differences between an public management and a simple administrator - as it is currently pictured the manager of an public institution, in the sense that public management is a dynamic, flexible, that would achieve public interests general and specific needs of members of society.

More simply, it is less important what it's called or what function occupies a person when the mission public institution of an entire community is not performed.

In some developed countries it is found an extension of the use of the public manager concept because they have recognized the need for major changes in the exercise of its functions and the driving public execution in public institutions.

We hold by the idea according to which a manager "good" /efficient, is a representative of public management, or, at least, that his governing team (a means of support) is prepared in this area.

Thus, public management (such as science and the method of action) or his authorized representative (as a tool for the implementation of science) will study "processes and the relations existing between the management system components and administrative and also in the framework of them in order to discover general principles and legislation, of methods and techniques for improving witted, organization and coordination, management of resources and control-evaluation activities in order to increase the degree of the public interest" [3].

Although there are similarities as regards the content of science management (general), the public management is characterised by specific limitations of the contents, and is important to state and the fact that we can identify and interdependencies between public management and other areas of economic and social sciences.

In the case of public management the final goal will mean increasing the degree of satisfaction of the public interest, as its determined by general and specific needs.

In order to achieve the main objective, public managers - as instruments by which shall carry out the functions public management, will ensure a realistic estimate of the entire system of objectives and, in the light of this, will generate a proper structure of the system administration - as a whole and in part - of public institution, everything exteriorizing as an armonious system of sistems.

It is true that a manager of public institution - a manager public - will wore a overweight of responsibility in managing all categories of resources at public sector dispose of, in their use in the processes of management and enforcement in the public institutions to meet the needs social and, by default, to attaining the desired end.

Although public management is a new field of the science of management, in the developed countries reform generated by deployment of it determined concrete positive results – awaked to by initiator and by the beneficiary - thus eliminating the gradually "acceptance" of stressed formality, namely instalation of the abominable "classic bureaucracy".

5. Romanian reform in administrative field

In Romania, administrative reform will not be achieved without the overall need to change the management concepts on public institutions, of its values and principles - on all decision-making levels, without preparing human resources from public institutions to understand the need to reform, the content of changes, the role and responsibility of each civil servant, and representative and, the most important of them, especially of the message that it is not strictly necessary to know all, that the syntagm "only I know, only I was right, only I decide" means a fundamental error of a manager in the public institutions [6].

The positive appearance of the public management, and, implicit, of the public manager, is that once it is considered as "efficient"- "good" in a public institution, he may translate his business - essential and his team of driving - in any other public institution, the differences in tools and procedures for action beeing insignificant.

The situation is obvious due to the fact that public management shall identify, adapt and integrate it into the content the principles, methods, techniques, etc. specific to numerous other areas: general management, administrative, statistics, public administration, etc.

Of course that public management is political affected as a result of pressures which the representatives of politics, integrated in organizational structure of the public institutions, exerts on processes of management and enforcement.

Manager's Art in the public institutions will be to reduce and/or mitigate their action intensity through a continuing adaptation because it is clear that strategies, policies and programs drawn up at the macro level by the representatives of the institutions of the state administration will influence at micro level strategies content of public institutions which carry out activities in various fields in the public sector.

Public manager will have to strike a balance between global strategies - generated at the central level, in the areas of public sector - and the general public interest - particular, i.e. between practice and theory generated by real social needs.

Public management efficiency in a public institution is direct resultant of professionalism with whom the public manager it is assumed that manages to harmonize (in the process of management and execution) agenda of political representatives from administration and social mission of public institution which he rule (in a specific field offices, specific needs, which is generated by municipalities which it serves).

Unfortunately, the political nature of public management prevail in all public institutions, a number of important jobs and public managerships and execution being occupied by persons appointed or chosen which do not fulfill any of the requirements relating to professional competence and managerial staff, and neither they nor their team of driving (which many times they have).

What's more, high frequency of changes in the strategies and national policies, not generated by the transformations occurring in public management international, but the blend in the work of the public institutions, in the management of resources, in the policies in the statement of reasons and exercise control in the framework of the system of political factor were determined significant deficiencies, imbalances and gain important systemic effects of crisis sometimes up to their collapse.

Complexity of the manager's institution in the public institutions (as an instrument of action of public management) is accentuated by significant influence on which a legislative framework has relations and processes of the management of public institutions.

It is known that public managers initiatives are often limited the normative acts, and that changes in the existing legislative cause major changes in components of the system of public management and in the content of activities carried out in the public institutions.

In the countries with success in the field of public management, the managerial autonomy (and not the legislative) conferred to public managers re-attest idea the independence of action incentive offered for the purpose of obtaining a high-performance, determined and their responsibility, to their level.

Reality has demonstrated that there are no models of public management universal valid for success, imposed on the system of top-to-bottom (from central to local), public manager's performance, (in the system and in the system of systems) can be achieved only by means of a suitable adaptation of the general principles to specific reality existing in the public sector, the social needs general and specific, identified both at the central level, in the state administration, but in particular in the public sector, at the level of local communities.

Also, in order to size in a real mode the significance/importance of the public manager also must be fulfilled and the principle continuous improvement both personally, as well as at the level his team, by carrying out analyzes extensive, complex, initiated by the difference between the predicted and the results obtained.

Necessarily, there will be a causal analysis of the deviations and a hierarchy of causes which they have generated.

Improvement will have to mean a quantitative and/or qualitative jump expressed and obtained as a direct result of professionalism of the public managers to identify and implement in the public institutions necessary and timely changes of managerial conception and design style of management.

Another important function of the process of public management and a vital importance for its decision.

Later, it will need to take by the manager in the public institutions which has in view forecasting, through this public manager must associate each ways proposed action and human resources, materials, financial and information needed to achieve the objectives set out above.

Without necessary resources none of the targets can not be achieved, but the existence of the resources required does not contribute, obligatorily and necessarily, to accomplishment the mission of the public institution if, preliminary, have not been determined objectives and rules of clear action.

In concrete terms, one of the biggest plusses of the public manager - and its great art managerial one - it will highlight in the establishment of connection between the elements of trinomial: objectives predicted - components determined - relations established, the process being particularly complex, its aims influencing in large part degree of achievement of the mission and objectives of public institution.

6. The specificity of the public management

Due to the peculiarity of public management domain, the processes of design and harmonization are not reduced to internal organizational framework, but have a wider connotation, determined by the very fundamental objective content of public management, meet public interest, general and specific.

It is important to note that, cohesion components of public institutions is determined for the most part on the quality of the formal and informal organizational terms, both domestic and external, established and exercised by holders of jobs and public positions.

In other words, by the qualities posed by the manager and/together with his team, backed by decisions issued subsequently.

The harmonious combination of processes of intellectual work, theoretical (analysis, design, engineering depending on objectives and priorities) with those operational (which set into motion system components) significantly influencing the manager's performance and viability (team) in the position he holds.

Finally, another important aspect - primarily moral - is given by decisions taken as a result of exercising of control-evaluation function of its own activity by public manager, and implicitly, by each member of his team, individually and as a whole.

Last but not least, we need to bring in question and the financial aspect, invoked very often - more than is necessary or true - by the managers of public institutions when they are put up for discussion the results their work.

Often it is claimed by the managers of public and/or politicians that they would have been able to achieve more than for recipients of public institutions, but, unfortunately, the financial resources "there is no" or are limited, statements which we consider, almost completely untrue.

We never said that there is no financial resources, as long as there is a national public budget which comprise the state budget, the social security state budget and the local budgets of communes, towns and counties, and public institutions they are broken down by these budgets important financial resources, but which must be managed with responsibility and care.

But it is true that financial resources are insufficient for what managers are proposing to carry out, situation specific to human species in general.

Unfortunately, arguments are also referred to above would not only attract the discontent of beneficiaries of public institutions but constitutes, for many of those who made such statements, a way of coverage of professional and managerial incompetence.

Public managers manage public financial resources, and the multiple liability of which must be aware each, before appointment on such job in the government and public offices of management, involves not only professionalism, but, principles of ethics and morality.

Banks contribute significantly to improve the management of the financial resources (collection, follow-up, allocation) in public institutions or attracted by them, at ease for credit to be granted or offers other opportunities for investments needed to achieve the objectives export earnings.

Furthermore, these banks take over a large part of the activities by which public managers deploy the institution's financial policies, so as to facilitate the achievement of a plus economic value, so necessary to any public institutions.

In states with tradition in this direction (China), which operate such banks, in a situation in which the bank has not approved an objective of investment proposed by public managers as it is not identified as a priority in the strategy of public institution or for that, from the point of view of cost-benefit analysis, it is found to be non-profitable, calls up to other sources of foreign financing (even and external institution), in the worst case resigned at it.

In accordance with views of specialists in the field, a modern manager always "will fight" for the organization and will enjoy - when successfully run the office - a respect and a special social account [7].

We share ideas going by the *New public management*, developed and popularised in the public sector in the different countries, through which *professionalization of management* in the public institutions, namely promotion on leading positions by some managers who have been prepared for the management of public organizations will lead to increase of changes advertised such as regards implementation of policies, and when the results are not as expected, they will not wait to be dismissed for incompetence and professional managerial but are they going to do it alone.

The assertion that politics will be the one who has the power and the ability to recruit professional managers (heads of departments and agencies over specified periods) to support the implementation of programs political parties is partially incorrect.

On the executive level, managers employees or transfer are those who, in time, have obtained performance and hold great/fantasies professional and managerial skills and less of an experience as a result of the exercise of the actual tasks.

Seeking to increase the efficiency public organizations as a result of professional competence and managerial holders of public offices, in order to achieve and the supply of services it can be said that general managers in the organizations of services should not be specialists in a specific field of activity but can only be public managers, capable of high performance.

A manager belonging to "new public management" will extend *the driving style practiced* in the organizations *in the private sector*, abandoning authoritarian style and emphasis on profile of staff training and the position occupied in the structure and between performances of the salaries charged, on the basis of merit.

In our country, a part of the driving public functions in the public institutions are occupied by politicians or their representatives, shall be appointed to public offices in accordance with the procedure laid down by law or elected by voters and named to public offices of the governing board, in becoming a public managers, though, in strict meaning in the concept, do not have appropriate competence answerable to the public office for which they have candidate or in which they have been nominated.

Furthermore, a large part of the representatives of different policies occupy jobs in the government and public offices in the public sector, watching, by and large, the development of political objectives and intervention in public management systems by political decisions which they based or initiates, but most of the times, they do not coincide with social mission of public institutions concerned.

Moreover, although formal structure determine very well the position of representatives of policies in the system from an organizational point of a public institution, holders of public positions coming from political, tend to

intervene in the content of these public offices and to redefine its objectives, tasks, the powers and duties set out in public jobs established in the formal structure, generating often malfunctions with catastrophic consequences which continues and after the end of the period of office politics that it had had the representative of an groups that won majority in the elections.

In comparison, in the developed countries where politics has reached a certain degree of maturity, and representative political values are well-known to voters and politicians, is still more clearly defined compatibility of content of the objectives of the two parties, in such a way that changes that occur as a result of election results do no more than to tailor general policies and strategies, to diversify their arrangements for the implementation of the mission of social institutions and public authorities, without that the interventions to determine syncope which unbalance the public sector in the assembly.

This is the reason for which political representatives referred to - be appointed or elected to public offices without being public managers – to determine political objectives in the light of social mission in public institutions through which carry out their political strategies, and which should be compatible with those of the institutions concerned.

Practically, in the public sector in our country, the initiative design strategies and policies belongs to political representatives and not to public managers, policy competences prevailing in the public sector, the upshot being visible in a short period of time.

Situations of this type supplies general crisis already existing, with profound implications for our long-term on Romanian society as a whole.

7. Conclusions

As we have found, professionalization of public management cannot be achieved without an adequate concealing of the strategies and policies of training in the field of human resources, and is also aware of the fact that Western administrations allocate significant funds human resources training programs being actually, crisper in terms of strategies and global institutional.

Reality has shown that it is urgent need for training and refresher training of public managers to enable them to acquire methods and techniques of modern management, in order to develop managerial skills, but also, for the development specific strategic thinking and to extend management approach based on public performance.

Career-system development will pay particular attention to skills development and experience from persons that are able to be placed in the public institutions, in particular in public manager job because over time, such persons will be granted high competence to carry out a wide range of activities in various public institutions, in order to create structures of civil servants with a systemic vision and high degree of versatility (which will represent subsequently or not team of technocrats, for the support).

Following the example Switzerland, professionalization of management of public could be supported by entering a specific system of "specific indicators", defined only for the representatives in politics integrate administrative system structure and in public management, making it possible so measuring system efficiency led and of the effectiveness of those important political decision, in the last case, a public manager's effectiveness.

In other words, all world citizens admit that they do not wish to "see their money from taxes spent on high salaries of public managers", but, on the other hand, as long as there is no good excuse not to their will never succeed management development of a public-based professional competence and toward achieving the performance of the TV.

8. Bibliography

- [1]. Androniceanu A., Managementul schimbărilor, Editura All Educational, București, 1998
- [2]. Androniceanu A., Management public, Editura Economică, București, 1999
- [3] Androniceanu A., Noutăți în managementul public, Editura Universitară, București, 2006,
- [4]. Armstrong M., Managementul Resurselor Umâne, Editura Codecs, București, 2001
- [5]. Auby J.F., Management public, Editura Dalloz, Paris, 1996
- [6]. Belu D., Managementul organizației, Editura Universității Transilvania, Brașov: 2006.
- [7]. Cornescu V., Mihăilescu I., Stanciu S., Managementul organizației, Editura ALL BECK, București, 2003.
- [8]. Duncan J., Management: Progressive Responsibility in Administration, Random House, New York, 1983.
- [9]. Farnham D., Horton S., Managing the New Public Service, 2nd edition, Mac Milian Press Ltd., 1996
- [10]. Farnham D., New Public Managers in Europe, Cambridge, ICOSA Publishing, 1996
- [11]. Gilles P., New Patters of Governance, Ottawa, Kenneth Press, 1994
- [12]. Johns G., Comportament organizațional, Editura Economică, București, 1998;
- [13]. Manolescu A., Managementul resurselor umane, Editura Rai, București, 1998;
- [14]. Mathis R., Rusu C., Managementul resurselor umane, Editura Economică, București, 1997;
- [15]. Nica P., Iftimescu A., Management. Concepte și aplicații, Editura Sedcom Libris, Iași, 2006;
- [16]. Nica P., Iftimescu A., Management, Editura Universității Alexandru Ioan Cuza, Iași, 2003;
- [17]. Prodan A., Rotaru A., Managementul resurselor umane, Editura Sedcom Libris, Iași, 2006;

- [18]. Prodan A., Managementul resurselor umane, Editura Universității Alexandru Ioan Cuza, Iași, 2005;
[19]. Rotaru A., Managementul resurselor umane, Editura Didactică și pedagogică, București, 1995;
[20]. Mathis R., Rusu C., Managementul resurselor umane, Editura Economică, București, 1997.