

## **ANALYSIS OF THE PUBLIC MANAGEMENT ADMINISTRATION IN ROMANIA BASED ON DIAGNOSTICS AND SWOT ANALYSIS**

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**ABSTRACT:** *The paper identifies the strengths and weaknesses points existing in a public organization at the five management functions : planning, organization, coordination, training and control. It also done a PEST analysis of public management in Romania and it proposes a global model diagnosis and SWOT analysis for a public service.*

**KEY WORDS:** *management, public organization, strengths, weaknesses, opportunities, threats, SWOT analysis, PEST analysis , public service.*

**JEL CLASSIFICATION:** *M19.*

### **1. INTRODUCTION**

The fundamental objective of public management is to increase the satisfaction degree of the public interest being determined by general and specific needs. The general and specific social needs system determines in totality the content of public interest. In order to achieve the fundamental objective, the public management, through the exercise of its functions by public managers, provides a realistic forecast of the whole system of targets. Depending on this, the representatives of public management create an appropriate structure of the administrative system as a whole and each public institution in part, in which the cohesion is given by excellent coordination at the system and components level and by adequate motivation of human resources according to degree of achievement of expected targets for the public sector and for each existing institutional entity and distinct local community.

The achievement of fundamental objective of public management implies of the part of the holders positions and public leadership and execution positions in this area an added responsibility to manage all types of resources available to the public sector, namely human resources, information, material and financial resources. All

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these are used in management and execution process of public institutions for satisfying social needs and therefore fundamental goal of public management. Knowing how the funds raised in system are used in the system and identification of the extent to which the general and specific social needs are satisfied determine a permanent monitoring by control and evaluation of performance level achieved in the public sector in general and of every public institution in particular. The information resulting from the control and analysis within the administrative system in every public institution is the basis for improving management performance level achieved in the process of realization of fundamental objective of public management.

Although the public management, so now shown, is a new field of management science in developed countries are already convinced that the extension of the principles and its specific approaches is not only a relative matter, but also it becomes an imperative necessity which determines major axes of reform of public sector. Otherwise there is a risk of slipping into emphasized formalism, changing some general and non-essential meanings to the detriment of fundamental ones brought together in the new public management. Therefore it is necessary to give up old classic patterns of perception of the administrative system in general and public institutions especially as the administrative bureaucracy in which are developed rules, regulations, laws and by which they are applied and the transition to new principles and general laws of public management, through which the administrative system as a whole and each public institution through public managers seek to obtain a determined level of managerial performance reflected in increased satisfaction of general public interest and the specific social needs.

In Romania, the administrative reform can not be achieved without major changes in the concepts of public management, its fundamental values and principles, for each of the four levels mentioned above and without training human resources in public institutions to understand the need, change of content of reform, the role and responsibility of each civil servant and elected representative. Otherwise it will continue placing form before essence; or the reality showed that the two can not exist outside the other one but instead the essence determines the content of the reform objectives, depending on which the forms, ways of accomplishment and purpose of this complex process are identified.

## 2. DIAGNOSTIC ANALYSIS OF PUBLIC MANAGEMENT ORGANIZATION

**Strengths** identified in the public organization:

1) At the five management functions:

- a) Planning: travelling the need for planning in the public organization is very important, even though the reasons vary recognition; in preparing foreseeable development of the public organization; there is a weekly planning activities in each department; generally known forms that must appear in business planning - vision, objectives, actions, responsibilities, responsible.
- b) Organization: clear delineation of work processes on components, grouping them into posts and departments to establish certain criteria of managerial, economic and

technical; planning results are consistent with the results of the actions undertaken; in the institution, the structure of the organization is clearly defined by various specific laws activities of the institution; in general, internal relations are defined; the instructions and procedures are well established and respected.

c) Coordination: overall results are correlated with their planning activities; assigning tasks meet the chain of command.

d) Drive: organizational culture own account state law allows intrinsically motivating factor; negative motivation system is well defined by law and competent persons known to which it applies.

e) Control: there is mandatory reporting (periodic depending on events or appropriate).

2) At the subsystem level:

a) Subsystem methodology: there is knowledge and apply it consciously or not various techniques and methods: a simplified form of management by objectives and dashboard management through budgets, simplified methods of stimulating creativity techniques, forms of delegation, meeting, etc.; the need for training on specific areas is recognized;

b) Organizational subsystem: organizational structure is fixed and is determined by law, by government decision; the number of posts in the hierarchical pyramid is quite high elongation that leads to the possibility of deepening its positive effect rigorous substantiation issues and decisions; the relationships and duties of each hierarchical level are established by law; there are job descriptions for staff of the institution, their structure conform to the standards in force; informal organization structure adapts to the formal organization, enabling an improvement in communication vertically and horizontally.

c) The decision: decision-making procedures are well established and known; specific types of decisions of such a system are public; criteria used in the decision process are set forth in regulations.

d) Information Subsystem: the institution is equipped with computers connected to the Internet network; the institution's staff has the necessary skills efficient use of these resources; internal communication complies with the hierarchical structure; relations with the external environment of the institution are established by legislative measures; the communication system works both through formal channels and the informal, the results are satisfactory.

**The weaknesses** identified in the organization:

1) In the five management functions:

a) Planning: during the preparation of medium and long term strategies it is extremely low, the share of current activities being superior; deadlines are generally very restricted activities are concentrated mainly on results than on process; lack of viable strategies in the medium and long deconcentration of public services, programs of interinstitutional collaboration and cooperation agreements with other local governments; lack of reliable programs and strategies for the improvement of the quality of life of the local community; inability to develop programs and projects to attract financial resources available to the agencies, useful to improve living conditions; poor communication with NGOs materialized in a few partnerships with

them on medium and long term; limited financial resources and exclusive dependence on allocations from the national budget.

b) Organization: unscheduled share current activities planned is superior effect being noticed by the difficulty which generates various projects of local interest; relationships between departments held strictly limit the need registering major deficiencies in the communication; resources allocated are insufficient relative to current needs; the procedures and standards are mostly bureaucratic, characterized by an extensive informational circuit, which affects the time necessary decisions; excessive elongation of the hierarchical pyramid has negative effects on the institution analyzed information system.

c) Coordination: in many cases the process of recruitment and selection is only formally, many posts were occupied before the launch of the necessary formalities; in terms of personnel training there is a training plan specific to the institution, based on actual training needs; excessive fragmentation of activities and assigning them to solve a large number of people very often leads to the inability to establish a unique and universally accepted final result; the feedback for tasks limited to disclosure acknowledgment (in the form of reports) and possibly change their future requirements.

d) Drive: low importance given to this function of management; lack of a system to monitor the degree of motivation which permits identification of grievances and improving the current situation by integrating the positive and mitigate the negative effects.

e) Control-evaluation: weight control activity is clearly superior to the evaluation; lack of monitoring activity in the evaluation process; there are no criteria for performance evaluation.

2) At the subsystem level:

a) Subsystem methodology: application of methods and techniques in a simplified form or adapted to the driver's managerial style at the institution generate deficiencies resulting negative effect on the institutional components; the need for training on specific areas is constrained by lack of resources that allow only a small measure covering the necessary training; dense legal framework, insufficiently harmonized plagues uniform application and interpretation.

b) Organizational system: the definition of fuzzy objects affects the entire decision; excessive use of informal channels of communication generate malfunctions obvious; inadequate facilities and lack of facilities for the smooth running of local public services with the consequence of the impossibility of setting up one-stop shop; different administrative capacity of the administrative-territorial units with negative consequences highlighted in the quality of services provided to citizens; weaknesses in skills and promoting the image of the institution and the services provided to citizens; slowness in implementing quality management tools.

c) The decision: failure to establish responsibilities and criteria for assessing the fulfillment of their decision-making system leads to crowding negative effect on the efficiency of decision; bureaucratic procedures increase the time and costs of public management; missed stages of the decision-making generally leads to increased lack of a thorough and objective substantiation; the transmission of information is affected by

the lack of a coherent information system (creation of internal and external information flow and expanded access to resources in the external environment would eliminate the distortion phenomena circulated and short-circutare); creating an ethical decision-making system that would eliminate inequities between different types of decisions.

d) Information System: facilities with computers and internet access are insufficient compared to the needs qualitatively or quantitatively; lack of strategies to acquire computers (preferred next-generation components and reduced in number when the need for such public institutions could be purchased but a large number of previous generation); information flows and circuits are affected by manifest shortcomings own systems of others; internal communication is characterized by impaired own forms of expression system: filtering and distortion as completely unavoidable elements, redundancy and information overload circuits; management system and rigid centralized public money.

### **3. PEST ANALYSIS OF PUBLIC MANAGEMENT IN ROMANIA**

It is a tool for analyzing contextual factors external operating institution: politically, economically, socially and technologically. They show the impact and general trends of the four factors, major stimulator of change.

The political factor it materialized: through the legislative institution works, policies, strategies and programs of government's governmental; by still weak political stability in the public institutions and the lack of clear apartement to a certain political doctrine of public systems managers; (Permanent migration of politicians from one party to another).

The economic factor is the variable component which includes business and investment, funding programs, adoption of fiscal strategies at local, micro and macro-economic policies. Create programs capable of attracting structural funds related to those already attracted efficient use may increase the economic performance of public administration.

The social factor: a set of values, attitudes, and demographics typologies that confer a note of specific external environment. Occupancy of labor, unemployment, social protection can in turn influence the activity of the institution which is the interface territorial Government regarding the sectoral public policies. The quality of services rendered determine attitudes, positions and reactions sketching, according to them an environment "hostile or friendly" course of business. Not to be neglected is the contribution of civil society in decision-making, based on participatory and transparent criteria that can guide specific administrative act on meeting social needs.

The technological factors: the technological forces that influence the activity of public institutions are developing technologies that can reduce IT costs by applying the institution's best technologies.

### **3. DEVELOP A COMPREHENSIVE DIAGNOSIS AND SWOT ANALYZES FOR PUBLIC SERVICE**

SWOT analysis revealed the strengths and weaknesses of the organization and functioning of the opportunities and threats moment the institution so as to adapt the strengths to opportunities, to minimize threats and eliminate weaknesses.

**Strong points:**

- Human resources quality as evidenced by the high percentage of staff with higher education public institutions;
- Adopting the most effective methods of employee loyalty;
- Openness to innovation and continuous improvement;
- High capacity to adapt human resources to specific functional structures reforms that took place in Romania;
- Receptivity and adaptability to changes in the legislative and diversity duties;
- Trust, respect and loyalty for managers of public institutions;
- The authority of the institution;
- IT & C sector expansion.

**Weak points:**

- Difficulties encountered in applying management functions;
- Lack of indicators and evaluation criteria;
- Insufficient promotion of public institutions and the lack of specialized people in this field;
- Lack of organizational culture;
- Poor management;
- Understaffed in relation to the volume of assigned tasks;
- Insufficient funds for training;
- Focusing on solving time-consuming activities irrelevant;
- Persons involved in activities focuses more on achieving results than the process itself;
- Insufficient resources allocated to solving urban problems and the inability of the institution to create systems capable of attracting capital from alternative sources (community programs, banks, investment funds, etc.);
- Promote the professional ranks restriction imposed by Law no. 161/2003 which refers to the percentage of staff seniority and pay grade minimizing professional skills and promote young defavorizând
- The management of public institutions prevails in many cases not the personal interests of the community;
- Lack of local or regional development strategies and institutions capable of constructing them;
- Inadequate infrastructure;
- Low development of systems (an insufficient number of computers, many of them obsolete);
- Internal communication difficulties generating increased resistance to change;
- The existence of informal communication systems;
- Lack of a document management system capable of providing complex information in real time or with smaller gaps than 7 days;
- Low efficiency of resource allocation;
- Lack of marketing strategies;

- The tables below on a relatively small scale of advanced technologies;
- Failure to fulfill the criteria of eligibility for applicants for EU funding programs;
- Low standard of living compared to other European Union member states.

***Opportunities:***

- Romania's accession to the European Union with benefits in creating a modern and efficient administration;
- Implementation of the *acquis communautaire*;
- Accelerating institutional reform generated by the accession process;
- Introduction of quality management standards in public administration;
- Benefits from the experience of EU Member States;
- Developing public-private partnership;
- Flexible legislative framework;
- Free movement of services and people;
- The existence of European funds for institutional development;
- The existence of programs and projects administration reform;
- Cooperation with other countries for training of public administration by establishing partnerships;
- Access civil / public managers to obtain scholarships gouvernementale abroad;
- The possibility of achieving benchmarking relative to similar bodies in the Member States of the European Union through partnerships, working visits, joint projects.

***Threats:***

- The high level of migration of public servants in other sectors;
- Excessive bureaucracy;
- Resistance to change;
- Limited capacity to implement public policies;
- Change of ruling parties;
- Legislative instability;
- High engagement of political forces in public management;
- Differentiated level of economic development regions urban / rural.

To establish a diagnosis of management of public institutions can use surveys, surveys on the structure shown below.

#### **4. CONCLUSION**

In the context of change imposed by European integration it takes into consideration the optimizing of the management in the central administration through the progressive reduction at this level on the role of state administration, development of market economy and affirmation of representative structures of civil society.

Achieving these goals requires, according to the strategy of Government, on the one hand, freeing the government and its apparatus of some of the decisions, especially in the sphere of technical decision, purely administrative and to delegate them in subordinate structures, to the government remains to pay attention to the process of decisions exclusively of political nature. On the other hand, it requires

restricting administrative control functions of coordination, control and public international relations in own field of activity.

The administrative reform is not only clearly specifying some basic principles, such as those in some acts, but also a complex of rules, institutions and economic instruments to ensure real autonomy, effective and efficient, of local public administration authorities, elected in territory.

Although it constitutes a chapter in the government's reform program strategy, the administration reform seems not to be a priority at this time. In Romania, local democratic institutions coexist with centralized structures belonging to the old system. They are forced to operate within a legislative framework, organized and economically incompatible. This situation creates numerous malfunctions and generates hybrid trends remaining implicit when the government and the political class are not unequivocal in clear option whose realization could be pursued consistently.

Undoubtedly, such a situation is likely to generate compromising local elected officials, local and county councils, which deprived of real autonomy and means, are perceived by citizens as incapable of solving the interests of local communities, which can ultimately compromise the very local autonomy as a component of democracy.

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