

## ***ELEMENTS OF THE MANAGEMENT IN ADMINISTRATIVE ORGANISATIONS***

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*Abstract: At the level of the administrative organizations, as well as within any type of organization, it appear elements of the management of their own structures, relationships, departments, internal or external actors, processes or mechanisms. Is what we define in terms of specialty as public management, in the light of the fact that the administrative organizations are operating in the public space, in the interest of the community in which they arise.*

*The present article aims to outline the features of the management at the organizational-administrative level, on the basis of dimensions: actors involved in the administrative process, characteristics of the decision making processes and of the institutional mechanisms, of the selection criteria of the decisions at this level and of the values activated. The analysis will focus on a quantitative study, based on a questionnaire applied to the workers from the city halls of Moldavia: Suceava, Botoșani, Neamț, Iași, Vaslui, Bacău, Galați and Focșani.*

*Keywords : public administration, management, public management, decisional process, organizations.*

### **From general management to the management of the administrative organizations**

Generally speaking, the management refers to “the organization and coordination of the activities of a business in order to achieve defined objectives”<sup>1</sup>.

Management is often included as a factor of production along with machines, materials, and money. According to Peter Drucker (1909-2005), “the basic task of management includes both marketing and innovation” (Drucker, 1999, p. 43). Practice of modern management originates from the 16th century “study of low-efficiency and failures of certain enterprises”, conducted by the English statesman Sir Thomas More (1478-1535) (Mullins, 2001, p. 31).

From our point of view, the management consists of the interlocking functions of creating corporate policy and organizing, planning, controlling, and directing an organization's resources in order to achieve the objectives of the public policies.

Continuing the analysis, a central part of the study of organisations and of the management is the development of management thinking and what might be termed as the management theory. There are many ways of categorising these various approaches.

<sup>1</sup> The definition is taken from the online adress: <http://www.businessdictionary.com/definition/management.html#ixzz3DSip5qhn>.

Whatever form of categorisation is adopted, it is possible to identify a number of other approaches, or at least sub-divisions of approaches, and cross-grouping among the various approaches. The choice of a particular categorisation is therefore largely at the discretion of the observer. The following analysis will revolve around a framework based on four main approaches:

- classical – including scientific management and bureaucracy;
- human relations – including neo-human relations;
- systems;
- contingency.

Attention is also drawn to other approaches or ideas, including:

- decision-making;
- social action;
- postmodernism field (Stewart, 1999, pp. 35-42).

McGregor consider that: “Every managerial act rests on assumptions, generalizations, and hypotheses – that is to say, on theory. Our assumptions are frequently implicit, sometimes quite unconscious, often conflicting; nevertheless, they determine our predictions that if we do a, b will occur. Theory and practice are inseparable” (McGregor, 1987, p.6).

Miner makes the point that “the more that is known about organisations and their methods of operation, the better the chances of dealing effectively with them. Understanding may be more advanced than prediction, but both provide the opportunity to influence or to manage the future. Theory provides a sound basis for action” (Miner, 1980, p. 25).

Mooney and Reiley set out a number of common principles which relate to all types of organisations. They place particular attention on:

- the principle of co-ordination – the need for people to act together with unity of action, the exercise of authority and the need for discipline;
- the scalar principle – the hierarchy of organisation, the grading of duties and the process of delegation; and
- the functional principle – specialisation and the distinction between different kinds of duties (Mooney, Reiley, 1947, pp. 61-68).

In the case of public sector organisations, in particular, there is a demand for uniformity of treatment, regularity of procedures and public accountability for their operations. This leads to adherence to specified rules and procedures and to the keeping of detailed records. In their actual dealings with public sector organisations, people often call for what amounts to increased bureaucracy, even though they may not use that term. The demands for equal treatment, for a standard set of regulations that apply to everyone, and that decisions should not be left to the discretion of individual managers are in effect demands for bureaucracy.

Green argues that, although bureaucracies are becoming less and less the first-choice format for organisational shape, there is still a place for bureaucracy in parts of most organisations and especially public sector organisations such as local authorities and universities (Green, 1997, p.19). The use and implementation of tried and tested rules and procedures help to ensure essential values and ethics, and that necessary functions are run on a consistent and fair basis.

From our point of view, when we speak about management in administrative organization, we will try to conturate an analysis that shoul focus on management theories, on administrative and bureaucratic theories, on organizational behavior theories.

From these paradiigms activated, we determined the direction of analysis that we will apply on public administration: the actors involved in the public policies process, the decision making process and the features of the public decisions and the evaluative criteria and de values activated in the decision making in public sector.

### **Methodology and sample**

The present study is a prescriptive one and aims to identify the actors, their features, the mechanisms and processes that the decision-making process enables and the values at levels at the administrative level: in Moldovians city halls. The questionnaire uses the three models based on some items in the form of closed questions that are designed to place the respondent in a decision making model.

The research sample is composed of 648 respondents, employees of the mayoralities of cities: Piatra Neamț (PN), Iași (IS), Bacău (BC), Vaslui (VS), Suceava (SV), Botoșani (BT), Galați (GL), Focșani (FC).

The sample is representative for the population of Moldova region, the civil servants employed in institutions of the Moldovian cityhalls being quite homogeneous, meaning an average of 1,51% from the total population of civil servants of these institutions (5317).

### **Results**

In the present analysis, we will outline the results in a comparative manner (the results obtained from the genral sample, together with the results obtained at the level of the 8 administrative organizations) and we will try to analyze the similarities and differences.

**On the actors involved dimension**, we have had in mind four items (**A1, A2, A3, A4**) in order to determine the characteristics of this dimension of this early analytical dimension. In the total sample, decisions are taken by the institution, as a whole or of its representatives at the level of leadership – 69,4%, 16,8% claim that individuals, in the singular manner, are involved in decision making, 7,9% - both individuals and groups are involved in decision-making process, non-response rates is 5,9% (**A1**); Inside the institution, beginning at the level of decision-making body, of total respondents, 49,4% declares that the group of those who take the decisions is clearly established and defined, but there may be some changes on the way, 42,1% claim that the group has a distinct identity from the start, 2,8% argue that it is not clearly established, non-response rate is 5,7% (**A2**); 73% - those who take the decisions are clearly outline in each department or workgroup structure, in part, 18,1% - are inside the institution, but are not clearly distinguish in general administrative staff, and 3,5% - may as well be from the outside (**A3**); Those who take the decisions are not independent – 69,3%, may have some degree of freedom – 11,3% or are cvasi-independent - 6,3% (**A4**).

In relation to the four items, at the 8 the administrative organizations level, the percentages for each variation of the response of each item are part of the same general logic in relation to those obtained from the total sample. Only the value of each percentage is different (**Table 1: Actors – comparative results**).

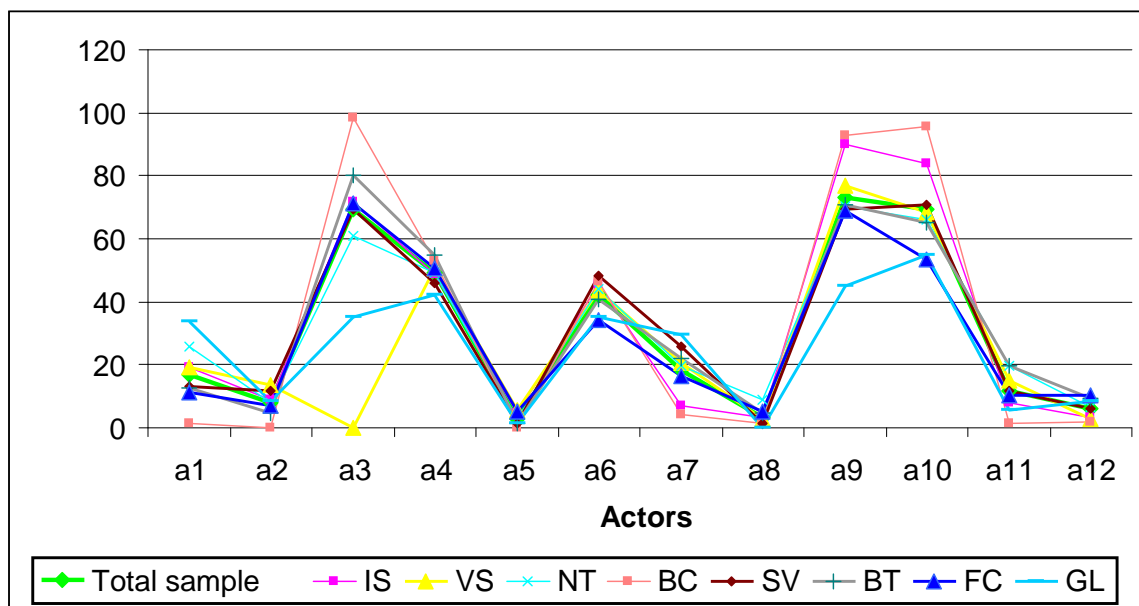
**Table 1: Actors – comparative results**

	<i>Total Sampl e</i>	<b>IS</b>	<b>VS</b>	<b>NT</b>	<b>BC</b>	<b>SV</b>	<b>BT</b>	<b>FC</b>	<b>GL</b>
<b>A1:</b> The decision are taken: from the institution, through leaders	16,8%	19,3	19,2	26	1,4	12,9	12,8	11,3	33,8
From the individuals	7,9%	9,1	13,7	7,8	0	11,8	4,7	7,2	8,5
From the individuals and groups	<b>69,4%</b>	<b>71,6</b>	<b>67,1</b>	<b>61</b>	<b>98,6</b>	<b>69,4</b>	<b>80,2</b>	<b>71,1</b>	<b>35,2</b>
<b>A2:</b> The group that makes decisions is: clearly established, but there may be some changes on the way	<b>49,4%</b>	<b>48,9</b>	<b>50,7</b>	<b>49,4</b>	<b>53,2</b>	45,9	<b>54,7</b>	<b>50,5</b>	<b>42,3</b>
has a clear identity from the start	2,8%	4,5	5,5	2,6	0	1,2	1,2	5,2	1,4
is not clearly established	42,1%	45,5	43,8	44,2	46,5	<b>48,2</b>	40,7	34	35,2
<b>A3:</b> Those who take the decisions are: clear outline of each Office	18,5%	6,8	20,5	19,5	4,2	25,9	22,1	16,5	29,6
inside the institution, but not clear outlined	3,5%	3,4	2,7	9,1	1,4	1,2	4,7	5,2	0
may as well be from the outside	<b>73%</b>	<b>89,9</b>	<b>76,7</b>	<b>70,1</b>	<b>93</b>	<b>69,4</b>	<b>70,9</b>	<b>69,1</b>	<b>45,1</b>
<b>A4:</b> The decion makers are not independent	<b>69,3%</b>	<b>84,1</b>	<b>68,5</b>	<b>66,2</b>	<b>95,8</b>	<b>70,6</b>	<b>65,1</b>	<b>53,6</b>	<b>54,9</b>
may have some degree of freedom	11,6%	8	15,1	19,5	1,4	11,8	19,8	10,3	5,6
Are cvasi-independents	6,3%	3,4	2,7	6,5	1,8	5,9	9,3	10,3	8,5

As it can be seen, in relation to those four items, the answer options turned on for each administrative organizations are the same (except Suceava, which claims that the group of

those who make decisions is not clearly established – 48,2% - making jarring note against the other units).

The models that characterize the size of actors when it comes to institutional management are quite similar (**Figure 1**), in the sense that it follows the same steps, except that each percentage of each point of the models are closed, but not identical.



**Figure 1: Models - actors**

Towards the general model obtained, Vaslui and Galați seems to have one rode a little differently than the general, model and with lower values in the focal points than those of the general model, and Iași, Bacău, Botoșani seems to have some higher values in that points.

**On the decision-making processes and mechanisms dimension**, we will take into consideration five items to identify the general characteristics of functional management in public administration (**P1, P2, P3, P4, P5**).

In the total sample, the decision-making process has different characteristics at the public policies level. Of the total valid responses – 91,5% - 64,2% declare that the decision-making process involves the following steps: defining the problem, identifying the purpose-to formulate all the alternatives in order to identify the best alternative - at the end to reach the best choice; 17,6% declares that the decision-making process involves the problem definition - identification of an already applied alternative which is known to decision makers to redefine the issue from this perspective - implementation of alternative - if it's not functional, is seeking other alternative which does not differ much from that previously put into practice; 9,7% start from the problem definition – searching for an alternative as a result of a process of negotiation - choosing the optimal solution, recognized by everyone on the basis of some routines - its implementation (**P1**).

In decisional process, It is aimed at, according to respondents, the maintenance of existing policies – 38,6% - the policies may change, but not drastically – 23,6% - or, on the contrary, it aims the change - 20,1% (**P2**).

When it is taken a decision, there are discussed all the issues related to it (65,3%), some issues are ignored in favor of others (13%) or the problems are imposed by the coordinator, some may be knowingly circumvented (11,6%) (**P3**).

In decision making process, there are evaluated all the alternatives and then the decision-makers are considering the consequences (58,6%), are evaluated the alternative which is a priority for the group (21,1%), and 7,9% of the respondents declare that evaluate the alternative that differs the least of what was already in practice (**P4**).

58,8% declare that the decision-making process is a strategic document, planned from the start, 15,9% process is regulated, but not necessarily coherent if the group requires, and 8,5% argue that it's not necessarily coherent, it is changing and with errors (**P5**).

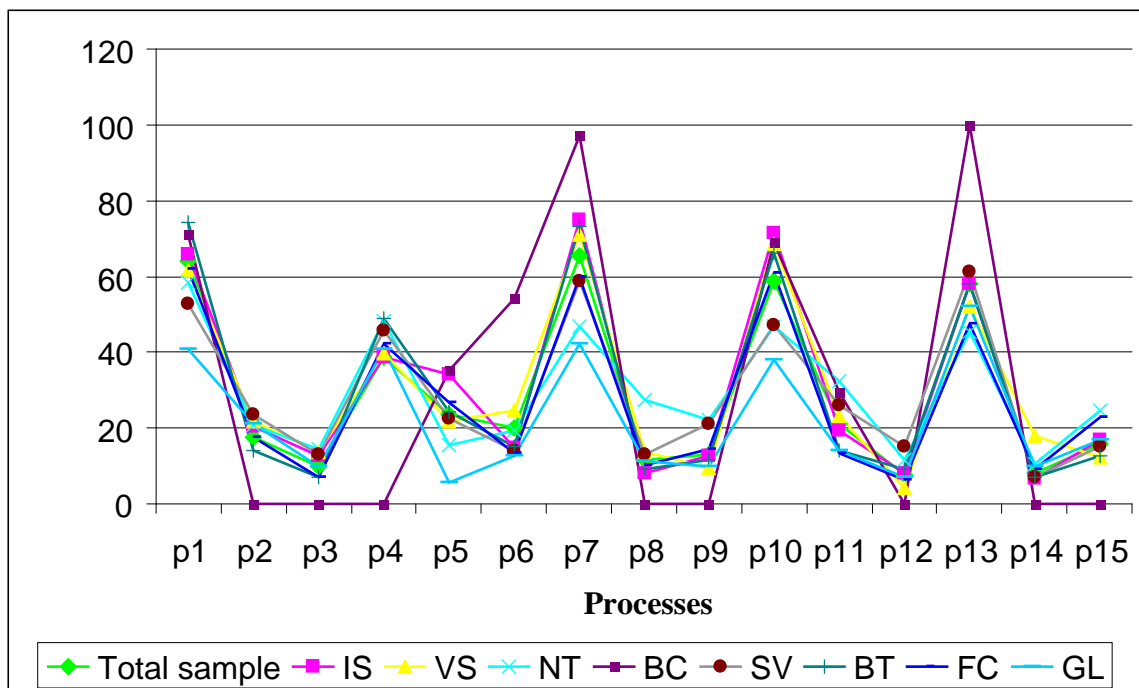
**Table 2: Decision-making processes and mechanisms – comparative results**

	<i>Total sampl e</i>	IS	VS	NT	BC	SV	BT	FC	GL
<b>P1:</b> definition – best alternative - implementation	<b>64,2%</b>	<b>65,9</b>	<b>61,6</b>	<b>58,4</b>	<b>71</b>	<b>52,9</b>	<b>74,4</b>	<b>61,9</b>	<b>40,8</b>
Definirition-other aplicated alternative redefinition	17,6%	20,5	21,9	20,8	0	23,5	14	17,5	21,1
Definition-negotiateg alternative-accepted implementation	9,7%	12,5	13,7	14,3	0	12,9	7	7,2	9,9
<b>P2:</b> The aim of the decision is: keeping policies.	<b>38,6%</b>	<b>38,6</b>	<b>39,7</b>	<b>48,1</b>	<b>0</b>	<b>45,9</b>	<b>48,8</b>	<b>42,3</b>	<b>40,8</b>
Moderate change	23,6%	34,1	21,9	15,6	35,2	22,4	24,4	26,8	5,6
Brutal change.	20,1%	14,8	24,7	19,5	<b>54,2</b>	14,1	15,1	13,4	12,7
<b>P3:</b> There are discussed: all the problems.	<b>65,3%</b>	<b>75</b>	<b>71,2</b>	<b>46,8</b>	<b>97,2</b>	<b>58,8</b>	<b>73,3</b>	<b>59,8</b>	<b>42,3</b>
Some problems are igonorate in favor of others.	11,6%	8	13,7	27,3	0	12,9	9,3	10,3	11,3
Are imposed by the coordinator.	13%	12,5	9,6	22,1	0	21,2	11,6	14,4	9,9

<b>P4:</b> There are evaluated: all the alternatives	<b>58,6%</b>	<b>71,6</b>	<b>68,5</b>	<b>46,8</b>	<b>69</b>	<b>47,1</b>	<b>66,3</b>	<b>60,8</b>	<b>38</b>
the alternative which is a priority for the group	21,1%	19,3	23,3	32,5	29,6	25,9	14	13,4	14,1
The alternative that differs at least from other.	7,9%	8	4,1	11,7	0	15,3	9,3	6,2	7
<b>P5:</b> The decision-making process is: strategically planned from the beginning.	<b>58,6%</b>	<b>58</b>	<b>52,1</b>	<b>45,5</b>	<b>100</b>	<b>61,2</b>	<b>58,1</b>	<b>47,4</b>	<b>52,1</b>
Is reglemented, but not necessarily coherent.	8,5%	6,8	17,8	10,4	0	7,1	7	9,3	9,9
Is coherent, but changing.	15,9%	17	12,3	24,7	0	15,3	12,8	22,7	16,9

In terms of processes, we can notice that the differences between percentages (minimum/maximum) are larger (in the sense that the slopes of the models established through **Figure 2** are much higher), and the model obtained at Bacău seems to be much more different from the general model obtained from the general sample.

The other administrative organizations generally follows the course of the process, noting that the percentages vary from one organisation to another, what individualizes each unit. Iași and seems to have in all the nodal points higher values or lower than those of the general model. Smaller values have other cities: Galați, Focșani, Botoșani, Suceava.



**Figure 2: Processual models**

**On the criteria and values dimension**, there are generally activated the specific values of classical economy. In all the cases, except Bacău, the biggest procentage is obtained by efficiency. The lowest values of the percentages are obtained at Galați and Vaslui (see **Table 3: Criteria and values (after the qualifier „very important”) – comparative aspects**).

**Table 3: Criteria and values (after the qualifier „very important”) – comparative aspects**

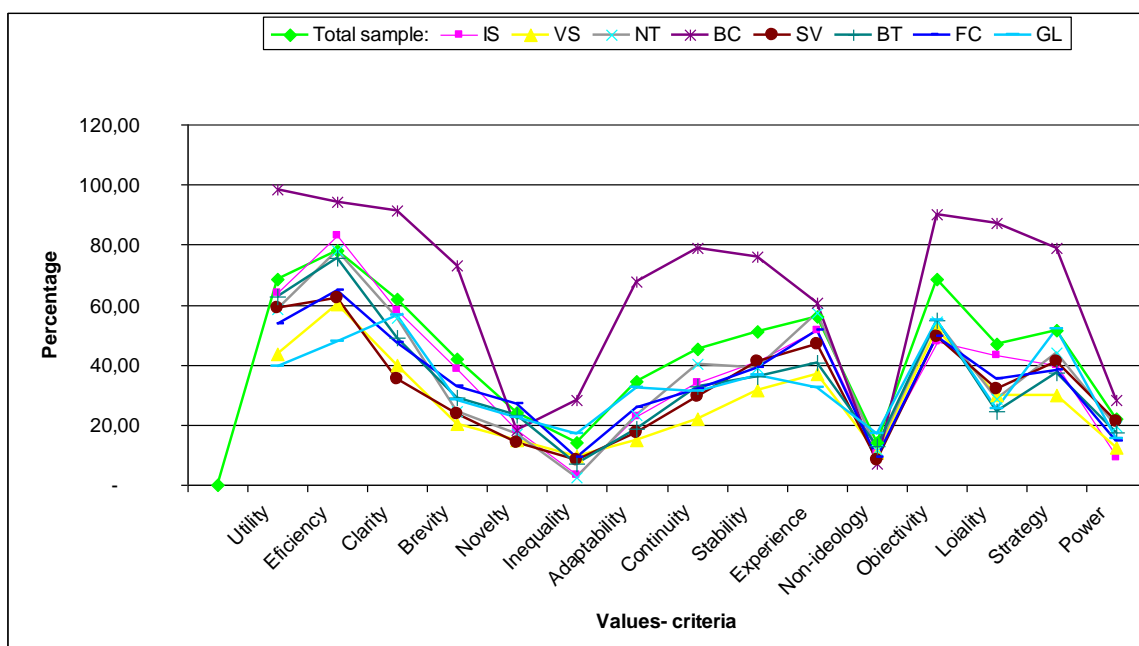
Values	<i>Total sample: Very important</i>	IS	VS	NT	BC	SV	BT	FC	GL
Utility	<b>68,5%</b>	<b>63,9</b>	43,8	<b>58,4</b>	<b>98,6</b>	<b>58,8</b>	<b>62,8</b>	<b>53,6</b>	39,4
Efficiency	<b>78,1%</b>	<b>83</b>	<b>60,3</b>	<b>77,9</b>	<b>94,4</b>	<b>62,4</b>	<b>75,6</b>	<b>64,9</b>	47,9
Clarity	<b>62,3%</b>	<b>58</b>	39,7	<b>55,8</b>	<b>91,5</b>	35,3	48,8	47,4	<b>56,3</b>
Brevity	42,4%	38,6	20,5	24,7	<b>73,2</b>	23,5	29,1	33	28,2
Novelty	23,9%	18,2	15,1	16,9	18,3	14,1	23,3	26,8	22,5
Inequality	13,5%	3,4	9,6	2,6	28,2	8,2	7	9,3	16,9
Adaptability	33,7%	22,7	15,1	23,4	<b>67,6</b>	17,6	18,6	25,8	32,4
Continuity	45%	34,1	21,9	40,3	<b>78,9</b>	29,4	32,6	32	31
Stability	<b>51%</b>	40,9	31,5	39	<b>76,1</b>	41,2	36	39,2	36,6
Experience	<b>56,3%</b>	<b>51,5</b>	37	<b>57,1</b>	<b>60,6</b>	47,1	40,7	<b>51,5</b>	32,4



<b>Non-ideology</b>	14,2%	10,2	11	11,7	7	8,2	12,8	9,3	16,9
<b>Objectivity</b>	63,8%	47,7	52,1	54,5	90,1	49,4	54,7	49,5	54,9
<b>Loiality</b>	46,8%	43,2	30,1	28,6	87,3	31,8	24,4	35,1	25,4
<b>Strategy</b>	51,4%	39,8	30,1	44,2	78,9	41,2	37,2	38,1	52,1
<b>Puwer</b>	21,5%	9,1	12,3	19,5	28,2	21,2	17,4	14,4	15,5

In relation to the values - criteria of selection of the decisions, efficiency is the most assessed for all administrative centers, utility and objectivity. It also counts the clarity with more than 49%. Bacău is the organisation that obtain the biggest percentages, in the sense that from 15 values, 11 obtain up to 50%, Bacău and but moving away from the characteristics of the general obtained from the general sample, and the closest of this model seems to be the organizations from Neamț, Bacăul and Iasul what values most the efficiency.

As can be seen from **Figure 3**, the panel of the values of each organization isa specific one, with much more different than the other two dimensions, where focal points of each stripe model (depending on the dimension actors and processes) have closed values.



**Figure 3: Axiological and criteria models**

In relation to the three dimensions taken into account for making comparisons between administrative organizations, we can say that the first two of them are those showing fewer deviations from the organisations (although if the case of Bacău is a different one on processes dimension). The third dimension is more heterogeneous in terms of models enabled on the general level or at the level of each administrative organization.

**Conclusions**

At the public administration level, the organizational management has its own traits that may come on line or the institutional actors, on the processes and decisions, or on line selection criteria or value decisions.

In relation to the present study, we can identify some characteristics of public management: it is an institutionalized one, recognize the hierarchical relationships, quite centrally at the institutional level, implies a clear set of process (which starts from the definition of public interest issues, identifying the best alternatives especially in relation to the economic criteria - efficiency, effectiveness - and the implementation and its evaluation).

Every organization has its properly way, especially as regards the processes and values, the size of the actors is more homogeneous, highlighting the birocratico-administrative unitary character.

Concluding, the elements of the organizational management in public administration includes within the size of a management-line that starts from the private sector-as well as elements relating to the administrative legislation, from the bureaucratic routines or mechanisms widely spread at the institutional-organizational level.

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