

PRICIPLES OF PUBLIC MANAGEMENT

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***Abstract:** The science of public management brings together a set of principles that are considered fundamental to the management and execution processes in public institutions, to have well-defined basic coordinates and to achieve coherence between conception, decision and action. The content of public management principles is determined by the public sector and adapted to the public sector, so that their knowledge and integration into public management by public managers and policy makers becomes, at the same time, a necessity to be supported by all decision makers. In the context defined by the new public management, the integration of principles is not only an essential condition, but also an urgent need for real public sector reform. It can be said that there are some fundamental principles of public management that by applying them can create the premises for efficient management in the public sector, based on specific laws. Also, the integration and consolidation of principles in the public sector, can generate a new type of public management, based on fairness, meritocracy, with long-term beneficial effect on both the state and society as a whole.*

***Keywords:** public management, new public management, the principle of unitary leadership, the principle of autonomous management, the principle of continuous improvement, the principle of efficient management, the principle of legality.*

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1. Introduction

Everyday reality has shown that there are no universal models of public management that can be imposed by the central level in the public sector, but that the performance of public management in a system and within each of its components can only be achieved through an adequate adaptation of general principles to the specific reality existing in the public sector, to the general and specific social needs identified both at the central level, in the state administration, but especially in the public sector, at the level of the local communities. The efficiency of public sector management undoubtedly depends on the ability and professionalism of public management representatives to create an autonomous public management system, based on a common vision of the role of each component of the system as part of a clearly defined whole. Although some principles may seem mutually exclusive, it can be said with certainty that each has its own clearly defined content, which is confirmed by practice. The value of each of the principles, reflected in the results, is determined by the ability of the representatives of the public management to combine and implement in a permanent balance, the basic values promoted by each principle.

2. The principles of public management

Of course, depending on the source, we find several principles of public management, derived from general management, but I will limit myself to the most important ones, especially in the current context.

2.1. The principle of unitary leadership

The principle of unitary leadership presupposes that all decision makers define and apply the basic concepts of public management, starting from the same perception reflected in a common, unitary vision, clear for the public sector, for each sector and each individual organizational unit. The well-being of a people, the functioning of an administrative system and the viability of a public institution are greatly affected by adherence to this principle. It is absolutely necessary to state clearly, in the same national context, the mission and role of public management, the type of management approach, management style, universal and specific concepts, methods and techniques whose

application in a unified vision should ensure cohesion and harmony within each structural component, each sector and the system as a whole, thus enabling the objectives for which it was created to be achieved. In some states, this principle is erroneously understood by public administration representatives as another form of expression and implementation of the elements of centralism. Of course, this is the result of significant limitations in the preparation, thinking and managerial capacity of decision-makers to adapt to the new approach, the viability of which has been and is confirmed by the experience of public managers in other states, and which is considered essential and necessary.

If we consider the principle of unitary leadership as a fundamental principle of public management in the broadest sense, the process of integration of states in the European Union presupposes the knowledge, acceptance and integration of each in a common system of values. There is an elementary logic according to which a system can work efficiently only if the stakeholders are harmoniously integrated and coordinated, and in this sense the principle of unitary management must be perceived and implemented. Therefore, not only the knowledge of the content of the unitary management principle and its correct implementation by all decision makers is necessary, but it becomes absolutely essential in the context of the new public management.

2.2. The principle of autonomous management

The principle of autonomous management, as a principle of public management, starts from two main premises. One derives from the diversity of fields in which public management operates, and the other from the multitude of specific intra and extra-organizational variables that give a special character and offer public managers freedom of decision and action, but also responsibility for performance.

The principle of self-management consists in specifying the content of the public administration according to the fields in which it is applied and according to the variety of general and specific public interests identified. Thus, the principle of autonomous management consists in granting public entities an adequate degree of managerial and financial autonomy to satisfy the general and specific public interests. Although in most countries legislative autonomy is not considered adequate in a unitary state, in terms of managerial autonomy, the practice in all developed democratic countries has confirmed the urgent need to grant this independence to the public leadership that independence of incentive action to achieve performance and to take responsibility for its level.

2.3. The principle of flexibility

Closely associated with the principle of autonomy, there is another principle of public management, namely the principle of flexibility, of the rapid adaptation of the administration to the permanent changes of social life. Rapid adaptation of administrative organizational structures to social change and transformation is a necessary requirement. Social life, being assimilated to a phenomenon or process, is always in a permanent change and evolution. These transformations of the company refer to the officials of the executive institutions the capacity of adaptability, to the exact knowledge of the concrete situations and answers for the events that take place. The principle of flexibility emphasizes the variation of managers in any situation imposed by the organization, because we all know that society in general evolves, and there are a variety of changes that influence decision-making at the managerial level.

2.4. The principle of continuous improvement

The principle of continuous improvement as a principle of public management, consists in approaching in a constant dynamic way according to the changes in the national and international environment, but also in the system of general and specific public interests. Although this principle is based on an absolute basic logic, according to which

the content of public management must be improved depending on the degree of achievement of the planned objectives, but also through internal changes.

In the states where they occur, the problems are often caused either by the rather rigid structures of the administrative systems, which follow the traditional bureaucratic approach, or by the weak organizational and managerial culture within these systems, both being a direct consequence of the lack of professionalism of public managers. The principle of continuous improvement involves the development by the representatives of a comprehensive analysis process, starting with the identification of the differences between the objectives pursued and the results obtained. The aspect of identification alone cannot automatically lead to the observance of the principle. A causal analysis of deviations should be initiated, identifying the causes that had the greatest impact. Moreover, the improvement means a quantitative and / or qualitative leap expressed and achieved precisely as a direct result of the professionalism of public managers to identify and implement in public institutions the necessary and timely changes in the concept and style of management. In this context, the function of control-evaluation management is becoming increasingly important and is an essential tool for public sector managers.

2.5. The principle of efficient management

The principle of efficient administration consists in achieving, through the processes and management relations in the public sector, an efficient management of all categories of resources attracted and destined to achieve the planned objectives, so that the necessary correspondence can be observed between the level of economic and social performance by the holders of public office and management and executive functions, and the costs with which they are provided. According to this principle, it is necessary to accept an elementary economic consideration of the expenditure for the maintenance of the public management system, which ensures the achievement of the general interests as a result of the public services provided. In terms of public management, adherence to this principle means that all management processes and relationships are designed and combined to maximize the satisfaction of social needs through the public services provided, while minimizing the costs of properly managing all categories of trained resources.

2.6. The principle of legality

The principle of legality consists in the dimensioning, structuring and combination of processes and management relations, considering the legal provisions as a legal basis to be considered and not as an end in itself. Undoubtedly, the influence of the legislative factor in public management is significantly greater than in the private sector. It is important for the representatives of the management of public institutions to understand and accept that the public management does not have the role of implementing laws, decisions, regulations, etc., but to satisfy the general public interest and specific social needs. To achieve this goal, public managers carry out processes and management relationships under legal conditions. Therefore, the application of normative legal acts by public managers should not be considered as an end in itself. A public institution has primarily a social mission to satisfy the public interest, provided that the legal framework is respected. In some states, still focused on bureaucratic traditionalism and excessive centralism, the components of the messages of the public management system are strongly influenced by the provisions of the legal framework; even through the content of some normative acts, some documents are approved for the officialization of the structure of public institutions, the forms of organization are established, while for other institutions there is no elementary legal framework. These are direct consequences of a restrictive approach to the role of public institutions in the administrative sector and are due to serious

delays in both the design and training of managers, which are otherwise incompatible with the principles of modern public management.

In practice, there are various forms of manifestation of this principle, but what is most important for public management representatives is the correct perception of the mission of public institutions they lead and the creation of a public management system, a management within the established legal framework that serves accomplishing this mission. As can be seen from the above, there is a constant interdependence between the principles of the new public management, each of which, it can be said with certainty, significantly determines the quality of management processes in public institutions.

2.7. The principle of hierarchy and order

The organization is varied in levels, it is divided vertically and horizontally, the individual on one of these floors collaborates with remote specialists, is on the lower floors and is, in turn, subject to the upper body specialist, if he exists. It also builds competence by delimiting and separating between different positions and functions the duties, tasks and attributions of positions. In the conception of the New Public Management there is an orientation that proposes a correspondence between the significance of the organizational relations vertically (chain of command) and the horizontal ones (cooperation), with an inclination towards the improvement of the cooperation relations. Vertical relationships have the role of deciding on critical activities and are assumed and realized on the basis of gathering essential data and choosing based on participation between compartments, horizontally. This principle, which mimics the military chain of command, can be a preparation to ensure the cohesion of the organization; allows the government to hold the organization in its hands, encourages the transfer of orders through progressive transfers, dispersal of obligations and oversight of execution. In this progressive system, control of the command is performed. The principle gives legitimacy to the conduct of business and provides the fundamental system for establishing non-urgent and non-priority needs. On the other hand, the principle provides a system of regulation recognized by all individuals of the organization, by respecting the rules. The rule can create connections between individuals, creating individual or collective initiatives, but there are assumptions that there may be limits in this regard.

3. Conclusions

Knowledge of the principles of the New Public Management is not only a theoretical basis for reporting and consideration in the design, sizing and combination of processes and management relationships, but also an analytical and practical tool. Using the principles of the New Public Management, we can determine, through a careful analysis, the reasons why a public management system is more efficient in one country than another. We can answer the question of how in some countries it is possible to provide better public services in optimal price-quality conditions and, by extension, why it is not possible for the citizens of a country to have a better standard of living than others. from another country. A possible answer to this question could be the ability of managers to put into practice, the principles from which, starting from being true, as well as combining them in a harmonious way, create the managerial advantage and the beneficial result for the society.

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