

IMPLICATIONS OF CHANGE MANAGEMENT IN PUBLIC ADMINISTRATION

**Laurentiu Barcan Ph. D Student
University of Craiova
Faculty of Economics and Business Administration
Craiova, Romania**

Abstract: Governments must face a growing complexity and a greater acute needs more specialized staff to manage and solve new problems. Classical Administration, governed by a set of specific legislation is not adequate for this purpose. But as we shall see, is not redundant, obsolete. The new public management system that focuses on services provided to citizens and requires coherent coexistence and interaction of three areas: public administration, business sector and civil society.

JEL classification: D73, H56, J50, J53, J88, M12, M54, Z13

Key words: change management; public administration; public organization

1. Introduction

Change is a continuous process of confrontation, identification, assessment and action. Change issue is an almost obsessive concern in the sociology of organizations, perhaps because of the emphasis placed bureaucratic rigidity, or practical problems facing incessantly, both business leaders and managers of administrative reforms.

A general definition which seems that is the essence of change management is a set of skills; techniques and disciplines by the complexity and specialization are transformed into actions and results through the organization. Adopt methods of change management is a difficult process, but necessary, so continuing despite difficulties. Change essentially means transformation or change the status quo, a change from a state of affairs to another, from one set of conditions to another.

Governments must face a growing complexity and a greater acute needs more specialized staff to manage and solve new problems. Classical Administration, governed by a set of specific legislation is not adequate for this purpose. Each organization has a particular culture, depending on certain changes be made.

2. Change Management: features, stages, levels of reform

Organizations are hierarchical in nature and have four levels of strategic, tactical, operational and performance: strategic (Ideas - Objectives - Policies), tactical level (budget plans), operational level (the current Order Rules) and the Executive (Strategy, Plans action). Essentially, change management can be treated with three definitions, the combined scope of its application.

Change management refers to the adoption of change in a planned, structured and organized. The center has the task of change management change, which is the study that we find in the future starting from current state and structured and organized process that will allow the transition from one stage to another.

Professional practice refers to the response; response to changes in the organization does not control or make a lesser extent (ex. legislative changes, climate change, social or political).

Expertise - refers to those methods, models, techniques and instruments used in content or subject matter of change management. It is drawn from sociology, psychology, economics, industrial engineering, systems engineering and behavioral study. A system is a set of elements (components) interdependent between establishing a dynamic interaction based on predetermined rules, in order to achieve a particular objective.

The first and most obvious definition of change management issues relating to managing change. Evidence is not necessarily unambiguous. Managing change is itself an expression which has at least two meanings. The first purpose of managing change refers to the adoption of change in a planned, structured and organized.

The aim is to implement a more effective methods and systems in an organization in full activity. Changes are found to be managed within the organization and are controlled by it. Perhaps the most familiar example of this type is to change version control information system development projects. With all these internal changes may be triggered by events originating outside the organization, in what is usually called "environment".

Thus, the second sense of the term change management refers to the response, response to changes in the organization does not control or make a small extent (ex. changes in legislation, social or political climate change, competition, changes economic, and so on). Researchers and practitioners alike distinguish a reactive response and an anticipation of these changes (a proactive response).

The second definition of change management is "an area of professional practice. There are dozens if not hundreds of independent consultants who would quickly say that they are engaged in planned change, that change agents, they manage change for their customers and that their methods are perfectly consistent with the practices of change management. There are many small organizations (consulting firms) whose directors would make such statements with respect to business organizations. And of course, most management consulting firms have experience in managing change.

Some of these experts claim that helps their clients manage the changes facing - changes over which they were subjected. Others argue that it helps their customers to make changes. However others say offers to help by taking on the task of managing change is adopted. In almost all cases, the process of change is treated separately from the characteristics of the situation. It is widely recognized that these processes of change management must be performed by agents of change.

Us away from the idea of change management, the area of professional practice, already appears to redefine change management: change management content or subject matter. It consists of models, methods and techniques, tools, skills and any other form of expertise behind any activity. Content or subject matter of change management is drawn from psychology, sociology, business management, economics, industrial engineering, systems engineering and the study of human behavior and organizational.

For many practitioners of these components are linked and integrated expertise in a set of concepts and principles known as General Systems Theory (General Systems Theory). It is not clear whether this area of professional practice should be called a

profession in itself, a discipline, an art, a set of techniques or technology. So far, it is enough to say that expertise is extensive, relatively consistent, if not eclectic, which strengthens the field and on which most practitioners would agree - even if the object of their high character does not eliminate variation on this theme.

The process of change was characterized as having three basic steps: unfreeze, change and refreeze. This view is based heavily on adopting a systemic concept of homeostasis or dynamic stability of Kurt Lewin. Potential usefulness of this framework is to adopt a systemic view, phased process of change. What can be accused of this framework is that its not possible if the organization is in a situation of extreme instability or not allows changes to the status quo for longer periods of time. Thus, the point of beginning and end of frame-shift-thaw stability refreeze is that for some people or organizations are a luxury. For others, internal stability is the major factor that can lead to disaster.

Reform processes are characterized by changes at four levels:

1. State reform - new responsibilities;
2. Public sector reform can be achieved, for example, through decentralization, establishment of new departments or merging existing ones;
3. Organizational development - involves the development of new procedures, new departments;
4. Development of new competencies at the individual level civil servants.

One aspect of state reform is new to the responsibilities of government or government bodies specialized in the economic sector for the development of civil society. Another aspect is trying to implement good governance principles that include:

1. Transparency - should be clear how and why government decisions;
2. Accountability - must be clear to citizens who decided, who developed it and why, be specific in this sense in works made by officials, their contact details: name, position, no. phone and e-mail this principle is of great importance in the context of EU policies;
3. Consistency - consistency is important not only between departments but also the consistency between one government and one that follows. Good governance does not mean refraining from old policies. This is ensured by a strong parliament and a mature and wise mentality Parliament members (can not start from scratch, ensure continuity of public policies);
4. Effectiveness - civil society is not passive; participate in public debates;
5. Participation - public (civil society, trade unions, etc.); is very important in decisions taken by the Government and Parliament.

In the early stages of processing an administration, from a traditional to a modern approach behavior, results-oriented, probably the best solution is for political leaders to stop the process of sharing authority and budget. Later, as the system becomes more sophisticated and faster administration and general management of strategic change from the results (outputs) the impact of policies (outcomes), the emphasis may be placed on personnel and budget or personal information. These strategic choices are determined to a certain extent and cultural factors, the national specificity and their reflection on and analysis requires a combination of abstract logic, debate and practices what fits a particular society at a given time. There is one clear answer can be "taken off the shelf" and applied worldwide.

Change can be regarded as a dynamic balance of forces on the one hand, are pushing the change, and on the other hand, causes a resistance to change. Items for

change or create pressure for change is technological change, the explosion of knowledge, obsolescence of products or improving working conditions. Furthermore, elements hampering change or create resistance to change are outdated attitudes, mental blocks, disinterest, fear of new, fear of failure, low level of professionalism or changing the structure of employment.

The two major categories of factors influencing changes in the organization are external factors that can be controlled to a lesser extent by managers and internal factors acting through changes in the organization. They are represented by the decision-making processes, communication, interpersonal relations, leadership, management style etc. In addition to the factors listed, there are a multitude of factors, which by nature of their content, generating change. But there are other factors underlying the change.

All these factors can be grouped into four main groups: policy makers, economic, socio-cultural and technological factors. Policymakers are law policy, political ideology, laws / international regulations, universal rights, wars, local, system or business tax and trade union groups. Economic factors are competition, suppliers, employees respectively, exchange rates, unemployment rates, wage rates, government economic policy, economic policy in other countries, lending policies or change status (from state to private) - degree autonomy. However, technological factors are information technology (Internet), new production processes, computerization of processes or changes in transport technology and socio-cultural factors are demographic trends (employees, taxpayers), changes in lifestyle, attitude towards work, attitude against minority groups, gender issues, environmental concern or business ethics.

Clear and deep perception of the need for change by managers of the change process is essential. Perception of change is important but not sufficient and should therefore be supported by a complex of activities from effective management. Therefore, one of the most important aspects is to understand the organization's staff, managers and subordinates, the need for change. The staff organization should be helped to understand that the current organizational structure must be adapted to new requirements posed by the transition to a market economy, the current information system should be changed and transformed into an effective tool to reach managers and their decisions need a background participatory, using modern management methods and techniques.

This step, crucial, because it entails actually create human resources of organization belief that the current management system and current personnel policy is not compatible with market requirements. Understanding the need for change involves, moreover, that further knowledge management processes and performance with older structures to new conditions lead inevitably, sooner or later, to critical situations that organization.

Process of change in the organization must take the following steps:

- Opening or thaw - at this stage tries to change the balance between the desired situation for change and effective.
- Change or transformation - the changes are introduced that allow the transition to the desired position.
- The closure or freezing - stage in which the system aims to achieve new balance. This may be done by using the rules, organization culture and organizational structure.

Change management process involves a systematic succession accompanied by a permanent feedback. Implementation of change management involves the definition of factors that generate change, recognition, understanding the need for change, diagnose problems involving change and identify methods by which to make the switch, determining how to implement change, overcoming resistance to change, change implementation and evaluation of implementation change.

To act, the manager must know very well the situation involving change problem. This requires a stage which requires a diagnostic problem. The main phases of diagnosis are:

- Identifying the type of problem. Involves, in essence, finding all the problems facing the managers of which actually results in a change. It could use (the knowledge problem) a series of methods and techniques: the list of issues, ideas etc. First, it is recommended to identify scope of the change and its type, whether it will be total or partial, rapid or slow. But certainly the complexity of issues and opportunities affecting the organization are actually implementing the change process.
- Formulation of positive and negative symptoms that cause problems. Undoubtedly, any problems identified or not, directly or indirectly generates positive and negative symptoms. In this phase must be clearly structured both positive symptoms and negative on the current problems it generates, is made possible by analysis in the previous phase.
- Establishing the causes that generate the problem and the effects their statements of fact or may have for each type of problem. Essential, in this phase, is to understand the nature of the causes that have generated positive and negative symptoms. The causes may be direct, indirect, principal / secondary. Effects can be immediate, medium or long term.
- Specify ways in which problems can be solved and the resources involved in this process. The main ways of doing things this way will lead to reduction / amplification of influenza cases that have resulted in negative symptoms, primarily, but not positive. Then determine the resources necessary procedures involved in such action and the implementation of change.
- Estimation results arrived at by solving the change. The last phase is designed to anticipate measurable and quantifiable aspects of efficiency that will solve the problems arise from the change.

Resistance to change is the main obstacle that faces change. Reasons that generate resistance to change can be personal interests, misunderstanding of the fundamentals change, tolerance to change (carelessness) and fear of the consequences of change or trend limit on the effort. To minimize this phenomenon, but resistance to change, managers can initiate a set of activities such as preparation time change through discussions with those involved in this process, supporting and encouraging those involved in this change through effective participation, organization debate on issues of change, interpersonal influence or exerting pressure, which can generate resentment and hostility.

Change is, for many people, uncertainty or lack of security on their future at work, relations with others. It is therefore very likely that people fear or anxiety about change, to lead them to attempt to block, to resist its introduction. In a sense, resistance to change is a positive phenomenon because it proves there is a degree of stability and allows prediction of organizational behavior. Resistance to change but the effects are

mainly negative: it can cause conflicts within the organization, but mostly it is a hindrance to progress.

3. Trends in development of change management in public organizations

The center has the task of change management change, which is the stage that we find in the future starting from the stage, and structured and organized process that will allow the transition from one stage to another. Change problem may be greater or less, in terms of ultimate purpose or implications, can turn to individuals or groups of individuals belonging to the different directorates or departments, the entire organization or only certain components of the environment in which the organization operates.

Organizations are generally formed in highly specialized systems and there are many criteria used for grouping and grading. Some are in trade, other in the production, distribution and others in the field. Some are focused on profit, others are nonprofit. Some are public, others private. Some part of the financial services industry including banks, insurance and brokerage activities. Others are industry and hence the classification of original equipment manufacturers or service industry. Some are health industry, as service providers, as insurers and policyholders. Some are strictly limited, others not. Some faces fierce competition on the market, others have formed partnerships and other monopoly. Some state capital and other private equity. Some are on the market long and others not. Some have strengthened their market position over time, while others have emerged stronger as a result of mergers or acquisitions. No two organizations are identical. Each has its peculiarities.

The difference between public policies and social policies in Romania generates controversy. But the most significant difference is that while social policy means government intervention to solve social problems, public policies can be proactive, ex. sustainable development and responsible government agencies may decide to hire a specialized institution for developing alternative intervention, policy implementation and its evaluation.

Increase the speed of information processing and rapid transfer of innovation in a global market is external pressures on the underlying organizational change. Change is caused by forces of the internal environment of the organization: staff turnover and lack of motivation, absenteeism and low productivity. Public sector managers must invest and its increasingly more time and energy in planning organizational change management. Planning effort of changing challenges derived from turbulent and competitive environments, applications beneficiaries and decision makers who mandate change. Planned change programs need to involve individuals from all organizational levels and provides for measures undertaken at both individual and organizational.

Governance based on new technologies, digital government e-Government is "specific set of public management systems and resources, which, using ICT, aims to optimize the administrative act." From the experience of other organizations, many planning efforts and change management have failed when they have proposed to provide viable solutions to organizational problems. Draft change very much wasted time, money and energy. This is because many managers and consultants wrong when rapid intervention and diagnosis relies on summary. Planned change involves going through a complex process involving several stages, which makes analysis and diagnosis, to develop an action plan on which the change is implemented, because, finally, an evaluation of the results . The new public management system that focuses

on services provided to citizens and requires coherent coexistence and interaction of three areas: public administration, business sector and civil society.

Worldwide, the public sector begins to take modern management techniques and practices used in private sector. But this process, the transfer techniques of the private sphere into the public is not easy anywhere. Sometimes this means changing the structures and methods established over time and there is always the argument that private companies must pass the test market (profit) while public sector test is a more complicated problem. And public sector must pass a kind of "test market", which takes the form of political dispute for power, expressed in part by the Government of votes won through achievements. There is still the same. The difference is clear when you talk about liability and about its various forms, applicable to private organizations and the public.

Classical Administration, governed by a set of specific legislation is not adequate for this purpose. Operation of a modern public administration, flexible and efficient is a prerequisite for the structural transformation of Romanian society, to achieve a profound reform in all spheres of socio-economic growth of the citizen's role in decision making. Also, these changes must be part of the root coordinates imposed by the EU integration process, which means achieving - the deadlines - of operating standards characteristic of the Member States.

Government must be able to meet the challenges it has faced. Civil society and private sector to develop, the administration must find a partner to facilitate communication, provide levers and tools so that they can express themselves and develop. A rigid administration, constrained by their resources, rules and regulations may not offer the most prompt response to the needs of society, representing such a barrier is often difficult past.

Conceptually, the problem concerns the transition from state A to state A'. The transition from A to A' is usually performed as a result of setting and achieving the three types of goals: transform, reduce, and application. Transformation objectives focus on identifying differences between the two stages. Reduction targets focused on determining ways to eliminate these differences. Implementing objectives focus on implementing measures that have the effect of removing those differences.

Major changes in the organization simply do not occur. Implementation of change requires the development of a truly complex forces in facing pressures for change and forces opposing change. This multi-stage process known as:

- Awareness of the need for change and raising awareness among managers to initiate change in the organization;
- Diagnose the situation based on information collected and analyzed;
- Identify all the forces that support change, and those who resist change;
- Develop options for change, choosing the best (or most convenient);
- Actual change, that all elected implementation version appropriate action;
- Detection of possible shortcomings and eliminate them;
- Strengthening of new values that support behavioral changes made.

Orientation events that trigger a change in cultural ideology and organizational structure can be:

- Opportunities or major failures in the context of the organization (economic crisis, economic boom, the emergence of a new generation of technology).

- Change in ownership and / or management organization (merger with another organization, achieving a joint organization, changing the organization's senior management, etc.).

In general and especially national security no single change strategy. You can adapt an overall strategy or what is called a great strategy, but for any initiative, you get better results from a combination of strategies. The choice of the above strategies will be used in this combination of strategies. They depend on a particular type of factors:

- The degree of resistance. A strong resistance involves a combination of coercive strategies that are adapted to the environment. A low resistance or competition requires a combination of empirical-rational strategies and legislative and educational.
- Target population. A large population requires a combination of strategies, something for everyone.
- Stakes. High stakes involve a mixture of the four strategies. When the stakes are high, nothing can be left to chance.
- Temporary Framework. Short-term temporary frames require a strategy of exercising power. Long-term temporary frames require a mix of empirical-rational strategies, regulatory, educational and adapted to the environment.
- Expertise. To have adequate expertise in implementing the change requires a certain combination of the above strategies. Do not have this expertise available involves a coercive strategy.
- Dependence. This is a double-edged appearance. If the organization is dependent on people management ability to order or ask is limited. On the other hand, if people are dependent on the organization, their ability to oppose or resist is limited. Essentially, mutual dependence involves almost always a degree of negotiation, based on expertise and experience of both staff and the possibilities of employee loyalty, the training and job characteristics leading to such a dominant position for "the right person at appropriate "but also decrease opportunities to engage elsewhere.

4. Effects of change management in public administration

Classical Administration, governed by a set of specific legislation is not adequate for this purpose. Operation of a modern public administration, flexible and efficient is a prerequisite for the structural transformation of Romanian society, to achieve a profound reform in all spheres of socio-economic growth of the citizen's role in decision making. Also, these changes must be part of the root coordinates imposed by the EU integration process, which means achieving - the deadlines - of operating standards characteristic of the Member States.

An efficient administration requires, however, improving institutional capacity at central and local conditions, through appropriate use of administrative levers - that by ensuring transparency, fairness and accountability in serving the public and spending public money - and can ensure a real increase in quality of life of citizens. For this, public institutions must be competent, flexible and adaptable to new requirements and put in the service of citizens. In the process of European integration, they must be able to implement regional development policies and ensure full use, effective and legal structural funds. To achieve an efficient administration will act in the following areas:

- Introduction of quality standards for public services;

- Fully professionalize public administration apparatus;
- Strengthening the capacity of emergency intervention and preventive action capacity and management of these situations;
- Implementing comprehensive and coherent measures to prevent and combat corruption;
- Application of codes of ethics for officials and civil servants;
- Streamlining administrative institutions and practices;
- De-bureaucratization, simplify and expedite administrative procedures;
- Improving planning and evaluating public policies and inter-institutional cooperation.

In order to eliminate the risk that judicial inefficiency, corruption and deficiencies that are still open the system to endanger national security objectives of the strategy, in line with constitutional provisions on separation of powers under the law, satisfying the following conditions, requirements and measures responds appropriately to the expectations of the Romanian people:

- Ensuring effective and genuine independence of the judiciary;
- Ensure transparency and quality of justice;
- Increase efficiency and accountability of the judiciary;
- Ensuring access to justice;
- Preventing and combating corruption in the judiciary;
- Strengthening institutional and regulatory system of judicial cooperation within the EU and internationally;
- Radical improvement of the penitentiary system.

5. Conclusions

Achieving these objectives is the primary task and primary responsibility of the competent bodies that govern the work of justice, given that Romania's EU integration depends directly and immediately how the Romanian justice system will prove its independence, non-partisan character, capacity to act under state of law and the real effectiveness in the fight against corruption. In the context of this national effort, other state institutions are required to ensure the necessary conditions - legislative, organizational, human and material - for task radical transformation of the judiciary and its contribution to achieving the strategic objective of integration become possible.

REFERENCES

1. Barcan L. Current issues on change management in public organizations, Revista tinerilor economiști nr. 13, Craiova, 2009
2. Barcan L. New concepts in the change management within public organizations, Revista tinerilor economiști nr. 14, Craiova, 2010
3. Burduș E., Căprărescu Gh. Fundamentele managementului organizației, Editura Economică, București, 1999
4. Cornescu V., Marinescu P., Curteanu D., Toma S. Management - de la teorie la practică, Editura Universității, București, 2004
5. Nica D. Guvern, cetățean, societate informațională, Editura Semne, București, 2001

6. Preduț Radu I. Managementul schimbării în instituțiile publice din România și impactul asupra securității naționale, Sesiunea anuală de comunicări științifice cu participare internațională a Centrului de Studii Strategice de Apărare și Securitate, București, 2008
7. Radu I. Managementul schimbării în organizații, Buletinul Universității Naționale de Apărare "Carol I" Nr. 3, București, 2008
8. Zulean M. Militarul și societatea. Relațiile civil-militare la începutul mileniului al III-lea, Editura Militară, București, 2008
9. *** Constituția României, R.A. Monitorul Oficial, București, 2003
10. *** Managementul schimbării - Suport de curs realizat în cadrul proiectului de înfrățire instituțională RO03/IB/OT/01 "Întărirea capacității UCRAP și a rețelei naționale de modernizatori", Ministerul Administrației și Internelor, Unitatea pentru Reforma Administrației Publice, București, 2006
11. *** Strategia Națională de Apărare a României, 2010
12. *** Strategia de Securitate Națională a României, Președinția României, 2007