

MANAGERIAL BEHAVIOUR IN PUBLIC SERVICES ORGANIZATIONS

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ABSTRACT

This work approaches important aspects regarding the managerial behaviour in public services organizations. This study has as objective the presentation of specific elements regarding the organization and functioning of public services, the scheduling of specific activities, the coordination and training of human resources for the accomplishment of specific objectives, the control and evaluation of results obtained. This research has in view the relative delimitation between public services and private services, industrial and commercial. The main purpose of the work targets the necessity and opportunity of knowing the managerial behaviour specific to public services organizations in the current economic context

KEYWORDS: *managerial behaviour, public services, public management.*

JEL CLASSIFICATION: D23, H83, L32

1. INTRODUCTION

The management of public services organizations implies the coordination and carrying out of specific activities for the realization of established objectives, in conditions of efficiency and legality. Public managers assure the realization of this objective in the conditions of using a limited volume of human, financial and material resources. The managerial techniques applied in public services organizations have to guarantee the satisfaction of legitimate interests of citizens.

The efficient managerial behaviour implies the assurance of application of norms specific to activities of general interest, of own legal regime with administrative character and the observance of public power prerogatives. This new approach of public management leads to the application of modern methods of adoption of decisions in public services organizations. The results are materialized in the assurance of continuity of service provisions, the adoption of public services at the requirements of beneficiaries, the equal and non-discriminatory access of population in regulated contractual conditions, decision-making transparency and protection of users.

The managerial behaviour in public services organizations assures the fulfilment of specific functions in the conditions of application of the most advantageous management methods. The particularities of this field refer to the problems of assuring the financial and social balance, under the action of exogenous factors: legislative, political, social, environmental, etc. Public managers coordinate the specific activities of organizations with a special status, respectively institutions of public administration and associations authorized to provide public services.

The managerial behaviour implies the training of human resources from public organizations and institutions for the realization of established objectives. Most employees from this field are civil servants with a status regulated by organic laws, which determines the monitoring and control of the actions carried out for the guarantee of efficiency of the work process (Alexandru, 2008).

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The public services organizations are authorized to administer own activities with efficiency, for the fulfilment of governmental policies and legislation in the general interest of the population.

The managerial behaviour must contribute to the organization and appropriate functioning of the public services organization for the assurance of effectiveness of work processes on each structural component (Matei, 2006). This important step implies the studying of deviations which appear in the carrying out of activities under the influence of external and internal factors. The deviations ascertained must be corrected by the decisions of public managers and the causal factors must be removed. Concretely, the managerial behaviour aims at the monitoring of deviations from the normal work process, accomplishing comparative analysis between the obtained results and the expected results after which are adopted the decisions of elimination of negative effects, respectively the extension and revaluation of positive effects. Another important step in the study of managerial behaviour at services organizations' level aims at the identification of qualities and aptitudes of public managers, which are:

- The analysis and synthesis potential;
- The capacity to elaborate strategies, tactics and programs of realization of the objectives of the organization;
- Knowledge of specific administrative and institutional processes;
- Identification and revaluation of human values of the organization;
- Establishment and correction of weaknesses and threats caused by the negative factors of influence;
- Identification and generalization of strengths and opportunities generated by positive factors of influence;
- Assurance of effectiveness in the realization of the objectives of the company;
- Ethical behaviour;
- Professionalism, creativity and responsibility in the management act;
- Originality and innovative spirit;
- Potential of communication and training of human resources in the realization of objectives;
- Motivation and appropriate stimulation of employees;
- Adoption of the best decisions scientifically substantiated and in due course;
- The potential of establishing the priorities in the activity of the company;
- The organization of an integrated informational system and an appropriate database;
- Fast adjustment to the changes of the organization under the influence of exogenous factors;
- The adoption of a style of action favourable to the future development of the organization;
- Knowledge and application of general and specific methods of management;
- Use of rational and scientific systems of management.

The managerial behaviour must assure concise and coherent answers in relation to the optimal carrying out of work processes and concrete and efficient methods of achieving the objectives of the public services organization. In this context, an important step is represented by the completion of the current work process with the reflections on the future of the company, the anticipation of the evolution of the company on medium and long term. The forecast represents an attribute of public managers and a managerial function which assures the adjustment to global changes, the adjustment to the evolutions of a dynamic, competitive market. On the other hand, the knowledge of events and experience accumulated leads to the identification of the correct means of managing specific activities, the rational use of resources available, establishment of minimal costs of obtaining maximum effects and the control of actions under deployment.

2. CHARACTERISTICS OF MANAGERIAL BEHAVIOUR

The managerial behaviour supposes the appropriate application of this science and the investigation of cause-effect relationships resulting from the functioning of public services organizations, the identification and evaluation of economic-social effects of provided services. The development of specific work processes aims at the essential components referring to globalization and disaggregation, improvement of performances, creation of an appropriate environment and a balance.

The main characteristics of managerial behavioural studies in public services organizations refer to the following aspects:

- Evaluation of economic-social efficiency of public services through the management methods cost-efficiency, cost-effectiveness and cost-utility;
- The human resources are mostly represented by civil servants with a career program provided by organic law;
- Centralization of managerial power by the prerogatives of public administration competent, authorized and accredited by the administrative law norms and public law norms;
- The application of the legal provisions in the field of accounting and public finances by which it is compulsory the separation of the assignments of engagement, ordering, liquidation of expenses belonging to public managers in comparison with the actual payment which belongs to the accounting staff;
- The provision of non-profit public services in agreement with the decisions of central and local administration, respectively political decisions (and not in accordance with the rules of market economy specific to private services);

The main mission of public managers has in view the satisfaction of social needs of the population, the adjustment to the evolutionary phenomena from the life of the society, the reduction of interventions of state authorities and delegation of responsibilities to local authorities, the observance of norms of public administrative law and the status of civil servants. In my opinion, this delimitation between the public services sector and the private sector is relative because the modern economies have in view interactions between the two fields. The public-private interactions suppose aspects regarding the assurance of budget funds from taxes, duties and contributions, the realization of infrastructures, the application of governmental policies in favour of local communities. On the other hand, the mechanisms of the market must be completed with the interventions of state bodies (private services versus public services) for the assurance of the necessity of civil servants, the appropriate distribution of revenues, the reaction to the influences of exogenous factors which affect the work processes, the assurance and guarantee of international commercial exchanges, the application of legislative regulations for the free access of services and consumers on the market (Androniceanu, 2008). The main fields of activity which make the object of managerial behaviour in the public services organizations refer to:

- Public services of national defence, police and justice;
- Public medical services;
- Public social work services;
- Public educational services;
- Public cultural services;
- Public communication services;
- Public transport services;
- Public postal services;
- Public utilities services;
- Energetic services of strategic interest;
- Public services of accommodation.

The new public management produces effects on the behaviour of management staff, the use of new concepts in the activities of public services, the assurance of decision-making transparency regarding the application of governmental policies, the orientation of work processes on the results and human resources. In this context, the following doctrinal orientations are taken into consideration:

- The observance of the principles of efficiency, effectiveness and economicity of using the resources available;
- The use of managerial methods specific to private services by appropriate adjustments;
- The resorting to strategic and institutional management;
- The promotion of processes of decentralization of public services;
- The evaluation of indicators of quantitative and qualitative performance of public services;
- The use of performance standards.

3. MANAGERIAL BEHAVIOUR IN SANITARY UNITS

The approaching of a rational managerial behaviour at the level of the organizations specialized in the provision of medical services and the application of scientific methods of management are necessary because the sanitary system is dealing with complex problems and difficulties in the realization of a reform of the sanitary system (Alexandru, 2009). The reforming of sanitary system requires the undertaking of responsibility by public managers from central specialized authorities for the restructuring of medical units and the establishment of new responsibilities for the providers of medical services. An effective managerial behaviour represents an essential attribute of the specialists in the field so that they formulate solutions to the problem of the relation between the unlimited needs of people for medical services and the limited financial, material and human resources.

The manifestation of managerial behaviour in sanitary units involves the highlighting of specialized knowledge, of qualities and skills needed for the management act. The sanitary managers must have specific native qualities and a good general training in the economic, social, legal, financial and psychological fields. It is also extremely important the potential of making optimal decisions in relation to the resources available and the concrete conditions of carrying out the activity. A special mention is required to be made regarding the manifestation of the managerial capacity in the context of financial and legislative constraints (Alexandru, 2004).

At the level of the Romanian sanitary system, the managers are physicians, most of them and this leads to debates regarding the opportunity of maintaining this model or not. In developed countries, the attribute of management in sanitary units belongs to economists who are much more familiarized with the managerial methods and techniques by their specialized qualification. In Romania, it is acknowledged that there is a reduced number of economists hired in the sanitary system because of the unstimulative salary system and for conservative reasons so that the positions of managers continue to be filled by physicians, with the results we find now in the administration of the health fund.

Significant dysfunctions are acknowledged in the management of activities as the sanitary units lose good doctors for positions of mediocre managers. This leads to the necessity of assuring a managerial behaviour with scientific character which implies a thorough training in the field of administration of entrusted funds and the organization of the work process. The managers physicians from the Romanian sanitary system have responsibilities in the management act, but also fulfil the tasks specific to the medical act. The research I conducted during the period 1999-2009 (period when I filled the position of president-director) regarding the managerial behaviour from the hospitals of Prahova led to the highlighting of the following structure of the working time of managers:

- 65% of the working time for carrying out medical services;
- 5% documentation activities;

- 5% for carrying out operative meetings;
- 5% for administrative and secretarial activities; correspondence;
- 5% of times fragmented with telephone and collegial conversations;
- 5% for audience, public relations, evaluations of medical services;
- 2% for studying specialized normative acts and assimilation of management methods and techniques, administration and management of allotted funds;
- 8% other activities with general character.

This structure of the working time is specific for doctors-hospital managers and shows the decreased weight of managerial activities, with negative effects felt by patients.

The managerial behaviour in sanitary units must take into account the social changes and structural transformations, respectively the systems of values, the social practices, the actions of social groups, social hierarchy and mechanisms of social mobility. However, the actions of sanitary managers are limited only to brief analyses regarding the relations between the sanitary environment and the other fields of social order for certain periods of time. For this reason, the social changes are accepted or ignored, passing through the filter of managers who administer these changes depending on their own interests. The medical world is analysed and perceived in permanent movement, in a dynamic way under the action of social changes and in the light of the theory of imbalances which places emphasis on contradictions as source of changes. The medical culture influences the social development privileging either the competition and professional success of sanitary managers or the privileging of interpersonal relationships. The model of managerial behaviour in sanitary units implies the development of medical culture, the manifestation of aptitudes and competences in the realization of the management act.

4. CONCLUSIONS

The results of this study aim at the analysis of managerial behaviour in public services organizations, with concrete evaluations in the field of medical public services. This work highlights the problem of assuring the financial and social balance under the influence of exogenous factors. There are presented aspects referring to the realization of objectives in the conditions of a limited and restrictive volume of financial, human and material resources. Also, there are presented elements referring to the specific qualities of public managers, the assurance of continuity of work processes, the anticipation of the evolution of the organization on medium and long term, the establishment of cause-effect relationships in the functioning of the company. There are highlighted the main characteristics of managerial behavioural studies in public services organizations, the missions of public managers and the public-private interactions in the assurance of financial resources. The managerial behaviour is completed with novelty elements of public management from the perspective of the main doctrinal orientations. The theoretical approaches are completed with practical aspects regarding the managerial behaviour in the field of medical services. The success in the field of management of medical services belongs to the specialists who have the capacity to formulate solutions to the complex problem of the relationship between the unlimited needs of people and the limited financial resources.

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