

SOCIOLOGICAL PERSPECTIVES REGARDING MANAGEMENT STRATEGIES IN PUBLIC ADMINISTRATION

Dumitru OTOVESCU, Ana-Maria BUD

¹Professor PhD, Doctoral School of Social Sciences and Humanities, University of Craiova (Romania), Email: dumitruotovescu@yahoo.com

²PhD Student, Doctoral School of Social Sciences and Humanities, University of Craiova (Romania), Email: anamaria.bud@gov.ro

Abstract: *The actors of the public administration, be it central or local, are part of the social life, but also of the individual one. From a sociological point of view, the analysis of public administration is the subject of a broader field of study called sociology of organizations. This branch of sociology, which has become increasingly popular in recent decades, deals with the analysis of public and private organizations, in all their forms of leadership, functioning and manifestation in social life. Moreover, the globalized society has become a world of organizations, an organizational universe, in which social tasks are performed by and by organizations, whether public or private (Otovescu, 2009). Trade organizations, educational organizations, cultural, military, medical, etc. are relevant from this perspective. Society appears in the form of a system of organizational structures, in which private and public organizations are distinguished, the latter having the role of ensuring the management of social life in the direction of obtaining what the ancients called "common good". In this article, which is intended as a theoretical, synthetic, we will reviews the most important sociological and psychosociological theories that consider the definition, structuring and management of organizations related to the public system.*

Keywords: sociology of organizations; public organizations; public management; managerial style; organizational efficiency.

1. Introduction

We can delimit multiple ways of defining and understanding organizations, depending on the field to which we refer. From the perspective of social psychology, organizations are "organized and structured social entities, made up of a variable number of people who interact with each other for achieving certain objectives, being deliberately structured and having identifiable boundaries" (Iacob and Cismaru, 2002: 13). From an anthropological and phenomenological perspective, organizations are configured as small human groups / communities, in which people create for themselves and share meanings, symbols, rituals and cognitive patterns. From an economic perspective, an organization can be understood in terms of the combination and use of human, financial and material resources necessary to achieve the proposed objectives. All organizations set their own goals, distribute their power and authority, expectations about functions or duties, communication channels and methods to ensure the achievement of goals (economic organizations, political parties, schools, research institutions, the army, hospitals, etc.).).

The study of public organizations and public sector development is a matter of real interest, both for those who have tried, through their own conceptualizations, to capture the most important aspects that define organizations, and for those who are directly involved in their functioning and in the achievement of the collective good. This topic is not new, on the contrary.

2. Classical theories on the organization and management of social life

We can discuss a system of classical theories of organizations, namely the theories of organizations as closed and rational systems that deal deeply with this formal side of organization. At this stage the main theoretical perspectives developed are: scientific management (Frederick Taylor), the theory of administration and organization (Henry Fayol) and the theory of bureaucracy (Max Weber).

Frederick Taylor drew attention to the inefficiency of organizations. Its conception can be summarized in the following principles: the development of a scientific conception about the managerial act and process; scientific selection of staff; scientific training of staff and its development; close cooperation between management and employees; division of individual and physical labor; amplifying the economic content of the work of technical staff; analysis of the work process by breaking it down into components; strict record of working time and work regulation; unification and standardization of work tools and technological processes; the application of remuneration in agreement on the basis of specific indicators.

The first four principles are considered to be the foundation of management, while the following are considered to play an important role in the smooth running of an organization. From the perspective of FW Taylor, he put the seen worker at the forefront of managerial practice, especially in his capacity as a work resource, which is based on a careful study of movements.

From this perspective, the goal was essential to organize lucrative activities, jobs, so that there is a high productivity, as well as higher production with the same material efforts, to which should be added an increase in efficiency in execution work.

Another element specific to Taylorism is given by the fact that it divided the production processes into simple elements (operations, phases, handling) aiming to examine and critically analyze the way people act, using the means of work, with the endowment. technique in order to be able to transform raw materials and materials into products.

At the same time that, as I observed, FW Taylor directed his research into some processes or parts of the production processes, H. Fayol focused his attention on that side which perceives the management of a public enterprise or organization as having an administrative character.

H. Fayol made a major contribution because he was the first to highlight the functions of the company (technical, commercial, financial, security, accounting and administrative), demonstrating that there is a close interdependence between them. It also identifies the five attributes of administrative functioning, which have remained in modern management theory until now: control, foresight, coordination, organization, command.

Later, the attributes of management were presented by other authors with some differences, non-essential, because H. Fayol, speaking about the notion of organization, includes staffing issues, and attaches to the notion of planning that of drawing up the budget.

Max Weber, distinguishes three types of organizations that differ according to the way in which power is legitimized. The bureaucratic management model is based on the idea that bureaucracy is the ideal ("pure") form of organization.

3. Contemporary theories on the organization and management of social life

The classical concepts of organizational analysis have been subjected, since the 1920s and 1930s, to harsh criticism from a group of sociologists and psychologists. They criticized the fact that the relationship between the members of an organization and their behavior in different situations were not taken into account. For this reason, in many specialized works, the managerial current is called "behavioral management".

The school of human relations has focused on the emotional aspects of human behavior, maintaining the division of labor between those who plan and those who execute. Adherents of these schools have conducted research on the relationship between employees and employers. They attributed the poor performance to the lack of communication between managers and workers, as well as the too little attention paid to the human side of the worker. To solve these problems, managers had to facilitate the formation of informal groups, to become creators of organizational culture.

To better structure the overall workforce, management has been given a new set of tools: social skills. Managers had to be more patient with their subordinates, listen to them, avoid conflict situations. Like FW Taylor, human relations advocates sought to streamline management to increase the efficiency of executive staff. However, the promoters of human relations started from different assumptions. For example, FW Taylor was a follower of the "mob hypothesis" and portrayed society as an unorganized horde of individuals pursuing only self-interest. Hence the idea that the surest way to stimulate the worker to work better and more is to give him more money. Adherents of human relations denied the central role of money and considered that the determinants of work performance are: culture, interpersonal relationships, group coherence.

E. Mayo applied the theories of sociology to what he had previously studied in management. He wanted to combine sociological theories with those of management and to apply applied science. E. Mayo's role in the development of management is usually associated with the discovery of the social man (worker). E. Mayo pointed out that workers act according to feelings and emotions. He appreciated that if the worker is treated with respect and his wishes are met, both the management and the worker will benefit.

E. Mayo also provided a series of proofs that supported Mary Parker Follet's theories that the lack of attention paid to human relations was one of the great shortcomings of classical theory. If managers respect workers and pay attention to their needs, they will work harder. The solution is, therefore, a greater involvement of managers in the problems that concern the workers. In addition to this conclusion, studies at Hawthorne plants have shown that there are a number of factors (environmental, social) that can influence the quality of work.

E. Mayo is deeply committed to researching interpersonal relationships by a study by Hawthorne's Western Electric plant that developed an advanced human relations program and hired W. Williams as a consultant.

An interesting theory aimed at the development of organizational culture is the one developed by the psychologist Abraham Maslow, according to which organizational culture is all the more effective the better it satisfies the needs of the

individual. Abraham Maslow theorized the existence of five types of needs that he placed in the form of a pyramid in which psychological needs were located at the base, and those of self-realization at the top of the pyramid.

Physiological needs include the need for oxygen, water, protein, salt, sugar, calcium, and other minerals and vitamins. Physiological needs also include maintaining the optimum pH and ambient temperature. In addition, A. Maslow added the need to sleep, to rest, to be clean, to avoid suffering, to have sex.

Safety and security needs arise when most physiological needs are met. Man feels the need for stability, protection, predictable situations. Therefore, it will develop the need for order, certain structures and boundaries.

The needs of social relationships refer to the need to have friends, a partner or life partner, children, affectionate relationships in general. These needs are expressed in the desire to get married, to have a family, to be a part of the community, to belong to a religion, to be in an entourage or a club. The needs of esteem were grouped by A. Maslow into two categories. At a lower level is the need for respect from others, the need for status, glory, recognition, attention, reputation, appreciation, dignity and even dominance. At the higher level is the need for self-respect, which includes confidence, competence, self-control, independence and freedom.

The last level is a little different from the others. A. Maslow used a number of terms to refer to this level: the motivation to develop, the need to become, the need for self-realization. The need for self-realization is satisfied if man is guided by the following values: truth, goodness, beauty, integrity, uniqueness, perfection, justice and order, the existence of a meaning in life, simplicity, independence, lust for life. All these concepts have been called meta-needs that contrast with their opposite, meta-pathologies.

In 1953, D. McGregor began to formulate the idea that later changed his view of management: a manager who believes that people are generally lazy, untrustworthy, and in a position contrary to his will make much decisions. different from a manager who looks at people in a constructive and friendly way. Later, in his paper "The Human Side of Enterprise," he extended the idea that managers' assumptions about human nature and human behavior are critical to the manager's style of management. In this context, the consideration that managers can organize, lead, control and motivate people in different ways (McGregor, 1960: 98).

4. The role and requirements of efficient management

The quality of the decisions taken and of the managerial process as a whole are directly conditioned by the way in which the managers exercise their tasks, attributions and responsibilities conferred by the function performed. Referring to the role of managers in an organization, experts say that "there are no companies with good or bad results, but well or badly run companies" (Nicolescu, 1992: 295).

In the literature, there are many points of view regarding the definition of managers, some different or even divergent. However, from the point of view of scope, these views can be framed in two main approaches. The first approach includes in the category of managers both the management staff itself and the specialized staff, being supported, mainly, by P. Drucker. The second approach includes in the category of managers only those who hold managerial positions. It is a more rigorous approach, as

the delimitation of managers more adequately reflects the specifics of the managerial process.

Starting from the last approach, it can be appreciated that managers represent the persons who exercise the attributes of management, by virtue of the objectives, tasks, competencies and responsibilities deriving from the position held, having directly subordinated other persons, to whom they directly influence their actions and behavior. through the decisions taken. The manager has the following defining characteristics: double professionalism, in the sense that the manager has both professional qualities and knowledge, specialized, which gives him professional competence, and managerial qualities and knowledge that will outline the managerial competence specific to the work performed. ; the accentuated creative character of the work performed, as for the most part (over 80%) it involves new, unique situations for solving the problems they face and which require a certain risk; the authority with which the manager is invested at the time of appointment to the management position, which can be considered the fundamental characteristic of a manager. It presupposes dignity, strength, influence and confers respect and superiority over collaborators and subordinates. the overburdening of managers, generated by the diversity and complexity of the problems to be solved, and which can be mitigated by a rational use of available working time, following the widespread practice of authority delegations and focusing mainly on perspective issues; mediated influence of production processes, through other people; the educational character of managerial work, resulting from the personal example of the manager, it must be a professional, behavioral and attitudinal model for subordinates and collaborators, both as a person and from a professional point of view; the double legal and moral responsibility of the manager, in the sense that he is responsible both for what he does and for what his subordinates do.

Unlike other professions, the activity of managers has certain peculiarities (Hobeanu and Mitache, 2000: 255), such as the temporary nature of holding a managerial position, it being only an episode in the life of each manager; the assignment of the position is made by election or appointment, sometimes independent of the intention of the person in question and not on the basis of a personal choice, as in all other professions; the profession of manager is not mandatory for all people. In order to exercise the managerial attributes in good conditions, it is imperative that the managers have a set of qualities, knowledge and skills, which will give them a high managerial competence. Specialists appreciate that the set of qualities, knowledge and skills of managers can be structured in two groups: personality traits and intellectual qualities and knowledge.

In the case of the manager, the personality constitutes “the set of his features, characteristics, abilities and aptitudes, which are realized in the practical behavior and which are capitalized in the management of the organization” (Petrescu, 1991: 85). It is directly expressed in the manager's relations with superiors, collaborators and subordinates. Personality is a widely debated topic in management psychology, with specialists appreciating that it is a result of four factors: the constitution and temperament of the subject; physical environment (climate, food); social environment (country, family, education); habits and skills acquired due to the effect of previous influences (lifestyle, food hygiene, etc.).

Human personality is the expression of the following dimensions: aptitude, temperament and character. Skills constitute the instrumental side of the personality and represent the set of psychic qualities that condition the possibilities of the manager and of all people, in general, to perform certain types of actions, to put into practice and to capitalize on the acquired knowledge (Cornescu, 1994: 158) . For managers, skills take two forms: skills related to the basic job, which gives them professional competence in the field; specific skills of managerial work: spontaneity, flair, intuition, the ability to communicate, to decide, the ability to lead people, the desire to lead, etc., which gives him managerial competence.

Professional and managerial competence, together with the appropriate moral attitude, gives the manager the prestige, respect, strength and dignity necessary to exercise quality management. Temperament, along with the energy resources of the individual, represents the action side of the personality and is expressed in the behavior and mental activity of the manager, in attention, speech, the sphere of his emotional life, etc. In the case of managers, temperament is expressed in the following elements: skill, balance, vigor, self-control, etc. Managers must have an appropriate temperament, in order to create and maintain a relaxed work climate, favorable to the manifestation of creativity and initiative, to properly solve the various problems that arise in the management process, etc.

The character expresses the way of manifesting the personality in the human relations with the environment and with himself, emphasizing the social side of the manager. It is a system of attitudes towards people, life, work, towards one's own person, through which people differ from each other. Character can be compared to a human "pattern" and is at the forefront of the qualities required of a manager. A good manager must be characterized by: sincerity, sociability, firmness, integrity, modesty, courage, perseverance, etc. In addition to personality traits, managers must have a number of intellectual qualities, namely: intelligence, the ability to accept and apply the new, the ability to think clearly and operatively, memory, imagination, prospective vision, etc. In addition to native, innate qualities, managers must also have a range of economic, technical, legal, general knowledge, etc. knowledge. and continuous self-improvement skills, especially in the field of management, to keep abreast of the latest developments in managerial theory and practice.

5. Conclusions and reflections

Practice has shown that the different results obtained by similar organizations in terms of typology, size and structure of material, human and financial resources are influenced by the types of managers who exercise the management process and the management styles practiced. The type of manager and the managerial styles represent the result of the action of the following factors: authoritarianism, expressed in the degree of concentration of power and in the way of making managerial decisions; directivity, which reflects the attitude of the manager in certain situations, from the point of view of the indications and suggestions he gives to his subordinates during the activity; the relationship between the manager and the group members; the manager's orientation in relation to the subordinates' problems; management methods and techniques used.

The type of manager expresses the set of main characteristics related to the qualities, knowledge and skills of a category of managers, which gives them the same

approach in terms of basic aspects of management processes and relationships, managerial behavior, which are quasi-permanent and different from other managers. The management style expresses the manifestation of the qualities, knowledge and skills of managers in relationships with superiors, colleagues and subordinates. In the literature there are many characterizations of types of managers and managerial styles, which differ from each other depending on the criteria that were considered and the combinations of these criteria. The best known classification is the three-dimensional theory of leadership formulated by WJ Reddin, which is based on three elements that give, in his opinion, the value of a manager, namely: concern for tasks; concern for human contacts; concern for yield.

According to the professional value and the way of manifestation towards the subordinates, Traian Herseni differentiates the following types of managers: value managers, who know how to behave with the subordinates; valuable but influential and uncontrollable managers; mediocre or incompetent managers who know how to deal with subordinates; mediocre or incompetent managers who do not know how to deal with subordinates; According to the intensity of the work done and the degree of organization of the work performed by the subordinates, EE Vendrov distinguishes three types of managers: managers who do everything, decide and think for everyone; managers who do nothing personal, all their duties being performed by executors; managers who do only what is necessary, and subordinates work properly. Depending on the way in which the relations with the subordinate staff are conceived and realized, the managers can be of three types: participatory, authoritarian and participatory-authoritarian.

The participatory type manager is characterized by:

- high managerial competence, but also a good professional training in the field of activity of the led work team;
- joint approach with superiors, subordinates and collaborators of issues specific to the field of activity led;
- the widespread use of delegations of authority, which contributes to strengthening the spirit of trust and initiative, of deeper involvement of subordinates in the performance of the tasks entrusted to them;
- the ease of establishing human contacts, imposing oneself through knowledge, tact and attachment;
- emphasizing the creation of a relaxed work climate, favorable to the development of the personality of subordinates;
- use the prerogatives deriving from the function exercised, in particular the competence, only as a support for the achievement of the assigned objectives.

The authoritative type manager is characterized by:

- giving priority attention to hierarchical relations of subordination;
- reduced managerial competence and minimal concern for the enrichment of professional and managerial knowledge;
- emphasizing the achievement of objectives, maximizing results and minimizing human aspects;
- small-scale use of subordinate delegation and consultation;
- lack of confidence in the potential of subordinates, which leads to excessive controls, which generates an austere work climate, reservations from subordinates and diminished creativity and initiative.

The participatory-authoritarian type manager is the most common type of manager and is characterized by:

- combining, in relatively equal proportions, the specific characteristics of the authoritarian and participatory manager;
- promoting consultation and delegation of authority, but in an authoritarian manner, which sometimes leads to conflict situations;
- in general, they get good results, and they can be seen as efficient managers.

References:

1. Cornescu, V. (1994). *Management – teorie și practică*. Bucharest: Actami.
2. Dincă, V.D.; Mihaiu, M. (2019). *20 de ani de reformă a administrației publice în România*. Bucharest: Economică.
3. Hobeanu T. ; Mitrache, M. (2000) *Management*. Craiova: Universitaria.
4. Iacob, D.; Cismaru, D.M. (2002). *Organizația inteligentă*. Bucharest: comunicare.ro.
5. McGregor, D. (1960). *The Human Side of Enterprise*. New York: McGrawHill.
6. Nicolescu, O. coord.. (1992). *Management*. Bucharest: Didactică și Pedagogică.
7. Otovescu, A. coord.. (2019). *Comunicarea în administrația publică locală*. 2th Edition. Craiova: Beladi.
8. Otovescu, D. (2009). *Sociologie generală*, 5th Ed.. Craiova: Beladi.