Babeș-Bolyai University

Doctoral School of Administration and Public Policy

College of Political, Administrative and Communication Sciences

DOCTORAL THESIS

Scientific coordinator:

Doctoral student:

Prof. univ. dr. HINŢEA Călin Emilian

ANDRIANU Alexandra-Bianca

Cluj-Napoca

2023

Babeș-Bolyai University

Doctoral School of Administration and Public Policy College of Political, Administrative and Communication Sciences

Public Management Reform in Romania – The Development of Resilient Institutions

Scientific coordinator:

Doctoral student:

Prof. univ. dr. HINŢEA Călin Emilian

ANDRIANU Alexandra-Bianca

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Paper Summary

Key words: institutional resilience, new public management, administrative reform, systemic resilience, strategic planning, romanian administrative reform.

This paper wanted to see to what extend there is a linkage between New Public Management and Institutional Resilience and how exactly they influence each other. Therefore, the main question of this research is *Institutional resilience can be increased by implementing new public management approaches?* To do so, we conducted an exploratory research, where we built and tested a model through SPSS and AMOS to see if it can help us answer this question.

The argue for this is the fact that in the last years, the word "rezilience" has became the new buzzword, the new way to do things or to approach things, thus many institutions or organizations tried to introduce different strategies, to increase their resilience level and to be more prepared in the face of adversity. Not only that, but to also develop their ability to bounce also forward, not only to go back to their initial state, before the schock, meaning that they need to develop their ability to learn, adapt and implement the learning, new tricks that they have learned over the years.

Furthermore, New Public Management approaches are still considered "new", in terms of administrative reform and in terms of the "modernization" of the public sector, alongside digitization, digitalization and other elements that are relevant and important in today's time. We need to have clear strategies, to have a market-based approach to increase efficiency, performance and to simplify procedures. We need to create a stronger connection between citizens and public institutions, to improve their image and to promote collaboration and cooperation between public institutions and different relevant actors from their community (and not only). Thus, in a sense, these are the main ideas of this reform. In addition, NPM refers to the following types of concepts and approaches to be developed in an administrative reform: decentralization and increased autonomy, "breaking up monolithic bureaucracies into separate agencies", introducing market mechanisms to promote competition among public institutions, being mission-driven rather than rule-driven and also customer-driven and customer-oriented, increasing responsibility and accountability, and setting explicit performance standards (Androniceanu, 2007, p. 156).

So what we did in our paper? We tried, first of all to define and identify the main characteristics, indicators and valid point for each concept, them, we tried to see to what extend they are connected

and how they can "work together" to increase the efficiency of public instituions, indirectly improving the quality of producs and services delivered by them.

In order to answer the main research question, we also developed other three, meaning:

R.Q. 1: Which are the main elements that enhance New Public Management? For this question, we will try to see from the total of aspects that contribute to public management, according to the literature review, which are the most pregnant and influential on the presence and maintenance of this approach.

R.Q. 2: Which are the main elements that enhance institutional resilience? Here we will use the same method as in R.Q. 2, which will give us hints as to the recommendation we can make to improve the function of town halls and inevitably (or hopefully) increase their level of resilience in the future.

R.Q. 3: Is there a linkage between NPM and institutional resilience? The last research question is the one that will help us see to what extent (if any) there is a correlation between the two concepts, and thus help us answer the main question of this research, which was presented at the beginning of this section.

Henceforth, the split the paper in a way, four main sections: the first one looks at the general impression, evolution and the different forms of administrative reform, the second one looks at the general image, characteristics of resilience (in terms of culture, leadership and institutions), ending this with a chapter dedicated to pinpointing the similarities and common aspects, based on the literature review, of institutional resilience and New Public Management.

The third section is dedicated to analyze Romania from the perspectives of strategic planning, evolution of the administrative reform, the changes that shaped and influenced the way things look now, in order to give context for the fourth part, where we did a secondary and primary data analysis.

We started this analysis with addressing a predetermined problem, meaning the rapid transition from a communist to a democratic and bureaucratic country, without adapting to the current situation. Hence, many call Romania a pre-bureaucratic country and not at all a post- or managerial reform. Nevertheless, the public officials did their best to integrate and try to fit in with the other

bureaucratized countries, therefore a main important step was in 1998 when the public authorities tried to introduce concepts such as decentralization and autonomy for local services to be closer to the needs of citizens and to ensure its status as a "welfare state".

Another problem is that when the system was introduced, no one took into account the degree of bureaucratization they wanted to apply. Public managers should have taken this into account when developing the structure of public institutions - centralized forms of authority could and will cause blockages in the system and in communication networks. Another problem that needs to be addressed is related to the administrative culture of a country. Administrative reform develops over long periods of time, after years of practice and accumulated experience, and evolves in the most appropriate way to manage the actual state of a community. Meanwhile, in Romania, the changes were not at all linear, due to the fact that "the traditional administration changed over the last two centuries, change that involved the shift of several regimes, reconfigurations, transformations and adaptation of public administration, based on the external pressures that it faced" (Văduva, 2016, p. 29). Therefore, Romania lacks the stability of a long-term development, because it has been hastily adopting certain reforms one after the other and has not been given the time to adjust, nor to implement and adapt them properly to the needs of the society at that time.

This is why this subject needs to be addressed more, but in a more dedicated matter, and not in the "just thick the box and let's go home" matter, as it is done in some cases. Another aspect that needs to be mentioned and was described in chapters 2. Literature Review, 3. Traditional Public Administration and 4. Modern Administrative Reform. The first mentioned chapters (two and three) showcase the evolution and the different approaches on administrative reform, from the classical Weberian approach, to Henry Fayol, Frederick Taylor and Woodrow Wilson. At the same time, we addressed the challenges that the traditional public administration faced, once the industrial revolution started to fade, and the focus shifted from products, to services, and once the human resource became an important, crucial factor for an organization and not only a "machine paid to do, not to think".

Therefore, the problem with the classical approaches and the reason of why they are obsolete is related to the generalized and universal use of bureaucracy as an "excuse" for the incompetence, inefficiency, and lack of adaptation of public officials (Pollitt and Bouckaert, 2017, p. 73). As a result, "formalized bureaucratic structures are geared towards productivity and control, not

creativity and innovation" (van de Walle apud Thompson, 2014, p. 4), and can therefore be quite vulnerable in the face of adversity, creating instability and inability to take appropriate action. And this is due to the misconception or misunderstanding that ideologies from the early 1930s could work in the early to mid-1990s.

In chapter 4. *Modern Administrative Reform*, we started to present this transition, through Neo-Weberian State, New Public Management and in the subchapter 4.4. *Post-New Public Management and Hybridization* we touched the subject of reform transformation and how, in time, these different approaches started to bend, to be combined and to turn into "a different species" that absorbed different characteristics of different administrative reforms.

This change in direction and values has shifted attention from the economic and market mentality, where citizens are perceived as customers and consumerism is key, supported by competition and incentive-based performance methods, to civic engagement, to the involvement of stakeholders and partners in decision-making processes (meaning that they are not only consulted, but truly have a say in the changes being negotiated), and to making citizens active partners who directly influence the decisions and actions of public institutions, which now focus on "inter-organizational processes", but actually have a say in the changes that are negotiated), and the transformation of citizens into active partners who directly influence the decisions and actions of public institutions, which now focus on "inter-organizational processes and outcomes" (Wiesel and Modell, 2014, p. 178; Ansell and Gash, 2007, pp. 544-545; Jann, 2007, p. 26).

Henceforth, hybridization, layering and combination of different paradigms is more than welcome, even encouraged, but it must be done with a clear idea, vision and strategy in mind, otherwise it can create more problems than solving them. And again, to do so, we need good leadership, a strong organizational culture and resilient teams that can work together to achieve and implement an administrative reform, 'tailored-made' to fit the needs, wants and challenges of a community. Citizen involvement and active participation alongside stakeholders is a key aspect that should not be overlooked by public managers.

Taking all those aspects into account, we must understand how exactly, or better said, what form of administrative reform we want, and how it will influence our way of doing things, to help us nurture resilience and sustainability all together. This is what we tried to achieve in chapter 5.

Resilient Institutions and Administrative Reform and we wanted to see how exactly we can promote citizen engagement, experimentation, organizational learning abilities and overall a more resilient culture and leadership style (subchapters 5.2. and 5.1.) within our administrative reform.

We also believe that it is also important to see "which reforms were most responsible for building resilience" and what are the specific characteristics of each reform that had a positive contribution to enhancing institutional resilience (as a main point of discussion). And this is why, in chapter 6. The Linkages between New Public Management and Resilient Institutions we tried to advance our research and identify the common points. We managed to conclude that there are similarities in terms of offering a sense of purpose, a sense of belonging, to develop a plan of action, to improve the quality of the organization, exploration, diversification and experimentation, represent some of the common characteristics that we identified.

Based on this analysis on the literature review, we proceeded our research by looking at the Romanian context, in terms of administrative reform and the changed that took place over time (*chapter 7*). The conclusions were that there was a clear, spillover effect in terms of inadequate implementation of reforms, rapid changes, instability in government and inconsistency in law implementation. At the same time, we saw a "tiredness of the system" and a "I give up" attitude, due to the lack of experience, knowledge or sometimes willingness to try and really improve the system, in a way that benefits all. Also, another impediment is the level of corruption that slows the changes, and creates delays.

In chapter 8. Methodology and Research Questions, we developed the following indicators: leadership style, individual resilience, organizational culture, performance, organizational learning and work-life balance. We used these indicators to build and test a model using the SPSS and AMOS programs and also, we looked at the level of importance of each indicator, for Institutional Resilience and New Public Management. At the same time, we created a path-way model to see if there is a real connection between the two concepts or not. We understand and we also presented the limitation of this "experiment" and we recognize that the model should be improved if we want to repeat the test, at a regional level, to conduct a comparative analysis.

Hence, between June-November 2022 the survey was distributed to city halls in each region, reaching out to 313 city halls in total. We managed to collect a total of 260 answers nationwide,

with a response rate of 11.18%, therefore a comparative analysis was obsolete. The North-East region was the most responsive (26.15%), immediately followed by Bucharest-Ilfov (20%) and the least responsive regions were the South (6.15%), South-West (5.36%) and West (7.69%).

From the general image, we can see that at a national level, the lowest value obtained is related to the work-life balance indicator (3.43) and the highest value was obtained in teamwork (3.97), indicating a strong relation between the employees from the city halls that answered to the survey. Another aspect that should be taken into consideration is the score obtained for organizational learning (3.51) which is quite average and maybe it needs improvement in the sense of adaptability, change and flexibility, but in terms of leadership, things look promising (3.82), meaning that we have leaders that are listening to their teams, that are seen as honest, have integrity and work hand in hand with their employees.

In terms of barriers to innovation, we have some main aspects as presented in the table above, where the budgetary constraints represent the main problem for the Northeast (3.99), Southeast (3.44), South (4.38), Southwest (3.29) and Center (3.50) regions, political uncertainty is an issue for the Northeast (3.81), West (3.60) regions and for Bucharest (3.29). The other main barrier, besides those mentioned, is the lack of incentives, especially in the Northeast (3.81), South (3.88), West (3.75), Northwest (3.15), Center (3.64) and Bucharest (3.35) regions, which can lead to a lack of motivation and interest in efficient performance.

These are just some general aspects, to give the reader an idea regarding our initial findings. After this, we moved to actually building and testing our model (*subchapter 9.2.*). In order to determine the validity of the instrument and to answer the research question, first we have to realize an Exploratory Factor Analysis (EFA) through SPSS, then, to confirm it (or not) through a Confirmatory Factor Analysis (CFA) through AMOS, to make sure that the correlations between the main indicators (as presented in the methodology section) are correct. Henceforth, an initial Cronbach's Alpha test of reliability was performed in SPSS and confirmed a positive relation between the indicators, with a score of 0.962. The reliability test was also confirmed by the Kaiser-Meyer-Olkin Measure of Sampling Adequacy and Bartlett's Test of Sphericity, where we got a high score of 0.941, and a significance level of 0, meaning that the values are accurate, thus we can further proceed with identifying the valid factors.

Since we wanted to see to what extent our model is valid and what are the main factors extracted from it, we used the Principal Axis Factoring extraction method and extracted the following factors:

Factor 1 is formed from new public management indicators that refer to general characteristics related to the variable, in terms of feedback, outputs, opportunity, long-term vision and efforts to improve, develop or train new skills.

Factor 2 is made up of questions aimed at identifying the level of institutional resilience perceived by the respondents (it is difficult to have a precise view because this aspect is measured over time: before the adversity - during it - after it).

Factor 3 looks at the leadership style, the presence of it, the level of support employees receives from leaders, or the lack of it.

Factor 4 looks at the level of performance and the presence (or absence) of clear tools to evaluate, give feedback or increase its level. The questions that make up this factor are composed from the main idea of "Based on the last performance evaluation, which aspects have improved (or not)", in order to see the impact or usefulness of the evaluation.

From now on, we can see that we have four main factors that can be further used to test and validate the model. A mention should be made that other variables besides new public management, institutional resilience, leadership and performance were created to see if their influence is stronger or more relevant in this analysis, that is, teamwork, barriers to innovation, work-life balance, organizational culture, organizational learning. The variables were created based on EFA and the data were normalized to be able to perform regressions later in the analysis and to see, based on importance, which are the most influential on new public management and institutional resilience. After the initial validity test through exploratory factor analysis, we must also see if this model truly confirms and to test it, we will use the Confirmatory Factor Analysis (CFA), as mentioned earlier. This analysis is used to estimate the saturation of the items and to see to what extend our model is fitted and validated.

We ran all the necessary tests and we concluded that our model is acceptable and we have a good, positive relation between our latent variables and our indicator variables. Usually, the number of

respondents has a high impact on the validity and estimates of the variables and, in our case, we reached a decent number of respondents (260) to be able to have accurate results. Hence, the new created variables can be used in the analysis and in the following section where we answer the research questions of this paper.

Answering the Research Questions (subchapter 9.3.)

R.Q. 1: Which are the main elements that enhance New Public Management?

R.Q. 2: Which are the main elements that enhance institutional resilience?

In order to answer R.Q. 1 and R.Q. 2 we first need to do a regression to see which are the most influential variables, from organizational learning (OL), organizational culture (OC), performance, leadership, teamwork and work-life balance. We saw that OC, performance and OL had significant values and were correlated to our variable "New Public Management", but also to "Institutional Resilience", reasoning the fact that these two research questions are presented together.

After observing the significance of each individual variable, we can continue our analysis by looking at the ANOVA table and see the significance per total. In this case, we can see that indeed, the independent variables used in the analysis, collectively are influencing the dependent variables.

The last step was to use The Artificial Neural Network (ANN) to recognize and form patters, in relation to the variables and to process the information that was introduces and based on which it learned to form correlations through synapses (inputs) and their information flow, or weights, forming outputs. We did this to see, from all our variables, which is the most influential on New Public Management and on Institutional Resilience.

For the first variable (NPM), organizational learning was the most important and influential, whereas for the latter one, organizational culture got the highest scores in terms of influence. Thus, from this perspective, we can say that we can increase both NPM and institutional resilience through performance measurement or increasing tools, through organizational learning characteristics and through a strong organizational culture.

R.Q. 3: Is there a linkage between NPM and institutional resilience?

After confirming the validity of the model, we answered R.Q. 3 by including the path-way model using the variables that we created. Our results showed positive relations between them (leadership, performance, public management and resilience), except the influence of Resilience over Public Management. To some extent, we can say that public management has a positive influence on building institutional resilience, but institutional resilience has a negative impact on building public management behaviors. This can be motivated by the level of instability and sometimes exaggerated flexibility and constant change, which can delay, modify or even eliminate the possibility to build long-terms strategies and to also, implement, evaluate and make them sustainable. To fully confirm or infirm this, we need to further our analysis. The model also suggests that the relation (regardless if positive or negative) is quite weak, and an improvement of this model is recommended. But as mentioned, there can be an explanation for the negative influence of resilience on public management, more exactly, when we talk about resilience we talk about dynamic environments, constant change (but not for the sake of change) and on the long run, this can have a negative effect on management because the vision or strategy must be changed, thus lacking linearity, creating obstacles or delays in implementing said vision.

Lastly, we performed again an ANN analysis to see the level of importance of public management for institutional resilience and vice versa; after training the system and including in the analysis only the most relevant and impactful variables, resilience has an impact of 0.106 on public management, whereas public management has a lessen impact, of only 0.088.

Based on the literature review, the secondary and primary data analysis, we can state that new public management and public management elements are present and are influenced by other aspects, as we saw, but there is a lot of room for improvement and there are some necessary changes that need to be made, in order to enhance both public management and resilience at the same time. To answer to the general question "Institutional resilience can be increased by implementing public management approaches?", yes, it can be enhanced, as we saw earlier public management has a positive correlation with resilience, but not the other way around.

This can be argued by the fact that the latter is usually found (to a certain extent) in more "organic" environments, which are characterized by dynamism, constant change, constant alteration of the way things usually work to adapt to the external environment of the organization. Whereas "mechanical" systems are more focused on the structure, rules, processes, and overall "formality"

of the organization. This means that, in a way, organizations with set and clear public management approaches are in a way, a hybrid of the two, because we have flexibility, adaptability and openness to change, but at the same time we have a clear set of values, a clear direction and a clear way to reach said direction.

An interesting aspect that should be mentioned right from the beginning is the fact that for R.Q. 1 and R.Q. 2, performance, organizational culture and organizational learning were the most relevant indicators for both institutional resilience and NPM. This is supported by the fact that during the ANN tests, the latter indicators (OC and OL) were the most important in building and improving the points of interest of this research. This can be argued by the fact that in both cases we need an open environment that promotes change, constant learning and clear performance indicators that can simultaneously support resilience and NPM.

Moving on, the things we should consider when trying to build a resilient institution using public management tools is to integrate planning and budgeting systems that are correlated with current needs. To achieve the above, we also need to have an integrated management style by establishing clear, focused and identifiable outputs. This action can be further developed by having improved incentives for performance standards that can, to some extent, resemble resilient and more comprehensive market-based management systems.

In conclusion, if we focus more on the elements or characteristics that apply to our specific needs or shortcomings, we can increase institutional resilience, contribute positively to strengthening strategic alignments, and promote knowledge-based management along with a holistic management style that improves accountability, performance, and organizational glue. At the same time, we should continue to promote a market-based and competitive approach, to improve incentives based on results, and to have clear laws and regulations that work in favor of these values and don't end up being just another burden, as is happening in some cases right now.

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