

EFFICIENCY AND TRANSPARENCY OF THE GOVERNANCE OF PUBLIC INSTITUTIONS

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Abstract: *In an entity, the efficiency of the use of governance systems is based on a set of principles. The main principles refer to: efficiency and transparency. The need to make citizens aware of public policy issues leads not only to the transparency of decisions taken at the administrative level, but also to the adoption of decisions in favor of the development of that community and thus, to increase public confidence in public entities. The existence of each individual is daily influenced by public services, their development directly affecting the standard living due to the degree of meeting certain needs recognized by the community as being of general interest and not available to private initiative, to ensure fundamental rights and freedoms. This paper defines the public services as a whole, generalities of public institutions as well as the efficiency and transparency concerns regarding the concept of governance, trying in the same way to answer the question "Efficiency and transparency, model of good governance of public institutions?" The present article is structured in three parts; the first part presents concise conclusions regarding public services as a whole, followed by the second part presenting the efficiency and transparency of governance, while the latter exposes the conclusions of this article.*

Keywords: *governance of public institutions; governance; public institutions; efficiency; transparency; public administration.*

JEL Classification: *H83; J18; J28.*

1. Public services as a whole

Public administration is, in a material sense, an activity of organizing the execution and concrete execution of the law, carried out through dispositional actions, which establish rules of conduct for third parties, in the form of legal acts, administrative operations, material deeds committed by the holders of public positions in the system of public administration bodies, and actions of a performance nature, carried out on the basis and in the execution of the law, in order to fulfill the general interest, by providing public services. In a formal sense, the public administration can be understood as a system of bodies, of institutions, comprising various administrative structures that carry out the activity of organizing the execution and concrete execution of the law.

Thus, Georges Burdeau appreciated that the implications of "the scientific and technical revolution amplify the prerogatives of the administration" (Burdeau, G., 1970, p.301). Another author, John Eull, considers that the function of the

technocratic state, a plurivocal function, consists in ordering and administering (Eull J., 1992, p.61).

According to Eric Weil, two elements are specific to the modern state: the fact that the law is formal and universal, that it applies equally to all citizens, without exception, and that for deliberation and execution the government relies on the administration. Moreover, it is very clear that Weil states that the modern state could not exist without administration, but could not be pure administration (Weil E., 1994, p. 462).

Prof. Antonie Iorgovan stated that "Each notion involves the identification of dominant notes of its content, which logically order them according to the proximal rule, the specific difference, thus delimiting, in terms of abstract thinking, not only the boundaries of the phenomenon, the process it evokes, but its very essence" (Iorgovan, A., 2001, p.3).

Another author, Ioan Vida, shares the opinion that "administering is an executive activity, put under the sign of command or delegation of powers, and when this activity achieves its objectives using public power by derogating (deviating) from the rules of common law, it acquires the attributes of public administration" (Vida I., 1994, p. 11).

The purpose of public administration is to satisfy the public interest by ensuring the proper functioning of public services and by performing services to individuals. The fundamental goal is "to ensure the realization of the public interest expressed by the will of the sovereign people transposed into law" (Bălan E., 2008, p.35).

The public administration consists of: bodies of the executive branch (President, Government and ministries), local public administration authorities (County councils, local councils, mayors)

As an activity, we mention two components of public administration: executive - operative part (adoption of acts of the authority for the organization of the execution and the concrete execution of the law), provision of public services (all measures are taken for the proper functioning of public services and legal acts are concluded and certain technical-material operations are performed)

Public administration is active in all spheres of social life, having connections with many components of society.

2. Strategic planning in public management

Planning in public management can be a complex concept; an approach - in which we must describe the reality in terms of presence in the available resources and in the circumstances in which a vision of the future will be determined. The second approach, more creative and more practical, is to imagine the future according to our expectations and an attempt to adapt the current reality to the imagined state, that is the realization of the vision. In the first and second approach, the created vision of the future allows planning control in relation to the entire organization. Regarding the state as an organization, the essence of general planning that establishes tactical and operational plans - strategic plans, begins the management process, in which the basic objectives, programs or strategies are planned, to be

implemented in the context of possible use of tangible and intangibles resources. It is related to both the preparation and the constant making of elaborate decisions (Taylor D.A., 2005, p.452). Thus, strategic planning in public management can be further identified as a systematic effort to produce basic decisions and actions that create and manage the organization. At the beginning of the process we need to set the boundaries of strategic planning by setting the scope of the methods and the techniques to be used. Next, we must assume that certain strategic planning needs will naturally change over time, which may lead to the need to fill the planning gap and the lack of competition strategy through ad hoc or systemic decisions to strengthen state capacity, of competing as a whole, in total (Brezoianu D., 1991, p.98). Planning can be called an anticipatory decision-making process, which sets out an expected arrangement of conditions, objectives and action measures in the future, recognizing the characteristics of the system in relation to which the actions were planned. The main goal of planning is to find an answer to the question of how the organization will achieve the previously set goals.

In decision-making practice, the decision-maker rarely uses rational decision-making models, because the problems are not only complex, but also difficult to quantify (Alexandru, I., 2006, p. 176). Derived from classical economics, the rationality of expectations in the context of a typical economic entity (*homo economicus*) is detached from reality. Decisions or decision-making can be reasonable and not rational are motivational (fight for satisfaction instead of optimization) and cognitive limitations. Therefore, models of the so-called limited rationality of the decision-making process have been developed: heuristic, behavioral, so-called double process (with a clear line of demarcation that combines decisive intuition and rational analysis, for example, in the theory cognitive continuum) (Dagenais, B, 2002, p.103). It seems that approaches that combine rationality and intuition in parallel with skills and abilities focused on conscious and unconscious thinking and conclusions are often used in managerial practice. In public management, as in commercial management, the decision maker must learn to accept the chaos that exists in the modern global economy. This means that the decisions made today and appropriate from today's perspective tomorrow can be completely different - both better and worse. (Kotler, P, 1993, p.34).

Given the communicative theory of planning together with the model of competitive values in public, we wonder if the administration is different from the imagination of those responsible for planning, in the public and private sectors in terms of the role of politics itself and conflicts of interest planning.

Does the private sector perceive political factors as having more influence on planning decisions?

At the same time, the literature recognizes that both political motives and competition in government undermine long-term goal planning. People responsible for planning in the private sector largely doubt the transparency of public sector decisions, where it is not enough to make a decision on information and the planning itself does not guarantee the correct and correct division of them, as well as public goods or maintaining the existing character of society (Hennessy, C; Hennessy, E., 1981, p.178).

Regarding local government entities, strategic planning is "an awareness, systematic and future-oriented, of the process of constant preparation and decision-making on the level of future development of the local government entity and the level of satisfaction of the needs of the population and their coordination and integration have taken planning decisions with external (opportunities and threats in environments) and internal (weak and strong sides) recognition and the principles of sustainable development (Gosman, M., Koopmans, J.W., 2007, p .230).

3. Efficiency and transparency of governance of public institutions

In an entity, the efficiency of the use of corporate governance systems is based on the following references: shareholders must participate fully in the management of the entity through shareholders' meetings; shareholders must share in the entity's profit; corporate governance must provide full and true information about the Company in advance, including financial statements and economic indicators; harmonization and integration of the experience of the member countries of the organization, of the international financial and economic institutions in the global cooperation; increasing the private sector as a provider of capital, market and jobs; convergence of interests in domestic and international markets.

For the good organization and functioning of enterprises using corporate governance systems are considered the following: the overall management of the entire entity by accepting all internal components, which work together, and which will ultimately be integrated into management; implementation of risk management within the entity, of the financial management and internal control system, including internal audit (Demmke, C., 2004, pp. 25-92, 95-170).

One of the most popular public relations concepts is that of image. Wish image is used in public relations planning. The desired image is the image that the company's administration wants to promote inside and outside it. Its identification is the basis for formulating public relations objectives, their realism largely depending on the success of the entire public relations activity. Public relations could be defined as follows: "Public relations represent the management of communication based on the public interest" (Zémor, P. 1995, p.87).

The effective public relations manager must be in constant contact with the public of the organization, be able to differentiate at all times their communication needs, formulate and send messages according to the characteristics of each of them and monitor their reaction to receiving each between messages. The organizational image is a complex consisting of the history of the organization, its successes and financial stability, the quality of its offer, its reputation as an employer, social responsibility and research efforts. The organizational image is essential in the relations with the press, but it is very important in the relation with the financiers (be they investors, donors, members or international financial institutions). The field of public relations is very important at the level of public institutions because it offers them the possibility to communicate with the public. Also, through public relations can be transmitted information about the types of activities for the benefit of

individuals and communities, provided by public institutions (Bovaird, T., Löffler E., 2003. pp.3-12).

The concept of decisional transparency represents the process developed by the public administration bodies in order to ensure the access of the citizens to the documents under the management of the state institutions as well as to the consultation of the citizens regarding the adoption of some regulations.

In other words, decisional transparency designates the set of tools by which the administration (institutions and authorities of the local public administration) is accountable to the citizens or taxpayers regarding the activity carried out in their service. As taxpayers, citizens have the right to be informed or consulted, as well as to participate in the decisions taken by the local and central public administration authorities, which they financially support through the fees and taxes they pay.

Transparency gives citizens the right to be consulted on the public issues of their community. Through it they can act both locally and nationally. Administrative transparency should not be seen as favoring citizens and disadvantaging administrative workers because it increases the workload.

On the contrary, the administration receives a lot of valuable and necessary information, free of charge and in person, for the draft normative act or the respective decision. It thus increases its capacity to take decisions and to adopt normative acts coherent and adapted to the needs, which will be more easily accepted and implemented.

Public authorities whose activity falls under the scope of transparency constantly adopt or draft normative acts and take decisions that influence the life or activity of people. Transparency allows citizens to comment on draft normative acts and to have their say on decisions that are taken by public authorities in public meetings (Transparency International Romania, 2006, pp. 26-27).

The public must be permanently informed about the activity of public authorities, both at the stage of evaluating the activity plans and at the time of adoption and implementation of decisions, providing them at all times with complete, objective and consistent information, of a financial nature or in connection with the mission and strategic planning of public entities. Transparency allows any person affected by an act of a public entity to know its basis. In their turn, the public entities receive from the superior entities feedback consisting in the detailed evaluation of their activity (Alistar, p. 12).

The European Constitution enshrines the principle of transparency of the procedures of the Union's institutions, bodies, offices and agencies, emphasizing a number of principles to ensure such transparency. This presupposes the obligation of the Union institutions to carry out their work as openly as possible, the public nature of the debates of the European Parliament and of the Council (it is for the first time for the latter when the meetings are public), when adopting a legislative proposal, the right citizens of the Union and legal persons established in a Member State or registered in a Member State to have access to documents of the institutions of the Union (Alistar, p. 11).

Therefore, the principle of transparency occupies a double place in the discourse of the government and in its procedural direction. On the one hand, the communication

of political information is necessary to ensure the cognitive, legitimate and establishing functions of the procedure. Transparency must guide the behavior of the actors (leaders and citizens) and accept the approval of the criteria for what is considered to be a correct procedure – meaning the production of a correct, effective or efficient result, in accordance with the objectives assigned to it. The visibility of the institutions, their transparency, is a required condition for the establishment of the state of trust, which finally unites a necessary distrust and a hope of trust. On the other hand, the governess presents itself as a factor of transparency, in fact, the decision-making procedures established by government themselves represent a choice and interpretation of meaning and organize the way in which actors interact and thus organize their intersubjective communication. The procedure itself participates in the circulation of political information, insofar as it establishes places of interaction between actors and must generate a situation of sufficient trust for them to agree, to lay the groundwork and therefore to communicate their experiences, expectations and interests. If the principle of transparency thus retains a dimension of political publicity understood as an information visibility, it also covers a procedural dimension. Exchange, understanding, comparison, evaluation and deliberation between actors themselves contribute to the process of visibility and understanding of political information. The principle of modern publicity offers the citizen a place of critical spectator, the governing discourse including him in the decision-making process itself, without being consulted. Transparency is no longer the instrument of the distinction between state and society, but the means to reconnect them to each other (Corodeanu D, 2008, p.43).

4. Conclusion

Regarding the question at the beginning of this article "Efficiency and transparency, model of good governance of public institutions?" we realize that they should be the basis of all current or future decisions. The lack of transparency, together with other deficiencies of the regulatory activity, leads to the low confidence of the society in the strength and importance of the normative acts. The absence of consultations means that the rules are frequently amended or replaced, which causes a marked legislative instability and does not provide the necessary security to the legal framework.

The actual application of the principle of transparency (which also covers procedures and guarantees regarding both access to information and participation in the decision-making process) would lead to greater confidence in laws and regulations, since they were adopted in consultation with interested parts.

One of the most important causes of the occurrence and maintenance of the phenomenon of corruption is the lack of transparency of the administrative system. As such, on the one hand, there is a need to complete the legislative framework on public administration transparency, and, on the other hand, to continue implementing the existing provisions in order to achieve certain standards of transparency and efficiency in the public sector.

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