

ORGANIZATIONAL CHANGE AND DEVELOPMENT IN ROMANIAN PUBLIC INSTITUTIONS

Andrea Angel-Sveda¹

Public Service for Social Work - Satu Mare

Abstract: *The organizational change and development of public institutions is a very complex research domain. A comparative analysis of organizational development and organizational change offers the opportunity to observe the similarities and the differences between these two concepts. Organizational development in public institutions means: changes of values and attitudes, modifications of the organization structure, knowledge transfer, and improvement of the organization strategy. Changes in public institutions are: change of the organizational culture, changes in human resources system, redesign of the organizational structure, and implementation of new processes and techniques. Change management in public institution needs another approach than the private organization because they are strongly influenced by political and legislative factors. Public institutions are organized structures which have their own specific structure and specialized services. Changes in public institutions are not radical changes. Changes are not implemented following methodologies or plans. Public institutions use the top-down strategy in change implementation. Because change is a constant issue in life of any institution the choice for an implementation strategy could be crucial for the success of the change.*

Key words: organizational change and development, change, change management, public institution, models of change

Introduction

This article presents a qualitative approach of organizational change and development in public institutions.

¹ **Author address:** Public Service for Social Work Satu Mare, Romania, Al. Odobescu Street, no. 8, 440069 Satu Mare. **E-mail:** sveda_andrea@yahoo.com

Public institutions are organized structures created in society to manage public businesses. Public institutions are based on the following coordinates: technological conditions, legal conditions, political conditions, economic conditions, demographical conditions, ecological conditions, and cultural conditions. The structure of public institutions is strongly bureaucratized. Through public institutions, the government develops actions such as: public services, national defence, public order, public development, social and cultural actions, economical actions, and scientific research.

The objectives of organizational development programmes are: development of individuals and groups, development of the organization culture, strengthening team spirit, and strengthening the social side of employees. The objectives of organizational change are: development of organizational improvement plans, redesign of the organization structure, cultural changes, and increasing the efficiency of decision making processes.

Change management in public institutions is a very complex issue, because public institutions are strongly influenced by political and legislative factors. Researchers identify numerous change types and strategies in change implementation. Among the change types it could be mentioned: proactive change, reactive change, participative change, negotiated change, incremental change, coercive change, and strategic change. As implementation strategy, this article mentions the: Rational-Empirical strategy, Normative- Reeducative strategy, Power- Coercive strategy, Environmental-Adaptive strategy, Executive strategy, Participative strategy, Design strategy, and Growing strategy.

This article proposes a new change model which can be adapted by public institutions. The Institutional change model is a theoretical model of change, which can be used both in planned or emergent change.

Public institution

Public institutions are organized structures, created in society to manage public businesses. In a democratic state the functions of the institutions are: preparation and enactment of legislative documents, implementation of laws and monitoring the implemented decisions which was taken at political level. The activity of public institutions is dependent on the governmental sector, the success of these depending by the way in which the governments finds the adequate motivation and control mechanisms at each public entity's level (Marinescu, 2003).

Agents who influence the functioning of public institutions are: political influences, the absence of market as an output and the legal and formal constraints. The political influence is manifested by informal influences on decision making (public opinion, reactions of the interested groups) and by an accentuate attention on interested groups and formal authorities. The absence of market determines a reduced access to measurable performance indicators. The legal and formal constraints mean a high intensity of external controls in decision making and a low

autonomy of the managers in the decision making process (Rainey, 1997 apud Hințea et al., 2011).

Public institutions are based on the following conditions: technological conditions, legal conditions, political conditions, economic conditions, demographical conditions, ecological conditions and cultural conditions. The technological conditions refer to the technological development level of the institution which has a direct influence on its functioning. The legal conditions are represented by laws and regulations. The political conditions are characteristics of political processes and political institutions. The economic development levels influence the activity of public administration. Demographical conditions are represented by characteristics of population. Ecological conditions are: climate, geographical characteristics, pollution and natural resources. The cultural conditions are represented by: values, attitudes, beliefs, socialization processes, and political practices (Hințea et al., 2011).

The organizational structure of public institutions is strongly bureaucratized. The objectives and the performance evaluation criteria are diverse and ambiguous. Due to the electoral processes and political appointments the changes of managers are frequent. The decision making procedures are mostly come under interventions, failures, and under the implication of the external authorities and groups of interests. In public institutions an objective motivation and evaluation of the employees is very difficult (Rainey, 1997 apud Hințea et al., 2011).

Through public institutions, the state develops actions such as: public services, national defence, public order, public development, social and cultural actions, economical actions and scientific research.

The public institutions theories analyses the following characteristics:

- The responsibility toward citizen and towards elected ones;
- The existence of a high number of objectives which are very often in contradiction;
- Inexistence or the limited existence of the competition;
- The lack of professional managers;
- The limitations of human resources management;
- The relation with citizens;
- The difficulty of organizational performance measurement (Hințea et al., 2011).

A public institution has its own structure, a specific number of compartments and offices which offer specialized services. The structures of public institutions are strongly influenced by political factors because the legislative power and the political parties are those who establish the objectives (Bențe, 2010).

The structural components of a public institution are: the position, the function, the compartments, the hierarchical levels, the organizational documents, the organizational and functioning regulations, the organizational charts, the job descriptions, and the description of the functions (Bențe, 2010).

In Romania, the term institution is used to define public institutions. Public institutions are defined by the law no. 273/2006 concerning public finances. According to this law public institutions are authorities of territorial – administrative units and public services. Public institutions produce public goods which are destined to citizens. Institutions, in general are organized on the “non-profit” principle.

The activity of every public institution is based on laws which settle its attributions and competences. At the same time, the activity of employees is based on clear rules and working procedures.

Organizational change and development. A comparative analysis.

Organizational development was studied by: Beckhard R., McLagan P. A., Cummings T., Burke W., Beer M., Gallos J., Haneberg L. or Bennis W. According to the organizational development definitions, organizational development is: a wide application system which change behaviours and attitudes (Cummings & Worley, 2001), a complex educational strategy which intend to change beliefs, attitudes, values, and organizational structures (Bennis, 1969), a planned effort dependent by the dimensions of organization (Beckhard, 1969), a planned process to change the organizational culture (Burke, 1994).

The objectives of organizational development programs according to Kondalkar U. are: individual and group development, organizational culture development, team spirit development, development of the social side of employees.

The main characteristics of organizational development are:

- Organizational development is an interdisciplinary science. It contains domains like organizational behavior, management, psychology, sociology, anthropology, economy, and education, counseling and public administration.
- The aim of organizational development is to improve organizational efficiency.
- In organizational development is important the involvement and support of top management.
- Organizational development involves in the process those who are affected by change.
- Organizational development is based on education.
- Organizational development means planned intervention.

Organizational change is a dynamic equilibrium of forces, which on one hand makes pressures on change and on the other hand determines resistance to change (Burnes, 2000), an adaptation to the situation, a collective learning process (Crozier & Friedberg, 1981).

Both, organizational development and organizational change assumes a certain planning, involvement of the employees in the change process, and introduction and implementation of new techniques and procedures.

Mare E. in *Organizational change and development* presents the aspects of organizational change:

- changes of organization forms (statement form, property, activity domain);
- changes of technologies used by the organization (changes of compartments and technological processes);
- changes of tasks and activities (changes of products, services, and clients);
- changes of management processes (changes of structures, of organization charts, of informational systems, and of internal supervision);
- changes in the organization structure (changes of leadership style, and values);
- changes of employees behavior (changes of management teams and motivation systems);
- changes of performance system (changes of activities and mission) (Kubr apud Mare, 2006).

Organizational development regards experience learning by individual and group development. It is based on a continuous learning process. Organizational change is based on former changes of the organization and it is strongly influenced by the organizational development.

Organizational development changes the structure of the organization and organizational change redesign the structure of the organization. Organization development improves the strategy of the organization and organizational change elaborates a new strategy.

The objectives of organizational change are: development of organizational improvement plans, redesign of the organization structure, cultural changes, internal communication efficiency increasing, creativity and innovation encouragement, decision making processes efficiency increasing.

Organizational development initiates and administrates the change and organizational change considers change an adaptation to a specific situation. Development is possible only when organizational change exists, this means a certain planning.

Qualitative approach of organizational change and development

The main subject of research is the concrete analysis of organizational development and organizational change in a qualitative approach. The qualitative approach describes and explains a concrete issue or situation, individuals and groups experiences.

Among the characteristics of a qualitative research it could be mentioned: it is participative and emergent, it is mainly interpretative, the holistic view of the phenomenon, and use complex inductive and deductive arguments (Rossman & Rallis, 1998 apud Băban, 2002).

The research is based on identification of those characteristics which determine organizational development and organizational change. These characteristics are represented by specific patterns.

In the study of organizational development the following patterns were analysed: values and attitudes changes, organizations structure changes, management support, knowledge transfer, organization's strategy improvement, adaptation to change, top-down planning.

The analysed patterns for organizational change were: organizational culture changes, human resources system changes, organization structure redesign, implementation of new processes and techniques, clarified roles and responsibilities, innovation and creativity encouragement, decision making efficiency.

In the study of these patterns, the case study was used as research strategy because permits the analysis of the organizational processes and interpersonal relations.

Case study as research strategy answers at questions such "how?" and "why?" the boundaries between the studied phenomenon and its context are not very clearly defined.

The methodology of research

The research type is a descriptive-explanatory one.

The research questions investigate the relations between theories/definitions of organizational change and organizational development and what kind of organizational processes is happening in Romanian public institutions. By answering to the specific research questions it can be concluded that the identified patterns regarding to the organizational development and organizational change are present in Romanian public institutions.

The techniques which were used in the research are: content analysis, participative observation and questionnaires. The following documents were analysed: theories and strategies of organizational change and development, official and unofficial documents of the public institutions. The questionnaire was applied to specialist from public institutions. In participatory observation the analysed units were: strategies, organizational charts, job descriptions, developed instruments and techniques, regulations and human behaviours.

The case study as a research strategy explains how organizational change and organizational development is functioning in Romanian public institutions, what is the most specific change type of these institutions, what kind of strategy they use

to implement changes, and finally frame an institutional change model which could be used by public institutions.

It was selected four public institutions; the identity of these was well-known at the beginning of the research.

Organizational development in public institution

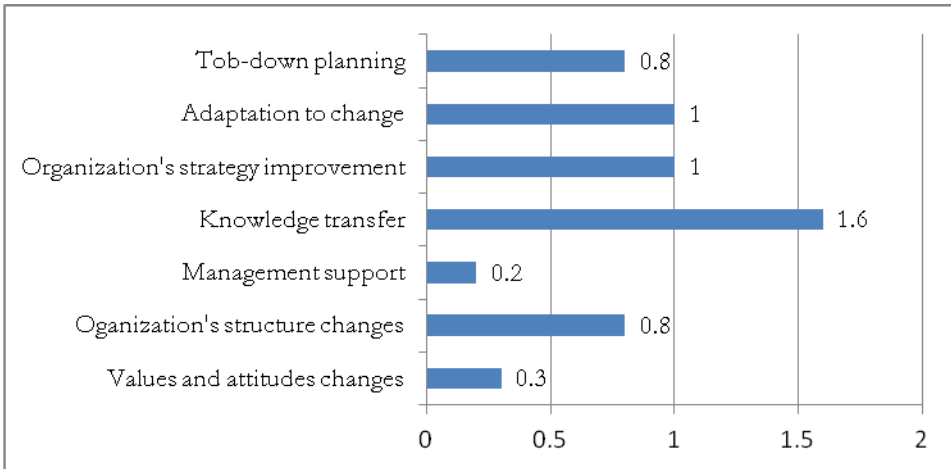


Figure 1. *Organizational development in public institution*

All identified patterns as organizational development processes are present in the researched public institutions. The patterns which reached the highest values are: knowledge transfer, adaptation the change and organization strategy improvement. High values are also reached by processes such as top down planning and organization's structure change. Only two patterns record low values, and there are the management support and values and attitudes changes.

Values and attitudes changes

According to Gordon W. Allport, attitudes are determinate by the environment in which the person is acting (Allport, 1935 apud Erreygers, 2004, p. 145). Values have a strong impact on organizational development, on the way in which employees carry out their activities and relate, and on the way in which they adapt to changes. Values such as confidence, respect, thoroughness and are central values which determine the employee's attitudes towards work, colleagues and management (Kluckhohn & Strodtbeck, 1961 apud Gilkeson, 2010, p. 183).

Among the analysed values, thoroughness suffered the most significant changes in Romanian public institutions, in the past years. Most employees perform their daily duties on time. The management is very supportive with employees; they acknowledge the abilities and competencies of them. The employees are involved in those decisions which affect their activities.

Organization's structure changes

Mintzberg H. considers that the main parts of the organization are: the design settings (coordination instruments, units, specialization of functions), the base of the organization (strategic apex, operating core, middle line, techno-structure and support staff), and coordination mechanisms (mutual adjustments, direct supervision, standardization of work processes, standardization of outputs, standardization of skill) (Mintzberg, 1979).

The modification of the design settings in public institutions is represented by modification of coordination instruments such as laws, rules and regulations, changes of the institution's strategy, development of new offices and departments.

The most significant changes were noted at the base of the organization.

Within the coordination mechanisms the most significant changes are in motivation and reporting methods.

Management support

Support and involvement of management is an important element of organizational development, due to the fact that the management determines the direction of development approves and defends the development strategies. A participative style in decision making facilitates the confidence of employees. The involvement of the employees in decision making communicates the message that the management are confident and respects the employees. At the same time, the attention for the values of the employees is a motivation factor. The motivation of employees increases their capability.

In public institutions the management is very supportive with the new and innovative ideas of the employees. The management facilitate informal activities which consolidate team spirit and discuss with them about their professional carrier. The most of employees do not face difficulties in communication with their superiors.

Knowledge transfer

Knowledge transfer means organization, creation, receive and distribution of knowledge. Knowledge transfer is a very complex concept because it involves the organization members, the use of instruments and statement of objectives. According to Nonaka I. and Takeuchi H. knowledge transfer methods are: socialization, externalization, combination and internalization. Socialization means sharing knowledge through social interactions. It involves arriving at a mutual understanding through the sharing of mental models (Nonaka & Takeuchi apud Malhotra, 2000, p. 12). Socialization it can be defined as "a quintessential knowledge creation process in that tacit knowledge becomes explicit, taking the shapes of metaphors, analogies, concepts, hypotheses, or models" (Nonaka & Takeuchi, 1995). *Combination* is the process of recombining discrete pieces of explicit knowledge into a new form. *Internalization* occurs through diffusing and

embedding newly acquired and consolidated knowledge. In some way, internalization is strongly linked to "learning by doing" (Nonaka & Takeuchi, 1995).

Employees from public institutions participate regularly at trainings, workshops, seminars etc. These trainings are organized specially for those employees who are working in public administration. All four elements of knowledge transfers exist in the Romanian public institutions.

Organization's strategy improvement

The strategy of organization contains defined and approved objectives of organization and methodologies to achieve those objectives. The strategy targets future periods of the organization. The phases in strategy drafting are: definition of mission and vision, definition of objectives and identification of a concrete methodology to achieve the objectives.

One of the key elements of organizational development is the improvement of the organization strategy. Romanian public institutions have approved strategies, which were elaborated by the management of the institution together with employees and stakeholders. In the former years the strategies suffers some modifications regarding to the delivered public services and to the structure of the institution.

Adaptation to change

Organizational development is possible when the organization is capable to adapt changes. Adaptation to change is a dynamic planning process which regards change abilities both of the employees and organization. Employee's adaptation to change can be realized by long term thinking, avoidance of misunderstandings, awareness of the values and principles which guides the activities and continuous learning. The institution can adapt to changes if has clear defined objectives, structures, and motivation and performance evaluation methodologies.

The activities of employees in public institutions are guided by long term objectives. The majority of the employees prioritise their daily activities. Avoidance of misunderstandings is manifested by a deep analysis of tasks. Employees from public institutions are preoccupied by their abilities and competencies development.

Public institutions, in Romania, has clear define objectives, according to he specific laws and regulation in the framework they act. Public institutions have the tendency to maintain their structure and objectives.

Top down planning

Top management planning refers to the control area of the manager, to the developed activities and to the decision making processes. Top-down planning regards establishment of mission, vision and objectives, anticipation of threats, and appreciation of opportunities.

Anticipation of threats is not a specific task of public institutions, but public institutions recognize the need of change. The management of public institution

establish clear objectives for each activity domain of the institution, and they prioritize these objectives. Employees are involved in the decision making processes. The coordination of employee's activities by clear rules and processes is not specific for public institutions.

Organizational change in public institution

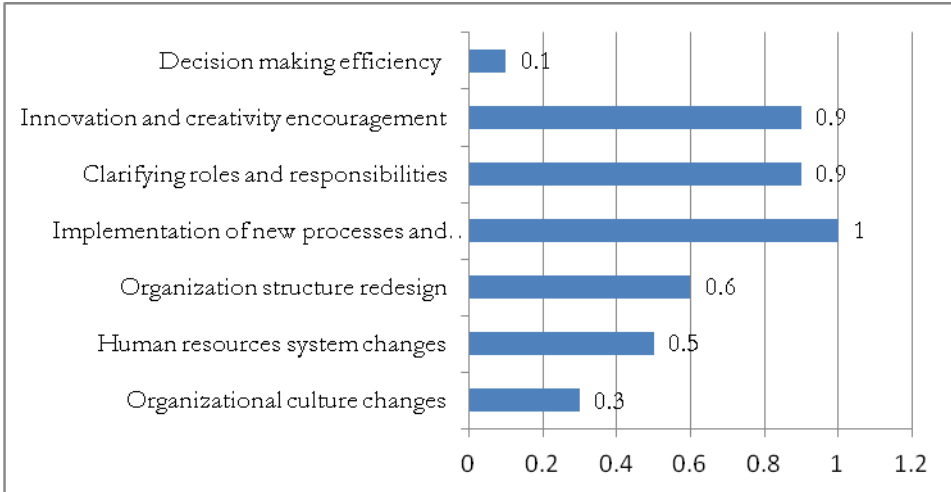


Figure 2. *Organizational change in public institution*

All identified pattern as organizational change processes are met in Romanian public institutions. Patterns such as: implementation of new processes and techniques, innovation and creativity encouragement and clarifying roles and responsibilities register very high values. The lowest values patterns in public institutions are the decision making efficiency pattern and the organizational culture change pattern. Organizational change processes such as organizational structure redesign and human resources system changes are also identified in Romanian public institutions.

Organizational culture changes

Organizational culture means attitudes, values, beliefs and habits in organization. According to Handy C., the four types of organization culture are: power culture, role culture, task culture and person culture. Power culture is represented by a central control, it is built around personal commitment, and there are a few policies, rule and procedures. In power culture power is centred in a few carefully chosen individuals. Role culture is often called bureaucracy; it is logical and functional, driven by rules and procedures. In the role culture the roles are more important than the person. Task culture is networked; the power resides in the structures and in how these structures intersects. In the task culture the coordination and combination of jobs around tasks is important. In the person culture the control is possible only when the person agrees, structures serve the

individuals first, the people are the central focus, and individuals have a high degree of individual freedom (Handy, 1994 apud Pugh & Hickson, 2007).

In public institutions cultural changes are not so frequent. The most significant changes are in the person culture. Regarding to the power culture, the management style is flexible, the opinion of employees are important for managers; decisions are taken in common with employees.

Human resources system changes

The main activity domains of human resources management are: organizational design, staffing, performance management and appraisal, employee and organizational development and reward systems, benefits and compliance. The term compensation refers to all forms of financial returns and tangible benefits that employees receive as part of employee relationship. The amount of pay can motivate, energize and direct behaviour. Development refers to learning opportunities designed to help employees grow to higher responsibility jobs. Training is defined as any attempt to improve employee performance on a currently held job or one related to it (Rao, 2011).

In public institutions staffing means organization of competition for hiring. In Romania national laws specify the conditions and rules for hiring. There is not so much freedom for public institution regarding to hiring. The appraisal system is not very clear defined and so is the performance management. Annual trainings programs for employees who are working in public institutions are organized at national level.

Changes in human resources management are the consequences of the modifications of laws and regulations both at national and local level. The main changes in human resources system in public institutions are: changes in staffing processes, changes of motivation system, changes of performance criteria's, changes of evaluation methodology, changes of structure and content of job description, and changes of organization charts.

Organization structure redesign

Redesign is the most complex form to change towards processes efficiency within the organization. Redesign refers to changes of strategies, organization's policy, processes, structures, information, decisions, management's methodologies, and human resources management.

Redesign of the organization structure of public institutions means changes at the positions and functions levels, compartment, offices and departments, and hierarchical levels. Changes at the positions and functions levels mean redefined attributions and tasks, the need of new competencies for a certain function, changes both in the format and the content of job description. When the organization is changing the number of functions within could increase or decrease. Organizational change can determine changes at the units of the organization, such as setting up and eliminating offices.

Implementation of new processes and techniques

Public institutions instruments can be classified in: financial management instruments, human resources management instruments, policy instruments, services delivery instruments, and leadership instruments. When an organization is changing these instruments are also changing, therefore new processes and working techniques are developed.

The financial management instruments are: preparation of the budget, accountancy system, audit, and implementation of laws. The instruments of human resources management are: motivation, evaluation, and staffing. Among the policy instruments it could be mentioned: option identification, counselling with the interested factors, decision making process, policy monitoring and evaluation. Services delivery is realised by identification of the needs of the citizens, development of new services, and services monitoring. Leadership instruments are: planning, monitoring, reward and employees capacity development.

Clarified roles and responsibilities

Clarified roles and responsibilities refer to roles and responsibilities of employees and organization.

The roles and responsibilities of public institutions are described in national and local laws, regulations, and strategic plans. Laws specify the competence areas and the main attributions of institution. The strategic plan contains objectives, activity plans and methodologies to achieve the objectives. Public institution's regulation contains information regarding to establishment and functioning, general and specific objectives, organization chart, responsibilities, and attribution and competencies of the offices and departments.

Roles and responsibilities of employees are described in: laws such as law no. 188/1999 regarding the rights and duties of public servants, job descriptions, internal regulations, and performance standards.

Each public institution in Romania has elaborated and approved strategic plans, regulations and local laws. These documents clarify roles and responsibilities of public institutions, but in most of the cases these roles and responsibilities are not very clear delimited.

Innovation and creativity encouragement

Factors which encourage innovation and creativity in organization are: management attitudes towards creative behaviour, working climate, and acceptance and implementation of new ideas. To encourage creativity, the management has to reward the creative behaviour of the employees, and to organize educational and creative meetings. Innovative behaviour and creativity means a new approach of activities, a new vision regarding change. Working climate has a strong influence on the creativity. A dynamic, permitted and supportive climate facilitates creativity.

Creativity and innovation encouragement in public institutions means acceptance of new ideas, organization of working meeting with the aim to identify the best

solutions, objective analysis of employees ideas, existence of creative individuals in organization, and implementation of new instruments.

In public institution the managers' attitudes toward employees creative ideas is very supportive, the creative employees are appreciated but not rewarded. Most of employees from public institutions consider that their colleagues are creative persons.

Decision making efficiency

Decision making processes are very important elements of organization efficiency. Administrative decision can be classified according to: the concrete situation to which they refer to (normative and individual decisions), hierarchical level they are made (decisions at superior, middle and inferior level), the time span they envisage (current, short-, medium-, long term and permanent decision), the frequency (periodical decisions, random decisions and unique decisions), the field the decision maker is responsible of (approved and unapproved decisions), the number of persons they refer to (group and individual decisions), hierarchical content and the changes they bring about (general decisions, specific decisions, decisions made according to the demand of services, decisions brought about by the changes in the structure of the institution), the competence level of the decision maker (executive and administrative decisions), circumstances in which decisions are made (certainty decisions, uncertainty decisions and risk decision) (Bençe, 2010, p. 170).

According to Drucker P. F. the elements of an efficient decision are: problem rationalization, boundary conditions, the right thing to do, action, and feedback. Problem rationalization based the decision making on the relevance criteria. Boundary condition refers to knowing the aim of the decision, predictability of failures, identifying the moment in which the decision should be abandoned. The right thing to do can be arrived at organizing an inventory of solutions and establishment of compromises. Action implies activities such as: decisions are turned into commitments, the most suitable employees are selected to carry out the decision, and the prerequisites for carrying out decision are assured. Feedback is very important to see what was worked and what not (Drucker, 2009).

Among these five elements, the most common element for public institutions is the Right thing to do and the Action. Employees from public institutions inventory the most appropriate solutions before taking a decision. The majority of employees know how to turn decision in commitments. Feedback is not practiced by public institutions. This means that managers in public institutions don't test their decision and don't wait for a feedback regarding to the implemented decisions.

Change management in public institutions

Peters T. and Waterman R. identify eight conditions which must be achieved by an organization if the organization wants to change: action and client oriented, autonomy, productivity, simple structures, focus on essential issues, action decentralization, and focus on the strengths (Peters & Waterman, 1982 apud Marinescu, 2003).

According to Lambert P and Roest S. the seven aspects of implementing change are: results and returns, plan and manage, configure and organise, communicate, train and coach, anchor and improve, finalise and evaluate. The description of the results is important to management because it shows in what areas extra effort is needed in order to accomplish with the original goals. Determining the results and the consequences of the change are the starting point to achieve common idea of the implementation domain. Adequate project management is also an important success factor. Responsibilities and competencies have to be clear and unambiguous. Making the actual design and arranging the new situation is often associated with the physical implementation. The chosen strategy, the new process has to be designed. Communication is the key success factor of the implementation and is the link between making, learning and embedding. In every situation in which something new is introduced the necessary knowledge, skills and attitude will have to be adapted. Evaluation can take place based on the goals that were formulated upfront (Lambert & Roest, 2005).

Nadler D. and Thusman M. classify change types in: proactive change, reactive change, participative change, negotiated change, incremental change, and strategic change. Proactive and reactive change is the response of the organization to some external events or to serious internal operational and managerial problems. In proactive change managers anticipate the need for change. Coerce change, participative change, and negotiated change are change types regarding the manner in which the change is implemented. Incremental change is defined as a series on initiatives, processes of continuous tinkering, adaptation and modification. Strategic change is responsible for the redesign of the organization (Nadler & Thusman, 1999 apud Mare, 2006).

Changes in public institutions are not radical changes. Changes are not anticipated by institution and there's no implementation plan of change. Most of the changes in public institutions are seem with doubt, and the consequences are not very well known.

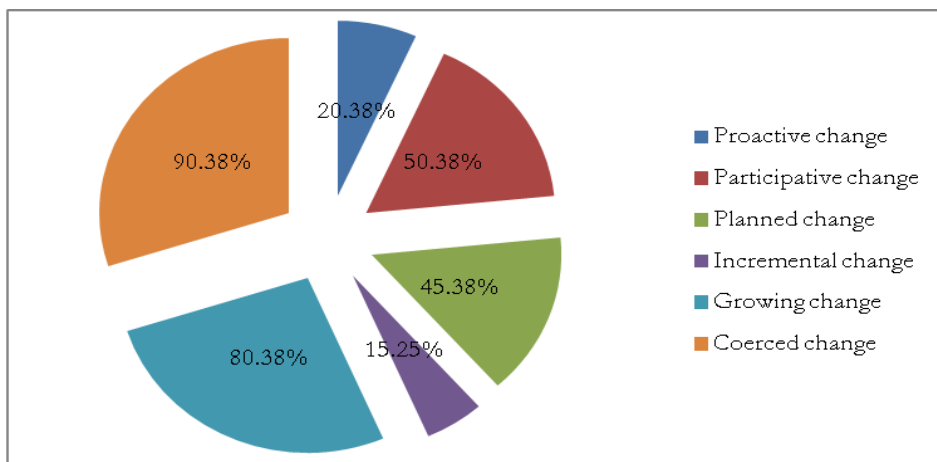


Figure 3. *Public institutions change types*

The main types of change in Romanian public institutions are: coerced change, growing change, planned change and participative change. In coerced change the resistance to change is a frequent phenomenon. The initiator of change is a person with authority from the institution. Growing change in public institutions means introduction of new technologies, and a continuous improvement of working procedures, and IT systems. Planned changes are made as part of strategy, activities, structures and project development. In participative change both managers and employees are involved in the change process.

Nickols F. in *Four Management Strategies* presents four types of strategies used in change management. These strategy types are: rational- empirical strategy, normative- reeducative strategy, power- coercive strategy, and environmental- adaptive strategy.

Rational-empirical strategy assumes people as rational human beings who will follow self-interest. The success of change is based on the communication of information. This strategy centres on the balance of incentives and risk management (Nickols, 2010).

Normative–re-educative strategy considers people as social beings that adhere to cultural norms and values. Successful change is based on redefining and reinterpreting existing norms and values. The strategy focus on what people believe about their world (Nickols, 2010).

The success of power- coercive strategy is based on the exercise of authority and the imposition of sanctions. In the power- coercive strategy people are basically compliant and will generally do what they are told or can make to do (Nickols, 2010).

Environmental-Adaptive strategy is best suitable in radical transformation change. People adapt readily to new circumstances. Change is based on building a new organization and gradually transferring people from the old one to one new (Nickols, 2010).

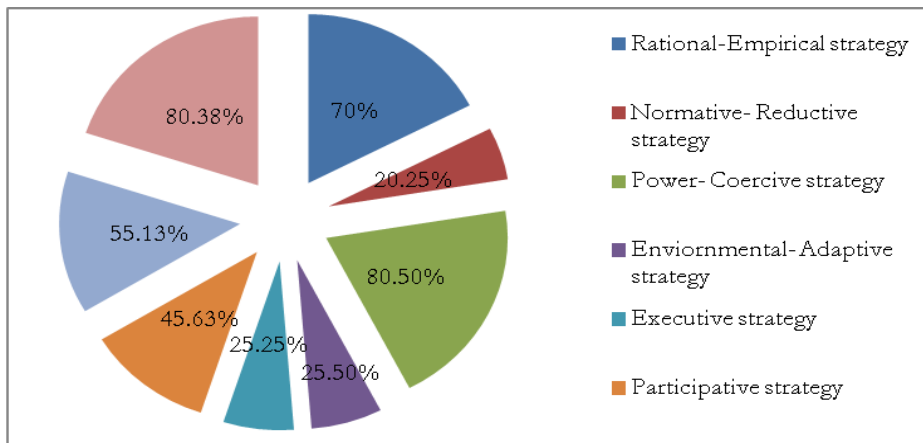


Figure 4. Public institutions strategy types in change implementation

Public institutions in Romania use the Growing strategy and the Power- Coercive strategy in the implementation of changes. In Growing strategy the results of the change are not clear for employees. Almost every employee feels insecure during the change process. In Power- Coercive strategy employees are making what the management orders.

The Rational- Empirical strategy is also specific for public institutions. This means, that the changes are understood and accepted by the majority of the employees. In this strategy the communication is the key success factor.

Institutional change model

In the process of change implementation, public institution does not establish objectives and implementation measures. Usually, the initiator of change is a person with authority from the institution. Employees accept the need of change, but in the most of the cases resistance appears. Almost, every public institution in Romania has implemented management processes in its activity domains.

Public institution uses the top-down strategy in change implementation. The superiors communicate to the executive personnel the need and the process of change. The disadvantage of this strategy is that the most of the changes are not very clear for everybody.

In public institutions are also identified change strategies, such as strategy between representative functions and pilot strategies. The strategy between representative functions is used when there are not so much people affected by change. Pilot strategy consists in identification of a certain part of the organization as leader of the change.

Because public institutions are strongly influenced by political and legislative factors, the organizational development and change need other approach than private organizations. Changes are constant issues in every institution's life and therefore the option for an implementation strategy is crucial for the success of change.

The Institutional change model is based on the human factor, on the assumptions that when individuals are changing the organizations is changing as well. "Implementing is about people. It's only when people change (their behaviour), that true change can be realised. ...No organization can change until the individual within it change" (Lambert & Roest, 2005, p. 16).

Communication is also essential for the success of the implementation, linking the six phases of the Institutional change model. Communication in implementation means: informing, reporting, counselling, training, sharing experience and feedback. An open communication offers the opportunity for commitment establishment. Communication is an important instrument to mobilize the employees and to avoid resistance to change.

The Institutional change model phases are: appointment of an auto directive team, investigation of the present, design of the desired situation, making an implementation plan, the effective change, and feedback/evaluation.

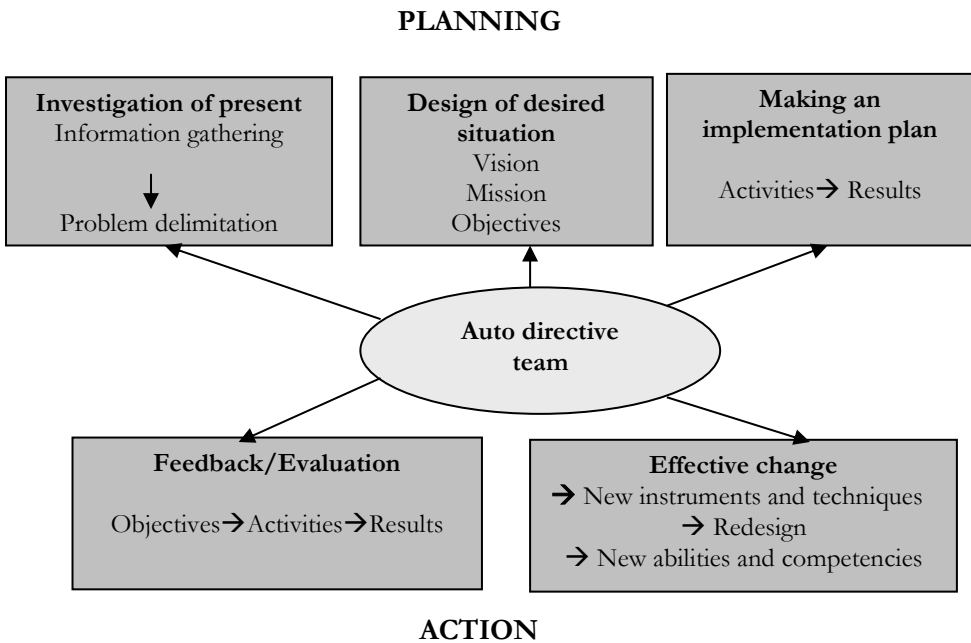


Figure 5. *Institutional change model*

Appointment of an auto directive team

Auto directive teams are social structures created on limited period of time to achieve specific objectives. The members of auto directive team must be employees from the institution appointed by the management. The aim of the team is to manage change. The working methodology of the team has to be established at the beginning of the implementation period.

In this phase the management of the institution admits the need or the opportunity to change. At this moment, the direction and consequences of change are not known.

Investigation of the present

The decision to change is determined by external and internal agents. In this phase the auto directive team has to present the employee the need of change. Investigation of present can be made by data gathering about what is good in the institution and what is not functioning well. The gathered information must be very concrete so that the nature of the problem or situation can be as clear as possible

Data gathering instruments could be: interviews, questionnaires, swot analysis. The collected information are summarized and presented to the management.

Design of the desired situation

This phase is based on assumptions and expectations, because interrelations, motivation and personal acceptance are difficult to predict. The activities are to establish the mission, vision and objectives of the institution. These activities are realized by the auto directive team in cooperation with the management.

This phase is the most creative among the six phases of the Institutional change model.

Making an implementation plan

This phase is an empirical phase, and also a creative one. The empirical activities include specific literature study, trainings, experience sharing, and knowledge transfer. Creative activities are the identification of those concrete actions which are necessary to implement to achieve change.

The plan constitutes the concrete description of the implementation way. In drawing the plan, the auto directive team must be aware about the: size of the institution, delivered types of services, and strategic orientation.

The activities are: description of the activities and results, identification of communication, reporting and control structures, clarifying the responsibility and competencies, expectation of the management, resistance to change management.

Effective change

Changes in public institution can be: changes of the management structures, changes of the informational systems, changes of the decision making processes, changes of the working instruments, changes of the organization structure, or changes of the services.

This is the phase when new working instruments are introduced, a new structure of the institution is designed, and employees learn to use new instruments, and acquire new competencies.

Feedback/Evaluation

Feedback/Evaluation gives information about the success or failure of the chosen methodologies. The evaluation shows if the results are the expected/ planned one. It is very important that the success of the implementation can be measured, that is why the objectives have to be SMART formulated.

This change model can be used by public institutions both in planned or emergent change. It is a theoretical model of change based on two main activity domains, such as Action and Planning.

Conclusions

Public institutions are based on the following functions: preparation and enactment of legislative documents, implementation of laws and monitoring the implemented decisions. Public institutions are influenced by: political influences,

the absence of a market as an output, and legal and formal constraints. The objectives and the performance of evaluation criteria in public institutions are diverse and ambiguous. The structural components of the public institution are: the position, the function, the compartments, the hierarchical levels, the regulations and internal laws, the organization chart and the job description.

According to Romanian legislation, public institutions are authorities of territorial-administrative units and public services. Public institutions produce public goods to citizens, and are organized in the “non-profit” principle. The activity of every institution in Romania is based on laws which settle its attribution and competencies.

Organizational development initiates and administers change and organizational change considers change an adaptation to a specific situation. According to organizational development, organizations are complex social structures. Development is possible only when organizational change exists. Organizational change is based on former changes of the organization and it is strongly influenced by organizational development.

In the study of organizational development the following patterns were analyzed: changes of values and attitudes, modifications of organization structure, implication and support of the management, knowledge transfer, improvement of the organization strategy, adaptation to change, top-down planning.

The analyzed patterns for organizational change were: change of organizational culture, changes in the human resources system, redesign of the organization structure, implementation of new processes and techniques, clarifying roles and responsibilities, encouragement of innovation and creativity, decision making efficiency increasing.

In public institutions values and attitudes are changing continuously. The modifications within the organization structure are: modification of the design settings, modifications in the base of institution, and modification of the coordination mechanisms. The support and the involvement of the management is an important element of organizational development. Because employees of public institution participate regularly at trainings, workshops, and seminars, knowledge transfer is present in public institutions. Organizational development is possible only when an organization is capable to adapt changes. Top management planning refers to the control area of the manager, to the developed activities and to the decision making processes.

In public institutions the cultural changes are not so frequent. The changes in the human resources management are the consequences of the modifications of laws and regulations both at national and local level. Redesign of the organization structure of public institutions means changes at the level of positions and functions, compartments, and hierarchical levels. Each public institution in Romania has elaborated and approved strategic plans, regulations and local laws. These documents are clarifying the roles and responsibilities of public institutions.

The changes in public institutions are not radical changes. Changes are not anticipated by the institution and there's no implementation plan of change. The consequences of change are not very well known by the employees. The main types of change in Romanian public institutions are: coerced change, growing change, planned change and participative change.

Public institutions use the Growing strategy and the Power-Coercive strategy in the implementation of change. In Growing strategy the results of the change are not clear for the employees, and that is why the employees feel insecure during the change process. In Power- Coercive strategy employees are making what the management orders.

In public institutions the initiator of change is a person with authority from the institution. Employees accept the need of change, but in most of the cases resistance appears. Public institutions use the top-down strategies in change implementation. The superiors communicate to the executive personnel the need and the process of change.

The Institutional change model is based on human factor and on communication. The six phases of this model are: appointment of an auto directive team, investigation of present, design of desired situation, making an implementation plan, the effective change and feedback/evaluation. Change is a constant issue in every institution's life and therefore the option for an implementation strategy is crucial for the success of change.

References

- Băban, A. (2002). *Metodologia cercetării calitative [Qualitative Research Methodology]*. Cluj Napoca: Presa Universitară Clujeană.
- Beckhard, R. (1969). *Organization Development: strategies and models*. Michigan: Addison Wesley University.
- Bennis, W. (1969). *Organization development: Its nature, origins, and prospects*. Reading MA: Addison – Welsley.
- Bențe, C. (2010). *Managementul serviciilor publice [Public Service Management]*. Arad: Vasile Goldiș University Press.
- Burke, W. W. (1994). *Organization Development: A Process of Learning and Changing*. London: Addison-Wesley.
- Burnes, B. (2000). *Managing change: a strategic approach to organizational dynamics*. London: Financial Times/Pretince Hall.
- Cummings, T., & Worley, C. (2001). *Organization Development and Change*, 7-th edition. Cincinnati, OH: Southwestern College Publishing.
- Crozier, M., & Friedberg, E. (1981). *Actors and Systems*. Chicago: Chicago University Press.

- Drucker, P. F. (2009). *5 Elements of an Effective Decision Making Process. Sorces of Insight*. Retrieved August 22, 2012 from www.sorcesofinsight.com/5-elements-of-an-effective-decision-making-process/
- Erreygers, G. (2004). *Economics and Interdisciplinary Exchange*. London: Routledge.
- Gilkeson, J. S. (2010). *Anthropologists and the rediscovery of America, 1886-1965*. New York: Cambridge University Press.
- Hințea, E., Țiclău, C. T., Jenei, G., Vazques-Burguete, J. L., Rodrigez, P. G. (2011). *Management și leadership în organizațiile publice [Management and Leadership in Public Organizations]*. Cluj –Napoca: Babeș- Bolyai University Press.
- Lambert, P., & Roest, S. (2005). *Implementing Change*. Utrecht: Lemma Publishers.
- Malhotra, Y. (2000). *Knowledge Management and Virtual Organizations*. London: Idea Group Publishing.
- Mare, E. (2006). *Schimbarea și dezvoltarea organizațională [Organizational Change and Development]*. Cluj Napoca: Babeș-Bolyai University Press. Retrieved [21.02.2011] from www.armyacademy.ro/reviste/3_2006_ro/a8.pdf.
- Marinescu, P. (2003). *Managementul instituțiilor publice [Management of Public Institutions]*. Bucharest: University of Bucharest Press.
- Nikcols, F. (2010). *Four Change Management Strategies*. Retrieved May 3, 2010 from http://www.nickols.us/four_strategies.pdf.
- Nonaka, I., & Takeuchi, H. (1995). *The Knowledge Creating Company: How Japanese Companies Create the Dynamics of Innovation*. New York: Oxford University Press.
- Pugh, D. S., & Hickson, D. J. (2007). *Great Writers on Organizations*. 3-rd omnibus edition. Hampshire: Ashgate Publishing Limited.
- Rao, N. (2011). *Human Resource Management - Introduction - A Revision Article*. Retrieved February 18, 2010 from <http://nraomtr.blogspot.ro/2011/12/human-resource-management-introduction.html>.

