PUBLIC ADMINISTRATION AND CHANGE AND MODERNIZATION

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Abstract. *Public administration is a mirror of the community in which it operates, they affect and are influenced by the environment in which they are located. The conduct of daily life through the delivery of goods and services to citizens in various fields of economic, social and cultural and environmental has become the concerns of modern Governments. They focus on issues and problems that go beyond the primary concerns of the traditional approach of covering the issues and problems by determining the priorities according to their seriousness and conflagration in society, such as unemployment, stagnation, poverty, national security, social security, the lack of power, organized crime, indebtedness, drugs, the pollution of the environment, water shortage, the absence of human rights, terrorism, the technological backwardness informational, administrative corruption, and other concerns and problems facing society according to local and international conditions. This study focuses on the measures of the public administration for change and development in a manner consistent with the rapid developments in the international community, considering modern communications and information management, technological progress, the impact on the formulation of the human personality and to the professional conduct of social responsibility.*

Keywords: *public administration; modernization; development.*

Introduction

The reason for the progress of nations goes back to the development of management science. Many countries have the financial and human resources, but because of the lack of managerial experience they remained in a backward position. The success of the economic and social development plans could only be achieved by making good use of the material and human resources available. The use of available resources without extravagances or failure depends primarily on the efficiency of the administration in the areas of activity remnants.

The increased importance of the role of public administration

The indicators of the importance of public administration are the successive increase in the number of employees in the government administrative machinery and the high volume of public expenditures (William, 1992, pp.14-17). The increasing complexity of

the administrative functions, as well as the serious phenomena that threaten the well-being of society require the willingness and the interaction between the governmental administration and the human and material resources in society.

Significant trends in society and their impact on society require a detailed investigation concerning the adecquate policy for the future. The future of public administration requires considering strategies covering population growth, structure and the level of education, the composition of the national economy and service industries (such as: governmental services, education, health care, banking services, insurance, transport), productivity industries (such as: manufacturing, agriculture, construction, mining), the change in the communications where the technological innovation in the field of computer communications system determins important implications in society and the economy, rates of crime and punishment, environment and other important matters.

The historical development of the theories and schools of public administration was the result of applied side of administrative functions (Robey & Sales, 1994, p.37). Different theories during the early stages considered regulatory requirements according to the change in time of the desired environmental conditions. These requirements were relatedto the structure of the organization (Eager, 1995, p.102), the use of computers and data banks, the use of formations and diverse organizational project management systems, the distribution of resources and models of the dynamic processes (Savage, 1990, p.51), the strategies of the institution (Wright, 1992, p.92), the entrance to the integrated systems (Charles, 1995, p.83) and other. The managers approached during that period a authoritarian style due to the easy dispense and replacement of the wokforce. This led to reactions of the labor movements, which demanded for the rights of the workers, for the welfare of the employees.

In the 1940s, increased attention was given to psychological research and social focus in both the military and the civilian environments. That research helped managers to adopt incentive methods in the application of the theories of the meeting in the industrial field and turned into a strategy for managers of the use of methods of autocratic authoritarian ways to psychological and social control of their employers in order to increase productivity. In the 1950s, management methods were used, stressing on objectives and results as a means to increase profits and emphasis on responsibility. This approach led to decentralization in the traditional regulatory hierarchy methods in the organization. As a result, managers focused on profitability, far-reaching recurrent organization, as well as on the use of the evaluation system in order to adapt to the demands and conditions of the future. In the 1960s, the focus was on "Public official" who possesses extensive information on the economy and social life. The Director became measured on the basis of the success of his subordinates, instead of the activities. The belief prevailing in the period was that every case is different from another, and that the aproch of the traditional management is no longer sufficient.

In the 1970s, the perception of the institution as an integrated and comprehensive one emerged. The manager to deal with a secondary-system, with illicit organization involving individuals and property, money and resources. The Director became more aware than previously, of the relationship between the activities and objectives of the basic institution. In the 1980s, the focus came on the circumstances known to

administrative work and the need for knowledge of managers. They needed new skills to help them solve the problems of situational contingency management, as a result of changes in the economic environment. There was a growing interest in possible results of the decisions, in the introduction of flexibility to plans and processes, increased the tasks of coordinating director because of the complexity of the organizational structure. It was registered an increased attention to the organizational behavior, to face the positions which require innovation and initiatives. We must not lose sight of the strategies used in that period such as zero budget, the environmental and social responsibility of management, reduced costs, return to the scientific management, and use of quantitative methods.

Starting with the1990s, increased emphasis was set on technology and communications, computers, the economy in cost, reorganization, restructuring, demobilization of the surplus, the use of information systems and dynamic processes. It is no longer the size of the organization or the amount of capital the indication of the validity and viability of the work, but the costs, effectiveness, adaptation to environmental conditions and responsiveness to the requirements of the society which have become more important. They are meant to improve the management and delivery of services to the citizens through the composition of the agencies for the completion of the operational functions of the government, "include a document Citizen" on the following principles (Bendell et al., 1999, pp.81-20):
- specification of the services provided by the state standards compared with the rates of actual performance;
- information and openness;
- choice and consultation;
- courtesy and helpfulness;
- putting things right;
- value for money.

New concepts have been adopted, but also there is a turn to old but still useful ones, such as: operations research (OR), operation research and the behavior of the organization (OB), organization behavior and the climate of the organization (OC), organization climate and the evolution of the organization (OD), organization development and effectiveness of the organization (OE), organization effectiveness and the theory of x and y and z in the organization and others.

Bureaucracy and democracy form the only system that can meet the changing demands of contemporary civilization, democracy as a system of values. This approach includes such things as free contacts regardless of the Authority, the reliance on the unanimous consensus rather than coercion, or even bargain compromise as a way of conflict management, the emphasis on the professional qualifications and knowledge.

The extent to which the non-governmental organization of decision-making and the accomplishment of the tasks entrusted to it depends very much on the individuals who have no control over the administrative work, and include clear rules and specifications office operations in order to achieve the principle of efficiency and equity in the treatment of the auditors. Not without bureaucracy in democratic societies of criticisms such as bureaucratic described as greater than it must be as well as it has wide authorities, which requires curtailed, they use of large numbers of staff for more than the real need, they need to cut also high cost and obsolescence and

inefficiency, and not to respond to the requirements of society - all these negatives require specific action reorganization troubleshooting and the conversion of some of its activities to the private sector and to develop programs to contribute to the formulation and implementation of citizens, This can be the comparison between the requirements of democracy and the requirements of the bureaucracy as indicated in the following table:

Table 1. The requirements of the government administration and the requirements of democracy (Rosenbloom, 1993)

The democracy requires		The bureaucracy requires	
1	Equality	1	A hierarchical
2	Change the centers	2	Continuity and seniority
3	Freedom	3	The leadership of the orders
4	Multilateralism	4	An integrated unit
5	Citizen participation	5	Participation based on experience
6	Openness (Transparency)	6	Confidentiality
7	Collective participation	7	Informal
8	The legitimacy depends on vote	8	The legitimacy based on experience

Democracy tends to configure organizations adapted to promote freedom of expression and participation in decision-making, to respond to the majority of the dealers and opening up access to information. Democracy becomes a practical necessity wherever there is a social system to compete in order to survive under conditions of constant change. This view on democracy includes:
- free contacts regardless of the rank and authority;
- the reliance on the consensus, rather than imposed opinion or bargaining power;
- adoption of the influence of professional qualifications and knowledge rather than personal indulgence.

The emphasis on the tasks and encouraging the expression of human feelings

The increased specialized, professional and elevated position of the individual (employee) requires the development and deepening of the concept and practice of democracy in the administrative operations of the State. His would give the opportunity to government employee to connect through the communications media at all administrative levels. It will be the emphasis on continuous learning organized thinking and programed instead of the routine specific watches that will change the nature of the work, of the decision-making, the processes involved in the development and the provision of services. The processes will be turned from the local environment and culture to a global environment, facilitated by the technological information. Increased quality, diversification and morality will develop a new environment where the responsibility of managers is clearly toward the consumer.

The process of interaction between the government and the citizens represent the operations and mutual political processes. These means will help us to bureaucratic accountability and thus lead to more democracy in the governmental administration. These will occur in future changes, social reforms, political and administrative measures embodied in the construction of new institutions which replace

authoritarian institutions. This could impact structural structures and the interrelated issues in the community would disappear.

That the possession of State institutions which allows for the representation of the community and responsible government does not necessarily mean being democratic. We note that the rigid manifestations of bureaucracy has subdued devised and contributed to the political process. A the same time, they have changed and adapted to the fundamentals of democracy because of administrative organizations.

The excessive number of hasted resolutions issued for sometimes exceptional problems, sometimes unusual decisions, as well as the lack of qualifications of leadership prove the significant shortage of skills required for the process of political decision-making and governmental activity. This makes governmental institutions reels in a sea of resolutions, thus deteriorate the possibility of the government in decision-making as a result of the methods and political institutions, administrative bodies operating in the state. These circumstances generate the question of how to prepare and adopt a long battle for radical reforms or even the cancellation of the familiar institutions we have such as the parliament, the Congress, the Central Committees and Supreme Councils, as well as the ruling parties in some countries, the buildings of the giant ministries, the civil service and bureaucracy inherent constitutions and court systems. All of these are organs not suitable to democratic governments in the future (Bowman & Kearney, 1996, pp.204-209).

The future of the General Administration

The difficulties faced by the skills needed by government officials in the future far outweigh the skills needed by their counterparts in the private sector to face the current changes. Therefore, a government director needs in the future to acquire new skills. The mechanism (the traditional) met in public administration and structure has become obsolete and could not address new issues which confront us. The public administration always provides partial solutions to problems or cosmetic changes.

The administrative organizations could become more effective and efficient through internal reforms and programs such as participatory management or new management objectives and planning system (Lane, 1978, p.559), programming and budget, despite the fact that such types of solutions have benefits but their attempts to become hollow when assessing the change and development required in non-governmental organizations, as well as the rapid development reflected the quality in the world of technology and information. The challenge is located in the discovery of what is important to improve: the management of operations in the State organizationss, structural adjustment, modified behavior. All these are important and are expressed in the theories of the Organization but must follow what is happening in the field of technology and the environment, linked to governmental administration.

The last decade of the twentieth century witnessed major changes in the area of efficiency and management as a result of the emergence of the movement of the Department of comprehensive quality. THe spillover effects in private organizations and intergovernmental organizations with a view to the development of institutional performance, and the concept of quality confirms the economy of resources and

coordination between the producer and the consumer, and the management of human resources.

Three new values of the concept of quality have emerged (Scott, 1998, pp.349-350):
- the focus on revisers or consumers;
- constant improvement of service;
- work in the spirit of the group in the organization.

And all these values to search for new methods of work, evaluation, follow-up of each step of the job description for each employee working in the organization are new Trends indicating the transition from the organizational bureaucracy to networking, and from vertical division of labor to the horizontal division. This approach will determine a new layer of technocrats or knowledge workers, rather than staff bureaucrats. It leads to the emphasis on continuous learning and organized thinking instead of the routine specific to watches. It will change the nature of the work of the decision-making of the commodity to the provision of the service. It will be turned from an emphasis on the local environment and culture to a global environment and technological information. Quality, diversification and ethics are the framework for developing a new environment where the responsibility of managers is clearly toward the consumer society and the environment.

There must be recognition of the inevitability of the constant change and the challenges unforeseen in the field of governmental administration and its institutions, whether in its structure, their behavior or their technology. It is necessary to confront these changes with theoretical studies. We must focus on the problems facing public administration and the expected matters before they happen. It is, therefore, adequate the investment in the continued search and the development of necessary arrangements to ensure an appropriate structural adjustment in the organization of the General Assembly, having in mind the completion of behavior changes of the public employee, the allocation of strategic investments in thought and mental administrative practice, the provision of necessary maintenance in the level of technology used, and the creation of a suitable work environment.

Conclusion

The development of the management of public administration lies in the management of a network of public organizations within the perimeter of evolution. It is characterized by continuous change based on the values and achievements of irreversible democracy, freedom and fairness in compliance with the concept of value. The important subject is the interest in developing General Services Administration, which is the coordination between the various independent organizations, which means the implementation according to most political goals conflicting with each other and unclear.

The development of public administration performance management aims to create a balance between the size of the organizations or groups of service organizations and its natural and social surroundings. Achieving this goal requires taking into account many factors, including the limited resources in the vicinity of the organization, the relationship between the organization and customers, which cannot rely entirely on

the supply of services, the need for the organization to conduct its relationship with the public and get upheld its objectives. This work to examine and re-examine continuously public organizations has the ultimate goal to get the public administration management lack f legitimacy in the era of globalization that we live in.

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