CONTEMPORARY FACES OF PUBLIC MANAGEMENT

Barbara Koźuch
Antoni Koźuch
Katarzyna Sienkiewicz-Małyjurek

Introduction

Recent years have seen significant shifts in the practice of public management. On the one hand, they trigger a dynamic progress of public management as a sub-discipline of management sciences, and on the other hand they stimulate further changes in practice, thereby facilitating more effective handling of public affairs. Increasingly, these shifts affect the operations conducted by public organisations in Poland. Specifically, in the latest trend, this public governance and its instruments were scarcely recognised. Among researchers and practitioners, there is increased interest in the model which emphasizes that economic effectiveness continues. At the same time there is a gap in research on criteria of organisational effectiveness of public organisations. Thus, it is justified to investigate the issues of the simultaneous occurrence of diverse management models and identify the attributes underpinning the model tailored to address the challenges of the 21st century. Contemporary faces of public management and corresponding models, suggest the complexity underlying the theoretical foundations and organisational practices analysed for key changes in management, comprehension of specifics embedded in organisational effectiveness in public sector entities, focus on sustainable development and empowerment of society, as well as the potential for selecting management instruments.

The article aims to identify the characteristics of the main models of public management in the context of organisational effectiveness and contemporary trend focusing on the integration of research approaches. This relationship promises to be of increasing importance as public organisations shift and settle in the 21st century. The article is conceptual. It reviews and integrates general public management streams of research agenda for the future.

Changes in management of public organisations

A distinctive attribute inherent to current management practices in public organisations is its reliance on the theoretical foundations underlying three simultaneously occurring models: public administering (PA), new public management (NPM) and participatory public management, known by their original names public governance (PG), and new public governance (NPG). Therefore, traditional theoretical rudiments of public management remain valid in the form of administration and public policy science and thus create links with other scientific disciplines, including political science. Also, theories and concepts with regard to economy, such as public choice theory and new institutional economy, as well as management sciences, may be applied in their mainstream, thereby
Accordingly, bureaucratic top-down structures pre-
dominate and external relationships are limited, con-
trasted, and regulated.

The initial assumptions anchored in the model of
new public management (Izdebski, 2010; Kożuch, 2010) stem
from the theory of institutional economy and public choice.
The overall aim of the functioning of public organisations
is to manage the organisation’s resources and to deliver
the obtained results. Prevalence is given to the economic
model of rationality and organisational behaviours. Public
interest, focused on shared values and the interest of society
members combined as a whole, is articulated by citizens
with the assistance of public managers. The operations
carried out by public organisations are targeted to the recip-
ients of public goods and services. 

This model provides a relatively extensive leeway to
public managers in their pursuit of set goals, yet it
imposes personal responsibility for decisions made
and activities launched. Basically, there is decentral-
isation of management and social participation with
an emphasis put on the creation of networks of public
linkages (Austen, 2014) and their management. 
The composition of the network – depending on its range
– may include central, regional, and local authorities,
social and political groups and interest groups as well
as social and business organisations. The role of the
state is to create conditions for activating processes
that facilitate the adjustment of objectives pursued by
public organisations and possibilities of their accom-
plishment to the anticipated needs of the surrounding
setting.

All in all, this model centres on the internal organi-
sation of the public sector and institutions comprising
the sector, as well as on the external relationships which
are regarded as core. There is no prevailing rationality
model, but the urge to balance political, economic,
organisational and social rationality. However, overall,
an organisation with its surrounding setting is considered
as critical, thus bringing the spotlight on the formulation
of fundamental values and meaning that management in
organisations is an imperative for far-reaching changes.

Putting it another way, public interest is defined based
on public values shared by society members, and conditions
for its fulfilment are negotiated with partners and interest
groups. Public management in this model largely involves
the establishment of public coalitions as well as private
and social organisations, so as to satisfy the agreed needs.
Moreover, citizens and self-organised groups are regarded
as the strategic stakeholders. 

Targets for the actions are citizens and the role of
the state is to serve and assist through negotiation
and mediation efforts, in favour of citizens and social
groups and to create values. Responsibility assumed by public organisations is multi-faceted and it incorporates law, national values, political norms, professional standards, and citizens’ interests. Decision-making powers tend to be adequate to conditions justified by needs, linked to responsibility, even though decisions are made within the process of shared governance. The structures are set up so as to facilitate cooperation and lead in external relationships. Essential stimuli driving managers and employees include a vocation for public service and the capacity to act for the public good.

Hence, the role performed by the state boils down to the creation of conditions for effective functioning of all three sectors of social and economic life, including accomplishment of the public interest and self-organisation of the society. The basic mechanism deployed to achieve the strategic goals set, relies on the functioning of organisational and social networks and agreements based on trust. Thus, this ensures an emphasis on innovations, not only organisational, but also social ones, fostering conditions for inter-organisational, cross-sectoral, and international collaboration, as well as for coordination of public policies, programmes, and ventures executed with different partners.

Within the public governance model there are mechanisms that help the recent public management model to respond to numerous challenges faced in the

<table>
<thead>
<tr>
<th>No.</th>
<th>Models</th>
<th>Theoretical foundations</th>
<th>Point of reference</th>
<th>Shared values</th>
<th>Overall manner by which public interest is accomplished</th>
<th>Regulation mechanism</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>PA</td>
<td>Administration science; Political sciences</td>
<td>Political system</td>
<td>Ethos of officers and the whole public sector</td>
<td>Formulation of public policies and their implementation</td>
<td>Hierarchy</td>
</tr>
<tr>
<td>2</td>
<td>NPM</td>
<td>Public choice theory; Management sciences – economic aspects</td>
<td>Organisations</td>
<td>Effectiveness of the market mechanism</td>
<td>Management of organisation resources and attainment of planned outcomes</td>
<td>Market and bilateral and tripartite agreements</td>
</tr>
<tr>
<td>3</td>
<td>NPG</td>
<td>Organisation theory; Network theory; Management sciences – humanistic aspects</td>
<td>Organisations together with their environment</td>
<td>Dispersed and questioned</td>
<td>Agreeing on basic values and meaning management in organisations, relations management</td>
<td>Trust-based networks and agreements</td>
</tr>
</tbody>
</table>

Source: adapted from (Osborne, 2010, p. 10)
21st century (Busch et al., 2013) which are marked by increasing complexity. The synthetic characteristics of contemporary public management models are illustrated in Table 1.

The comparison of key public management models reveals the shift in their theoretical sources and manners by which problems are addressed which meet the expectations of citizens and other interested parties. This is the transition from the prevalence of legal and administrative aspects, through economic to social aspects.

**Organisational effectiveness of public sector entities and its key criteria**

Effectiveness occupies an important place among the principles underpinning good governance defined by the European Commission (European Governance, 2001), alongside with openness, accountability, participation, and coherence. This issue may be traced using the general model for organisational effectiveness in public management by expenditures and outcomes (Fig. 1). It draws on fundamental forms of organisational performance, i.e. efficacy and cost-efficiency. Typically, efficacy is defined as the degree to which we approach the aim, accomplish it, or enable or facilitate its delivery. When assessing efficacy, the cost is neglected as efficacy is neutral on efficiency (Lawrence, 2014, p. 21), and from among ingredients of a useful result, only predictable effects are taken into consideration.

In this model the objectives are represented by the anticipated utility, while the results by the achieved utility. Indirect results are termed as an effect and final results as an impact. Meanwhile, the relationship between results and expenditures emerges as cost-effectiveness, namely the form of efficiency understood as performance or savings. Attention is also brought to the category of durability and general utility which suggests to what extent results are attained, that is how their effects and impacts contribute to the fulfilment of public needs.

While referring the concept of organisational effectiveness to public management models, the evolution of its criteria may be discerned. According to Weber’s tradition, including neo-weberian approach (Potůček, 2008; Drechsler, 2009; Collins, 2007; Dunn, Miller, 2007), organisational effectiveness of public administration is assessed based on stability, professionalism, and impartiality grounded on laws, applicable principles, and procedures. Whilst for new public management the economic criteria gain primacy. Alongside efficacy, economic performance and organisational resources, optimisation, and financial motivation are principally evaluated. Whereas, in public governance, organisational effectiveness is viewed through the prism of organisational and social innovation, public participation as well as inter-organisational collaboration and networking.

Two first models analysed are extensively addressed in the reference literature. Whilst research into public governance, particularly on its organisational effectiveness, is at its initial phase. An interesting study is represented by the organisational effectiveness model based on the model of competing values (Ziębicki, 2014, p. 156, 163–173, based on: Quinn, Cameron, 1983). He directly referred to one of the overall organisational effectiveness models, that is an open system model, and he classified flexibility, civic participation, external collaboration and innovativeness as effectiveness criteria. Besides, emphasis was correctly placed on the connection between the model and the idea of good governance as a practice used by the public sector for its operations, endorsed by the European Union. In this approach, attention was brought to the need to increase the openness and collaboration with the environment, which hardly comes as a novum, because this view has been well-established in the organisation and management theory since the systemic and situational approaches occurred. Further, the reasoning underpinning the typology of organisational effectiveness criteria insufficiently discusses the specifics behind public management and then in its framework the specifics surrounding the participatory model. In doing so, it was ignored that organisational flexibility concerned with enterprises, related to a substantially higher level of organisation-internal leeway as compared to that which the traditional approach to management enjoys, having very limited possibilities of being applied in public organisations, not least since their structure is basically determined by the laws. This problem cannot be tackled by the broad and general suggestion that it is necessary to “set up an efficient system to manage risk tasked with setting risk boundaries and monitoring potential threats” (Ziębicki, 2014). Similarly, an effectiveness criterion, external collaboration, to a lesser extent, refers to the model characteristics. Direct collaboration, including the formula of public and private partnership, also occurs in the other models. Thus, it is not a distinctive feature inherent to participatory management. Civic participation as an effectiveness criterion was correctly indicated, but as noted by the author, it principally refers to public administration, whereas public management has broader application. Equally, the innovativeness criterion requires a more extensive approach, because the implications of social innovations for public management have recently surged in their significance.

The primary merit of the model provided by B. Ziębicki is its multi-criteriality and a successful attempt to look at the issues of organisational effectiveness in public sector entities in a comprehensive manner. The author discerns the universal nature of some criteria, yet he does not indicate them in the model. This model also represents a suitable departure point for further research quests. However, of foremost importance is going beyond a simplified and scarcely
The drive to increasingly meet collective citizens’ needs requires an integrated approach in theory as well as in the practice of public management. This is made possible using the elements from different perspectives in which public affairs are conducted: 1) administrative, 2) market, 3) relational and corresponding models: administration, new public management and participatory management. Based on this reasoning the model of integrated public management (IPM) can be proposed. The description of this model is as follows.

It consists of three elements from the first perspective, i.e. legitimacy of administrative decisions, procedurality, and professionalism. These elements represent inalienable attributes typical of public management. From the second perspective, an integrated model adopts three further elements: economic effectiveness, adaptation of solutions proven in business, and standardisation of services. Whilst all elements are embraced from the third perspective, i.e. citizen orientation, public governance, inter-organisational collaboration and networking, sustainable development of public organisations, organisational and social innovativeness as well as pro bono motivation.

The majority of elements forming integrated public management have been investigated, specifically through empirical explorations. Though they have never been analysed as a whole. Likewise, the aspects of the theoretical model have not been recognised to a sufficient extent either. They, in part, refer to one concept of organisational – public relationships and stakeholder theory (Broom et al., 1997; Ferguson, 1984; Gainesville et al., 1992; Ledingham, Bruning, 1998; Ledingham et al., 1997; Freeman et al., 2010; Freeman, Moutchnik, 2013; Hemmati et al., 2002).

When presenting the essence of the model proposed, emphasis should be particularly placed on the significance of public governance understood as citizens’ participation in social, public and political life, that is citizens’ involvement in managing the affairs of the community to which they belong, shared decision-making – sharing knowledge, and joint activities – sharing work (Kożuch, Kożuch, 2016). The complexity rooted in the concept of participation is well illustrated in Figure 2.

The defining features that distinguish the model include: inter-organisational collaboration and networking and a quest for sustainable development, which adequately illustrate the potentials for managing local government units. In essence, they are specific organisations operating as open systems which are actually deprived of any exit and entry barriers. They constitute organisations of mutually collaborating institutions which require coordination, cooperation, and shared governance to achieve objectives set (Kożuch,
requires further research and specification. However, even at this phase it accurately reveals the diversity of tools tapped by integrated public management.

The model offered, following its development, is likely to be able to respond to as yet unidentified needs of current and future generations.

**Discussion and conclusions**

The conducted discussions show that there are multiple faces of public management, which simultaneously occur as reflected in administration models, new public management, and participatory management.

Bearing in mind today’s challenges, it was proposed to identify integrated public management as the one that best meets these challenges. It is marked by characteristics that stem from the nature of handling public affairs in democratic systems and incorporate the circumstances for funding high quality public services and tend to be open to people: citizens, taxpayers, entrepreneurs, clients, and other social groups. Alongside these, the highest importance is given to the relational perspective, which has a direct connection with the contemporary comprehension of the human role in the society. The conducted analysis revealed that not only legal, administrative and economic criteria are critical for organisational effectiveness, but, above all, social criteria as their high-level fulfilment bolsters performance in public management.

The concept of integrated public management outlined calls for in-depth research, so as to entrench it in public management theories and other disciplines reinforcing this research field. Nevertheless, in its shape it adequately demonstrates the required direction for shifts in theory and practice of public management.

**Prof. Barbara Koźuch, Ph.D., D.Sc.**
Jagiellonian University  
Faculty of Management and Social Communication  
e-mail: barbara.kozuch@uj.edu.pl

**Prof. Antoni Koźuch, Ph.D., D.Sc.**  
General Tadeusz Kościuszko Military Academy of Land Forces in Wrocław  
Faculty of Management  
e-mail: antoni.kozuch@gmail.com

**Katarzyna Sienkiewicz-Malyjurek, Ph.D.**  
Silesian University of Technology  
Faculty of Organisation and Management  
e-mail: katarzyna.sienkiewicz-malyjurek@polsl.pl
The work draws on the results of research conducted within statutory research in the Public Affairs Institute of Jagiellonian University over 2013–2015 entitled “Management in the public sector” and in General Tadeusz Kościusko Military Academy of Land Forces in Wrocław over 2014–2015 entitled “Changes in public organisations and their environment” as well as within the project NCN DEC-2012/07/D/HS4/00537 entitled „Coordination, communication and trust as a factors driving effective inter-organizational collaboration in the system of public safety management” which is run in the Silesian University of Technology.

References

Streszczenie
Współczesne oblicza zarządzania publicznego i odpowiadające im modele wskazują na złożoność teoretycz-