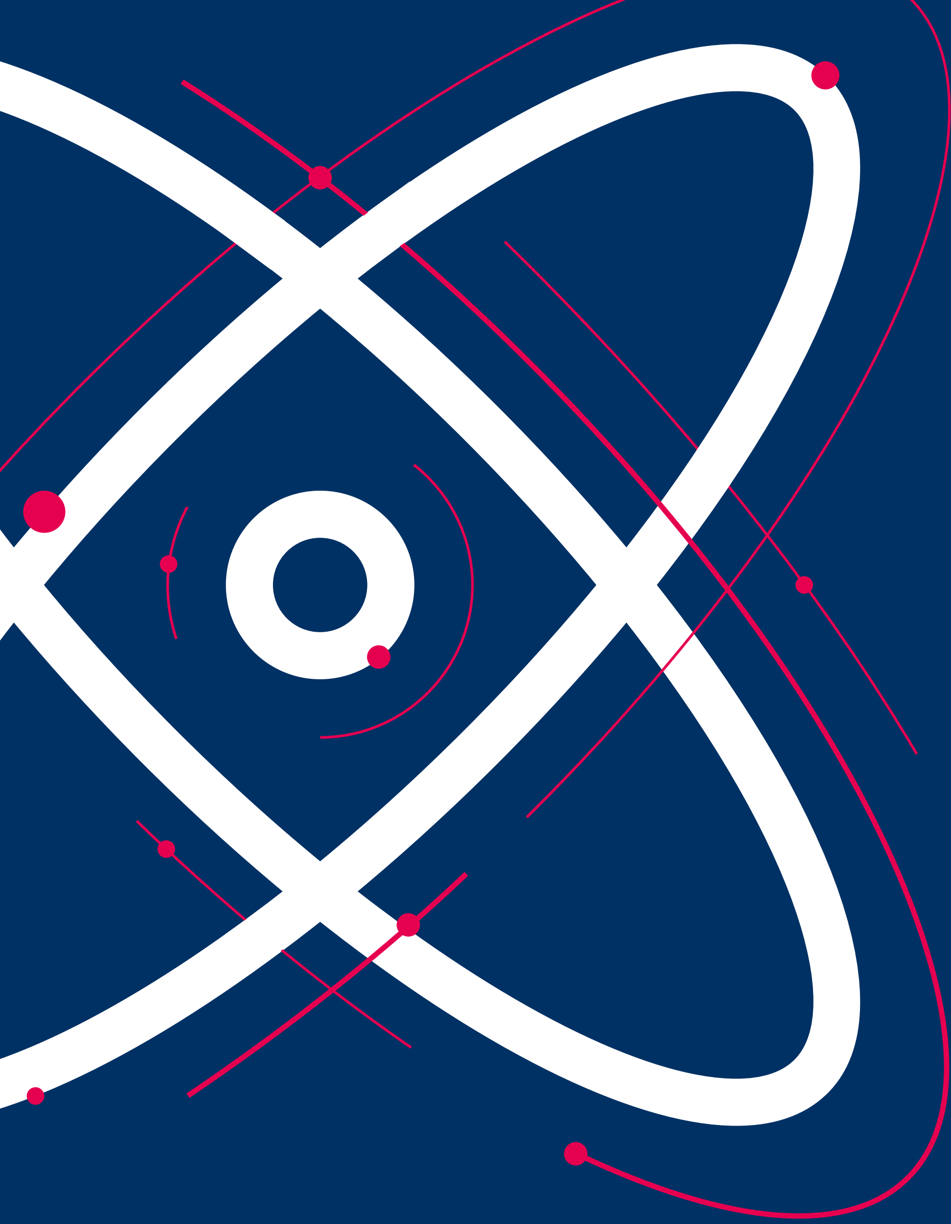

The Synergy Effect

Dagmir Długosz

Mini-handbook Maxi-practice

Best practices in managing
public-administration institutions

KSAP
LECH KACZYŃSKI
NATIONAL SCHOOL
OF PUBLIC ADMINISTRATION

Synergia

Project leader

LECH KACZYŃSKI
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Latvian School of
Public Administration

UNIVERSITY OF PUBLIC SERVICE
LUDOVIKA

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About the SYNERGIA Project (further referred to as: SYNERGIA)

SYNERGIA – a network for cooperation and exchange of experience between high-level officials from Central and Eastern Europe

Inspiring development

Lifelong learning now represents one of the greatest challenges for societies. The capacity and willingness to learn in different formats and places, and at different stages of one's life, is what facilitates effective adaptation to a changing – and more and more demanding – reality. In the case of public administration, a readiness to supplement knowledge and skills constantly is of particularly key importance, since it raises the quality of operations, starting with a better motivation for action on the part of employees, and extending to satisfaction among citizens as they avail of services provided.

SYNERGIA has offered unique opportunities for development, adjusted to the needs of the holders of higher managerial posts in public administration. It is through the Project that such senior officials from the CEECs have enjoyed the chance to share experiences and set different ideas on how to manage institutions in public administration against one another, in the presence of world-class experts and practitioners from around the world when it comes to public management. The Education and Cooperation Programme pursued under SYNERGIA has represented an endeavour giving space to high-level managers to engage in a mutual learning experience, and then to move on to an implementation phases during which there is further space to actually give effect to change in one or more institutions of public administration, by way of a good practice picked up.

Partners

KSAP – *Krajowa Szkoła Administracji Publicznej im. Prezydenta Rzeczypospolitej Lecha Kaczyńskiego* – i.e. the Lech Kaczyński National School of Public Administration (in Warsaw) (as Project Leader)

IPA – the Institute of Public Administration (Bulgaria),

LSPA – the Latvian School of Public Administration (Latvia),

UPS – the University of Public Service (Hungary).

KSAP LECH KACZYŃSKI NATIONAL SCHOOL OF PUBLIC ADMINISTRATION

INSTITUTE OF PUBLIC ADMINISTRATION

Latvian School of Public Administration

Aim of the Project

Via the cooperation network for managerial staff in the public administration of the above CEECs:

- preparation and pursuit of a new and tailored Education and Cooperation Programme,
- implementation in Polish administration of solutions in **institution management** devised as effect was being given to the above Programme.

Addressees

Project Participants were:

- institutions in the central or provincial administrations of Poland,
- institutions in the central or provincial administrations of other CEECs,
- units subordinated to or supervised by institutions in the central or provincial administrations of Poland or certain other CEECs, who take up a role in the development process, and (in the case of an institution from Poland) also give effect to the developed recommendations as regards institution management.

Institutions delegated their representatives to take part in the Project, with the condition being that they serve in higher-level managerial posts:

- at the central level (Secretaries and Under-Secretaries of State, Heads of Central Offices and their Deputies, Directors-General, Directors of basic organisational units of institutions or their Deputies, or Chief Accountants, as well as people on an equivalent level to those mentioned),
- at the provincial level (Voivodes – Heads of Provinces in Poland, or their Deputies, Heads of Provincial Offices or their Deputies, Directors-General, Heads of basic organisational units of institutions or their Deputies, or Chief Accountants, as well as people on an equivalent level to those mentioned).

Under the Project, two parallel pathways for application and participation were launched.

- Via the team participation pathway: people announced for participation formed the Project Team within the Participant Institution. The team comprised at least one representative of the highest management in the said institution (i.e. the Secretary of State or Under-Secretary of State, the Voivoide (Provincial Governor) or Deputy thereof, the Head of a Central Office, or

Deputy thereof, or a Director-General), or else another person authorised by the above

- To develop and then introduce managerial improvements for the given institution. In its first application for the Project, a Team would designate its Coordinator for organisational matters.
- Via the individual participation pathway: the assumption that participation might also be possible for individuals singled out for that by their institutions. Please note here that, in accordance with the Project Regulation, more than 2 people attending from a given institution were considered to form a Project Team, and would thus be obliged to involve themselves via the team pathway.

Ultimately, participants extended to some 170 representatives of institutions in public administration, including 100 from Poland, as well as 70 representing selected CEECs (Bulgaria, Hungary and Latvia).

Form of implementation

The Project went through 4 Editions. Each Edition involved effect being given to:

- the Education and Cooperation Programme of training,
- the implementation part.

In principle, the Education and Cooperation Programme of each Edition was pursued over 22 days of classes given in English in Poland (at the Lech Kaczyński National School of Public Administration) and in the Partner Countries (Bulgaria, Latvia and Hungary), as well as online. The whole effort took in:

- A **cycle of training activities**, i.e. in project management in the public sector (cohesive project-management methodology), strategic management in public administration, process management, change management, risk management, people management (*i.a.* leadership, employee motivation, team management), communication management and effective negotiations, knowledge management, management by objectives, and the use of IT in the public sector. The classes have been conducted in English by experienced lecturers representing world-renowned universities, ranked at the top of international rankings, as well as experts from partner countries. The programme was implemented using the recognised Harvard **Case-Study** Method, employed by world-best universities in educating top managerial staff in both the private and public sectors.

- **Subject workshops** – devising innovative recommendations in the sphere of the management of public institutions, as good practices.
- The form by which effect was given to the Project as manifested by the Education and Cooperation Programme was analysed and adapted to the needs and realities of public administration.
- Polish sessions and those done in other countries were organised to comprise training sessions, networking meetings, workshops, peer-learning sessions and so on.

The part involving implementation of good practices followed on from the training part. An internal competition was run within the Project framework, and given institutions in Polish public administration then obtained the support needed via the training of necessary personnel as regards real-life implementation of a chosen practice in an institution, with funding also extended for the first-phase introduction of the solution in institution management, as developed as part of the training sessions.

Implementation period

The Project was pursued between September 2019 and December 2023.

Project financing

Effect was given to it under the Knowledge – Education – Development Operational Programme:

- Priority Axis 4 . Social innovations and supranational cooperation,
- Measure 4.3. Supranational cooperation.

For more information on the Project, see:
www.synergia.ksap.gov.pl/en/home

European Funds
Knowledge Education Development
Republic of Poland
European Union
European Social Fund

A few words on the idea of the Mini-handbook of good practices

This Handbook is for **officials of the governmental administration, especially managers at the middle or top levels**, but it would certainly also find successful use among those working in **offices of local or regional government, in so-called state institutions, and in various other organisational units** notably in the public-finances sector. Those **researching** administration may also find a use for it, as may **consultants**, and **teachers** and **trainers** for public administration.

Basically speaking, the material present here extends to **all the key areas in contemporary management** which are capable of being transferred as good management practice, and which it would indeed be worthwhile to bring in.

All organisations in existence might **find something of worth here**, given the possibility that some issues present may be (re)solved on the basis of it.

In line with one of the conceptualisations[1], this Handbook, like handbooks in general, was designed to serve **functions** that were:

- **informational** – involving better recognition of the world situation;
- **research-related** – stimulating the independent resolving of problems;
- **transformational** – showing how theoretical knowledge might be turned into application in practice;
- **self-improving** – through encouragement into further study.

A good handbook, dealing with significant content and facilitating further immersion in the given field (via a hybrid popular and specialised bibliography), should *inter alia*:

- match with **the state of the art** as regards **knowledge** in the given field;

1 Polish *Wikipedia* entry concerning *Podręcznik szkolny* (i.e. school textbook or handbook).

- be written in **scientific style**, with terminology from the given field;
- be **accessible** to broad circles of recipients and serve in the popularisation of knowledge;
- be **suitable** for practitioners, researchers and all interested in the given subject matter[2].

The author sought to take account of all of these functions within the framework of the adopted Mini-handbook framework.

This was above all served by the selection of didactic means such as drawings, photographs, tables, diagrams, examples, or aphorisms; with the strong intention being for these to connect clearly with public administration, public life, or the public sector, be that in Poland or elsewhere in the world.

Alongside a description of each practice, and recommendations as regards implementation and further pursuit, this Mini-handbook **offers concise discussion of the state of the art in management in general and public management in particular**. A specific feature here is the **strong emphasis placed on workable practices and actual effect being given to them**, notwithstanding the way in which the setting is one of academic knowledge in the sphere of management, public-sector management included. The author has sought to **bridge the gap between management in business and the version possible and desirable in administration**. The differences between the two are fully recalled, as are the similarities.

The **Mini-handbook** format relates first and foremost to its concise nature. The publication is not a pocketbook by any standards; but it does offer a **concise means** by which to present defined content.

However, this Mini-handbook goes **beyond the level of slogans**. Most concepts from the sphere of management are explained here in a **synthetic** manner, but not **cursorily**. The aim is to stress what is of **most use and relevance in the context of the practices under discussion**. In particular, this has related to the **core specifics of the area** of management in an organisation being addressed, where there is a chance and reason for that practice to be ushered in. The large number of aphorisms and further references to material out there also seeks to offer a more-synthetic expression of the publication's core content.

2 The Polish *Wikipedia* entry on *Podręcznik akademicki* (= academic textbook).

But in line with the “mini” formula, certain content is indeed **concise and sparing**. Then it would of course be ideal to draw on the relevant literature – **the most recent examples of which the author has sought to include** and **recommend**.

Internet sources are to all intents and purposes inexhaustible, diversified, and updated constantly. That is at once a strength and a weakness. We did not want the formula “mini” to be a synonym of such negative-sounding descriptions as **“shortish”, “sparse”, “parsimonious”, “frugal”** and so on. However, the author had a choice to make, given the Project material that had been brought together under SYNERGIA, as well as the time given and expectations held for the **publication formula** by KSAP.

That has all meant some issues being curtailed to the minimum, or even skipped over. Those aspects will need to be sought in specialised, and/or academic, publications.

The mini-handbook layout following on from all the Editions of SYNERGIA taken together is as follows:

1. **Introduction** – relating to SYNERGIA and the idea of the Mini-handbook.
2. Section 1, offering a synthetic discussion of **the management-sciences approach to the different ways in which an organisation might be improved**, including via benchmarking and the transfer of good practices.
3. Section 2, in which **43 good management practices** gain discussion.
4. Section 3, on the problems and solutions when it comes to **effect being given** to good practices in an organisation.
5. Section 4–the final one, in which the talk is of **the importance in management and organisational tasks** of **synergy** (chosen not by chance as the title of the Project), as this refers to those in public administration tasked with bringing in good practices.

The most-extensive Section is of course the one discussing the good practices that all the participants of *SYNERGIA* were able to develop. The layout of that Section is mainly devoted to **describing the sphere of management** that the practice relates to. There is a discussion of key features of that given area, including as regards public management in public organisations. **The description is nevertheless “in a nutshell”**, as the key elements are offered, along with objectives, key actions needed to implement, resources needed for that, and risks and barriers that have to be borne in mind. Various means are sought to facilitate understanding in readers, and make things easier for those planning to usher in a practice in their own institution.

Elements such as inspirations, quotes and literature likewise facilitate – in this case access to additional sources. Interesting Polish and foreign practices are pointed out, while the aim is also to trigger general reflection on management. Presented here first and foremost are **examples of these and similar management practices applied in other countries in public administration**, along with interesting reports and studies on the subject. Recommended literature is provided at the end of each Sub-section dedicated to a specific management area, and encompasses various sources that will allow knowledge to be expanded. It is very largely publications from the last few years that are highlighted.

On the SYNERGIA Project method

The Project has as its aim the use of a cooperation network in the preparation – by management personnel from the public administration of selected Central and Eastern European Countries – of a new Education and Cooperation Programme **leading on to real-life implementation of solutions** for public-institution management that have been worked on through the Project.

This means – and it needs emphasising with all effort – that the practices, recommendations and ideas offered here for making an organisation work better are *not* merely a transfer of what is presented in the relevant subject literature. **Rather, at least 40–50% of the content here is Project-participant output developed through the applied part** of SYNERGIA, in all the forms that that took. Indicated below are these types of activity engaged in by those taking part, which served in the selection of practices, as well as the recommendations as regards ways of giving effect to them.

SYNERGIA Project activities

- training sessions with experts from key world centres of excellence regarding public management, not least an *Exploring Best Practices* Session that served adaptation of good practices arising out of the cases discussed, in order that these might meet the needs, and match the realities, of institutions in public administration
- workshop sessions with experts from Poland and the partner countries
- workshop sessions that drew up new recommendations for institution management
- methodology involving the Case Studies developed by Harvard Business School
- networking meetings
- simulation games
- peer-learning sessions

All of that shows how the involvement of participants in training sessions and workshops run by leading experts in regard to the latest solutions and trends was in fact just the start of the work done within the SYNERGIA Project framework.

Participants representing **different countries, different units of the public sector in partner countries and at different levels of management (and also of different generations)** engaged

The value of practices and practice was perceived in ancient Rome, whose heritage remains strongly present in European administration.

in discussion on practices with the experts, and gave deep consideration to their being applied in public administration, and to the conditions under which effective transfer into the offices they themselves represented might be achieved. Such a selection of Project participants and workshops concerning the different practices ensured a high **likelihood of a comprehensive, multi-faceted view of good practices,** as well as account being taken of diverse cultural, structural, and organisational conditions. The **lecturers**, though academics, are **at the same time consultants and practitioners** collaborating closely with entities in both government and business.

At the same time, with the support of experienced trainers and facilitators, participants developed each practice from the point of view of its **significant practical dimensions for implementation** in units within public administration.

Seneca:

We learn, not in the school, but in life.

Cicero:

We must not only obtain wisdom: we must enjoy her.

The fact that the Project assumed **the acquisition of practices from 10 areas of management**[1] also has its positive significance for both the course of the work and its outcomes.

Those taking part were (or became) fully aware of the close **interdependence of these different areas** within an organisation, and the way these impact upon each other (also via *synergy*). The effect was an influence on the creativity shown as work on practices was done, with better and fuller perceiving of opportunities, risks and overall conditioning of the different practices in the context of the organisation's operations overall.

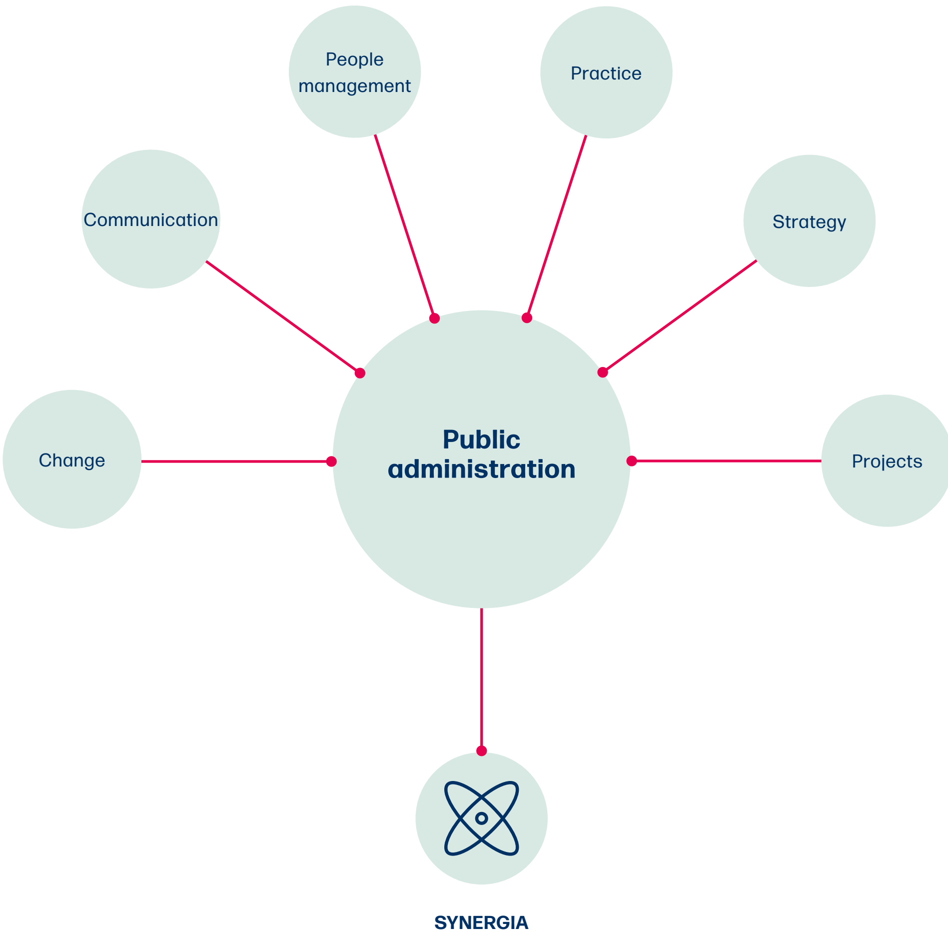
The key dimensions to this "practical approach to practices" *inter alia* concerned:

- **the problems within an organisation** for which the practices might represent a potentially helpful/effective solution,
- **the conditions and resources within an organisation** that would allow for real-life implementation of a practice in public administration,
- **the risks** having to be borne in mind and taken account of as given practices are brought in.

1 These are: Project Management in the Public Sector (cohesive project methodology), Strategic Management, Process Management, Change Management, Risk Management, Human Team Management and HRM (leadership, employee motivation, team management, etc.), Communication Management and Effective Negotiations, Knowledge Management, Management by Objectives, and the Use of ICT in the Public Sector.

Those taking part did their best to **put themselves in the shoes** of those who would **actually give effect to a given practice** in the organisation, as well as those who would **extend leadership** over the whole thing.

Additionally, **the interlinkage of each practice** with other (especially horizontal) dimensions of organisational activity were analysed, especially in areas such as human resources, communication, or virtualisation.



All these steps have been necessary in pursuit of the SYNERGIA goal of the actual implementation of solutions developed as effect was given to the Programme, in terms of an institution within Polish administration being better managed.

It is worth noting that participants selected **recommended practices from a longer list**, thus having the opportunity to highlight those particularly suited to, and feasible for implementation in, administration. Determining the final list of practices was a matter of **discussion, hesitation, dilemma and further "coming together"**.

The participants of the training sessions very largely concurred that the presented and subsequently recommended practices **could gain application in public administration**. At the same time, they were aware that a simple "transfer" is not an effective method unless the organisation conducts **self-assessment, assesses its needs and level of readiness managerially, and then considers how to tailor the practice for a specific institution and a particular problem. The transfer of practice must be a creative process –** adapted to the specific social and cultural context of the organisation – rather than being just a straightforward import. Without this approach, no more-durable implanting of a practice will prove achievable.

This way of working leads to enhanced managerial competences among high-level personnel in public administration, on account of the fact that these people:

- consider how a practice used in other organisations and described in management science **might gain application in their own institutions**,
- **are confronted with opinions** – sometimes at odds with their own, or even critical of their own – from people who are peers, and also have long experience,
- **can hold discussions with consultants** as regards different aspects of the practices,
- steadily come to see a practice as genuinely doable, **in so doing taking on as their own the particular mindset that underpins the given practice.**

1 What are good practices and how to use them wisely (and measure their efficacy)?

INTRODUCTION

The broader context of good practice(s), the Project context

British authors Marcial Boo and Alexander Stevenson write, in their book *The Public Sector Fox*, that: “The modern public sector is the land of the fox (...) For the modern manager, whether you formally work in the public sector or you work in a charity or company that provides public services success now depends on performing expertly in a number of different environments and across a range of situations. You need to change your style, draw on various techniques and have more than one way to adapt and perform. You need to be flexible. You need to become a fox”. They mention 13 key skills grouped as personal, primary and practical, as follows[1]:

1. Commitment. You must have drive, ambition to achieve and belief in what you are doing.
2. Experimentation. Your curiosity and adaptability must keep you and your work improving.
3. Resilience. You must be determined, able to overcome obstacles and bounce back from failure.
4. Perspective. When under pressure, you must have the judgement to make the right decisions.
5. Strategy. You must define what needs to happen in the face of uncertainty.
6. Planning. You must turn your strategy into something practical and achievable.
7. Information. You must understand and exploit the data and knowledge around you.
8. Responsibility. You must take and give responsibility in the right way and at the right time.
9. Finance. You manage public money effectively, efficiently and credibly.

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1 M. Boo, A. Stevenson, *The Public Sector Fox. Twelve Ways to Become a Brilliant Public Sector Manager*, Matador 2016.

10. Commerce. You must understand how to get the best from your private and voluntary sector partners.
11. Communication. You must exploit all the channels available for you to get your messages across.
12. People. You must get the most out of every person who works with you.
13. Benefitting from the experiences and knowledge present in the whole public sector through the building within it of a network of contacts.

The above, rather popular listing of a series of palettes of skills necessary in modern management in the public sector may be supplemented by a short historical and theoretical reflection[2].

Further reading:

Donald Savoie , *What is government good at?*

A Canadian political scientist specialising in public management called Donald Savoie[3] was the 2105 recipient of an award for a book entitled *What Is Government Good At?* He replied anecdotally at that proud moment that his colleagues – Professors of management in business – **joked** that the book must be **a very thin one, while the far fatter one would concern what Government is** not **good at!** Nevertheless, Savoie's book shows us that, notwithstanding its many weaknesses, the public sector (in Canada) has many causes for satisfaction, and also many opportunities to improve.

In Europe too, we are at a rather different point – when it comes to public management – than we were in in the late 1970s and early 1980s, when the main **opinion expressed (if justified in many aspects) was of a certain clumsy outdatedness of the previous model of administration, denoting a clear need for management there to become more similar to that in private corporations**.

Thomas Jefferson:

History, in general, only informs us of what bad government is.

But the 1970s reform of the public sector and public administration linked up closely with crisis and change in the welfare state, with the response to the then problems considered to require a Neo-Liberal kind of ideology, manifested in our sphere by New Public Management (NPM). There were ever-greater difficulties with public finances, a need to cut and save and tighten belts, a more and more complex management environment, growing problems with the steering and control of the bureaucracy – these were all core

2 The Authors also run the www.public-sector.co.uk website.
3 Check out the interview with Prof. D. Savoie.

reasons for reform of states to be undertaken – to move away from a Weber-type model of administration. Further major importance was then and needs now to be attached to the fashion espoused by, and pressure imposed by, such international bodies as the World Bank, OECD, IMF and also EU. Most often, change meant reform in the surroundings of the public sector, as well as within it.

But this also extended to the political system as a whole, and the tasks of state and administration (to be reduced). Structures (the government and its provincial arms) were also taken in, as were methods of organisation and management (procedures, processes, the introduction of markets and competition), as well as people management and budgeting.

The first phase of reforms in the NPM spirit was associated with administration receiving a dose of instrumentation used in the private sector. The use of good practice(s) from that sector in part reflected a crisis of values in traditional public administration – i.a. as this was characterised by low universality, efficiency, and rationality, which contributed to market inefficiency. It also involved hierarchy and rigid operating principles, lack of flexibility and responsiveness to needs, arrogance, being bound by a 'tangle' or 'thicket' of regulations, low susceptibility to change, and limited adaptation to changes ongoing in its environment. The evolution of public organisations towards greater flexibility led and continues to lead to, among other things, broader resort to organisational experimentation.

The instrumentation of New Public Management in many places invokes methods originally applied by business organisations. This includes areas such as outsourcing, analysis of customer opinion, digitisation, a focus on results / outcomes and financial impact, the notion of the learning organisation, a linking of remuneration levels to results, changing organisational culture, quality management, flexible personnel management, strategic management, and performance measurement. This is ultimately the so-called managerial mode of leadership[4].

After some time, however, it became apparent that **not everything that is business-oriented serves as a remedy for every problem in the public sector. Even the remedy itself, while certainly unleashing a new energy in administration, proved to be**

4 For more on this, see: M. Zawicki, Nowe zarządzanie publiczne, Warsaw 2011.

questionable in some cases. Nevertheless, it was a revolution in administration, and a great part of the solutions **were adopted to good effect**, even if often after adjustment to the specifics of the public sector.

Further change, arising out of a somewhat different philosophy, was constituted by the era of reform in administration surrounding the *good governance* concept. This had as its aim enhanced public participation in the said governance, as well as an administration that was transparent, honest and full of integrity; but also accountable and as necessary answerable[5].

Today's **leading paradigm is that of the so-called neo-Weberian state** – which seeks **to link the pluses of the Weberian bureaucracy** (the strong state, role of law, ethical and other principles of the civil service) **with the most and best tried and tested elements of NPM**, out of a desire to go on increasing efficiency and effectiveness[6].

It is just this third approach – a kind of **synthesis of what was best with the classical model plus what succeeded when it came to the deployment of market and business methods** in administration – that was actually the starting point for both this publication, and the premise behind the SYNERGIA Project.

We also need to recall the extended accountability and answerability formula for public officials. Today, it is not merely the immediate superiors – decision-makers who are politicians – that ensure that civil servants answer for what they do. It is also a wide range of stakeholders.

These can be taken to include:

- citizens, also as voters and the clients for public services;
- organised stakeholders, be these trades unions, employers, organisations and movements in society, organised religions and minorities;

5 In the Polish literature: *Zastosowanie idei public governance w prawie administracyjnym*, ed. I. Niżnik-Dobosz, Warsaw 2014; *Nowe zarządzanie publiczne i public governance w Polsce i w Europie*, eds. A. Bosiacki, H. Izdebski, A. Nelicki and I. Zachariasz, Warsaw 2011; W. Szumowski, *System zarządzania urzędem administracji samorządowej perspektywa koncepcji good governance*, Wrocław 2019; *Negocjowana demokracja, czyli europejskie governance po polsku*, ed. K. Wodz, Warsaw 2007.

6 Writing broadly and exhaustively on the reform of administration are: C. Pollit and B. Bouchaert, *Public Management Reform. A Comparative Analysis – New Public Management, Governance and Neo-Weberian State*, Oxford 2011.

- universities, think-tanks, research institutions and individual experts;
- public opinion as represented by the media;
- the co-workers and professional environment of the official;
- future generations and people in other countries and regions of the world.

In a Project whose aim is the use of good practice(s) in management (be that business-related or public), a strong emphasis needs to be put on several equivalent elements of each one. These are first and foremost:

1. Its implementation and widespread recognition as valuable, and tried and tested in management science.

2. The possibility of application in public administration at its various levels and in different spheres from strategic management to public communications.

3. The determination of conditions and risks associated with the bringing-in of the given practice, as well as the resources necessary if that is to be done – with a view to the possible implementation not being merely a matter of fashion, media pressure or some kind of transitional capricious behaviour of those in charge, but rather a response to a thought-through decision and action plan made ready.

Element number 2 gained particular **discussion and verification at the hands of the Project participants** – officials and managers of public affairs involved – because they wanted to consider just how applicable each of the proposed practices might really be.

Hence penetrating selection of practices by those taking part in SYNERGIA in terms of the practical dimensions of each – through work done in working groups, and leading to the 14 documenting points within the standard layout and format present in the case of the practices (a "best practice template").

It was in the course of that work that objective, risks, resources and stages were all considered and discussed. A choice was also made when it came indicators of the effectiveness of the practice following implementation.

What are good practices in management?

The applied good practice(s) technique is today widespread, becoming universal.

Even a rather cursory review of literature in the field of social sciences and management science from recent years indicates **an increasing emergence of publications related to good practices. These encompass such diverse areas** as organisation management, crisis management, finance and accounting, ICT in organisations, time management, negotiations, personal development and coaching, leadership, business communication, big data, and project management.

Within the realm of public management and administration as conceived broadly, publications regarding good practices are notable in areas like **management in local and regional government, public innovations, HRM, policing management, city management and urban policy, crisis management, public services, local and regional development, public education, and employment policy.**

There is thus a visible need or **demand for this kind of publication among managers, experts and researchers**, though the works may be **scientific in nature, or else handbooks, or sometimes collections of good practice(s).** That precise term is not always used, as we may also have **notions** like **techniques, tools, instruments, models, means and methods**.

For more, please read:

J. Collins, *Wizjonerskie organizacje. Skuteczne praktyki najlepszych z najlepszych.*

The literature in this field, especially advisory literature, entices managers to read through attention-grabbing titles such as:

- tried and tested (also: only tried and tested), intelligent strategies, techniques, practices, ways, habits, methods, approaches, only proven techniques; and even bombastic ones like **battle-tested**,
- advanced practices/techniques,
- *vademecum* of good practices, best practices of an effective manager,
- good implementation practices / why good practices?, and **even**: *Effective practices of the best of the best* (J. Collins).

Do you want to be better? Learn from the best!

In this literature, there is a visible seeking-out of "bridges" between practices and knowledge/theory of management ("knowledge and best practices", "marriage between science and practice", "theory and best practices"), but also an acknowledgment of implementation aspects of good practices ("good practices – analysis and planning").

The ways of disseminating good practice(s) in management science prove to be very diverse on what is undoubtedly a rich market for advisory services in business and management. A catchy title and domain proves significant here, as with:

- publication – reviews of the **best books on management**[7].
- referencing of success in key spheres in society, like **sport**[8].
- **examples of admired institutions**, be these military[9] or religious[10].
- **national or regional management styles** (e.g. Scandinavian, and so on)[11].
- styles of leadership and management of recognised and renowned **leaders** from history, the military or business[12].

7 For example: J. Covert and T. Sattersten, *100 najlepszych książek biznesowych. Poznaj niezbędny kanon*, Warsaw 2009.

8 M. Carson, *Menedżerowie. Jak myślą i pracują wielcy stratedzy piłki nożnej*, Poznań 2014.

9 J. Willink and L. Babin, *Ekstremalne przywództwo: Elitarne techniki Navy Seals w zarządzaniu*, Krakow 2017.

10 Ch. Lowney, *Heroiczne przywództwo. Tajemnice sukcesu firmy istniejącej ponad 450 lat (zakon jezuitów)*, Krakow 2011; P.G. Bianchi, *Duchowość i zarządzanie, czyli reguła św. Benedykta w strategii przedsiębiorstwa*, Tyniec 2008.

11 D.N. Sull, Y. Wang, Made in China. *Czego zachodni menedżerowie mogą się nauczyć od pionierów chińskiej przedsiębiorczości*, Warsaw 2006; A. Pegani, *Filozofia Kaizen – rozwój międzynarodowego przedsiębiorstwa według japońskiej metody*, Warsaw 2017.

12 H.A. Kramers, *Sygnowano Jack Welch. 24 lekcje najwybitniejszego CEO na świecie*, Warsaw 2002; S.F. Hayward, Winston Churchill. *Przywództwo wybitnego męża stanu*, Gliwice 2008; T. Phillips, *Abraham Lincoln: Skuteczne strategie na trudne czasy*, Warsaw 2009.

Benchmarking

Good **practices of management are universally a basis** for the method of **benchmarking**, which has been popular for some time now. This is **a process by which we identify the best practices in respect of a product or process**. However, benchmarking is more than a list of good practice(s) and solutions. Rather it is a broader method that points to those **practices that might usefully be applied** – including as indicators and points of reference with a view to improving the practice present in one's own organisation. Benchmarking may exist within an organisation, in relation to a direct competitor or one in a totally different area of management. The main value of the practice is the way in which it encourages people to look beyond established ways of behaving within their own organisation; and at the same time – **since it proved itself in another place, quite a lot is now known about it, so the risk of bringing it in is lower, while costs no longer need to include any phase of conceptual work (for example)**[1].

Bengt Karlöf and Fredrik Helin Lövingsson **in their work *A-Z of Concepts and Management Models*** draw an interesting **distinction between benchmarking and benchlearning**. For them, both are founded in a simple theory that it is wise to learn from the experiences of others, **instead of forever trying to reinvent the wheel**. The experience gathered may of course be negative, as well as positive, **meaning that we can learn from both mistakes and successes**[2]. In their view, benchmarking concentrates on key indices and processes, even as **benchlearning goes yet further – above all seeking out causal linkages with defined practices** (i.e. that which underpins them). There is then far-reaching insight into what causes practices in a given organisation to be successful. The advantage of benchlearning lies in the **systematic** comparison of models that might be followed, as opposed to the straightforward importation of what is fashionable (often some kind of shortlived "hit of the season"). **"Deep" benchmarking is basically benchlearning**,

1 For broader treatment, see: T. Kraśnicka, *Benchmarking* (in:) J. Bernais, J. Ingram and T. Kraśnicka, *ABC współczesnych koncepcji i metod zarządzania*, Katowice 2010.

2 And for broader treatment, also see: B. Karlof and F.H. Lovingsson, *A-Z Concepts and Management Models*, Thorogood Publishing, London 2005.

Benchmarking

- comparing with the best, learning from the competition,
- a standard of outstanding achievements,
- seeking out the branch's best practices with a view to excellent results being achieved in order to match up with (or overtake) the leaders,
- looking for the best methods for the given type of activity,
- seeking best practices that not only offer adaptation, but also result in raised efficiency.

which engages in the appropriate comparison of key indicators, procedures and causes. For what is involved here is an observation that something is done more effectively, along with how that looks at the level of the detail.

Benchmarking is usually top-down (management), even as benchlearning seeks to ensure that all in an organisation and its teams are engaging in an aware fashion, and with conviction, in change and the application of good practices[3].

Without this discernment, we are threatened by a **"banalising"** (making shallow or trivialisation) of **benchmarking**, with no reference made to causality or "progress".

Moreover, a key thing in benchmarking is for "**apples to be compared with apples" (not pears)**, and likewise "a basket of apples" with other baskets, rather than single apples being compared with entire baskets. By drawing such distinctions we have an indication as to the core factors in the success of application of a good practice in management "imported" from other organisations, branches or sectors.

It is, on the other hand, obvious that benchmarking has an advantage in being applicable in almost every organisational situation. It should thus entail **inspiration**, first and foremost, rather than **copying**. As the authors note: *People should never say no to creative intelligence*[4].

In turn, James C. Koch sees benchmarking as a process by which a firm gauges its products, services and practices, as set against the most troublesome competitors or firms regarded as leaders in the branch. Benchmarking is thus one of the best tools at the disposal of a manager who wants to determine if the firm is engaging in certain functions and activities effectively or not; as well as whether costs are similar to those of the competitors, or whether internal activity and business processes are in need of improvement. The idea of benchmarking is to achieve some measurement of internal processes as they compare with an external standard. This is a means of coming to know which firms are best when it comes to engaging in defined activities and operations, and then seeking to imitate the techniques they use – or better still improve upon them[5].

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3 *Ibidem.*

4 More broadly *ibidem*, pp. 28–36.

5 See the entry on Benchmarking, (in:) *Encyclopedia of Management*, eds. J.C. Koch and M.M. Helms, 5th ed., Thomson Gale 2006, p. 36 et seq.

Internal benchmarking is also possible – as an analysis of a given practice in different units or an organisation, with optimal effectiveness within the organisation being sought out, and there also being some identification of the core activities and factors that lead to greater achievements[6].

Some view benchmarking as **one of the oldest management concepts**[7]. In history, the beginning of it will have been intuitive, though in a formalised version this began – appropriately enough perhaps – with the firm ***Xerox*** (in 1979), given market problems it was experiencing.

The founder of benchmarking at *Xerox* Robert C. Camp, published the first monograph on the topic, and the tool, in 1989[8]. By the 1990s, people were beginning to talk about the **"benchmarking revolution"** in management[9].

The story of management is the history of many threads, be these in engineering – Taylor, Ford; universalist – Fayoll, Weber, Simon; humanist – Maslow, Drucker. The authors of the handbook on the history of management thought in turn place **benchmarking among such aspects of contemporary organisational thought as TQM or lean management, or business process reengineering**, given a recognition that the method is **of importance in the history of the discipline**[10]. In their view, the core essence here is identification of best practices, and their creative application to organisations, even as the **most important**, even crucial element is **learning**[11].

Benchmarking may in fact be **classified in various different ways,** as internal, competitive, functional or operational (e.g. dealing with one function of area of operations of an organisation, like personnel or finance), but also as imported from outside the sector in which the given organisation operates (thus for example from an NGO into a business, from services into industry, and so on). It may also relate to strategies, processes, products or methods of management[12].

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6 *Ibidem.*

7 A. Jabłoński, *Benchmarking jako nowoczesna koncepcja zarządzania*, (in:) *Wykorzystanie nowoczesnych koncepcji zarządzania w kierowaniu wybranymi przedsiębiorstwami*, ed. M. Lisiński, Wyższa Szkoła Biznesu w Dąbrowie Gorniczej, p. 23.

8 *Benchmarking: The Search for Industry Best Practises That Lead to Superior Performance*, and for a broader treatment see: H. Gogłoza and K. Księski, *Historia myśli organizatorskiej*, pp. 259–261.

9 A. Jabłoński, op. cit.

10 W. Gogłoza and K. Księski, *Historia myśli organizatorskiej*, Warsaw 2013.

11 *Ibidem*, p. 259.

12 U. Kobylińska, *Benchmarking*, (in:) *Koncepcje i metody zarządzania*, ed. W. Matwiejczuk, Białystok 2009.

Typical examples of benchmarking take in client satisfaction, cost reduction, or the raising of levels of efficiency and effectiveness. In the latter form, benchmarking may help with the simplifying and streamlining of processes, with an identification of ways in which better services might be rendered[13].

The literature suggests the most important advantages of benchmarking reflect ways in which it:

1. identifies the key factors underpining success,
2. accelerates the ushering-in of change and renewal in an organisation,
3. minimises risk,
4. helps free people and entities from their limitations,
5. can gain application in regard to all functions of an organisation,
6. limits costs, even as it raises quality.

However, in recommending a good practice, a person needs to recall certain limitations will also have been identified – this is not an ideal solution. Possibilities arising here, might involve:

Proverbs brought in from Latin:

Do not do what has already been done.

Words teach, but examples draw.

1. **the wrong choice** of partner or process in benchmarking;
2. a lack of full information on the organisation in which a good practice has been applied hitherto – and without that kind of knowledge will an ostensibly interesting practice actually find application in a different (kind of) organisation?
3. **the "herd instinct" risk,**
4. **an effect in tending to stifle own creativity**[14].

The problems with good practice(s) being brought in from an organisation operating outside a given branch or sector may include a rather difficult implementation process, problems with comparability, the time-consuming nature of relevant analysis, and so on[15].

Objectives of benchmarking – objective of good practice(s)

A. Jabłoński dubbed benchmarking a **"core business skill"**, considering its efficacy to lie in three key sub-skills:

- finding a better way to solve a problem;
- understanding the essence;

13 *Oxford Dictionary of Business and Management*, Oxford University Press 2016, p. 63.
14 A. Jabłoński, op. cit., p. 26.
15 *Ibidem*, p. 28.

- importing this way of doing things into one's own environment and then making use of it.

A decision to apply good practice(s) is much affected by the objectives of benchmarking.

Direct objectives are:

- better identification of processes.
- comparison with others.
- identification of strengths and weaknesses by reference to some model.
- learning from others.
- improving operational practices.

In turn, indirect objectives would be:

- to develop management skills.
- to overcome unwillingness to accept new ideas coming in from beyond the organisation.
- to raise the level of client satisfaction.
- to gain competitive advantage.

7 important lessons from *Good to Great* by Jim Collins

Further inspiration

The book as translated and called *Od dobrego do wielkiego. Czynniki trwałego rozwoju i zwycięstwa firm* draws on work done by leading firms in different branches. Jim Collins[16] identified various basic features of "above-average" (large) firms. In line with his concept:

1. Above-average firms have **"leadership at level 5"**, i.e. the kind that eschews arrogance (is humble), knows its limitations and is based on the activities of employees, shareholders and clients. At the same time, more attention is paid to higher goals than to day-to-day achievements.

2. These are organisations that are **able to build outstanding teams** of talented people ("put the right people on the bus"), in advance of

16 James C. ("Jim") Collins (b. 1958) is an American researcher, author, speaker and consultant dealing with management. His work and books have many times achieved bestseller status, among both management practitioners and university-based researchers.

developing decisions (with the team), and as regards what to strive for and what to achieve (first of all with whom, and then where).

3. Organisations **have to know how to be honest in facing brutal facts**, rather than trying to deny what is going on around them. This denotes an honest and open discussion, and no inclination to ignore the facts that cannot be ignored. Needed for this is both a tough realism and hope.
4. They operate by reference to **"the concept of the hedgehog"**[17], i.e. the search for the one and only thing the firm will be best at, standing out from others as above-average and therefore finding its position in the branch safeguarded. This means a focusing on just one thing, which is then improved with a passion.
5. Exceptional companies have a **culture of discipline** that features "disciplined action, focus, and commitment to being the best." This allows them to reach their goals over time.
6. Exceptional firms are not afraid of continuous improvement of technologies of key importance to them, while at the same time being cautious about passing fads.
7. Exceptional companies **use a "flywheel momentum"**, meaning they operate constantly and consistently, moving from problem to problem, from goal to outcome, every day ("turn by turn").

A key Jim Collins concept is discipline: of outstanding teams, of strategic thought and of action – and thus a whole **"culture of discipline**".

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17 In a situation of threat, a hedgehog would traditionally curl up into a spiky ball that offered a chance to sit out some problem.

On indicators of the effectiveness of good practice(s)

It would be hard to imagine recommending and introducing good practice in management without offering some indication on **how to measure effectiveness of application (of each of the 31 good practices presented here) in the real situations experienced by public organisations**.

The primary function of indicators is **to monitor the attainment** or approach to set goals—in the case of good management practices, these goals would be what we aim to achieve through their implementation (when to apply the practice). "What we measure is subject to improvement."[1] These practices, originating from the 10 key management areas (strategic management, management by objectives, people management and leadership, project management, communication, process management, change, risk, knowledge, and digitalisation), differ significantly enough from each other that **there is no possibility of effectiveness indicators common to all of them being constructed**.

Furthermore, each public organisation taking the decision to bring in some practice presented here **needs to receive the recommendation that it make its own attempt to make indicators ready.** Why so? First because **each organisation has its own specifics** (sphere, organisational maturity, resources with which to test effectiveness, and experience), and the starting point will be different to.

Thus, for example, there are some organisations that will already be using some of the indicators, especially for example the basic, or core, or preliminary ones – ones that are used at the outset. Perhaps polling among employees is already taking place, or project evaluations? Second, the establishing of indicators for each organisation should be that organisation's "community" process, which works to influence **the feeling of "ownership" over a project in general and here a practice in particular.** That also means shouldering **responsibility**, be that specific or **generalised** and **joint**, for the

John C. Maxwell:

Inability to make decisions is one of the principal reasons executives fail. Deficiency in decision-making ranks much higher than lack of specific knowledge or technical know-how as an indicator of leadership failure.

1 Q. Studer, *Trwałe wyniki*, Chapter 6, *Pomiary od A do Z*, Warsaw 2010 (about permanent effects and measurement).

actions that are set out, and their outcomes. Thus, the adopted (better "agreed upon") indicators **influence** (for good or ill) how internal stakeholders behave – be they employees or leaders or whatever.

The indicators of effectiveness proposed here are thus a somewhat **auctorial suggestion** as to what could be put together in respect of each of the Mini-handbook's practices. They can surely represent a starting **point for discussion** on-topic in the organisation, and / or stimulate the organisation's own search for indicators relating to a given project, or ones similar to it. This part of the Mini-handbook draws on literature cited at the end of the Section. For obvious reasons (not least space) **only the leading issues have been pointed to, though the sources invoked** (and the rich subject literature they themselves lead to) allow for the development of suitable indicators adapted to the specifics of the given public organisation. At the same time, reference is made below to several **key questions that need to be borne in mind as we work on indicators of the effectiveness of management good practice(s)**. Many o**f these are both detailed and technical** (composite, calculated), and have been developed in the specialist publications on the topic, in what is already a rather rich literature.

The aim of each indicator is the assessment of reality, and (of equal importance) a motivating effect in the organisation (including a kind of "game played" around indicators). The set of advice to be given to employees of public administration sees an indicator as "potentially observable phenomenon B or feature / trait B whose actual observation allows for the determining – with an adequately high degree of probability that some phenomenon A is taking place, or some defined characteristic A is in place"[2]. In the case of an indicator of the **effectiveness** of a good practice (A), the phenomenon or feature B will be information (a measure) adopted for that practice attesting to the pursuit of action that will ideally (and in line with the intention and the available knowledge and experience) be of significance in influencing the giving of full effect to objectives of the organisation, with key aspects of its functioning or operations (e.g. vis-à-vis stakeholder, sponsors or society) changed as necessary.

Bill Gates:

A company's ability to respond to an unplanned event, good or bad, is a prime indicator of its ability to compete.

2 *Wskaźniki w zarządzaniu strategicznym. Poradnik dla pracowników administracji publicznej*, Ministerstwo Rozwoju Regionalnego (Ministry of Regional Development), Warsaw 2012, p. 9.

To express it in the simplest terms: **"After what do I decide to recognise that the task or whole objective has been put into effect well?"**[3].

In developing indicators in public organisations, including in the context of good practice(s), we can conceptualise their construction and use in **a couple of key areas:**

1. The arranging of **indicators in time:** they can be basal (input-related), stagewise (via milestones achieved) and target-related.
2. **The building of indicators**: they can be simple or complex (e.g. indexed synthetic indicators based on a number of others, and perhaps with weighting, etc.).
3. **The data that are basic:** financial, material, quantitative (absolute numbers and percentage measures) and qualitative (descriptive).
4. **The measurement of different aspects of activity (including for example financial outlays) and its effects:** a product indicator (where a product might be for example training that has been given, a procedure adopted, time of consultation engaged in, etc., with products also potentially being many within one activity), or an indicator of result (directly effects, like greater competence, a change in the *modus operandi*, shortening of a process) and an indicator of impact (a permanent and tangible change of behaviour in beneficiaries, objectives achieved that would not have been so without inputs, products and results). However, measures of effectiveness need to concern results and impact first and foremost, and not merely inputs and outlays (e.g. financial), as well as actions (products).

The stages to the proper measurement of results are as follows:

1. Determination of the domain of study of the results.
2. Determination of the measure.
3. Determination of the point of reference (standard, period).
4. Measurement.
5. Comparison and conclusion-drawing as regards the outcome of the measurement process[4].

3 R. Reinfuss, *MBO. Prosta i skuteczna technika zarządzania Twoją firmą*, Gliwice 2009, p. 70.
4 P. Hensel, *Diagnoza organizacji*, Gliwice 2011, p. 82.

Problems with indicators

Contemporary (including public) management has a certain **obsession with indicators and measures**. Managers, politicians, official and experts are all waiting and wanting to measure everything. This has its **pluses**, given the way that **accountability is favoured**, but there is no way to say that this approach frees us of potential **traps and reefs**. Mentioned below are those that are always worth remembering about as we build our own measures with a view to assessing the efficacy of good practices:

- Problems may arise with **the availability / accessibility of data** and the sheer **costs** of collection and then analysing all that information.
- There can be difficulties with separating the results of activity from associated **external factors**.
- It can turn out that our measurement fails **to measure that which is of key importance**, i.e. the feature(s) that would truly allow us to draw conclusions regarding efficiency, effectiveness, etc.
- We may end up **comparing what may not be compared.**
- It is **not true** that all measures work successfully in all organisations at all times.
- **Not all measures or measuring will actually raise efficiency.**
- Resort to indicators may induce **negative behavioural effects** – people start to play organisational games as a consequence of the psychological impacts of metrics (evaluations, budgets, promotions, etc.).

So indicators including those offering insight into effectiveness (efficiency) should be useful, and should allow for the monitoring of temporal (e.g. year-to-year) change, as well as spatial (including in groups, teams and organisations). And the aforesaid **utility** can be defined further by reference to such features as:

1. **adequacy** (as regards the activity being measured).
2. **measurability** (of the given phenomenon, feature or activity).
3. **cohesiveness** – of one indicator vis-a-vis others (at least involving the same period or area of study), in order for combining into a composite index to be possible.
4. **simplicity, comprehensibility, and ease of interpretation.**
5. a foundation in **available / accessible data.**

So what indicators can generally be considered as we seek to put together measures by which to assess the effectiveness of a management practice in a public organisation?

Applicable measures of effectiveness of good managerial practices[5]

- **An absolute number** – e.g. of actions or events (desirable or undesirable), innovations (products), ideas, resolved matters or cases, clients served, beneficiaries, projects implemented and brought to a close, complaints received or demands for refunds.
- **The cost** of activity, administrative costs, **outlays**, overall and average expenditure, income, **savings**.
- **% of the whole**.
- **An index of a phenomenon expressed per 100 or 1000**, etc., e.g. in relation to employees, projects or decisions.
- **Values per** employees, organisational unit, project, and so on.
- **Quality as related to external standards**, e.g. of a qualitative or branch-related nature.
- **The level** of satisfaction, information, motivation and so on – as a percentage figure – in a whole organisation or in one or other of its component parts.
- **The (%) level** of satisfaction among the organisation's clients and stakeholders.
- **Time** – e.g. as devoted to training, but also delays, curbing of amounts of time, waiting times, duration of activities, average time, degree to which processes have been cut in terms of the time they take, etc.
- **The turnover** of employees, and associated costs plus costs of recruitment.
- **The level an indicator stands at, but also the dynamic characteristic for it** (increase or decrease, upward or downward trend) – over different periods of time (i.e. daily, weekly, monthly, quarterly or annually).
- **Comparisons by reference to periods or "territorially"** (by department or branch or unit) as above.
- **Indices of effectiveness** of action or of inputs.
- **Ratings and branch-related comparisons.**

In relation to good practice(s) of management, it is **possible to apply, in line with the stage of implementation of the practice and the aim of measurement**, **indices relating to products, results and influences, of a quantitative or qualitative nature, via relative or absolute numbers.**

5 Many interesting examples of indicators suitable for public organisations, as well as ways of building them (as exemplified by the three tiers of government in Poland) are supplied in the book: M. Kowalczyk, *Mierniki niefinansowe w pomiarze dokonań jednostek samorządu terytorialnego w Polsce*, Poznań 2018–most especially in Chapter VI, which deals with non-financial measures in units of local and regional government.

For more, follow up the slogan:

Performance measurement (in:) Encyclopedia of Management, ed.

R. Anthony Inman and Marilyn M. Helms, 5th ed., Thomson Gale 2006, pp. 644–646.

In many cases it is possible to **study influence**, and thus the key indicator of effectiveness of the introduction of the practice when it comes to increasing efficiency. This despite the fact that this can be something of a challenge, as **it requires that we take account of many other external factors and activities of the organisation itself**. Research on the strength of the influence on results **of part of a practice will not tend to be possible** – while innovative and good, these practices still sometimes constitute **projects not large enough to ensure detection of their influence** on the main objectives and indicators in the organisation. In these cases, the author limited attentions to indicators relating to results or outcomes. **However, these can be studied "in a package"** of several practices applied in combination – as factors influencing change in the management of the organisation.

As far as possible, it is important to strive for this, and a reliable **"minimum effectiveness of practice"** involves examining result indicators. In many cases, simple opinion surveys within organisations can serve as a tool – with well-developed questions, proper sample selection (representative, key stakeholders, 360-degree assessment, etc.), and timing within the survey draft, this type of survey can provide significant insights into the 'life of the practice' within the organisation and its actual effects.

The checklist for the appropriate formulating of measures

A further inspiration

ITEM	GOOD MEASURES OR INDICATORS SHOULD:	YES	NO
1	Be simple, straightforward, easy to use		
2	Have a clear goal / objective / purpose		
3	Assure us of rapid feedback		
4	Take in all key aspects (internal, external, financial, non-financial)		
5	Work to improve outcomes, and not just serve the monitoring process as such		
6	Strengthen the strategy of the organisation		
7	Relate to both the long-term and short-term objectives of the organisation		
8	Take the organisational culture into account		
9	Not be in collision with one another		
10	Be consistent with the existing remuneration and reward system		
11	Focus in on what matters to clients		
12	Focus in on what the competition and similar organisations are doing		
13	Lead to the elimination of mistakes and products or services of poor quality		
14	Stimulate learning in the organisation		
15	Assess teams and not individuals, from the point of view of the effects to be achieved in a given time		
16	Establish defined numerical standards for most objectives		
17	Be available for constant review.		
18	Be more objective than subjective.		
19	Be subject to review and modifications in line with changes in the organisation's surroundings and features.		

INTRODUCTION

A checklist for good-practice implementation

M. M. Kostecki:
To discover America, go off in search of India.[1]

Poradnik decydenta, Warszawa 2012.

The successful development of indicators of the effectiveness of good practice(s) (as formulated effectively) may prove easier where a variety of practical tools are applied. Offering detail on this is Section III, but here, given **the close correlation between achieving established effectiveness indicators of good practices and processes of monitoring the actions implementing these good practices, we propose a simple-yet-detailed checklist** – as a handy tool for public managers to assess organisational readiness for change, and, once the change begins, to maintain the proper direction of change in pursuit of the goal.

A checklist for good-practice implementation

Preparing to make the trip

1. Does the practice match the problem?
2. What areas / stakeholders / projects are influenced?
3. Do I have the resources? And what of communication?
4. What are my reaction to risks and problems? Are there emergency procedures and reserves?
5. Whom do I make the mentor, ambassador and "devil's advocate"?
6. Do I have my map and compass for the route?
7. Can I practice the road to be taken? Games / simulations / imagining / implementations?

Embarkation and departure

1. What do I start with – first: step – week – month – result?
2. How will I gather honest information on progress with the project?
3. How will I correct departures and deviations from the plan? Bottlenecks?
4. How to retain the backing of the team, stakeholders and the leader?

1 Version of quote as translated by James Richards.

Out on the open sea

1. Which forces in support or opposition have I awakened? How to work with them?
2. Is it not time for a check on the state of recuperation? Just where are we? What lies ahead? Is a change of port (to the second best) indicated? Can another route to the goal be navigated?
3. Have I crossed the Rubicon, so that implementation is “downhill all the way”?
4. A time for quick wins! Where are they, and how shall I tell of them?

Coming into port

1. Can the shoreline now be seen? And is the wind favourable?
2. What can surprise us, but only when we come close to it (like a reef)? What do I do about that?
3. Who and what is crucial on the last watch?

Once ashore

1. How will I celebrate? Whom to thank? Whom to distinguish and reward?
2. Where to next?

However, the uncovering of new methods of management is linked to certain dangers.

This is well-illustrated by the **history of the re-engineering concept** – which was fashionable in management in the early 1990s, promoted very widely, almost in faith-like terms – as the creators ultimately admitted, given a confession that **they had been wrong about the completely breakthrough-like nature** of what they were involved in. There were, after all, some weaknesses. Indeed, the problem arises out of **the way in which new management concepts make their appearance**. Without going into details – including a heavy marketing process, ambitions of the founders (**"management celebrities"**), and even cult status (for example Thomas J. Peters – author of the bestseller *In search of excellence*) and financial interests (authors, consulting firms), some management concepts were promoted in a kind of Hollywood style (cassettes, films, interviews)[1].

Adrian Furnham, Professor of Psychology, described a cycle to the spread of business ideas[2]:

1. Idea.
2. Description.
3. Popularisation – **a catchy name** (e.g. grand).
4. Universalisation – **the idea is applicable everywhere** – consulting firms.
5. Finding followers.
6. **Doubt**.
7. **New idea.**

Another type of myth worth referring to as mention is made of promoting good practice(s) is the **cult of the organisation**, denoting conviction as to its valuable features, exceptional nature, nobility

1 S. Jarmuż, M. Tarasiewicz, *Alfabet mitów menedżerskich*, Gdańsk 2017, pp. 83–97.
2 *The Myths of Management* (1996) and *Management Mumbo-Jumbo* (2006).

of mission, innovation imperative – to the extent that **the business organisation comes to be regarded (regards itself) as the promotor of progress.**

This further denotes that anybody representing such a business is an expert. There may likewise be a myth of the given brand, which is upheld by the corporation … at all costs[3].

The examples and warnings offered here are not designed to discourage anyone from good practice(s) as that would mean bringing this publication to a halt right here and now, and that would be a pity given the aim that is **the public interest** – understood in an innovative way, surely, but not as something risky managerially, but only built around **a common-sense approach to the transfer-in of management practices**.

3 For more on this and other myths in management written about interestingly, see: Cz. Sikorski, *Mity w zarządzaniu,* Łódź 2019.

Additional literature for Section 1

Basic

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2

Key areas of management and their good practices

AREA

Strategic management

This Chapter will teach you about practices that management theoreticians and practitioners alike recommend as a means of dealing with a problem affecting many large and complex organisations (transnational corporations, NGOs, or companies of companies). That is to say the cohesive and coherent directing of activity.

Introduction

The directions in which public organisations should head are key **objectives** for them – **as set earlier in a political process** that entails the legislature and executive.

Involved here is the idea that the everyday activity of each organisation should be cohesive, mutually augmentative in terms of the achievement of aims, coordinated in terms of time and free of rivalry that would make achievement of goals more difficult. Also referred to here is concordance between the activity of the organisation's leadership, its organisational structure, the members of the team of employees and individual employees.

Specifics of the field

These practices of the science of organisation and management qualify as **strategic management,** which had its origins in the late 1950s and early 1960s and is **a field of knowledge and a practical activity**.

It takes in **principles** (such as purposefulness and strategic thinking), **methods** (SWOT, the BCG matrix), **techniques** (decision trees and the Delphi method) and different concepts (chances, factors, risks).

It takes in such matters as the complexity of all elements of an organisation's operations, including also its potential and key competences, its **relations with the surroundings** (economic, social and political) and a designation of its main strategic objectives.

This is also a decision-making process setting **the main direction in which the organisation is heading**[1].

The practice of strategic management

The means available in strategic management are many, and what are involved here are such methods as SWOT, SMART, the Balanced Scorecard (BSC), the strategic or strategy gap, benchmarking, logic matrices and so on.

These encompass **analyses** as regards: the surrounding environment, stakeholders, weaknesses and strengths (assets, deficits, gaps), opportunities (occasions) and risks, development **scenarios**, consensus-building around diagnosis and objectives, the defining of **vision and mission and priorities** – main goals among priorities and specific objectives, projects implementing goals, and implementation action plans, methods for **monitoring** the way effect is given to strategies, and its **evaluation**.

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1 A good introduction to strategic management is to be found in: R. W. Griffin, *Podstawy zarządzania organizacjami*, Warsaw 2017, Chapter 7, *Zarządzanie strategią i planowanie strategiczne*. See also the detailed bibliography at the end of the chapter.

The role and specifics of the area within public administration

A well-constructed and stakeholder-accepted strategy **can be a key instrument in achieving goals whose development the administration is responsible for.** In recent years, the most commonly used method in the public sector has been the **Balanced Scorecard approach** – *inter alia* because it is not confined to the organisation's financial dimension.

What strategy in a public organisation is not (and is):

- a combining of existing policies into one initiative (rather it is a selection from among them, sometimes even involving elimination)
- a document: (better to think of the process of strategy as opposed to a strategy (document online or printed out on paper))
- an "all-inclusive" collection of organisational activity (rather it is a selection of activities)
- a document conferred for preparation upon advisers and consultants (rather it is the work of the whole organisation, for that is involved in implementing and pursuing the strategy)
- a document left entirely in the hands of politicians (surely they play an important role, but public managers have an equal role to play in ensuring implementation, and effectiveness in the longer term)
- either justification or condemnation of past action (as a strategy is set for the future)
- a certain description of the future (it cannot be and must cope with uncertainty and risk)
- a project (projects are instruments of strategy, within strategy, and not *vice versa*)
- a description solely of an organisation and nothing more (since it must also describe the wider environment within which the organisation operates, thus for example covering the needs of stakeholders, and covers possible reactions to whatever the surroundings may throw at the organisation)
- an initiative bereft of public value (rather it must contribute to the common good and public interest)

Basen on:

S. Lusk, N. Birks, *Rethinking public strategy*, Palgrave Macmillan 2014, pp. 16–22.

Differences between strategic management in public administration and in the private sector[2]:

- The influence of politics on the strategy and the mechanism by which it is appraised and evaluated.
- The broad scope – taking in whole branches, regions, groups of citizens or even the state.
- The manifold stakeholders and potentially conflicting nature of their interests.
- The non-financial nature of the objectives of public strategy.
- Different measures of strategy success.

2 For more on the differences in strategic management between private and public, see: P. Joyce, *Strategic Management in the Public Sector*, London – New York 2015.

ATTENTION! GOOD PRACTICE

The devising of missions, visions and strategies for units of the public administration

KNOWLEDGE PILL

Aim of the practice	Strategic managing and directing of an organisation's activities
Origin?	Strategic management
When to apply?	▪ When there are too many goals ▪ A lack of clear direction ▪ Dissatisfaction among core stakeholders ▪ Major changes in an organisation's surroundings
Results foreseen	Coherent and cohesive guiding / managing of activity with a view to the better achievement of assumed and agreed objectives in public management and among members of a team
Inputs not to be ignored	▪ Specialists in all divisions of the organisation ▪ The engagement / involvement of leaders and those below them
Risks to watch out for	A failure to take account of horizontal issues and the influence of silos
Key actions	▪ Analysis of the surroundings and key persons in the context of challenges ▪ Internal and external communication
Key (not sole) measure of success	Level of identification with a strategy among members of the organisation

Level of difficulty of the practice	Easy ◉ ○ ○
Required financial outlays	Limited
HR required for implementation	Experienced specialists in various spheres of action of the organisation, who bring their crucial knowledge to the table.
Key organisational activity that will be required	A results-based system of management. An essential need for bottom-up and top-down approaches to be reconciled.
Required technical resources	▪ ICT equipment, ▪ conference rooms

MESSAGE FOR THE LEADER

The leader is the one who knows the way, takes it, and shows it to others.

Mission – vision (a mission/vision statement) / strategy[1]:

- **A mission / vision statement**

  The text setting out the overriding goals and activities of the organisation that is used to communicate the objectives in question to all interested parties, whether they be within the organisation or beyond it; while also guiding employees as regards the contribution they make to overall achievement.

- **A strategy**

  A long-term plan regarding the achievement of success, especially in business or politics (policy). There will be an Action Plan arising out of such a strategy and/or seeking the achievement of a particular objective as identified.

1 The Free Dictionary. Oxford Dictionary of Business and Management, Oxford 2016.

Aim of the practice

The task of the method presented here is thus **the cohesive (or even coherent) directing of activity with a view to the achievement of the assumed and agreed objectives** of public management in general, and a team of members in particular. Involved here are different matters and areas, be these daily or long-term, departmental, financial/budgetary, related to personnel (e.g. promotion, training, ethics), legal, or relating to the structure of the organisation overall acting in support of objectives – as opposed to being at odds with them, or at least representing a hindrance to those goals or otherwise hobbling them, or being that infamous "weakest link" in the chain, or the one in the orchestra who plays the flat note. All that means that pursuit of this practice, if effective, can **speed up the achievement of goals, minimise conflicts, help with the saving of time and money, and usher in a better and more durable team spirit**.

Which actions does the practice encompass?

- Each unit (office, department, agency, delegation, task group, etc.) should devise **a strategy in line with the one adopted at state level**, by the Council of Ministers or Ministries in the case of Poland.
- **An analysis of the surroundings and circumstances** that takes in matters of demography, society (social structure, poverty, criminality), policy, politics (including party programmes and manifestos, but also the goals of such stakeholders as local or regional governments, the social partners and organisations active within civil society).
- The considered opinions of **groups of key people** when it comes to: (1) **the key challenges** facing given units; plus agreement / consensus as to (2) the key indicators of effectiveness (measures of success).
- The preparation of a **plan for strategic communication** *vis-à-vis* key stakeholders, but also the Minister who supervises the work.
- Informational activity to make sure that **members of the team responsible for a strategy** are familiar **– but also identify** – with it, while also understanding their particular role and task within the overall implementation effort.

The preparation of a strategic communication plan

1	2	3	4	5
Analysis of stakeholders' needs regarding information	**Selection** of means of communica-tion	**Process** of communi-cating the strategy	**Strategy review** with key stakeholders and policy managers	**Adaptation of the strategy** and means of communicat-ing it following change

Outcome of the mission, vision and strategy

The public organisation:

- is consistent in its understanding of the vision devised for activity (with this taken to denote every single person in the organisation).
- ensures unity of action, with each working towards shared success as set out in the vision for the organisation.
- engages in daily activity that bears in mind, not the goal for the given day, but the ultimate goal – that then means that the objective for the given day arises out of the strategic objective (we are building a cathedral, not just laying some brick).
- comprises teams of people who are aware of (and convinced by) the organisation's goals and vision.

Indicators of the effectiveness of the practice

To measure how set goals of the given practice are being worked towards and achieved, it is possible to apply measures as listed below, which may be termed indicators of the effectiveness of the practice.

1. An indicator of the **level of communication of vision by management**, when it comes to the development of the given unit of the public administration. This might encompass:
   - **the amount of time** (in hours) devoted by management to communicating strategic documents internally, and indeed an awareness of the number of such communiques (as products);
   - **an assessment of the clarity** (and hence the level of understanding) of this process of communication, with research checking for an increased sense of being informed (a result).
2. **An index of agreement when it comes to the understanding of directions of actions –** among leaders, managers, and team

members (as an outcome), as well as greater motivation to pursue the organisation's objectives.

3. **Indicators of influence studying increased effectiveness in giving effect to the strategic goals** of the organisation, thanks to plans and strategic communication (analysis of the main indicators of the organisation and qualitative or factor analysis of the influence of the plan).

Risks and barriers

- A conviction that a strategy is only needed in business and in bureaucracy.
- Lack of experience in developing an integrated plan.
- Managers failing to assess their influence on change correctly or adequately.
- Problems extending beyond the formal limits or remits of given units.
- Political considerations overriding facts (with changes of manager having political explanations and/or consequences).
- Organisations and people who avoid risk.
- A lack of motivation among employees.

What next?

Self-questioning

To ensure ongoing interest in (and priority status of) the strategy, ask yourself the following questions:

- **Has there been proper definition of the mission**, as well as core values and goals?
- **Has it been possible to make ready an Action Plan** by which to improve the functioning of the unit as a whole?
- How will we **develop the practice, and take care to ensure its "renewal"**, its status as a "living" document that continues to respond to need?
- What are we going to do if and when **things fail to work out**?
- **How do we keep support** "at the top", which catching attention and ensuring commitment "at the bottom"?
- How will we be looking for **further inspiration**?

Interesting examples, implementations and indications

The *Green Government Strategy*: a directive from the Government of Canada

Environment-friendly activity of the government will act in support of Canada's objectives as regards sustainable development, as already determined within the

Paris Agreement's international framework, as well as Canada's domestic equivalent (where global warming is concerned); and as arising from the Convention on Biological Diversity (CBD) (where biodiversity is concerned).

For more, please read:

Greening Gov Strateg

Public administration, please remember!

Summary

- to commence with communication and ensure that everybody knows the strategy;
- to analyse the surroundings in detail (political matters included);
- to bring people together to consider the key challenges and agree on the KPI set;
- that a short declaration on strategy is worth issuing;
- that it is easier to give effect to something when the law requires it;
- that the stronger the vision built on credible analysis, the more limited the possibility of political interference;
- to acquaint yourself with the "political" history of the problem and earlier attempts at tackling it – since crises make problems more understandable, get to know them and gain understanding;
- to link up the top-down and bottom-up approaches (while management is in the best position to accept, tackle and pursue change, having the means for that and seeing the big picture, a bottom-up approach supplies the commitment and ensures that the strategy flows around the organisation);
- to attend to the coherence and cohesion of verbal declarations and real actions.

Inspiring thoughts

Government is like an orchestra. Nobody can play just as they feel like it – **Harold Wilson**

However beautiful the strategy, you should occasionally look at the results – **Winston Churchill**

SYNERGIA participants:

A strategy only makes sense if people really know it, understand it and subscribe to its objectives.

ATTENTION! GOOD PRACTICE

Analysing the activity of public administration in detail

KNOWLEDGE PILL

Aim of the practice	Avoidance of duplication in the activity of an organisation and ensuring its effectiveness
Origin?	Strategic management
When to apply?	▪ Where people lack a sense of how an organisation is operating, stakeholders are dissatisfied or resources lacking
Results foreseen	A feeling that tasks and activities make sense and are necessary
Inputs not to be ignored	▪ Specialists from all branches and divisions of the organisation, ▪ Commitment among leaders and "at the bottom"
Risks to watch out for	Resistance from the structures, and disputes as regards the freeing-up of resources
Key actions	Analysing the tasks, the benchmarks and stakeholder needs
Key (not sole) measures of success	The level of identification with a strategy that is present among members of an organisation

Level of difficulty of the practice	Easy ◉ ○ ○
Required financial outlays	Limited
HR required for implementation	▪ A team of 3-5 who are well-acquainted with the organisation's functioning and means of communication. ▪ Interviews with employees and leaders.
Key organisational activity that will be required	▪ A readiness to question the way in which matters were dealt with in the past. ▪ Access to full documentation in the course of analyses.
Required technical resources	▪ Access to the electronic bases of the organisation for data from the last several years (as regards projects, funding, organisational matters and plans). ▪ A room for meetings and brainstorming sessions, with a projector, flipchart, etc. ▪ Equipment to elaborate diagrams and analyses.

MESSAGE FOR THE LEADER

You have resources. But seek them out well!

Aim of the practice

The avoidance of task duplication in administration leads or would lead to the achievement of a high level of efficiency (even as proper service for citizens, enterprises and other government units is assured).

In administration, it is the case that **similar – and even mutually exclusive** – activity is engaged in at the same time by different organisational units in public institutions. The effect of this is **a lack of cohesion or even coherence to policies and activities and the processes by which they are introduced, as well as a wasting of resources**. In consequence, stakeholders of administration bear the brunt of higher costs, even as other consequences ensue. All of that may **tarnish the image or reputation of administration**. Effectiveness is in turn raised where costs and outlays for duplicated activity are eliminated through analysis.

Where such analysis is lacking, the two syndromes that arise are: the **"reinventing of the wheel"** and the **"we are exceptional"** (a special case) often met with in units of the public administration.

Which actions does the practice encompass?

This first and foremost entails the obtainment (through detailed analyses) of **precise and in-depth answers** to questions as follows:

1. Is activity really at a high level? (check by **comparison** with other branches of administration, as well as similar units in other countries)
2. Do the different activities **overlap with one another and interdigitate?** (this is meant in a positive sense (involving mutual reinforcement) or potentially negatively (whereby there is exclusion and a reciprocal lowering of effectiveness)
3. **Are the results of activity truly appreciated and recognised** – by citizens and entities who avail of the services?

! The consequences of insightful analysis into activity on the part of the administration

- Consideration of ways in which certain activity might be eliminated or curbed.
- Identification of those activities that should perhaps be expanded upon.
- Identification of aspects or elements to activity that are in need of reform or redesign.
- Consideration of whether activity of a certain scope ought to be outsourced.

1	2	3	4
The defining of the problem of the duplication of activity, with this matter then put out to the organisation forum.	**The planning of actions** to counteract duplication, with freed-up resources assigned to worthwhile goals.	**The deployment of "reducation"** against redundant activity, with resources shifted to other goals.	**The analysis** of outcomes, with listing of new problems in need of solutions.

Detailed analysis into activity may be carried out regularly, e.g. via annual reports, plans for coming years or work on the organisation's strategies.

Target outcome for the method of detailed analysis of activity in a public organisation:

In a public organisation:

- Comparison with the activity of teams in other organisations (countries).
- Pursuit of activities that citizens truly need.
- Innovative and modern solutions in the activity of units in public administration.
- Outsourcing of some tasks, allowing more time for the perfection of own activities.

To ascertain the degree of approximation with the assumed objectives of the given practice, as well as their attainment, it is possible to apply the indicators detailed below, which we can term indicators of the effectiveness of the practice.

Indicators of the effectiveness of the practice

These allow for an appraisal of the degree to which the assumed aims of introduction have been achieved.

They might be:

- **An index of the percentage extent to which activity is duplicated** among members of different teams in the case of a period of the present year as set against the same period the previous year – change is then measured in terms of a decline in the level of such activity (an outcome).
- **An index of employment in posts that do the same work as each other** – the result (a product) is a relative decline in the numbers of employees in essence engaged in the same activity as each other.
- An increase in the degree to which task completion is timely, and a reduction in the time processes take, due to the curbing of redundant aspects of work (a result).
- **An index (hopefully) showing an increase in numbers of services rendered** to citizens and enterprises, but also other units of the governmental administration in the given period of the current year as opposed to the previous year(s) – the idea that redundant activity will have been ended, freeing up time for new services to be offered, or existing services rendered more fully and widely (a result).
- **An index involving the reduction in selected costs, e.g. of employment per service of a given kind, floor area of office space per service of a given kind, etc.** (a result).

- **Increased employee satisfaction** with the work model in the organisation thanks to simplified procedures, information cycling, etc. (a result).
- **Indicators of influence considering the increased effectiveness noted with pursuit of the organisation's strategic goals**, thanks to detailed analysis of activity (i.e. the organisation's main indicators, plus qualitative or factor analysis regarding the influence of such analysis).

Risks and barriers

- Resistance where those involved in implementation do double up tasks, or where external stakeholders fear change.
- Difficulties and arguments surrounding change and the use of freed-up resources.
- A transition period and change management following modifications of activity, including as regards communication.

What next?

Self-questioning

Ask yourself the following questions:

- What are the risks associated with the ending of a particular activity? What will the stakeholders say? How will the political surroundings react? And what will happen in a crisis situation?
- How will we develop the practice, and take care to ensure its renewal, as well as its status as a living instrument that continues to meet needs – as opposed to simply becoming a ritual that nobody can stand?
- What will we do if things fail to work out (is Plan B in place)?
- How do we retain the backing of the top, as well as commitment and involvement from the grassroots?
- How will we seek further inspiration?

Interesting examples, implementations and indications

Urban Institute – Public Sector Duplication

of small business administration loan and investment programs: an analysis of overlap between federal, state, and local programs providing financial assistance to small businesses. January 2000

Public administration, please remember!

Summary

In public organisations, some of the tasks (even the duplicated or similar ones) arise out of legislation – to the extent that their elimination may require that the law is amended.

Certain tasks in administration that include an aspect of redundancy have special interests in society behind them, or else bureaucracy.

Inspiring thoughts

The nearest approach to immortality on earth is a government bureau – **James Francis Bynes**

Politicians start with dreams and end with bureaucracy – **Michael Novak**

The essence of strategy is choosing what not to do – **Michael Porter**

The empty vessel makes the loudest sound – **Latin proverb**

SYNERGIA – in one sentence

Unnecessary activity is simply unnecessary.

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AREA

Management by objectives

This Chapter will allow you to find out about... practices relating to the pursuit and attainment of objectives – i.e. the most typical reason for both people and organisations to engage in activity.

People, societies and organisations all like to set themselves goals or objectives, while the terms "aimless" or "pointless" – associated with nouns like life, activity or meeting have very negative associations indeed.

This is probably why management by objective is a field within the main discipline that – while by now "a classic" – is still regarded as of core importance, needing to be mastered as a skill.

Introduction

Objectives formulated effectively (irrespective of the actual method used to do that) are what ensure that public institutions have a plan in place, a direction in which to work or act, and a vision that any change might be leading towards. For an objective would typically be defined as a future state or circumstance (of the organisation, or a field of activity such as finance) that is worth attaining or achieving, in line with the needs and interests of the given institution – but meaning also its employees, stakeholders and managers. In reality, that might typically denote an interweaving (ideally consensual) of the varied, distinct objectives upheld by these three different entities.

The founder of management by objectives as a field or sub-discipline was Peter Drucker, who set out his thinking in the 1954 book *The Practice of Management*. The concept is regarded as one of the most valuable aspects to Drucker's creative output as a theoretician, but also a practitioner. In the view of Drucker, management by objectives is to lead to the avoidance of a situation in which those in charge in an organisation act *without* having set themselves any goals. Drucker stressed just how important that process is, in the life of an organisation; and what is involved here – moreover – is the setting of objectives for a given time interval, by reference to some scope of operations. Potential options thus relate to **the nearer or further future, and to units within the organisation and the personnel thereof[1].**

Specifics of the area

The basic roles played by an organisation's objectives are as:

- directions (or signposting) for activity – with one of the important aspects here being that the possibilities for further action or activity are divergent, meaning even that one objective might preclude others, or at least operate in competition with them;

1 For more, see the online *Encyklopedia zarządzania* (Encyclopaedia of Management), entry: *Peter Drucker*, https://mfiles.pl/pl/index.php/Peter_Drucker.

- guidelines when it comes to more-detailed planning – and on all levels of the organisation – and this is true for both objectives defined more precisely at each level, and for the determining of processes that lead in the direction of the goal being achieved;
- instruments of motivation and encouragement to action, for those seeking to pursue, attain or achieve the objective (with impacts *inter alia* on human resilience, but also the capacity to acquire necessary resources and knowledge);
- the basis for assessment, measurement and audit of what the organisation "in motion" or "in action" does
- coordinator and harmoniser of action among units of the organisation and its employees.

The achievement of objectives is first and foremost dependent on their being made concrete, on the level of difficulty (which might be high, but still doable), and on acceptance and involvement/commitment on the part of those acting in pursuit of the goals in question. Objective-setting may of course be a matter for management – where the process is top-down, but the bottom-up option also exists where units or stakeholders are active. Hopefully, goal-setting might be interactive enough to operate in a mix of top-bottom and bottom-top[2].

The *Encyklopedia* divides or categorises objectives as follows[3]:

- strategic – defined by management to support the mission of the organisation;
- tactical – as simply associated with the organisation's overall strategy, but for example relating to the stage at which the strategic goal is reached; or else to a detailed area of an activity within the organisation (e.g. to win a contract and improve the financial objective);
- operational – at as low a level of organisation as possible, and formulated (in relation to stratical and tactical goals) for different organisational units, their functional managers (relating to funding, communications and control) and individual employees thereof;

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2 For more on management by objective, see: M. Brzozowski, *Zarządzanie przez cele*, (in:) M. Brzozowski, T. Kopczyński, *Metody zarządzania*, Poznań 2011; R. Reinfuss, *MBO. Prosta i skuteczna technika zarządzania Twoją firmą*, Gliwice 2009.

3 *Encyclopedia of Management*, entry: *Goals and Goal setting*, ed. M. M. Helms and Thomson Gale 2006, p. 333.

- overarching – important for more than one organisation, with attainment requiring activeness from a greater number of entities – these are *inter alia* important in limiting conflicts between them.

Effective management by objectives (irrespective of method) assumes the existence of certain initial conditions in an organisation.

The core preliminary condition for management by objective entails developed communications and information flow in the organisation.

Key activity in management by objectives

In the phase during which objectives are determined:

- What is above all involved here is active participation of all units in an organisation, when it comes to the process by which objectives are determined or defined – and that must imply a rather high level of interdependence.
- Activity has to stress organisation-wide objectives that are at one and the same time the objectives of those the organisation employs – which in turn means objectives that take staff expectations into account.
- Nevertheless, the goals of individual units in the organisation are subordinated to the objectives of the organisation as a whole.

In the phase during which objectives are implemented and pursued:

- The whole organisation needs to be suffused with a feeling of responsibility and accountability for the achievement of objectives – that means superiors and subordinates alike.
- Those operating at lower levels of the hierarchy need to be free to act with some flexibility, if they are to ensure effective pursuit of organisation-wide objectives at their level of responsibility. There is therefore a need to make continuous, consistent use of feedback on the effectiveness of action in pursuit of goals, and also therefore serving in possible corrective action.
- From the outset, the process involving achievement of objectives should denote that units within the overall organisation are supplied with the conditions allowing them to operate to that end.
- Management by objectives does therefore require efficient co-ordination of the work of the organisation as a whole, in pursuit of the objectives that have been set for it.

Based on:

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Further reading:

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When it comes to an organisation's managers, the following aspects are of particular importance:

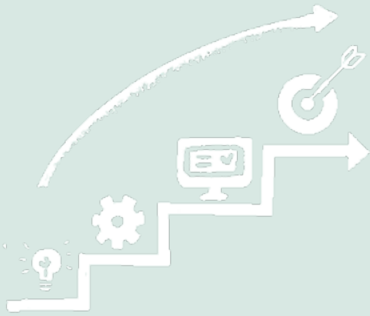
- Managers should be informed constantly of progress with the achievement of objectives, in order for the necessary activity to be adjusted in a flexible way.
- Management should receive the support of the whole organisation as objectives are pursued, and routine tasks cannot distract managers who have to focus on the achievement of those objectives.
- The pursuit of the objectives established needs to be integrated into management's daily activities.

This system of management is considered to need time for it to be applied effectively – that would typically mean some 18–24 months, where the planning phase and testing are included.

Inspiring thoughts

Every enterprise requires commitment to common goals and shared values. Without such commitment there is no enterprise; there is only a mob. The enterprise must have simple, clear, and unifying objectives. The mission of the organisation has to be clear enough and big enough to provide common vision. The goals that embody it have to be clear, public, and constantly reaffirmed. Management's first job is to think through, set, and exemplify those objectives, values, and goals – **Peter F. Drucker**

Management by objectives and the assessment of outcomes in public administration



KNOWLEDGE PILL

Aim of the practice	To streamline planning in a unit in public administration
Origin?	▪ Management by objectives ▪ Strategic management
When to apply?	▪ When things seem aimless, and there is a heightened need to discern a direction to activity engaged in, but also when a multiplicity of goals demands that choices be made ▪ When motivation is clearly in decline, or when the energy assigned to activity in the organisation needs focusing
Results foreseen	Clarity as regards the direction in which an organisation is heading, and the motivation that arises out of that
Inputs not to be ignored	Workshops aimed at objectives in the organisation being agreed upon
Risks to watch out for	▪ Analytical paralysis ▪ Engagement on the part of management
Key actions	▪ Acquaintanceship with the methods ▪ Training consistent application
Key (not sole) measure of success	▪ Greater appropriateness and suitability of decisions made ▪ Greater management satisfaction with their organisation's decision-making processes

Level of difficulty of the practice	Moderately difficult ●●○
Required financial outlays	▪ **Costs linked to the rewarding of employees** for the achievement of goals taken on. ▪ **The cost of a computer program** serving management by objectives.
HR required for implementation	▪ **A higher-level official** acting in the capacity of supervisor, responsible / accountable / answerable for implementation and fully aware of the activity, objectives and mission of the whole governmental unit. ▪ **A team (of 3–5 people)** cooperating with the higher-level official in the selection, auditing and measurement of the objectives of the public organisation.
Key organisational activity that will be required	▪ **A readiness to question** the way matters were dealt with in the past. ▪ Full access to documentation as analysis is being carried out.
Required technical resources	▪ **Access to electronic databases** of the organisation for the last several years (projects, finance, organisational data and plans). ▪ **A room for meetings** and brainstorming sessions, with projector, flipcharts, etc. ▪ **Equipment to produce** diagrams, figures and analyses.
Time needed	The pratice should be put in place **in the course of one year**. Over the first two months or less, work will be done on choosing key objectives for the organisation's activity, as followed by work to actually achieve those goals set. The final assessment will take place at the end of the year.
Knowledge and experience	**The necessary knowledge and experience** should be possessed by the higher-level official responsible for putting the practice into effect.

Cooperation

- **Cooperation within an organisation** must be at a high level.
- **The leader and implementing team** in regard to the practice are responsible for the determining of objectives for the organisation, the communication of these to employees, and the process by which striving to achieve objectives is encouraged and stimulated. This kind of activity demands trust, experience, good communications, supervision and an adequate system of reward.

MESSAGE FOR THE LEADER

Is it possible to be a leader without objectives? Yes, but a former one – writing up memoirs on what objectives were achieved, or on how much effort was made to try and achieve them.

Introduction

And if we cannot express our objectives in numerical terms, then we cannot manage them. This makes it hard to set "sub-objectives", or stages to the achievement of objectives, as well as to make comparisons with other organisations or past periods of activity. The objective needs to be ambitious, but practicable, otherwise a situation of demotivation arises, and this is the opposite of what was desired. People start to question and undermine unrealistic goals and rather find justifications for failure to achieve, as opposed to ways of coming closer to them. A certain level of stress is an integral part of work to achieve a project goal, and indeed exerts a stimulating effect on both employees and their levels of productivity. Equally, it might have a negative influence on efficiency within a team, if the effort to pursue all obligations means that levels of stress rise too high – as where unrealistic goals are involved. The role of a manager is to take care to ensure that work and tasks are distributed evenly among personnel, who can also count on there being help available when excess stress needs to be combated.

The assumed level of achievement of an objective could be higher than "good enough" (optimal). So it is that, at *Google* for example, objectives are ambitious, and employees make every effort to attain them. Equally, the Board there may be entirely happy with employees where these complete the tasks assigned to them to the tune of 70%. This reflects the way in which this defined situation sees an ambitious goal treated as a motivating factor that leads to at least a "good enough" degree of achievement of an objective. Proper resort to management by objectives requires checks on how and how well these are being achieved within the organisation. It is said that what can be accounted for will also be put into effect. Thus the calculation of, or supply of figures to, an objective, by reference to an indicator, means more effective pathways to its achievement. And in the case of a unit of public administration that does not set an objective – or fails to measure same with the aid of numbers or other measures, there is no way of checking on attainment at the end of an accounting period.

Aim of the practice

The aim of the practice is to ensure an ordering and organising of the taking of decisions, with systematic application of knowledge to ensure this is done effectively and efficiently.

A further outcome is the streamlining of short-and-long-term planning in the unit of public administration, as well as a focus on its key actions. The most crucial thing is the precise defining and selection of priorities in the organisation.

Which actions does the practice encompass?

The practice of designating objectives takes in three levels:

1. **STRETCH**

- there is very ambitious setting of objectives,
- the probability of full achievement is thus down close to 0%, but it will be possible to have a discussion around a "good enough" level;
- but a high level of motivation to act and commit all possible effort in pursuit of the task is instilled;
- since full achievement looks unrealistic, there will be cause for team satisfaction with a circa 70% level of achievement of the goal.
- sport may offer a good example: hard to imagine Poland beating Brazil 4:0 in football, but a 1:0 victory, or even a 2-all draw would be seen as a success.

2. **SMART**

- the probability of full achievement of an objective is estimated at around 70%;
- employees commit to giving effect to the objective at an optimal level;

SMART denotes specific, measurable, assignable, realistic and time-related.

- **S** specific,
- **M** measurable,
- **A** assignable,
- **R** realistic,
- **T** time-related.

To stick with a sporting example, a 70% probability of going on to the playoff in the World Cup is within reach, but the uncertainty (risk) still amounts to 30%, thereby inclining people to resort to methods by which they can focus on the achievement of goals.

3. **Slack (MPS – the minimum performance standard):**

   - the objective determined is at some minimal level, leaving it 100% certain that achievement will take place;
   - this denotes a high level of ease of implementation and completion.

   Ostensibly, this approach may seem pointless, but it might still serve in the integration of a team in advance of work in pursuit of a primary or core objective, given that new behaviour or procedures are being tried out and tested in a safe situation, with employees then resting assured that they can work together.

   An example might be provided by a sparring match that takes place between the national team and a minor-league team, with the aim of reminding players that they may not disregard any opponent. This makes it worthwhile allowing people to make their reserve debut and keep in shape.

Risks and barriers

- A lack of involvement of higher officials as the practice is being brought in.
- A lack of knowledge on teams and the ways of motivating their members.
- Inappropriate selection of objectives in line with the prospects for success.
- Failing communication between the leader and the personnel of the public organisation.
- A lack of agreement in the organisation as to what constitutes a 100% success level, what is “good enough” or what is only “second best”.

- The management's demonstration of its dissatisfaction with an obtained result below 100%, even where the level is still high (at say 85%).
- Unskilled or clumsy definition and measurement of key objectives of the unit in public administration – objectives not suitable and/or indicators flawed.

Target (desired) outcome in a public organisation

- Improved short-and-long-term planning in the unit operating within public administration.
- A public organisation focused on core and key activity.
- Increased motivation and commitment of public-administration personnel.
- Ongoing checks on the choice and pursuit of the public organisation's objectives.
- Improved communication within the unit.

Indicators of the effectiveness of the practice

To approximate to objectives set for a given practice (and their achievement), it is possible to apply the following indicators, which can be considered indicators of the efficacy of the practice.

Application here requires prior definition of the objectives of the organisation.

The key indicators may be as follows:

- A measure of the degree of implementation of the objectives set by way of the practice, with a level of 100% being better than could realistically have been expected (i.e. at the levels of "good enough" or satisfactory); it is also possible to measure progress with the level of attainment of objectives (through learning), with various periods compared with that aim in mind.
- A setting of achieved goals against the quality of that achievement, in this way ensuring consideration of both quantitative and qualitative aspects and the degree to which they have proved attainable – as well as the costs involved in that effect being realised (as an assessment of efficiency).
- The percentage effectiveness of short-and-long-term planning, which is to say the extent to which plans made were given effect to, but also the degree to which these were well targeted, and the level of realism – with the factor involved in this case being qualitative research, probably conducted with a representative group of employees.

- The increase in the level of motivation and satisfaction brought about as objectives and their achievement have been strived for.

Indicators can take in both statistical data and (especially as regards quality and process assessment) interviews with stakeholders, employees and management.

What next?

It is possible to apply other methods to complement or augment those presented in the practice, especially the SMART method. They are for example used by coaches to define more precisely the objective chosen by a client in a managerial post.

By seeking to determine an objective more precisely, the effort being made is to raise the capacity for the achievement, monitoring and measurement of the said goal. It also allows for a goal to be assessed positively as opposed to negatively (in regard to an undesirable state).

Various methods can be used to define an objective more precisely, to the point where the use of several may help with the "sharpening" process. Methods may be deployed in a mutual verification process. Two of these are as given below.

Methods of making objectives more precise[1]

The PURE Method:

- The objective is **Positively stated**.
- The objective is **Understood**.
- The objective is **Relevant** (to the one who is going to give effect to it).
- The objective is **Ethical**.

The CLEAR Method:

- The objective is **Challenging**.
- The objective is **Legal**.
- The objective is **Environmentally sound**.
- The objective is **Appropriate**.
- The objective is **Recorded**.

1 Based on: S. Dembkowski, F. Eldridge, I. Hunter, *Coaching kadry kierowniczej*, Warszawa 2010, pp. 63-70.

Interesting examples, implementations and indications

Even more methods!

Be multi-aspect as you seek out methods right and suitable for you, given the kind of objective.

The PACT Method

Set out four factors that go together to make sensible objectives.In line with the PACT method, an objective ought to be:

- **Purposeful** (meaning long-term *vis-à-vis* the life of the human being or organisation, overriding, arising out of a deep motivation – like a sense of mission or vision of the future, and not being solely a reflection of the situation today)
- **Actionable** (meaning doable in some way and remaining within the ambit of the given person or organisation, which in turn suggests NOT too distant or vague, hence within reach and already of significance)
- **Continuous** (implying directed action of a constant, simple, repeatable and durable (also resilient) nature that moves in the direction of constant betterment, as opposed to final achievement and shutdown).
- **Trackable** (meaning capable of being monitored or traced, though not necessarily in a numerical and statistical way, with a simple method then being a Yes/No as to whether necessary steps towards the objective have been taken)[2].

Further inspirations

SMART Goals: A How to Guide

These, and others writing in support of the SMART method of working with objectives (subjective selection)

The Web Writer Spotlight – News, tips, inspiration you can trust to thrive in today's digital world.

Amanda Pell: Nine Powerful Goal-Setting Strategies You Should Know

Fadeke Adegbuyi: Forget About SMART Goals: 5 Unconventional Goal Setting Methods to Try Instead

Oliver Banks: Alternatives to Setting SMART Goals

Public administration, please remember!

Summary

Irrespective of the method chosen, the designation and pursuit of worthwhile objectives requires talk and discussion within the organisation, before people set to work. Action with no forethought as to goals is a waste of resources, even as thinking that leads to no action means no results achieved and a plummeting of motivation.

Inspiring thoughts

Leadership is working with goals and vision; management is working with objectives – **Gen. Russel Honore**

Most corporate mission statements are worthless. They consist largely of pious platitudes such as: "We will hold ourselves to the highest standards of professionalism

2 Based on: www.nesslabs.com/smart-goals-pact

and ethical behavior." They often formulate necessities as objectives; for example, "to achieve sufficient profit". This is like a person saying his mission is to breathe sufficiently – **Russel L. Ackoff**

It is a tricky business to know when you should set goals and objectives in order to achieve a focus, and when you would be better off dealing with the acceptance and management of your current reality so you can later step into new directions and responsibilities with greater stability and clarity. Only you will know the answer to that, and only in the moment – **David Allen**

SYNERGIA – in one sentence

Management by objective works – if you know the objectives. Ninety percent of the time you don't – **Peter Drucker**

The financial and non-financial motivating of employees

KNOWLEDGE PILL

Aim of the practice	This practice would be pursued to ensure or encourage enhanced efficiency/effectiveness via financial and non-financial motivating of employees in a unit of public administration
Origin?	Management by objectives, people management
When to apply?	▪ When there is a need greater than previously to motivate people into activity ▪ When the reliability of new plans, objectives and effort needs to be assured
Results foreseen	An increase in the number of employees that are highly motivated
Inputs not to be ignored	Precise study of the **real** motivations present in staff
Risks to watch out for	Errors of communication and loss of credibility
Key actions	Research on motivations – with remuneration and motivators adjusted to objectives and expectations, and with care taken to ensure that reward keeps up with efficiency
Key (not sole) measure of success	An increase in the efficiency of the organisation and its achievement of objectives

Level of difficulty of the practice	Moderately difficult ●●○
Required financial outlays	▪ **Costs of pay-rises** or bonuses for employees. ▪ **Costs of potential research** on forms of motivation and remuneration that prove to be of interest to staff. ▪ **Costs assigned to research** into employee efficiency.
HR required for implementation	▪ **An experienced employee responsible** for running interviews with other employees in order to gain information and insight into what types of remuneration are of greatest interest. ▪ **A small team of accountants** or other employees with access to the finances of the organisation who verify the levels of pay-rises or bonuses given to employees. ▪ **A team (of 2–3 people)** dealing with investigation of employee efficiency prior to implementation of the practice, and then after it has been put fully into effect.
Required technical resources	▪ **An office for the team** investigating employees' outcomes, with access to a computer, the organisation's own network and the Internet. ▪ **A computer program** allowing files to be edited, diagrams drawn and analyses carried out, as also supplied with a calculation program. ▪ **A system by which to audit payments** – to ensure the just management of the organisation's financial resources.
Time needed	Full implementation of this practice ought to take **between 2 and 4 months**, depending on the number of employees in the organisation and the amount of time devoted to analysing the results of interviews run with them.
Knowledge and experience	**Higher officials should have the necessary knowledge and experience** as they select financial and non-financial motivations for employees. Where the need arises, a consultant might be taken on to check employees' expectations, as set against the capacity of the unit of public administration to actually fulfil those expectations.
Cooperation	The cooperation in regard to this practice relates in particular to **management in the organisation, line managers, the financial services and personnel department**. Matters of key importance to the success of this practice are trust and transparency of activity.

Motivation is the fuel your organisation uses to operate – without it you won't be going anywhere.

Introduction

Movere is the Latin word from which our word "motivation" derives, and that suggests meanings that include "stimulation" or "the encouraging of somebody to do something". In management, this would mean that we try to incline people to pursue and achieve the objectives of the organisation with which they are associated. It is best when there is "unity" between goals of the organisation and those present at the individual level in the employee, though it will be clear that this match is never going to be ideal. The overall motivation (or lack thereof) may sometimes be made up of many component elements that motivate or demotivate, present together in various combinations.

The science of management envisages at least 10 key theories of motivation, to say nothing of the variants. Unsurprisingly, attempts have been made to build an integrated model of motivation by reference to the above. The theories and models available to us base themselves around such concepts as "needs" and indeed "higher – or lower-order needs", as well as factors contributing to satisfaction, "expectations", and degrees of difficulty of objectives, as well as the acceptance of that, and the ways in which objectives assume concrete form. "positive reinforcement" is also an aspect here, as is feedback. A less well-known concept is that of valence, i.e. subjective assessment of the value assigned to a potential reward that an employee might receive for doing some work, as placed in the context of that person's needs and personal objectives.

A further matter of key significance is the feeling that "justice has been done" through rewards given … or else not done[1].

It is from the significance of needs as underlined in the many theories that we obtain defined practical recommendations as regards motivation[2] – which read as follows:

- The health of employees needs to be taken care of.
- Financial security has to be assured.

1 For a broader discussion of these theories, see: J. Moczydłowska, *Zarządzanie zasobami ludzkimi w organizacji. Podręcznik akademicki*, Warsaw, 2010, chapter on motivation entitled *Problematyka motywowania pracowników*.

2 A. Jachnis, Psychologia organizacji, Warsaw, 2008, pp. 61–67.

- Good social contacts among employees need to be attended to.
- The achievements of employees need to be recognised, through the use of diverse instruments.

A still-different conceptualisation of the matter is arrived at by T. Lowe in her book *Get motivated*[3]. Basically that can be summarised as follows:

1. Each person is motivated differently.
2. Each person has an exceptional and unique motivational type.
3. What motivates one can do the opposite for another.
4. The motivation types that exist cannot be spoken of in terms of "better" or "worse" categories.

In turn, if remuneration or other reward is to play a motivational role, it will have to[4]:

1. meet the individual(ised) needs of the employee.
2. be more favourable than in other organisations.
3. manifest justice and fairness.
4. take account of the diversity of human need.

Determination of the motivation type is made possible through checks on whether the given person:

- prefers rivalry or cooperation;
- prefers stabilisation or change;
- prefers sincere praise with no financial reward, or else money alone, with no praise.

Work done by Polish researchers[5] also shows that Poles are most motivated by factors such as:

- recognition of engagement and commitment, as well as success achieved;
- a good atmosphere at work;
- objectives and tasks defined clearly and in a precise way;
- certainty of employment;
- task delegation.

3 Poznań 2010, pp. 3–24.
4 A. Jachnis, op. cit., p. 82.
5 For a broader treatment, see: A. Niemczyk, A. Niemczyk, J. Mądry, Motywacją pod lupą. Praktyczny poradnik dla szefów, Gliwice 2009, pp. 269–282.

Aim of the practice

The aim of this practice being introduced here is a raising of an organisation's efficiency through employee motivation of both a financial and non-financial nature in the context of a unit in public administration. The practice proceeds on an assumption that each organisation's success is based first and foremost on the people that form that organisation. That being so, the key to success must lie in the kinds of impact being exerted on people as will encourage them to identify with the objectives of the organisation, and be active in the name of those goals.

Which actions does the practice encompass?

The most fundamental division associated with the rewarding of employees entails a distinction being drawn between monetary and non-monetary (financial or non-financial). A further sub-division is then into what is open or concealed.

The reward of an employee by means of money – and hence remuneration – takes in: remuneration as the main way of rewarding an employee, with salary augmented by bonuses and other occasional payments serving as prizes or awards. Beyond that:

- "concealed money" is supplied where promotion takes place and this is associated automatically with higher earnings, but also prestige and career progress within the given profession.
- Clearly non-monetary instruments in turn include things like benefits in the form of a season ticket to the gym, health insurance, a subscription to private healthcare, the funding of educational services, and so on.
- Non-monetary satisfaction can in turn arise from work done, from a reputation prized on the organisation's market; from good health and a supportive action at work.

Pusuit of the practice takes in:

- The running of interviews with employees so as to obtain information on forms of reward (monetary or non-monetary) that are most interesting.
- The work of those analysing reward and remuneration, as well as accountants – with access to financial information verifying levels of remuneration, increases in pay, and bonuses.
- The verifying and running of interviews with managerial staff as regards the competences and efficiencies of employees subordinated to them, in the context of levels of remuneration.

- Determining of the way in which employees' efficiency is to be measured at the beginning of the practice, during it, and at the time the results are summed up.
- The assessing of obtained results of research into efficiency, as well as levels of satisfaction and points of view among employees.

Risks and barriers

- The drawing of conclusions and introduction of necessary corrections.
- Available funding for motivating pay-rises and the financing of other components of overall motivation.
- Errors in regard to the communicating of the aim of the practice and course of its implementation.
- A decline in the motivating role or impact of new practices as time passes ("habituation").
- Doubts on the part of employees as to the honest progress of change and just reward and remuneration.
- Resistance to new ways of operating on the part of some staff.

Target (desired) outcome in a public organisation

- A developed and flexible system by which to motivate employees.
- A higher level of employee satisfaction with the system of reward and remuneration.
- An increase in employee productivity.
- Greater satisfaction of citizens with services better rendered by the unit of public administration thanks to greater motivation and productivity.

Indicators of the effectiveness of the practice

To gauge the level of approximation with assumed goals for the given practice, and their achievement, it is possible to make use of the following indicators, which can be termed indicators of the effectiveness of the practice.

As regards the system of motivation, these indicators proceed on the assumption that we measure outlays on reward and remuneration as financial outlays out of which the institution or firm draws benefit. Where public administration is concerned, a key problem is that that basically does not operate by reference to profit, meaning that the measurement needs to relate to other criteria.

These could be:

- a greater number of positive opinions from stakeholders correlated with full implementation of the practice;

- savings on the running of the office thanks to innovation, facilitation and streamlining all arising as employees are motivated;
- an increase in numbers of “products” of the institution, such as decisions issued, sums of money spent on projects per unit of time, and so on;
- a shortening of the time needed for the core processes of the organisation to be put into effect.

Direct measurement of the effects of a new motivation system can relate to:

- an index portraying the increase or decrease in the productivity per employee (e.g. the numbers of cases closed or matters dealt with per employee);
- an index measuring (comparing) the link between the increase or decrease in productivity of the employee and the means of motivation applied;
- a reduction in numbers of employees who leave, in connection with the system used to motivate and reward/remunerate (the comparison entailing periods before and after the practice was introduced);
- an increase in numbers of candidates willing to work in the organisation.

What next?
Self-questioning

Ask yourself questions as follows:

- Did I take care to bring in the right people, and to communicate correctly so as to reveal why changes in the motivation/remuneration/reward system are needed?
- Did the setting of requirement as a basis for new systems take place in a manner ensuring that the criteria will actually enjoy common respect and understanding?
- Is there a strong link (correlation) between variables in the system of reward and remuneration, changes in the conduct of employees and obtained results – or is there just chance?

Interesting examples, implementations and indications

The author of the guidebook entitled *Motywacja pod lupą. Praktyczny poradnik dla szefów*[6] offers 13 principles of effective motivation. These are given below, with a recommendation that details be sought in the interesting and practically-oriented publication itself.

For more on this, see:

A. Niemczyk, A. Niemczyk, J. Mądry, *Motywacją pod lupą. Praktyczny poradnik dla szefów*, Gliwice 2009, pp. 22–198.

The 13 principles of effective motivation

1. Only with proper communication can people be motivated.
2. The process of motivation begins with oneself.
3. Do not seek to motivate without mentioning an objective.
4. Unreachable or unachievable objectives/goals are the opposite of motivating.
5. Joint determining of objectives is motivating.
6. Don't seek to motivate others without first knowing what their needs are.
7. Motivate to make development possible.
8. Don't expect motivation to persist forever.
9. Motivate by noticing and recognising successes.
10. Ethical rivalry does motivate.
11. Elite status motivates.
12. Membership of or affiliation with a group is motivating.
13. Motivation is only going to work if there is a good atmosphere.

The authors also encourage the idea of non-typical ways of motivating people being sought out.

Further reading:

Public Motivation Theory

What motivates public-sector employees (Public Motivation Theory**)** as exemplified by the administration of Ireland is set out in work done by that country's **Institute of Public Administration**. Please see the link. This is Ireland's agency responsible for the development of public services, and focusing on the development of the public sector.

6 A. Niemczyk, A. Niemczyk, J. Mądry, op. cit., Gliwice 2009.

Public administration, please remember!

Summary

Inspiring thoughts

Act as if what you do makes a difference. It does - **William James**

You don't get paid for the hour. You get paid for the value you bring to the hour - **Jim Rohn**

Employers only handle the money. It's the customer who pays the wages - **Henry Ford**

The three most harmful addictions are heroin, carbohydrates, and a monthly salary - **Nosalm Nicholas Taleb**

SYNERGIA - in one sentence

You won't be able to motivate others unless and until you recognise their needs!

ATTENTION! GOOD PRACTICE

Motivational Key Performance Indicators (KPIs) for the public sector

KNOWLEDGE PILL

Aim of the practice	This one seeks to bring into a unit of government certain KPIs that seek to raise levels of motivation and productivity among staff
Origin?	Management by objectives, people management, HRM
When to apply?	When there is a feeling that goals are lacking, and when a greater need arises for the organisation to be assessed realistically, with a view to motivation to achieve things being increased
Results foreseen	Clarity as to the direction in which the organisation is moving, and the enhanced motivation arising from that
Inputs not to be ignored	Workshops aiming to have the whole organisation agree on the KPIs
Risks to watch out for	Excessive faith in the power of KPIs even on their own, in isolation
Key actions	▪ familiarisation with the methods of the proper determining of KPIs, ▪ training, ▪ consistent application
Key (not sole) measure of success	Enhanced motivation, greater satisfaction on the part of both management and citizens

Level of difficulty of the practice	Moderate ●●○
Required financial outlays	▪ The financial means needed for this are relatively limited. ▪ The main cost for a public organisation will be the rewarding and remuneration of employees coming within the team responsible for determining - and then monitoring the use of - indicators. This will be minimised where there is suitable delegating, provided that the staff in question possess the experience necessary.
HR required for implementation	▪ A team (of 3-4 people) responsible for determining the identities of key measurable indicators of performance in the given unit in administration; ▪ A team (of 2 people) competent to check on the KPIs, and thus studying if the organisation is complying with or working towards what has been established, but also recommending means of optimising the situation to management; ▪ A team (of 3 people) responsible for designing and bringing in a system of appraisal and bonuses linked up with the KPIs ▪ Team managers usher in the indicators within their teams; ▪ All employees of the public organisation - as regards their commitment to meet what is set out in the indicators
Required technical resources	An advanced program allowing for the study and monitoring of KPIs; an office for the team that decides and checks on the indicators. This must have Intranet access, computers, and a multimedia board or large monitor for the joint work of the members of the team.
Time needed	Around 6 months. It is essential that there be time to set up the team working on the KPIs, time to collect information, found a database, and designate the indicators for the organisation that reflect its profile and needs, and are measurable.
Knowledge and experience	▪ The necessary knowledge and experience should be possessed by the higher official responsible for giving effect to the practice. ▪ Knowledge and experience also in the team determining and checking out the organisation's KPIs - these being experts and consultants specialising in the implementation of such steps. ▪ Employees to whom precise knowledge on the KPIs (what is being measured) will need conveying.
Cooperation	It is crucial to the success of the practice that there be cooperation between leaders and the KPI teams.

If we cannot express our objectives numerically, then we cannot manage them (by reference to them)

Introduction

The above means though that it is hard to establish detailed objectives, as well as tasks defined precisely by which those can be achieved, or stages to the achievement of objectives. It is likewise challenging to make comparisons with other organisations or past periods of activity. Nevertheless, people also say that what is counted will also be done. Calculation in the context of an objective (indicator) offers a more efficient approach to that objective being achieved, while where a unit of public administration fails to set an objective, or to measure it with the aid of a number of measures, then the end of the accounting period will not be associated with any ability to check on what has been achieved. **The same is true of appraisals of people's performances.**

The pursuit of measurable goals and assessment of the outcome of activity seek to ensure desirable behaviour in organisations, and that must by definition denote their objectives too. By setting objectives that will be very hard to achieve, or fail to find reflection in reality, we simply **instill a mood of stress in the organisation**, with people not then striving to achieve objectives, but considering the ways in which they **justify failures to achieve them**. On the other hand, **the setting of goals that are ambitious (albeit still doable) may motivate action**.

Thus, while an indicator is not typically seen as an instrument of motivation (in the way that money and promotions are), **"sown into it"** in some place is major **potential to either motivate or demotivate** (meaning either success or failure, either punishment or reward).

Aim of the practice

The aim of the practice is to bring in (in some unit of public administration) measurable KPIs that seek to increase levels of motivation and productivity among employees.

What are KPIs?

Key Performance Indicators are measures of the degree or extent to which effect is being given to the achievement of goals set previously.

KPIs **are applied in many spheres**, as well as such specific fields of management as marketing, strategy and finance, which all have their own objectives … and corresponding KPIs.

Which actions does the practice encompass?

The development of objectives, at a level yielding positive motivation of employees, requires **needs analysis for the organisation and employees' possibilities as well as the effectiveness of processes** within the organisation, in such a way as to (hope to) lead to the achievement of objectives. **This can be done where KPIs are shaped using the SMART method**, leaving a probability of full implementation of the objective at an estimated level of 70% – something actually very hard to achieve. It does not represent a degree of challenge impossible to achieve by a competent and motivated team; and it can be assumed that engagement / commitment here will be optimal (as compared with what would happen where the goal is unrealistic. Here things will be neither too unambitious nor "paralysing" on account of ambition. They will, however, be "good enough".

! **Let us recall the SMART method, whereby objectives are specific, measurable, assignable, realistic and time-related.**

- **S** specific,
- **M** measurable,
- **A** assignable,
- **R** realistic,
- **T** time-related.

This method may equally well set KPIs, or deploy KPIs in an effort to achieve more precise definition by way of SMART. The determining of KPIs represents **a particular kind of "radar"** leading towards an objective within a defined period of time available for achievement. Beyond the measurement function, **KPIs facilitate the selection of information** in management – what is of significance is the information (data) exerting a direct influence on the indicator(s). A condition here is **proper determination of what the key indicators are in relation to a given sphere or project.**

By bringing in this realistic yet ambitious way of determining objectives we also anticipate particular tasks being assigned to particular employees, in **the circumstances of a kind of mobilisation (and hence sense of urgency)**, but NOT a situation of paralysing fear. This builds a certainty that, while **commitment and motivation will be at a high level**, there is no actual "**sentencing to hard labour**".

By doing work **we can achieve the goal**, and that represents the optimal "state of arousal" to ensure that tasks are pursued to their ends.

The above approach will prove effective if management in the organisation takes care to ensure that there is **training of employees**, with that making it possible to achieve 70% implementation in regard to tasks set, **even as the objectives pursued are linked with employees' professional and personal development** (and hence a fusing of personal objectives with those of the organisation). Also serving this will be **integration between the KPIs and annual appraisals** of employees, with a further link being to financial reward.

At the level of the organisation the closer approach to ambitious-if-realistic goals can require **a streamlining of processes** leading up to them, including those that might prove difficult for employees.

By ushering in KPIs, with the time and effort that that denotes, we will have tools universal enough as to allow **at least several key improvements to be made within the organisation**. That means that the effort referred to can pay. A most-valuable effect is the integration of the KPIs with performance appraisals, and rewards.

In the first place, KPIs **can be an instrument by which to assess employees**, in particular where the time-frame is an annual one. Depending on the post involved, and type of task, the achieved KPI may be of key importance as the employee is assessed, or else be auxiliary to it (relating to one of the indicators). The degree of use of the KPIs in this evaluation may depend on whether the post involved is managerial, expert or executive. KPIs may also be applied as a component by which **teamwork is assessed** – KPIs are then those to which a whole (component) team within the organisation is devoted to fulfilling. The trend entailing assessment of teamwork has gathered strength and significance in recent years, most especially in complex organisations just such as those to be met with in public administration. **By linking up assessment with the KPIs we strengthen the linkage between the goals of the organisation being achieved, and appraisal of the performance (efficiency of performance) of work at given posts.** This allows for rapid pursuit of necessary change, or else serves as a tool in motivation.

At the same time, a certain **challenge** is posed **by the establishment of KPIs as a component element in the evaluation of employees, given the diversity always present within organisations.** For it may happen where organisations are very large that the KPIs for different constituent parts differ (customer services is not communication with the public, even if the two can be related in some ways). In this case, the differing KPIs **must be brought down to comparable measures**, within whose framework an employee can be assessed, but still with a view to comparability and equal treatment being assured.

At the same time, **care needs to be taken to ensure a feedback mechanism as regards approach to the level required for the KPIs**, in shorter periods comprising an assessment period of a month or a quarter, so that teams and individual employees can make course corrections to their work on tasks.

Second, **a second step with KPI can assist with the introduction of change** in the organisation's remuneration system, as bonuses revolve around the achievement of results.

In this case, the aim of implementation is the financial rewarding of employees that meet requirement measured with the aid of KPIs. As in the case of periodic assessment, it is important to adapt indicators applied to match the post held by the employee (and his or her division within the organisation). Care needs to be taken to ensure that the system is:

- uniform throughout the institution (with account taken of differences in tasks characterising the component parts),
- regulated precisely and transparent to employees, managers and those working in HRM.

A necessary step will also be financial analysis seeking to simulate effects of the practice being brought in and selecting an appropriate scale for the system of bonuses, in the sense of the ratio of pay based on bonuses to regular remuneration, with an accounting period then determined for the achievement of KPIs versus the awarding of bonuses. Non-financial forms of motivation will also need adjusting.

Direct responsibility for the measurement of KPIs will be in the hands of a team (of 2–3, depending on the size of the organisation). These people will assume responsibility where the indicators of effectiveness are concerned, and will determine whether the organisation is in (or achieving) compliance with what has been established, making **recommendations as to how the indicators might be optimised** which are addressed to the leadership and also consider any possible problems arising with implementation.

Risks and barriers

- **A lack of involvement in the** implementation and pursuit of the KPIs – especially where this is true of higher-level officials;
- "**organisational politicking**" in respect of the indicators;
- The failure to establish indicators of effectiveness in a manner that is "**SMART";**
- **a lack of willingness or readiness on the part of employees** to embrace change and work to achieve agreed levels for the indicators chosen;
- **a failure to provide employees** with the information they need **when it comes to indicators of effectiveness**;
- **a failure of communication** between project teams and leaders of various divisions within the organisation.

Target outcomes in a public organisation

- a focus on key, core activity, thanks to the KPIs;
- greater transparency as regards what the organisation does, and how, thanks to the KPIs;
- increased motivation, commitment, productivity and satisfaction on the part of employees in public administration;
- ongoing checks on the extent to which the objectives of the public organisation are being pursued as they ought to be;
- improved internal communication of the unit in public administration – supportive communication in regard to measurable objectives;
- a system assessing employees' level of attachment to the achievement of the organisation's main objectives;
- enhanced motivation of employees through the system of bonuses;
- increased citizen satisfaction with the operations of units within public administration.

Indicators of the effectiveness of the practice

To measure approximation of the set objectives for the given practice (and their achievement) it is possible to apply the following indicators (relating to indicators!), which we term indicators of the effectiveness of the practice. **Their use demands the** *a priori* defining of the organisation's objectives. They are:

- **an indicator showing the degree of advancement of the work of the team** responsible for setting up effectiveness indicators – allowing therefore for measurement of progress with giving effect to a practice, over time, and for exampling referring to percentage levels of take-up by units in the organisation, etc.;
- an indicator showing the **influence of the Indicators on motivation** among employees, as well as efficiency. This kind of

indicator will be measured best if questionnaires are distributed among employees, with a view to their assessing the influence of the KPIs on their work;

- an indicator presenting the results of research polling citizens for their **assessment of the activity of units of public administration in the wake of their having brought in KPIs**. This may require that citizens are actually informed about what the KPIs actually are.

What next?

It is possible to resort to other methods that supplement the ones presented in the practice, especially the SMART method. These are deployed by, for example, coaches, as they seek a more-precise definition for their clients. **The more-precise defining of an indicator** is done with a view to increasing capacity to achieve the goal it relates to, even as monitoring and measurement are facilitated further. This also allows objectives to be assessed in positive categories, rather than negative ones (an undesirable state). An indicator may be defined more precisely with various methods used to do this, with the use of several in combination allowing for yet-further "**sharpening**". Methods can help with mutual verification. One such is given as follows:

Methods of defining objectives more precisely

The PURE Method:

- KPIs are *Positively stated.*
- KPIs within the organisation are *Understood*.
- KPIs are (for those who will operate in line with them) *Relevant*.
- KPIs are *Ethical*.

Based on:

S. Dembkowski, F. Eldridge and I. Hunter, *Coaching kadry kierowniczej*, Warsaw 2010, pp. 63–70.

Interesting examples, implementations and indications

- Spider Strategies present **KPIs adapted to public administration.** The page offers many KPI-type indicators for such spheres as economic development, public transport, public security, culture and recreation, etc.
- A UNDP guidebook deals with the ways in which the activity of public organisations can be measured.

- *Users' Guide For Public Administration Performance*, November 12, 2015.
- United Nations Development Programme Oslo Governance Centre Democratic Governance Group Bureau for Development Policy.

As the UNDP notes:

This Guide responds to a growing demand for more operational and nationally-owned measurement tools for public administration. It critically reviews the existing assessment tools and information sources which are readily accessible online. It provides practical guidance drawing on scenarios, and provides an exhaustive inventory of existing assessment tools and methodologies

Public administration, please remember!

Summary

Irrespective of methods used in the designation, pursuit and measurement of achievable values for objectives, this all needs talking about within the organisation, in advance of everybody getting to work. Action not preceded by thought regarding purpose is a waste of resources. But equally, thinking with no doing means a lack of outcomes and a fall in the level of motivation.

Inspiring thoughts

The man who starts out going nowhere, generally gets there – **Dale Carnegie**

The purpose of visualization is insight, not pictures – **Ben Shneiderman**

Most people use statistics the way a drunkard uses a lamp post, more for support than illumination – **Mark Twain**

If you torture the data long enough, it will confess to anything – **Ronald Coase**

SYNERGIA – in one sentence

If you can't measure it, you can't manage it – **Peter Drucker**

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- *Precyzowanie celu* (in:) S. Dembkowski, F. Eldridge, I. Hunter, *Coaching kadry kierowniczej*, Warszawa 2010.

- *Ustalanie celu – narzędzia służące precyzowaniu pożądanych wyników* (w:) G. Jones, R. Gorell, *50 najlepszych technik coachingowych*, Poznań 2019.
- *Zarządzanie przez cele, czyli jak skutecznie motywować pracowników do osiągania wyników firmy*, https://www.g9.infor.pl/p/_files/296000/1_zarzadzanie_przez_cele.pdf.

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AREA

Knowledge management

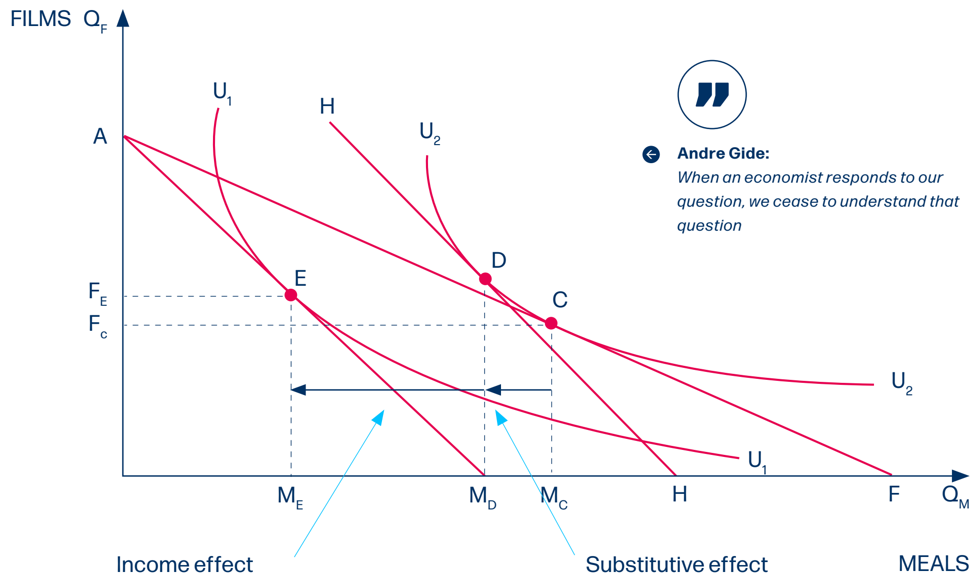
Through this Section, you will learn about practices relating to the more rational, systematic and effective use of what each and every unit of administration possesses – knowledge within its area of operations.

Knowledge, like human beings, is a specific kind of "resource". In part it might move around as employees come and go (staff turnover), and it can be "owned", but also confessed to. It is also like a biological species, as, while the individuals connected with it may die, it persists and even develops. Like a person, each management of an organisation is not able to hold on to, or even contemplate, let alone process, the entirety of the knowledge the organisation has, or even that part of it essential to functioning and decision-making. And the larger and more complex the organisation, the more difficult all that gets. Hence a need (strong) for methods that leave knowledge more accessible and utilisable in meeting the objectives of the organisation.

Introduction

The *Oxford Dictionary of Business and Management* (also as translated) **offers knowledge management as a way of both its generation and sharing**, but sees this as a **relatively new notion** that has been defined in a variety of ways. Where initiatives in knowledge management achieve success that usually means greater engagement on the part of staff, improved individual and orgnisational creativity, **more entrepreneurialism and innovation**[1]. Knowledge and its management also have their strong connections with innovation, creativity and the ongoing virtualisation of the organisation.

Andre Gide:
When an economist responds to our question, we cease to understand that question



1 *Oxford Dictionary of Business and Management*, Oxford University Press 2016, p. 345.

The specifics of the area[2]

Knowledge is making its way to the top of the list of resources because civilisation has entered the **information society** / knowledge society stage (the **"era of knowledge")**, with today's economy also seen as **knowledge-based**. The core **capital** here is thus **intellectual**. Things were analogous in Ancient Egypt – a key role in its civilisation was played by **Priests in possession of … knowledge** – they were the then economists, engineers, doctors and lawyers.

And just as our era is the knowledge era, so institutions making intensive use of knowledge are **"intelligent", "learning" or (again) "knowledge-based"**. Data, information, databases, progress algorithms, former experience, practice, human knowledge in individuals and teams – these all come together as the organisation's **most important resource**.

This area is thus much interwoven with **HRM** as the management of the so-called **knowledge workers** requires specific (non-industry-type) methods of managing individuals and teams. The motivations, means and rhythm of work are different, as are the methods of improving work and assessing its outcomes. People forming part of the **"generation of knowledge"** are usually well-paid and (because) they might rather easily take their competences to other organisations. Other knowledge spheres linked closely with knowledge management **relate to quantitative methods** and so-called data mining**, ICT, cognitive knowledge and psychology, AI, and so on.**

The practice of knowledge management[3]

Practice[3] of and in knowledge management is often describe in terms of **"knowledge engineering"**, and we also need to think in terms of knowledge being open, but also tacit and hidden, or latent, shallow or deep, and silent. And of course knowledge has its seat within the individual, the group and the organisation.

Also of key significance here are such instruments and notions as **skills management, key competences and talent management**. **Knowledge management** can also be subject to audit, allowing for a fuller identification of what knowledge resources an organisation might have. **"Practitioner communities" and "expert networks"**

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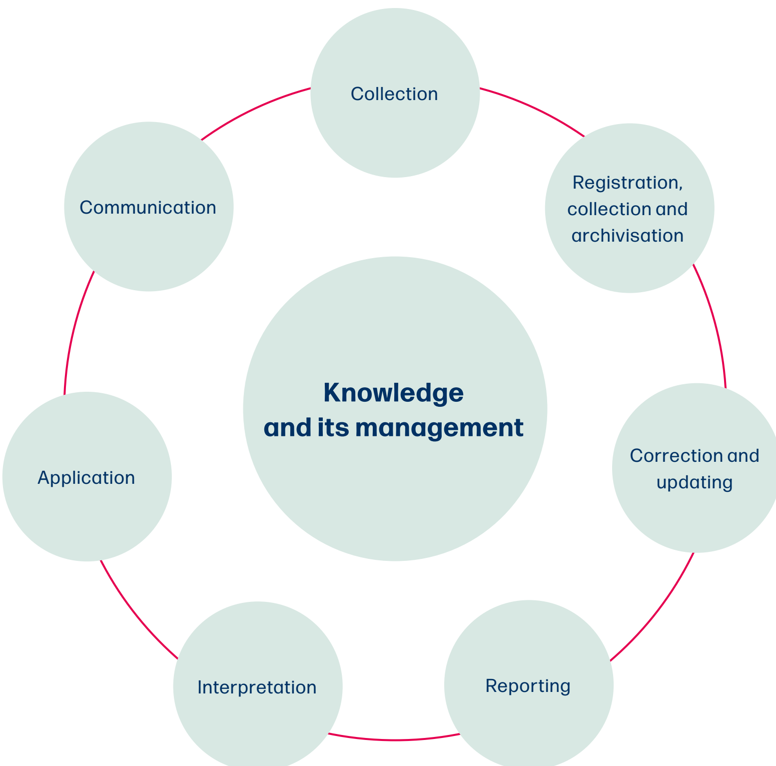
2 For more on knowledge management, see: J. R. Schermerhorn Jr., *Zarządzanie*, Warsaw 2008, pp. 56–62; J. Kisielnicki, *Zarządzanie. Jak zarządzać i być zarządzanym* ("How to manage and be managed" – Chapter 12 on knowledge management *per se*), Warsaw 2014; J. Fazlagić, *Innowacyjne zarządzanie wiedzą*, Warsaw 2014–plus the literature given at the end of the chapter.

3 For a broader treatment, see: S. Wawak and K. Woźniak, *Organizacja systemów zarządzania wiedzą*, (in:) *Podstawy organizacji i zarządzania* (chapter 23), ed. A. Stabryła, Krakow 2018–plus the subject literature offered at the end there.

are also set up to exchange knowledge within the organisation, or indeed between cooperating institutions.

As a rule, systems of knowledge management are very much **targeted at key processes and strategic objectives of the organisation** – for above all it is practical purposes that they serve.

What happens with knowledge in an organisation?[4]



Knowledge management has emerged from simple methods of collecting and selecting data as information is created, all the way through to the building of complicated knowledge systems (with

4 *Inter alia* developed by reference to: K. Koźmiński and D. Jemielniak, *Zarządzanie wiedzą*, Warsaw 2014; S. Wawak and K. Woźniak, *Organizacja systemów zarządzania wiedzą*, (in:) *Podstawy organizacji i zarządzania* (Chapter 23), ed. A. Stabryła. Krakow 2018; B. Barczak and K. Bartusik, *Organizacja ucząca się*, (in:) *Podstawy organizacji i zarządzania* (Chapter 23), ed. A. Stabryła, Krakow 2018; B. Mikuła, *Organizacje oparte na wiedzy*, Kraków 2006; G. Probst, S. Raub and K. Romhardt, *Zarządzanie wiedzą w organizacji*, Kraków 2004.

resources of knowledge in an organisation **mapped and estimated**). Dynamic knowledge management entails methods steering the movement and circulation of data, information and knowledge in the organisation, as well as the stimulation of **learning** among employees and the organisation as a whole, with knowledge used in decision-making as well as the ushering-in of change. Also an ever-more important sphere involves use being made of so-called **big data**, i.e. large collections of data on the economy and society used in analytical support of decisions, as data are "**drilled**"). The introduction of more and more IT denotes the use of so-called **expert systems**, which basically means artificial intelligence being used to take some decisions that people used to take.

Researchers put particularly strong emphasis on the cultural aspect to this domain. For there are **organisational cultures that, on one hand, hinder processes, while on the other fostering the creation, consolidation, entrenchment, flow and utilisation of knowledge.** A culture favouring the process relies strongly on internal communications. Even though knowledge management is a relatively young field, its rapid development results in organisations adopting **functional strategies for managing knowledge**, similar to market or communication-related strategies.

Sources of knowledge divide primarily into the internal and external. The former often fail to gain sufficient use in problem-solving – knowledge exists but is "silent" or "hidden". The role of management here is to extract and integrate this existing knowledge (**the "intra-organisational knowledge market"**[5]). This is done by identifying the competencies of employed individuals and the information they possess, as well as databases, etc. This represents the foundational level of knowledge management. The next level involves acquiring **knowledge from the environment and surroundings** (partners, competitors, consultants, universities, etc.).

In its developed version, knowledge management may be an expensive business – to the extent that it can only be green-lighted by large corporations (who are at the same time "**knowledge enterprises"**) **or else states**. Nevertheless, many methods from the management of knowledge can be and are used in smaller teams. Knowledge management is furthermore a way of coping with **"information**

5 A.K. Koźmiński and D. Jemielniak, the relevant chapter on *Zarządzanie wiedzą*, (in:) *Zarządzanie od podstaw*, Warsaw 2011.

overload" (giving rise to **analytical paralysis**). And like most methods in management, these ones are the subjects of fashions that come and go. That in turn denotes for this sphere of life (like all the others) a degree of well-meaning scepticism.

In business organisations, knowledge management is another weapon in the armoury of maintaining and ensuring **competitiveness**. However, entire states may not be that different when it comes to the international "division of labour".

In public administration, **the achievement of its objectives** is being served.

These are, furthermore, the goals society and the state put before administration, with core aspects being the need to be **effective, efficient, targeted, frugal / economical and so on**.

The role and specifics of the area within public administration[6]

Knowledge is the sources of two types of **power or authority** in the public sector, both **political and administrative.** This has been known since the times of the Priests of the Egyptian and Mayan civilisations.

Knowledge management in the public sector concerns knowledge as broad as is the scope of operations of that sector. By way of guaranteed primacy in certain areas and aspects, the state can **collect data on society and economic life** (and there is reporting, reporting and more reporting, as well as forms and so on). In the situation of democracy we may entertain the hope that these data are used in ways that **serve the public good**, with our sensitive information certainly being treated as under protection. At the same time we fear the knowledge (as with those cameras) and we count on it being truly helpful.

Wanting to regulate markets and guarantee security across its territory, the state wants and needs to have its **"eyes and ears"** (be those of statistical offices, diplomacy, databases of an integrated nature, macroeconomic models or whatever). But that also needs **"a brain"**, whereby data obtained via those different "senses" are used in decision-making, following on from the consideration given to all of the core circumstances.

6 G. Rydlewski, *Rządzenie w epoce informacji, cyfryzacji i sztucznej inteligencji*, Warsaw 2021.

Hence an **infrastructure to the public management of knowledge**: analytical cells within administration, public think-tanks, statistical services, intelligence services, diplomacy, centres for strategic studies, government research centres, public academies of science and advice-related contracts farmed out to the consulting and academic sectors.

However, **infrastructure alone still does not denote a properly-functioning process of knowledge management**. At state level, all of these elements to the "**architecture" of knowledge** need to be linked to mechanisms for the exchange of information and knowledge. And as history (e.g. Pearl Harbour and 9/11[7]) make clear, the possession of knowledge does not always translate into effective action – in a problem that links up with the silo mentality so typical of administration, but also in fact of most large business organisations!

Further inspirations

Core elements to the critical-thinking methodology as applied to the management of knowledge (recommendations for the intelligence organisation):

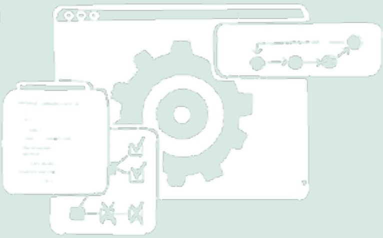
Further reading:

Edward Waltz, *Knowledge Management in the Intelligence Enterprise*, Artech House 2003, p. 145.

1. In formulating the issue or problem, engage in a clear defining of assumptions, methods and objectives of investigations, identify the frames of reference for considerations (perspective, boundaries of the subject matter, limitations and unknowns).
2. Identify all core knowledge resources, alternative views and conclusions. Then assess the suitability of sources and evidence. Define the pedigrees of all sources and evidence to check reliability and collection methods.
3. Assess the precision and uncertainty present in evidence, apply argumentation and verify the rectitude of the logical processes (to ensure there are no errors in the logic).
4. Create alternative arguments with justification. Recall the risk of evidence-related errors (uncertain information) being transferred, through a process of argumentation leading to conclusion-drawing. Assess the quality of arguments in respect of decisions they are to serve.
5. Define the justification underpinning decisions and the selection criteria. Foresee the consequences of decisions. Take account of the implications of alternative assessments. Support decisions with objective justification.

7 In the cases of both Japan's attack on the US naval and air bases of December 7th 1941 and the four coordinated Al Qaeda terrorist attacks on targets in the USA of September 11th 2001, structures of the US administration, military and intelligence services did have information (albeit of varied value and precision) on possible attacks. Yet that information, for a variety of reasons (lack of information flow, weak risk management, etc.) was not linked up into one picture conferring real awareness of the situation.

Data-based decision-making



KNOWLEDGE PILL

Aim of the practice	The method seeks to help teams make decisions in the context and process of solving unstructured problems
Origin?	Knowledge management
When to apply?	Complex decision-making situations, where past decisions have been misguided
Results foreseen	Optimisation of the decision-making process
Inputs not to be ignored	Training in the basics of the method
Risks to watch out for	Delay with obtaining data leads us to a different decision
Key actions	▪ Acquaintance with the method ▪ Training ▪ Consistent application
Key (not sole) measure of success	Greater adequacy of decision-making, increased satisfaction of management with decision-making processes in the organisation

Level of difficulty of the practice	Moderately difficult ●●○
Required financial outlays	**Limited** – relate to basic training in the applied practice.
HR required for implementation	▪ **Leaders** of teams responsible for decision-making in the organisation, and for bringing in new practices within the team. ▪ **Teams** of up to 10 members as the most efficient at 6-stage analysis of problems using data. ▪ **The team** should include at least one person authorised to give effect to any decision taken.
Required technical resources	▪ **A training room** with computer equipment, sound system and projector. ▪ **Premises allowing for work** in teams, adapted for decision-making. ▪ **Modern equipment** for the purposes of presentation and communication. ▪ **Programs to edit files** and visualise data, equipment conducive to brainstorming and similar methods, access to an intranet.
Time needed	**to give effect to the practice** of data-based decision-making we plan for it to take **3–6 months**, in order for the practice to take root in the organisation.
Knowledge and experience	**Familiarity with the methods**, an orientation regarding the organisation's resources of knowledge and data, expert support.
Cooperation	**Cooperation** both between members of the team bringing in the method and with external partners (suppliers of knowledge), e.g. think-tanks, NGOs, and higher-education institutions.

Erroneous data or the absence of data lead to poor results! If we are to take justified, effective, just and trustworthy decisions, we need reliable data.

Introduction

This practice is suitable for and useful in public administration as, although simple, it helps with the solving of non-typical problems known in the social sciences as **unstructured problems**. **Decisions** may be classified by reference to the **nature of the issue** the decision relates to.

Structured problems are **routine** by their very nature, and recognised by the decision-maker as having a **clear structure**. They occur widely and often, and the ways of solving them are generally known and applied to good effect (as with **seasonal colds**) in an organisation, in a similar and recognisable way. What might be involved here are treatment schemes or algorithms. They are understandable, described and detailed exhaustively; and are relatively **easily resolved**, **once they have appeared**.

Unstructured problems are by their very nature **new, rarer and often sudden** (as with the so-called "black swan" exemplified by the **COVID-19** pandemic). Such problems may be hard to recognise as they make their first appearance, and they may also require specific analysis and research if there is to be full understanding; and ready-made methods for that analysis are not always ready (meaning that we "put the ship through a makeover while already at sea").

The decision-maker's information regarding the problem is **unclear, ambiguous and incomplete. Even experts** have no way of solving it at the time it appears, having first identified the type of problem that they are facing.

Examples of unstructured problems on the global scale

Such problems demand a combination of the analysis of hard data with more subjective and intuitive discoveries or conclusions relating to the problem's different dimensions. Nevertheless, the collection of data that is as accurate as possible is of key importance, as without that, even the best intuition and creativity techniques will prove ineffective.

The optimal situation entails the **construction of a model for data-gathering** that serves in decision-making of a defined type (financial or strategic, for example), or for an indicated unit of an organisation.

This method originating in knowledge management is linked with many areas of management of an organisation, not least change management, and the management of projects, processes and risks, given that effective cases of all of these demand both good data and good decisions. Today there are also strong links with ICT. Knowledge and data also provide a basis for good communication, successful negotiations and wise decisions on the part of leaders in an organisation.

Aim of the practice

It needs to be recalled that **data-based decision-making takes more time than the intuition-based version, though as a rule the time expended is saved later**, as mistakes requiring time to put right are not made. A further key condition for the method to be effective relates to the need for key data to be checked. Moreover, decisions taken by reference to data are transparent, given that the justifications for taking them can be verified easily enough.

The method seeks to assist teams with their decision-making as they (re)solve unstructured problems. For these pose the greatest challenge to administration and are more often analysed using a better means of data collection and utilisation. This is a **relative-**

ly straightforward method, albeit one capable of good effect if applied consistently and in the proper way.

Implementation does not cost much. Carried out in the right way it takes place through the **engagement of managers and leaders in systematic data-based decision-making**. The effectiveness of the method depends on the determination **and involvement of as many people as possible**. **Training** for employees in new ICT systems and correct data-gathering is also indicated. In large organisations, **consideration can be given to the founding of a special organisational structure for data collection** from a wide range of sources.

Which actions does the practice encompass?

The basis can be found in the following steps:

1. **The defining** of the problem, including by:
   - gathering and identifying available data and information, studying data obtained from relevant specialists / stakeholders / employees.
   - Detailed **analysis based on at least 2–3 significant opinions** (of recognised experts, experienced employees, key stakeholders and good practice), but also different statistics, opinion polls and surveys.
2. **The narrowing-down of the significant sources of data to the most reliable and suitable.**
3. Moving on to analysis of the problem by reference to the Six Steps Method[1].

Risks and barriers

- Application of the method without ensuring that it is understood and accepted.
- **A lack of consistency** to the method's application.
- A failure of data-based decisions **to gel with the mood** in society or people in an organisation, with difficulties possibly also arising as consensus in the decision-making process is sought among key stakeholders.
- **Resistance** to new ways of operating that may be present, but can be addressed through change management, education and communication.

1 The methodology of the next practice – *The Six Steps Method* – as described in detail.

- Exaggeration – use even in the making of routine decisions (and hence **analytical paralysis**).
- An insufficiency of time when it comes to **the selection of problems** – in essence there is only poor defining of which problems are structured and which not.
- **Lack of support from leaders** – it is indicated that leaders should be involved, and made aware of the direct benefits to them.

Target (desired) outcome in a public organisation

- Better resolution of complex problems.
- Easier formulation of valuable goals thanks to new data.
- Better drafting of strategies, policies and regulations, as well as decisions, through the objectivisation of processes and their preparation on the basis of a greater amount of data (quality).
- A greater capacity to convinced partners, decision-makers and bosses.
- Optimisation of the processes by which decisions are both taken and put into effect, and an increased level of acceptance of those decisions.
- Better data with which to assess results obtained – also serving further improvement, and the necessary adjustment of core activity.

Indicators of the effectiveness of the practice

Indicators as follows may be used to measure the degree of approximation to the assumed objectives of a given practice (as well as their actual achievement). These are indicators of effectiveness of the practices concerned.

Application denotes prior defining of problems, **and their organisation and grouping** as structured or unstructured – e.g. using **strategic analysis** methods like SWOT, the BSG matrix, brainstorming, the Delphi Method, Pareto Analysis, and so on.

In the short-term:

- **An increase in the numbers of processes subject to data-based decision-making** and/or an increase in the numbers of data (measures or data of a statistical nature) used in the taking of decisions.

Over a long period:

- **Index of the number of strategic decisions** (concerning strategies, key projects, situations of challenge and crisis) taken **in a methodical way** (result) based on data and/or an increase in the amount of data (of measures) used in decision-making.

- **Qualitative assessment of the effects of decision-making** using a greater amount of data – evaluating the greater effectiveness of decisions taken using the method, by reference to how apt or pertinent they prove to be, and to enhanced ability to cope with problems (index of influence).
- Ratio (comparison) involving the numbers of **processes optimised** through decisions taken through the widespread use of data as against those done intuitively.
- **Increased satisfaction** of clients and stakeholders as regards the functioning of an institution and its products, as a result of resort to methods by which to make decisions concerning those entities.
- An enhanced **durability of solutions**, e.g. regulations and strategies (that will not need correcting too often – given that these have been adopted for implementation using a means of achieving the methodical solution of problems).

What next?

Self-questioning

Ask yourself the following questions:

- Have I taken care to ensure that the **proper people** are involved, by way of means of communication appropriate in making clear the reasons for a decision needing to be taken that are more data-based than they were before?
- Is **each of the 6 stages** in the decision-making **adequately informed by the necessary data** to ensure rationality of action at the given stage?
- If I had a **magic wand** (best expert, unlimited time, budget or authority), what could I still do? What would Robinson, or Thomas Edison do?

Interesting examples, implementations and indications

Benefits (but also limitations) arising out of the use of data in public policies and decisions

- Policymaking must be in line with the possibilities for date to be gathered and used, **in order for decision-makers to be in a position to use the information**. Perfected data allow for the directing, applying and experimental (test) shaping of policies, with introduction of a necessary degree of flexibility.
- Analyses not based on data are open to subjective interpretation and manipulation. Policy is often based solely on intuition, past experience, theoretical knowledge or biases/prejudices. **Data can make good such shortfalls and shortcomings.**

- **Without good data many problems go unseen.**
- Profound and far-reaching recognition of and acquaintanceship with the problem may be essential.
- Technologies allow problems to be revealed/identified, with this ensuring prevention of their emergence at the appropriate juncture, monitoring, data-exchange, the formulation of questions, the assessment and comparison of outcomes.
- A previous process that was paper-based, slow and tedious encouraged diagnosis of problems on the basis of an incomplete picture, as well as years-old data burdened by errors.
- **Electronic** reporting systems, sensor and satellite technology can ensure the problem-free and real-time dispatch and aggregation of data and checking for errors. Linkages between databases and wholesaling systems allow for the simultaneous searching of many compilations of data, providing for an escape from the silo mentality that is typically present, in order that data can be brought together in mutual support of one another.
- There are tools allowing for a deeper understanding and conceptualisation of problems – **systems: of geographical information** (GIS-based mapping and visualisation), and of data exploration (automated model **algorithms**, correlations).
- Once data have been collected and analysed, they may be made available to the public, in order for the process by which policy is created to be opened up. It can be a plus-point if **citizens are supplied with the tools to carry out their own analyses.**
- A greater amount of data **makes consensus easier and facilitates responses addressed to the key problems** or causal factors. Data can serve in the comparison of problems from the point of view of their relative severity – in order for attention and resources to be assigned in an effective and just way.
- A problem can have many causes of varying significance, and factors can link up one with another. Close familiarity with data **allows for a focusing of effort on key factors.** Detailed data allow diversity to be managed and individualised needs met.
- The availability of reliable data on results **allows for programmes to be corrected as necessary**, as well as for an understanding of the interactions pertaining between inputs and outlays on the one hand and outcome on the other. Policies that yield results ought to be expanded, while those failing to do so ought to be rethought.

Elaborated by reference to:

D. Esty, R. Rushing, The Promise of Data-Driven Policymaking

Kelsey Miller, Data-Driven Decision Making: A Primer for Beginners

Tim Stobierski, The Advantages of Data Driven Decision Making

Public administration, please remember this!
Summary

Data may fail to deliver an answer – issues arising may resist quantitative encapsulation. For example, values are a *sine qua non* for policy choices and will be the subject of discussion. **Nothing can take the place of leadership over policy**. Even with the best data available, **the shaping of policy is not an exact science**, and things will rarely work out perfectly or ideally the first time[2].

Inspiring thoughts

Policymaking, as it stands currently, can be like driving through a dense fog in the middle of the night.

New technologies for data collection, analysis, and dissemination provide the opportunity to make the invisible visible, the intangible tangible, and the complex manageable – **D. Nielesty and R. Rushing**

The saddest aspect of life right now is that science gathers knowledge faster than society gathers wisdom – **Isaac Asimov**

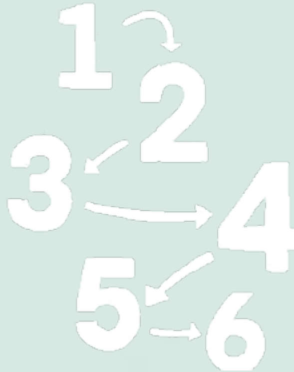
SYNERGIA – in one sentence

Remember that frequent use ensures the development of a habit and strengthens change, so the more often data is used in decision-making, the better!

2 D. Nielesty and R. Rushing, *The Promise of Data-Driven Policymaking*, https://issues.org/esty-2/.

ATTENTION! GOOD PRACTICE

The Six Steps Method



KNOWLEDGE PILL

Aim of the practice	Systematic and methodical decision-making
Origin?	Knowledge management, decision-making analysis
When to apply?	▪ More-complex situations needing decisions ▪ Inappropriate decisions in an organisation ▪ The need to retreat from a decision process on account of mistakes made
Results foreseen	Optimisation of the decision-making process
Inputs not to be ignored	Training in the fundamentals of the method
Risks to watch out for	Lack of consistency in applying the method
Key actions	▪ Acquaintanceship with the method ▪ Training ▪ Consistent application
Key (not sole) measure of success	▪ Greater appropriateness of decisions made ▪ Greater management satisfaction with decision-making processes in the organisation

Degree of difficulty of the practice	Easy ◉ ○ ○
Required financial outlays	Limited
HR required for implementation	▪ **Leaders of teams** responsible for decision-making in the organisation. ▪ **Team members** having suitable decision-making tools at their disposal. A decision-making team should have no more than 7 members. ▪ **Cooperation with teams of experts** who supply the information needed for decision-making. ▪ **The expert or experienced decision-maker** responsible for the supply of knowledge on the decision-making process and the traps therein should be able to adjust and develop the method in line with the needs of the organisation.
Required technical resources	▪ **A training room** supplied with computer equipment, sound system and projector. ▪ **Premises on which teamwork can take place**, which are also adapted for the making of decisions. ▪ **Modern equipment** for presentation and communication. ▪ **Programmes for the visualisation of data**, and equipment helpful in brainstorming and related methodology.

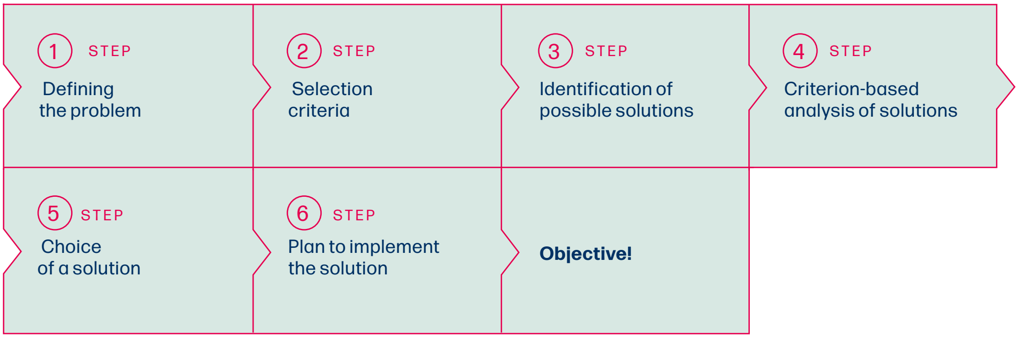
MESSAGE FOR THE HEAD OF THE ORGANISATION

Knowledge isn't power, applied knowledge is power

– ERIC THOMAS

Introduction

The method seeks to facilitate the work done by a team, the broader-perspective conceptualisation of a given matter and the initiation of discussion. This practice readily finds its place in a public-administration context because, while simple, it helps in the **resolving** of the non-typical problems that the social sciences term **unstructured**.



Decisions can be classified in line with **the nature of the problem** that the decision refers to.

6 Steps

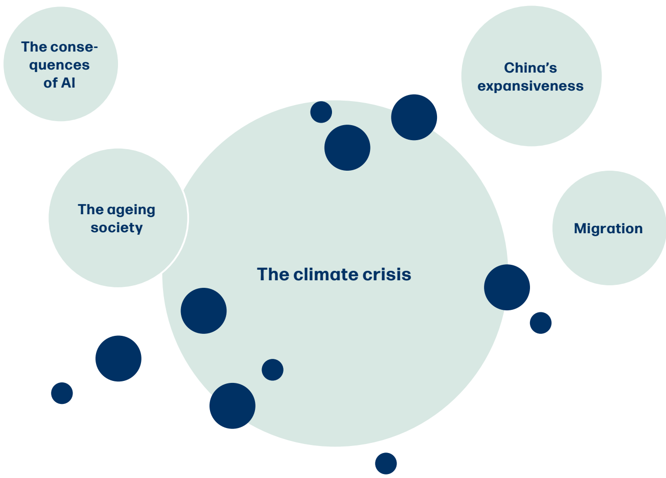
Structured problems are by their nature **routine,** and have a **structure that is clear** from the point of view of the decisionmaker.

They are rather universal and frequent, and the means of dealing with them are known generally and applied in the organisation to good effect (as with **seasonal colds**) – in a similar, recognisable manner, given that there is probably a scheme or algorithm for this. These problems are understandable, described in exhaustive fashion and **resolved relatively readily, whenever and wherever they appear.**

Unstructured problems are by their nature **new, rare** and often **abrupt** (as so-called "black swans", such as **the COVID-19 pandemic**). This kind of problem can be hard to recognise as it makes its first appearance, with it often furthermore being necessary for specific analysis to be pursued, in order to allow for full insight, with readied methods of analysis not always available (we "rebuild the ship while out at sea").

Among decision-makers, information as to the problem is **unclear, very ambiguous** and **incomplete**, such that **even experts** have no solutions at the time the problem arises, only knowing the kind of problem they are facing after it has been identified.

Examples of unstructured problems on the global scale



Aim of the practice: to order the decision-making process and ensure that systematic use is made of knowledge.

In situations like these, rational analysis increasingly needs to be augmented by **creativity, intuition, the search for distant analogies**, etc. These matters sometimes require that the analysis of hard data be brought together with more subjective and intuitive revelations or conclusions concerned with the different dimensions to the given problem.

The unstructured problems posing the greatest challenges to administration will more often gain analysis by way of the Six Steps Method, which is **relatively simple**, but effective – if applied consistently and properly.

What is needed here is **optimisation of the decision-making process** in public administration. Problems are discussed most often at meetings that lack precise structure, but this method brings in **an ordered way of thinking and organising**.

The specific features are such that the method is **applicable to all institutions** (irrespective of topics and subject-matter dealt with), wherever the need is to **link up in-depth analysis and measurable data and information that we are nevertheless unable to back up with concrete assigned values**. A further feature of this method is its suitability for use in decision-making on higher tiers of management. A thought-through decision preceded by robust analysis can also optimise expenditure, even as the pursuit of the process is not associated with high financial costs. Pursued in the right way, it takes place thanks to the **commitment of managers and leaders to systematic decision-making**. The method's effectiveness lies in the determination and engagement of as many people as possible.

Which actions does the practice encompass?

It is based on the following steps:

1. **Definition** of the problem.
2. Determination of **criteria for the comparison** of available variants on how to solve the problem.
3. Identification of available **alternative solutions**.
4. **Analysis of available solutions and assessment** in respect of adopted criteria.
5. **A narrowing-down** of the potential **solutions** to just one.
6. The devising of an **action plan** (with details on how decisions will be put into effect).

Risks and barriers

- A lack of consistency in applying the method.
- Exaggeration – use of the method even with routine decisions (analytical paralysis).
- Insufficient time spent selecting problems – effectively a wrong defining of which problems are structured and which not.
- A lack of support on the part of leaders and employees – **the need for** quick wins – rapid initial effects, e.g. more good alternative solutions, fuller cooperation in regard to an organisation's problems.

Target (desired) outcome in the public organisation

- The introduction into teams of methods by which to solve complex problems.
- The leader recognises ways in which co-workers analyse problems.
- A platform by which to exchange information and opinions comes into existence.
- The structuring of a scheme by which to solve problems helps with the devising of a single, common model for the activity of a given group.
- Application encourages the emergence of new and innovative forms of action in the organisation.
- There is an optimisation of the processes by which decisions are both made and put into effect.

Indicators of the effectiveness of the practice

The indicators below can be used in measuring approximation to the assumed objectives of a given practice, and its achievements, with the term used for these relating to efficacy or effectiveness.

The application of these requires prior defining of the organisation's problems, with a categorisation of these as structured or unstructured, e.g. by using methods of strategic analysis (SWOT, the BSG matrix, brainstorming, the Delphi Method, Pareto analysis and so on).

In the short-term:

- **An increased share of analysed problems that are resolved** methodically (using the Six Steps), in particular where these are strategic and unstructured (a product).
- **An index of the mean amount of time** devoted to meetings at which unstructured problems are analysed (a product).
- **Index** of **decision-making** choices versus possibilities – numbers of variants presented to resolve unstructured problems as an index pointing to the influence of the method on the organisation's creativity as it seeks out answers (an outcome).

In the long term:

- An index of the number of strategic decisions (on strategies, key projects, situations of challenge or crisis) that were taken methodically/using the method.
- An index of the growth in understanding (clarity) among managers *vis-à-vis* the situation in the organisation and the challenges faced (an outcome).
- **Qualitative assessment of the effects of decision-making** via the Six Steps method – evaluation of the greater degree to which decisions taken using the method prove to be apt or suitable, along with enhanced capacity to cope with problems (indicator of influence).
- Indices of influence studying the increased effectiveness with which the strategic goals of the organisation are pursued, in the light of methodical decision-making in key situations (analysis of the organisation's main indices and indicators, and qualitative or factor analysis of the influence the method is able to exert).

What next?
Self-questioning

Ask yourself the following questions:

- Is it worth **going back to a previous stage** and deepening the analysis?
- Have I made use of all the **knowledge** in the organisation available at the given moment?
- Maybe there are in fact some analogies? From history? From the world of nature? Or from literature?
- If I had a **magic wand** (best expert, unlimited time, budget or authority), what could I still do? What would Robinson, or Thomas Edison do?

Interesting examples, implementations and indications

Irrational decisions often arise in line with the rule of so-called: *first satisficing, not maximising* – we take a decision that in some way satisfies and suffices, meaning that it supplies a rapid assuaging of the stress that decision-making will inevitably denote in us. But this is as opposed to the taking of decisions that are genuinely optimal.

On the subject:

Starry Peng, Maximizing and Satisficing in Decision-Making Dyads

Those specialising in the special services estimate that[1]:

- 70% of intelligence information comes from open sources.
- 20% derives from informal sources.
- Only around 10% is in the nature of espionage.

1 Source: K. Liedel, T. Serafin, Otwarte źrodła informacji w działalności wywiadowczej, Warsaw 2011.

The dilemma[2]

1. Calculations require decisions as regards categorisation, as well as reference to who or what should be included in categories, or else excluded from them.
2. The measurement of any phenomenon implies the ascribing of value – whether too little, too much, or just right.
3. Numbers may be ambiguous, creating space for political rows over the interpretation of data.
4. Numbers are used to tell stories like those regarding a crisis or victory (we experience or go through...).
5. Numbers can offer the illusion that complicated and ambiguous problems are straightforward, measurable and capable of being defined precisely.
6. Numbers may politically exclude a group of people in possession of some feature that has been counted.
7. Counts and calculations may help with negotiation and compromise, as matters or phenomena proving hard to encapsulate can nevertheless be rendered visible.
8. Because numbers can seem so precise, they help keep those who have done the calculations "in power".
9. People react when made subject to measurement, seeking to come out favourably from that process.
10. Calculations ensure that a measured phenomenon "gets noticed" more, with the generation of statistics encouraging further reporting.
11. Counts and calculations can serve to stimulate expectations of change among the public.
12. Where a measure is used to assess achievements, people manipulate the results.
13. A right to make measurements denotes being in control. Measurement can be a discretionary thing, in relation to both what is measured and how.
14. Measurement denotes a kind of alliance being set up between the measuring and the measured.
15. The figures on their own say nothing – and people can try to exercise control over how others interpret them.

2 Based on: Deborah Stone, *Policy Paradox. The Art of Political Decision Making*, W. W. Norton & Company 1997, pp. 161–187.

Public administration, please remember!

Summary

Certain decision-making models extend the 6-stage cycle to include extra elements[3]:

- Prior to a problem being analysed – a setting of the agenda for discussion, i.e. some kind of **"framing"** process (also shaping the atmosphere in which deliberations take place, with limits indeed being set for how problems and solutions gain discussion).
- Also prior to analysis – decision-making as to **how many resources** (of time, money and talk) **are to be devoted to decision preparation**.
- Tendering an interest group in the organisation **around definition of the problem**, selection criteria and possible alternative solutions.
- As preparations for selection are made – the attribution of **weights** to different criteria.
- Prior to decision-making – the **search for consensus** around it, through consultations as regards shape and research into potential reactions.
- **Legitimisation** of the choice made – prior to implementation, and with a view to the process being strengthened, e.g. through officials involved in implementation feeling convinced, along with target-group addressees of the decision.
- **Non-decisions** – where a decision is not taken, this also has significant consequences, though decision-makers recognise that this is less risky than the decision itself.

Inspiring thoughts

To know what you know and what you do not know, that is true knowledge – **Confucius**

No man was ever wise by chance – **Latin proverb**

An expert is an ordinary man away from home giving advice – **Oscar Wilde**

SYNERGIA – in one sentence

Remember! Frequent use helps instil a habit that reinforces change. So the more times the 6 steps are taken, the better!

3 Source: D. Stone, *Policy Paradox. The Art of Political Decision Making*, Norton & Company 2008; M. Hill, *The Policy Process in the Modern State*, Prentice Hall 1997; K. Grzesik, M. Karaś, *Decyzje menedżerskie w organizacji*, Wrocław 2014; K. Bolesta-Kukułka, *Decyzje menedżerskie*, Warsaw 2003.

Decentralisation of power to as low a level as possible

KNOWLEDGE PILL

Aim of the practice	This practice seeks to strengthen the position of local (field) bodies of the public administration, improve the decision-making process and achieve adaptation of the activity of a public-sector organisation to certain conditions of functioning
Origin?	Knowledge management, the shaping of organisational structures
When to apply?	When and where account needs to be taken of local conditioning innovation is required, the centre and central administration need unburdening and local communities need strengthening
Results foreseen	▪ Subsidiarity of local (territorial) structures ▪ Focusing of the central government on truly key tasks ▪ Strengthening of local democracy
Inputs not to be ignored	Strengthening of the capacity to act among local structures (in relation to law, people, funding and assets)
Risks to watch out for	▪ "The decentralisation of problems" ▪ Failure to assure resources for decentralised tasks
Key actions	SWOT for tasks whose decentralisation is foreseen
Key (not sole) measure of success	Increases in the levels of efficiency and effectiveness with which decentralised tasks are implemented and pursued

Level of difficulty of the practice	Moderate ●●○
Required financial outlays	▪ The cost of putting on training sessions for representatives of the territorial administration, with a view to debates being organised on possibilities for public tasks to be decentralised; the organisation of a pilot project on the conferment of tasks, and so on. ▪ The cost of implementing new tasks included in the income of units of local government; costs of employing or retraining (and equipping) of new personnel for the local level, should that be necessary.
HR required for implementation	Comprehensive assessment of the possibility of tasks being decentralised from a SWOT point of view, or as regards scope or rate of implementation.
Key organisational activity that will be required	Structure and people – teams of government employees (of 2–3 people each) that will be responsible for: ▪ recommendations as to the choice of competences (tasks) for possible decentralisation; ▪ development of a detailed description of tasks transferred; ▪ help for local authorities in adjusting their activity to the acquired competences, and monitoring of the conferment of tasks for some 4–6 months; ▪ effective representatives of local authorities selected to cooperate with the team from the governmental administration, in regard to the shape of tasks to be conferred; ▪ local-authority representatives responsible for the practical implementation of task transfers out from the centre, following the adoption of legal solutions; ▪ the number of members of teams depends on the size of the organisation decentralising the tasks, or taking on the tasks at local level, as well as the nature of those bodies.
Required technical resources	▪ A conference room designated for expert meetings and debates in which IT equipment is also available, ▪ A computer, programs and other equipment needed by the local authorities.

	Time needed	This practice can be ushered in within 6 months to 2 years. How much time exactly depends on the size of the organisation and the nature of the competences and powers being conferred upon local authorities.
	Knowledge and experience	There is a great need for knowledge and experience on the part of representatives of the local authorities and employees of public administration, when it comes to the tasks which are to be conferred out from the central level.
	Cooperation	As the practice is being put into effect, there will need to be cooperation among: ▪ representatives of the government unit and of the local authority or authorities involved, ▪ representatives of the local authorities and the personnel of their organisational units whose job it will be to actually pursue the tasks conferred.

MESSAGE FOR THE HEAD OF THE ORGANISATION

The only way to control chaos and complexity is to give up some of that control

– GYAN NAGPAL

Introduction

The downward transfer of public tasks from the central-government level may take many different forms, and proceed in many different ways. It will certainly look different in states that differ in terms of **the administrative organisation of their countries**, typically as enshrined in their Constitutions. While confederations are a relative rarity, there are **federations** (like the USA, Germany, Brazil, Russia and Switzerland), as well as **quasi-federal states with regions that are autonomous**, not least Spain, but to some extent also the UK and Italy. There are also **unitary states with three tiers of administration** (as in Poland and France), and **unitary yet decentralised states** (in Scandinavia), or unitary and centralised states (like Greece).

Another starting point would relate to decentralisation in democratic countries, as opposed to those who have just toppled a non-democratic system, countries with a relatively uniform structure in terms of ethnicity, as opposed to those deeply divided into different communities (as where Belgians are mainly either Flemish or Walloon).

Still, despite Europe manifesting the above differences in full, a certain more-or-less general framework has been put in place, and has sometimes taken on a legal character, as in the case of the **European Charter of Local Self-Government** or the **European Charter of Regions,** which sets out more precisely the principles under which decentralisations of tasks and or finances might take place. Transfers of tasks may not solely be a decentralisation to a level with varied (but always at least some) independence from the centre, since they can also involve:

- **deconcentration,** where the tasks pass down to a regional or local level, but remain within the remit of the governmental administration,
- **decentralisation of government tasks to lower tiers of administration, but also to bodies outside public administration** *per se*, such as professional organisations and their regional and local branches, and cultural institutions,

It is also possible for the concept and real-life process of decentralisation to involve the **creation of public agencies** of a less official nature than a Ministry or central office. This may also entail the separating-out of an item within the state budget, with separate income or its own territorial structure. This leaves decentralisation as a quite broad, complex and diverse phenomenon.

Aim of the practice

The aim of this practice is the transfer of power or authorisation from the level of the central government to local authorities or structures in the field. The task here is **to supply a general framework within which decentralisation of tasks can be thought about as a possible solution streamlining operations in the public sector, even as democracy is often deepened, and the influence of the citizen on administration strengthened.**

Moreover, the practice is to demonstrate the key first steps by which there is an analysis of options regarding task transfers as a real matter to be taken account of by decision-makers as they seek by whatever means to streamline and reform administration.

Which actions does the practice encompass?

The practice entails a **planned process of conferment of tasks** on the local (non-central) level, despite these having hitherto been dealt with centrally.

The **key stages** to this kind of process are as follows:

1. **Analysis of potential areas of decentralisation**, e.g. SWOT, indices of the rendering of services at different levels, assessments of the potentials of local units to take on tasks.
2. **Expert consultations** as regards point 1 – with representatives of local authorities and their institutions, including as regards legal, organisational and financial matters.
3. **Workshops** of government and local experts when it comes to the **precise steps** to be taken as tasks are conferred, with possible alternative variants to decentralisation determined in terms of their timing, scope and rate.
4. **Risk analysis** and determined means of reducing risk.
5. **Discovering the scope and rate of conferment of tasks**, the transition period and the mechanism of monitoring needed to make necessary and effective corrections.
6. **The planning of reserves** of personnel, funding, time and so-called **time buffers** using project-management methods.
7. **Consideration being given to a pilot stage** in selected units, or in selected parts of the country.
8. Broad **public consultation**, with account taken of its outcomes.
9. **Legislative action** and instruments of law associated with the announcement, issuance of necessary executive regulations, etc.
10. **Information-related and educational activity** addressed to employees that are to take on tasks, with account taken of their interests, fears and experience.
11. **The founding of a competent steering group with full power to act conferred upon it,** with this comprising a representative of the central authorities who will manage the task-conferment process and react to any problems as and when they arise.
12. **The securing of support from key stakeholders**, be these political, societal, media-related, expert, or whatever.

Outcomes for a public organisation:

- **The strengthening of the local or regional level of authorities** in the public sphere.
- **Better decision-making processes** in the public sphere, with an enhanced capacity to take local conditioning into account.
- Public tasks – and the processes by which they are pursued – that are adapted to **local conditions** and local interests.
- **Reduced expenditure** at the central-government level.
- **An improvement in the quality of services provided and rendered**, with account taken of local needs, and with a higher level of satisfaction among citizens as the recipients of services.

Indicators of the effectiveness of the practice

To determine the degree to which set goals of a given practice are being approximated and reached, it is possible to apply measures we term indicators of effectiveness:

- an indicator representing the **improvement or worsening of the decision-making process** at local level,
- an indicator based on **the time devoted to the issuing of administrative decisions** and the supply of decision-making services, including the timeliness of the decisions referred to,
- **a reduction in resources needed for a defined level of services to be rendered** (with no attendant reduction in quality),
- an **indicator of citizen satisfaction** with the quality of services, measured using questionnaires in places of service provision and online,
- (in the longer term) **a rise in the positions of local units in rankings** concerned **with the quality of services rendered**, or GDP per inhabitant, as achieved through an increase in the quality of investment services in the area of a local unit.

Risks and barriers

Key challenges / risks associated with the implementation of the practice are as follows:

- **resistance to change on the part of employees** in both cases (central and local units),
- increased **risk of corruption** at the local level,
- **a lack of adequately experienced and trained employees** at local level,
- **imprecise regulations** constituting a problem for decision-makers and potentially giving rise to conflicts between central government and local units of administration,
- **financial risks** borne by government units – an increase in the cost of providing services.

What next?

Self-questioning

Ask yourself the following questions:

- Which **local benefits** (and not merely those accruing to the central authorities) may justify the decentralisation of tasks? How might local authorities be persuaded of this, **using the language of benefit?**
- How to optimally **spread across time the process of conferment** of tasks on the local level?
- What can go wrong, and what are we going to do **as and when that happens**?

Interesting examples, implementations and indications

Making Decentralisation Work:

A Handbook for Policy-Makers – Ten Guidelines for Effective Decentralisation Conducive to Regional Development

Further reading:

Making Decentralisation Work

A Handbook for Policy-Makers

The chapter forms part of a handbook entitled Making Decentralisation Work. A Handbook for Policy-Makers**, which offers** 10 guidelines when it comes to selected **key matters of decentralisation**. The author proceeds on the assumption that the outcomes of decentralisation are very much dependent on the means of designing and pursuing the process by which tasks are conferred "downwards".

The guidelines are as follows:

1. Explain the **obligations assigned to the different tiers** of administration.
2. Make sure that all obligations can be **financed adequately.**
3. **Strengthen fiscal autonomy** at one or other level below the national, in order **to raise the level of accountability.**
4. **Support the building of potential** at a level below the national.
5. Create appropriate **mechanisms** to achieve coordination **between different tiers of administration.**
6. **Support cooperation** between the different tiers and those pursuing the different tasks.
7. Reinforce **innovative and experimental governance** and promote citizen involvement.

8. **Permit solutions to decentralisation that are asymmetrical** (differing in line with the potential of local units), and make best use of them.

9. Be consistent in raising the level of transparency, **streamline date-gathering and the monitoring of outcomes.**

10. Strengthen national policies for regional development and systems that promote greater equality of opportunity.

Furthermore, by way of further guidelines, the publication points to such important issues as:

- the identities of **key trends and data**;
- justifications and **benefits** relating to the implementation of guidelines;
- examples of **good practices** in a given area;
- traps and risks needing to be avoided as effect is given to guidelines.

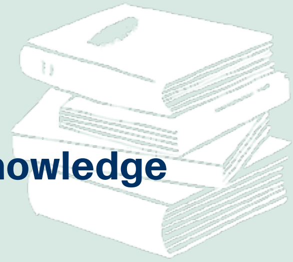
Inspiring thoughts

It is true that contemporary technology permits decentralization, it also permits centralization. It depends on how you use the technology – **Noam Chomsky**

Nowhere has democracy ever worked well without a great measure of local self-government, providing a school of political training for the people at large as much as for their future leaders – **Friedrich August von Hayek**

SYNERGIA – in one sentence

Good government is no substitute for self-government – **Mahatma Gandhi**



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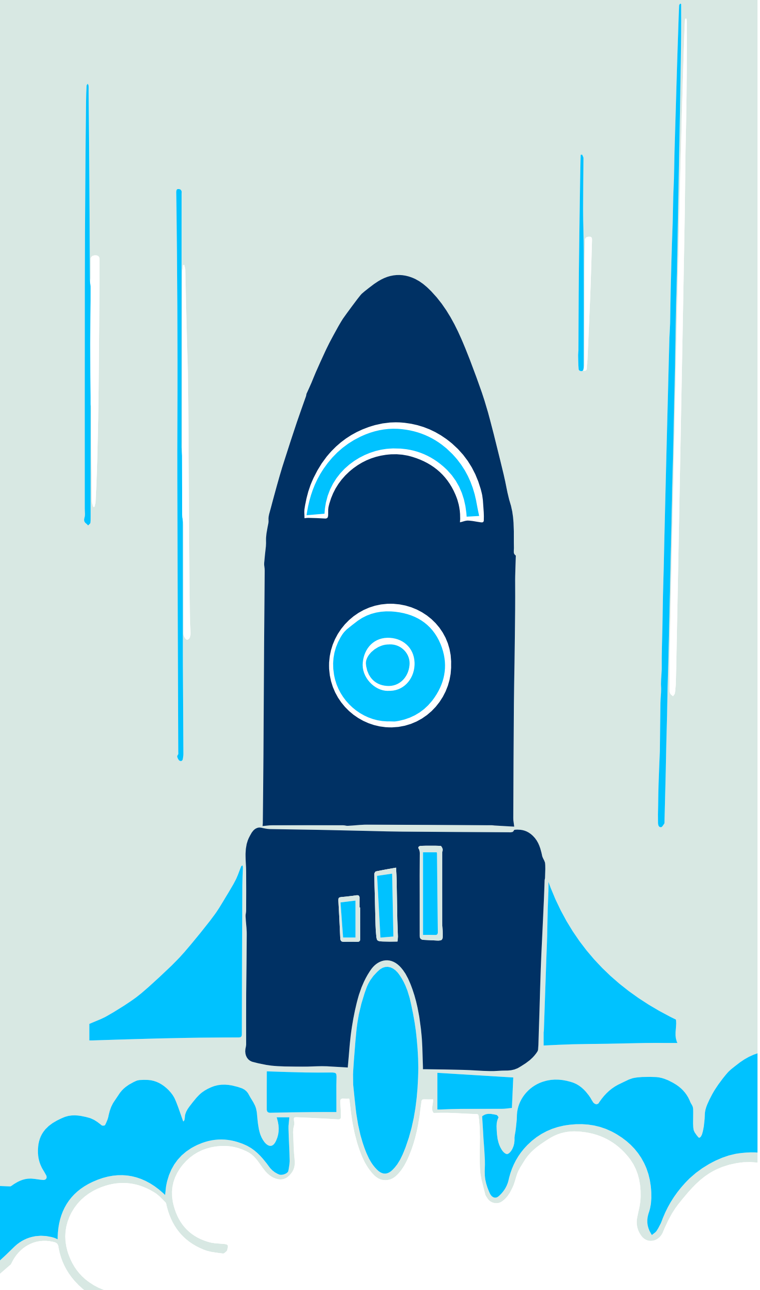
AREA

Change management



From this chapter, you will learn about... practices for a systematic approach to coping with planned and unplanned change in public administration. Sources of change in each organisation may be external – unplanned, and internal – planned.

Introduction

Abraham Lincoln:

The politician is responsible for the ship, not the wave.

It is typical for an organisation to have to face up to and tackle a **combination** of two kinds of change, with the true challenge therefore being to link them. It is possible **to react to change by way of intuition**, on the basis of prior knowledge and acquired experience.

It is also possible to take methodological approaches that prove better, especially in the case of major change. The efficacy of the pursuit of change – be it social or organisational – depends to varying extent on the **sensible nature of the idea /reform / project**, etc. that we are seeking to implement in order to achieve marked social or organisational change; as well as **the strategy or method adopted to make the change in question**.

Change management represents **a set of management techniques** allowing **a target group** (society or organisation) to be brought through a process of change, in such a way that all is achieved in line with the objectives of the author of the change process, and moreover in a durable way. This sphere of management is thus focused on the planning and implementation / pursuit of change, with the key being to tackle the fears of and resistance to change that may be made manifest among groups of people. The best strategy entails communication, participation, encouragement and support[1].

The practice of change management

This field **links up closely with** areas like strategic management, **project management, communications, HRM and leadership**. Thus, strategy and project management both **avail of techniques used in change management, while the latter in turn draws on HRM and the motivation of people, as well as communications (convincing and persuading people)**. This field of management arose, given mainly that there is **resistance** (in people, organisations and groups in society) to change as a natural phenomenon where change takes place. In turn, that mainly reflects a lack of knowledge and competence, as well as threats that position or status will be lost, resources will be lacking, culture will no longer be as we have been used to, and risk will be present. Example techniques in change management relate to **force-field analysis** (for and against change, neutralisation of resistance or strengthening of the force for change), as well as communication, the engagement / involvement of people and sometimes the way to force them into

Further reading:

Harvard Business School, The Quick Wins Paradox

1 Oxford Dictionary of Business and Management, Oxford University Press 2016, p. 108.

something (stick-and-carrot approaches), as well as of course leadership and the setting of examples (**tansformative leadership**)[2].

The specifics of the field and also within public administration[3]

Today, in the management field, the model considered most universal is the **8-stage model for change owing to Harvard's Prof. John P. Kotter** – discussed in detail in the practice entitled *Change in a unit of public administration*.

In today's public governance, change management has to be seen as **a key skill**. **Governments** are elected, and then change, precisely in order **for changes to be made**, maintained, corrected and pursued. Even **the reversal of changes achieved by predecessors is change management**.

It was at the Sitting of the Government of August 2nd 2011 that Ministers worked on digital documents for the first time.

Every change proposed by administration within the socio-political system activates economic, social and political interests – and also **coalitions of forces for or against change**. This is the classic challenge of change management. In turn, **public organisations are to be subject to change**, so as to provide for the change both citizens and those holding political power expect. This may entail necessary savings, new tasks, reforms, reactions to crisis situations, and so on.

Further inspiration

Change management – historical benchmarking and benchlearning

A major historical change taken up by administration and having significant international consequences was the so-called **Meiji Restoration (Revolution) taking place in Imperial Japan in the second half of the 19th century.** It was achieved politically in the year 1868, leading to the ultimate toppling of the military government there of the *Shogun*, meaning the restoring of real power to Emperor Meiji.

However, in the broader context, the process has been identified with **a subsequent era of major political, economic and social change ongoing in the whole period from 1868 through to 1912**. This resulted in **the planned modernisation of Japan by reference to a Western model**, even though its core purpose was to increase the country's capacity to resist pressure from the West.

2 For more, see: R. E. Quin, S. R. Faerman, M. P. Thompson, M. R. McGrath, *Profesjonalne zarządzanie*, chapter *Funkcja innowatora. Zarządzanie zmianą*, Warsaw 2007.
3 More broadly: D. Baker, *Strategic Change Management in Public Sector Organisations*, Chandos Publishing 2007.

Emperor Meiji (1852–1912)

In the main, **the change agents** were Samurai models, with the motivation lying in a desire to safeguard against colonial dependence (of the kind seen well enough in 19th-century China).

The strength of the West was envisioned in terms of its constitutionalism, industrialisation and strong armed forces. **Change was symbolised by the slogan "enrich the country, strengthen the army", as well as the transfer of the capital city from Kyōto to Edo, as later renamed Tokyo.**

Inspiration was sought in the West (**benchmarking!**), *inter alia* as people were sent on **study visits to France, Prussia (later Germany) and the USA**, with a view to the old feudal system being changed. Administrative reform was modelled on France (with its Prefectures), with the privileges of the Samurai class ended, a conscripted army called into being, and the taxation and education systems reformed (along Western lines).

Rail transport was developed in the economy, and **the country was industrialised**. Society was also Westernised (in terms of ideas and fashions). **However, after a few years, renewed emphasis was put on "Japanese values", albeit this time integrated with modernity**.

And, as with every change, this met with resistance – up to and including a rebellion by the Samurai that was ultimately suppressed.

In 1889, after several years of work, **a new constitution that was liberal (by the standards of the day)** was announced, as the so-called Meiji Constitution. It involved a bicameral parliament. The outcome of this change entailed victories (stunning from a Western point of view) against much more powerful adversaries in the shape of both China (in the years 1894–5) and Russia (in the years 1904–05)[4].

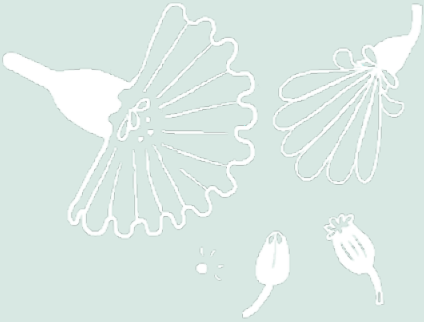
For more:

The clash between "old" and "new" is shown very well in the 2003 Last Samurai film starring Tom Cruise.

4 Developed by reference to C. Totman, *Historia Japonii*, Kraków 2010, pp. 366–458; M. Melanowicz, *Cywilizacja Japonii współczesnej*, Warsaw 2018, chapter on *Era Meiji*, pp. 57–124.

ATTENTION! GOOD PRACTICE

Change in a unit of public administration



KNOWLEDGE PILL

Aim of the practice	Effective ushering-in of change in an organisation
Origin?	Change management, leadership, communication
When to apply?	Where there is a prospective need for unavoidable change to be pursued, with an intended change planned for and the organisation developing in the process
Results foreseen	▪ Innovations introduced ▪ Effect given to new ideas ▪ Organisational change made successfully
Inputs not to be ignored	The building of a team responsible for change
Risks to watch out for	An unclear vision of change
Key actions	▪ Building a "coalition for change" ▪ Communication ▪ The celebration of *quick wins*
Key (not sole) measure of success	Increased readiness for change among employees

Degree of difficulty of the practice	Moderately difficult ●●○
Required financial outlays	**Remuneration of experts** for courses and workshops relating to the pursuit of change.
HR required for implementation	▪ **An experienced management team** acting in support of the leader, with the reverse relationship also needing to apply. Numbers of team members relate to the size of the organisation and type of change – but it is teams of up to 10 people that prove to cooperate most effectively. ▪ **Strong commitment to integration within the group** on the part of people from each unit who will take responsibility for coordination, implementation and pursuit within the organisation. ▪ **Trainers from outside the organisation**. ▪ **Experts to lead training courses** and workshops in change management.
Key organisational activity that will be required	**Cooperation between people from the project team and leaders**, managers and key employees.
Required technical resources	▪ **A conference room** in which training courses and workshops can be run in relation to the changes involved, also with a projector, screen and computer made available. ▪ **A Project Team office** pursuing the change on the basis of data on the current state of the organisation (e.g. statistics regarding indices of effectiveness, strategies, organisational structure). ▪ **A computer program** for file editing.
Time needed	**The time needed for the full introduction of the practice** throughout a unit of public administration is of between a year and a year and a half.
Knowledge and experience	**The knowledge and experience** of people associated with a project team, people experienced in the introduction of changes, and experts in change management.
Cooperation	A key issue as a practice is brought in is the kind pertaining between **the leader of the project team** and the organisation as a whole.

MESSAGE FOR THE HEAD OF THE ORGANISATION

Prepare well for change, because: “There is nothing more difficult to take in hand, more perilous to conduct, or more uncertain in its success, than to take the lead in the introduction of a new order of things”.

– NICCOLO MACHIAVELLI

Aim of the practice

The practice seeks to achieve the successful introduction, in a unit of public administration, of a change that will be beneficial for as broad a group of stakeholders as possible, will be durable (rather than transient or reversible), and real (rather than declarative or symbolic). The method by which change may be ushered in, in an organisation, allows for the more efficient and rapid achievement of various kinds of optimisation, be this small-scale on the one hand or even a significant organisational transformation or modification of ways of doing things. The effective introduction of the practice requires change in and of itself, which is to say a different attitude on the part of employees, stronger identification with change, and adaptation of activity in line with an organisation’s vision, mission and objectives.

Which actions does the practice encompass?

Irrespective of whether change is associated with a problematic culture or structure, or the adoption of new practices, the leading and directing of change is the most important (and destructive) task in any organisation. Today, in management, the most universal approach is considered to be the **8-stage model for change from Harvard’s Professor John P. Kotter.** This is the essence of the practice recommended here.

1 **Instil a conviction** as to the urgency of change	2 **Form a coalition** to lead the change	3 **Define mission and strategy**	4 **Communicate** a vision regarding the change
5 **Remove obstacles** to action	6 **Achieve** rapid successes	7 **DO NOT** slow down!	8 **Institutionalise** (embed) the change

The 8-stage model of change after John P. Kotter[1]

1. **Stage 1. The instilling of a sense of "urgency", with the essence of this being to generate in staff a readiness to:**

- accept change as something normal in both professional life and an organisation (with the essence of this being the acceptance of change, rather than resistance to change);
- use upcoming change (e.g. in an organisation's wider environment) as a chance to develop the organisation, as well as ensuring personal development;
- treat changes that appear as opportunities through which new skill, experience and contacts can be acquired, with individual potential also expanded.

2. **Stage 2. The building of a leading coalition** – the essence here is the identification of the stakeholders, units, and key leaders of opinion for whom change is beneficial, or with whom there is at least a chance of them being convinced into joint action. The point is to show that an active coalition will clearly enhance the possibility of change taking place.
3. **Stage 3. The shaping of a vision and development of initiatives** – at this stage all participants are presented with the change in the direction of a desired state that is now to be strived for. This is then a convincing and realistic visualisation of favourable and permanent change. It is also at this stage that an indication is given of the concrete undertakings (projects or actions) whose pursuit should indeed lead to the target change.
4. **Stage 4. Communication of the vision** – the objective has to be communicated with conviction, so as to be attractive, with a realistic balancing of benefits and costs of engaging in the change (albeit with the former outweighing the latter). One of the effective techniques here is narrative marketing.
5. **Stage 5. Strengthening of the team of people bringing in the change**, through a removal of barriers to their acting in the name of change (such as procedures), as well as the extending of support (inputting of resources), motivation and reward.
6. **Stage 6. The planning, establishment and celebration of the first rapid and noticeable successes**, so as to render change credible, to show progress, and extend the group of supporters, fans and advocates. This stage needs a degree of planning in terms of place and time, as first celebration in the right way can have a significant influence at the stage where forces opposed to change remain strong and are very much inclined to harp on about the difficulties characterising the transition period.
7. **Stage 7. The maintenance of commitment and energy** – is based on motivating people in the face of the effort in the direction of change that is being sustained, and

1 For example as presented in: J. P. Kotter and D. S. Cohen, *Sedno zmian*, Gliwice 2008.

the sheer difficulty of the transition period. Care needs to be extended to key teams, so that they may avoid demotivation, with long-term benefits of change made plain to them and pro-change attitudes rewarded, even as the mistakes that will naturally arise in the new situation are tolerated.

8. **Stage 8. The so-called institutionalisation of change** – above all a clear indication (at the right moment) that change is permanent and irreversible (e.g. in the form of new legal, organisational and staff-related solutions), but also symbolic. This may denote a final farewell being paid to old structure, practice and aspects of organisational culture.

Target (desired) outcome in the public organisation

- A plan devised for the pursuit of change.
- Successful ushering-in of change in the organisation.
- A greater number of changes introduced successfully.
- A greater sense of change-related "urgency" and "need" among employees of the public administration.
- A higher level of motivation and a feeling of effectiveness among employees, thanks to their being involved / playing their part in the change brought in.
- Greater efficiency and effectiveness of the organisation.

Indicators of the effectiveness of the practice

In measuring the level of approximation to the goals set for the given practice, or their achievement, it is possible to use the indicators listed below, which we can term indicators of the effectiveness of the practice.

- An indicator comparing **the number of changes brought in**, as regards all the plans for organisational change that have been devised.
- An indicator comparing the number of changes brought in successfully in the organisation **following the introduction of the practice, as opposed to prior**.
- An indicator (of the 1–10 type) showing the degree to which teams in the organisation manifest **a readiness/willingness to accept change**, as measured by before-and-after surveying/polling.

Risks and barriers

- Employees lack of readiness / willingness in regard to change, lack of involvement therein or engagement therewith, as well as **fear relating to risk**, **responsibility** and **change** as such.
- **Maintaining a high level of involvement** in the change, on the part of employees.
- **Communication** between the leader and the project team and organisation.

- Reconciling of **permanent or constant tasks** with those arising thanks to the pursuit of change.
- **The lack of a strong leader** responsible for the change, including for communication, the building of trust, and the convincing of the opponents of change.
- **An unclear vision of change**, when this is not in line with the mission and vision of the organisation and the behaviours of its leaders.

What next?
Self-questioning

Ask yourself the following questions:

- Do I have a "**change radar**", and does it spot the changes that are ongoing?
- Am I not missing out some key stage among the "8 steps", or perhaps not treating it seriously enough?
- Is **the strength behind the change greater than the strength or resistance or the power of inertia**? What can I do to inject extra strength?
- How not to go too far as we make those changes? Where is the **point of equilibrium** here?

Interesting examples, implementations and indications
An integrated approach to change

There are at least **4 main models** when it comes to implementing change and ushering it in.

But it is also possible to resort to **an integrated approach** that makes use of the models and the ways of changing the different approaches propose. This can be synthesised in the following way (with the following order of activity needing to be seen as important!):

Change needs to kick off with a **collective diagnosis** as to what it is in the organisation that motivates people – with this also taken to mean that a sense of dissatisfaction with the present situation is aroused in them.

Then, **those subject to change ought to participate** in planning how to modify the state of affairs that evokes dissatisfaction (as referred to in the previous point). In this way, motivation *vis-à-vis* the pursuit of change might be increased.

To read more widely, see:

B. Spector, Wprowadzanie zmiany w organizacji**,** Warszawa 2012, pp. 55–67

Frank Ostroff, Change Management in Government – Magazine (May 2006)

McDermott + Bull, White Paper: Overcoming Challenges to Implementing Change in Canada's Public Sector

Change should be accompanied by **a transformation of HR policy**, i.e. recruitment of new and essential people, promotion and change in managerial positions, adaptation of the appraisal system, and skills training.

Permanent change of organisational structure should rather occur as a result of the **adoption and fixing/embedding of anticipated change in behaviour**, because it is to serve in the grounding of the change, and will not be able to induce it over a longer a period if this takes place at the very outset.

Crucial to success here is the continued, authentic and universal engagement of members of the organisation. True change always goes beyond new rhetoric and a change of leader.

Commencement with change at a stage other than the ones indicated in order above runs the risk of implementation not in fact being achieved.

Public administration, please remember!

Summary

There are certain **flaws to be noted where there is only top-down introduction of change** by an organisation's management:

- A decision of this nature is **merely the onset** of change, not its actual introduction.
- This decision is **imposed,** which does not necessarily means the same as accepted.
- This is no outcome of joint diagnosis within the organisation, and may thus be based on **false or erroneous assumptions**.
- The basis is all the time on **typical, ready-made approaches**, with no tailoring to this or any other particular organisation.
- The means of implementation is basically the same throughout an institution, and is **not "nuanced"** in the face of particular cases.

Inspiring thoughts

Change before you have to – **Jack Welch**

Change is hard because people overestimate the value of what they have – and underestimate the value of what they may gain by giving that up – **James Belasco and Ralph Stayer**

SYNERGIA – in one sentence

Change can be brought in where 8 steps are taken. It is not really so many – after all, you did learn to walk, didn't you?

Speaking with power

KNOWLEDGE PILL

Aim of the practice	To enhance the capacity to introduce change by way of improved rhetorical skills
Origin?	Change management, communication
When to apply?	To motivate change in an organisation and empower leaders
Results foreseen	Achievement of change and its objectives
Inputs not to be ignored	Dissemination throughout the organisation
Risks to watch out for	Lack of reliability
Key actions	Turning speeches and presentations into instruments of change
Key (not sole) measure of success	A sense of having a greater capacity to achieve change among change leaders and managers

Degree of difficulty of the practice	Moderately difficult ●●○
Required financial outlays	**Not large**, but necessary when it comes to training and basic outfitting in equipment.
HR required for implementation	**Training courses** for managerial staff when it comes to making public appearances. Trainers (including individual) from outside the organisation will be needed to ensure the perfecting of skills acquired.
Key organisational activity that will be required	**Dissemination of the practice** throughout the organisation, in order for it to take in most units.
Required technical resources	▪ **A good sound system** that operates in support of good speaking, and a room with good acoustics. ▪ **Equipment to record and review** attempted speeches

MESSAGE FOR THE HEAD OF THE ORGANISATION

This is a universal skill that can help with the management of challenges, and be a key element to the development of a career.

Introduction

Public officials are not usually trained to speak in public with the kind of **strength and energy that is characteristic for leaders**.

Speaking "with power" is especially **important in the achievement of change in public institutions**, because these organisations usually require an informal influence in that direction. Use of the "verbal lever of power" is often much more effective than any wielding of formal(ised) power. This kind of speaking can also be referred to as **"uplifting", "powerful" or "dynamic"**; or else we can resort to other words such as speaking **with verve** and/or **vigour.** But this also means speaking in a decisive, confident, convincing and convinced manner.

William Arthur Ward:

The mediocre teacher tells. The good teacher explains. The superior teacher demonstrates. The great teacher inspires.

In turn, a lack of self-confidence in public speaking and a weak ability in this area denotes and ensures **non-achievement of organisational and personal goals**. The relevant practice here links up strongly **with goal-oriented management**. It is **universal**, and thus capable of being applied in units and organisations of all different types. Furthermore, it does not require **major financial outlays** on the scale of the organisation as a whole.

Aim of the practice

Learning how to speak in public in order to skilfully influence others in a positive way.

Which actions does the practice encompass?

Power (authority) and influence are key components that can facilitate matters in general and the achievement of objectives in particular. And this is especially the case where the goal takes the form of the achievement of significant social, political or organisational change. The presentation of such an aim in an "energetic" and convincing manner **brings strength to and confers credibility on** the objectives referred to. This makes it crucial to understand how to speak publicly with a view to **the capacity to exert influence on others being maximised**.

Body – voice – gaze – core instruments in speaking "with power"

Speaking with power is characterised by **the following key elements**:

- the demonstration of conviction;
- the signalling of **competence, control and belief** (that success will be achieved).

The 5 principles as regards the voice are that the speaker should speak:

1. frequently;
2. loudly, but with a deep timbre;
3. fast, but not too fast;
4. indirectly;
5. with eye contact maintained, given the importance of trust and confidence.

- **The face of the speaker** – mimicry – manifests strength. It should display a smile more than a lined forehead, pride as opposed to shame, and anger more than sadness.
- **The body – the speaker should** adopt an expansive, straighened-up pose, should not put the hands in front of the thorax, and should not do other things that signal defensiveness.

Those who exercise power make eye contact more when speaking, and less as they listen.

Target (desired) outcome in the public organisation:

- Increasing the level of conviction and self-assurance manifested by the public speaker.
- Increasing the capacity of leaders to pursue change and achieve objectives.
- The organisation's achievement of its goals.
- A better public image for the organisation.

Indicators of the effectiveness of the practice

To measure approximation to the goals set for the practice, and their achievement, it is possible to apply indicators as follows which we can term indicators of effectiveness.

- **The numbers of presentations and public appearances** used in the organisation in the course of its change management (an outcome).
- An increase (measurable) in leaders and speakers, when it comes to the degree to which they feel they have **"agency"** during a speech or presentation, as well as experiencing **satisfaction** (a result).
- An increase (measurable) in those listening within the organisation, when it comes to their **level of motivation to act**, and **identification** with the organisation and leaders as a result of the practice being introduced **(a result)**.
- **An indicator involving improvement in assessments of social communication (i.e. internal communication within the organisation)** on the part of employees, including in situations of change.
- An indicator of the increased sense of agency among the organisation's managers (an influence).

Risks and barriers

- Dissonance between other elements of change management and the speeches – as **a matter of credibility of action.**
- Pathological leadership, whereby communication is used to manipulate rather than motivate.
- Lack of time among leaders when it comes to their receiving training, practice not regular enough.

What next?

Self-questioning

Ask yourself the following questions:

- Which **words, images, tales or symbols** do "with-power" speeches avail themselves of?
- Which people is it that will speaking **"dynamically"** about change? Will it be those who are credible, and convinced, and respected?
- **In tough situations** during the time of change, what are we going to be saying, and how?
- What can modern **solutions of a technical or technological nature** do to help, and what can they make worse?

Interesting examples, implementations and indications

- President Ronald Reagan – "The Great Communicator"
- Wysoki Sejmie! – i.e. the list of the 7 most important speeches made in the Sejm of the Second Republic of Poland
- Stowarzyszenie Profesjonalnych Mówców (the Association of Professional Speakers)

The leader of the PPS Party – Ignacy Daszyński – regarded as one of the best speakers in inter-War Poland's Second Republic, as speaking in the chamber of the Sejm.

Public administration, please remember!

Summary

Inspiring thoughts

All the great speakers were bad speakers at first **– Ralph Waldo Emerson**

If you can't explain it simply, you don't understand it well enough – **Albert Einstein**

It usually takes me more than three weeks to prepare a good impromptu speech– **Mark Twain**

Think like a wise man but communicate in the language of the people – **William Butler Yeats**

SYNERGIA – in one sentence

Just do it, make a start – as everybody can be a good speaker!

ATTENTION! GOOD PRACTICE

Building a cooperation network and transforming an organisation's closed networks into open ones

KNOWLEDGE PILL

Aim of the practice	▪ Better cooperation within the organisation ▪ An attack on silo mentality ▪ The overcoming of limitations imposed by formal organisational structures
Origin?	Stakeholder management, communication, change management
When to apply?	▪ Blockages and stagnation in an organisation ▪ Need for change ▪ Introduction of innovation, stimulated cooperation in opposition to the silo mentality present in administration
Results foreseen	Organisational units within an institution that cooperate nicely with one another
Inputs not to be ignored	▪ Opportunities to gain acquaintanceship with people in an organisation in different situations ▪ Care over advocates of a given practice
Risks to watch out for	Resistance on the part of formalised organisational structures
Key actions	Identification of "gaps" and other shortfalls in communication with the organisation, the building of relations where communication is lacking
Key (not sole) measure of success	Reduced "anonymity" of those in the organisation

Degree of difficulty of the practice	Moderately difficult ●●○
Required financial outlays	**Covered costs of** training courses, workshops, meetings and integration trips.
HR required for implementation	▪ **Employees individually developing their networks.** ▪ **A team pursuing the analysis of the structure** of the organisation from a social point of view, which serves to identify "holes" and "gaps", including groups that fail to communicate with each other, or fail to do that adequately. ▪ **A Project Team (cooperating with the HR Section)** that stimulates establishment of relationships in order to bring together groups not communicating with each other (at all or adequately), along with a better flow of information and knowledge between these groups.
Key organisational activity that will be required	**Dissemination of the practice** throughout the organisation, in order that it takes in most of the organisational units.
Required technical resources	▪ **A conference room** serving the running of workshops, training courses and meetings in the organisation, with access to a projector, screen, computer and sound system. ▪ **Licences for social media** (such as *LinkedIn*), helping to maintain and remodel networks.
Time needed	Introduction should not take more than a year. Increased productivity in the organisation due to the networking should be visible after some **9–12 months**.
Knowledge and experience	As regards the development and maintenance of networks – supplied by people with particular experience in networking, i.e. **leaders** and so-called **"stars"**, with exceptionally well-developed networks of contacts; people liked by most, and/or those who make contacts and friendships easily.

Cooperation

The practice is especially focused around **cooperation within an organisation**. It is important that there be mutual integration of teams within a public institution. Those organising meetings of a variety of different profiles will need to ensure that the employees in different groups have possibilities for both competition and cooperation with one another.

MESSAGE FOR THE HEAD OF THE ORGANISATION

Find your place in the network (not merely social!)

Introduction

Network management has appeared **in response to genuine change** in society (due to globalisation, the multiplicity of values, competition and the significance of information). These factors and more all ensure that hierarchical activity in an organisation encounters barriers to its effectiveness. While there was no negation of the idea that an organisation is worth having, to achieve directed activity, people began to notice the **advantages of less-formalised, fluid forms of organisation of that activity**. Among these are the networks spreading as forms by which people from different organisations, levels or sectors can engage in joint action. Some even refer to **the society of today as "networked"**, even as the 20th-century description was more likely to refer to being "organised". Networks are self-organising linkages between people, institutions and resources; so that means greater **flexibility and manoeuverability** than was or would have been the case with the classical organisation.

There is a greater degree to which networks as opposed to hierarchical organisations support intense discussion, and the exchange of ideas and convictions between equal partners, hence **the innovation** they can offer. Organisations characterised by a high degree of formalisation (which institutions in administration really might be) will need to seek to **ease the problems present in formal structures, notably though not solely the "silo mentality"**, with the work of the bureaucracy needing to be accelerated, and use made of network-type methods of working, in order to achieve joint action with, say, partners in society (stakeholders) and international institutions.

While networking is not a panacea for all ills in management, and while networks **have their flaws** (like a tendency to close in on themselves, with some kind of oligarchy nevertheless taking shape among the strongest participants), they undoubtedly have a series of features worthy of synthetic presentation and discussion.

The aforesaid closed networks are so because of a tendency to exclude "dissidents", who undermine obvious truths and relationships of authority in the network, or are not willing to accept the possibility of it being extended. This phenomenon basically means that a network initially differing markedly from bureaucratised structures of a formal nature comes to take on many of their features, even as it lacks the formalised responses (e.g. in law) that typify organisations. This can be particularly undesirable when it is public organisations we are talking about, as the effect can be **the emergence of cliques** or even **"dirty communities"** that are harmful to the public interest. **The transformation of a network into an open one helps combat the flaws of the network-based approach.**

Some public institutions are inclined to become **bureaucratised and procedure-oriented**. Such features ensure the presence of inertia, as well as ineffective models of communication and a lack of innovation. A network-based approach represents an attempt to change this. Instead of bringing in change to the network directly and as such, the method is founded on the setting-up of a **more dynamic culture of cooperation** between people. Research shows that this can apply **at every institution and every unit**. It may also be pursued **at all levels of the hierarchy** in an organisation. The foundation here is an active approach on the part of employees, meaning that effectiveness is seen where there is a desire to become involved, effective motivating activity, and communication.

Aim of the practice

This practice is universal and suitable for application in various different units and organisations. On the scale of the organisation **it does not require major financial outlays**.

To increase an organisation's efficiency through the use of networking to overcome the limitations of formal organisational structures.

Which actions does the practice encompass?

A description of the practice to be introduced:

A conversion or makeover of closed networks into open ones requires work at the level of the individual, as well as support on the part of the organisation. The activity leading to the open networks comprises **two stages**:

1. An essential process of **identifying "holes" and "gaps"** in the social structure, e.g. of groups that fail to communicate (adequately) with each other. A classic example of this involves the "silo mentality" that takes shape around formal functions.

2. An **establishment of relations that link these groups and provide for flows between them** – of information, knowledge, feedback, resources and even people (exchanges, dual memberships, etc.). This can for example be done through:

   - linking of members of a group into a team responsible for **a joint project**;
   - joint training in communications for groups that maintain no contacts with each other during working hours.

   Further down the line, it is possible to introduce a series of **other contacts** that help with **strengthening the ties between groups:**

1. **Trips made for the purposes of integration** – groups not cooperating with one another from day to day will have a chance to work together, and become acquainted. However, to achieve these goals it will be necessary to plan activities for group members in a rather painstaking way. Best of all are games, group tasks and also "play" – albeit with the right (limited) degree of rivalry present.

2. **Weekly briefings** – meetings at which employees present the projects they are working on at the given time, informing of progress as well as obstacles; difficulties and what has already been ticked off. Meetings should be organised in such a way that most employees can attend ... as this gives employees a feeling that **shared objectives are being pursued**.

3. **Networking tasks of those who are "connectors"** – in general these are managers or other bosses who know most of the team members. These should be very much involved in **integrating the group**, so as to reinforced the ties among them and facilitate cooperation. The point here is that **networking should not concern them alone, but also the teams subordinated to them**.

Target (desired) outcomes in the public organisation:

- An analysis of the social structure carried out for the unit of public administration (with a "map" of social relationships).
- The devising and pursuit of values that will lead the employees of the unit of public administration, such as an orientation towards cooperation, the exchange of information and resources, the dividing up of resources, the reining-in of rivalries, and so on.
- An increase in the number of new projects and innovations announced by employees, most of all in a manner that cuts across the formal structures.
- Efficient and more rapid dissemination of best practice in the organisation, which will demonstrate greater productivity.
- A greater degree of integration between formal structures in the organisation, thanks to horizontal contacts of an informal nature.
- An opening-up of the hitherto "closed" networks – to other networks and contacts, with the silo mentality of the administration weakened in consequence.
- A further-developed informal network of employees, also in the role of support network.

Indicators of the effectiveness of the practice

In order to measure the degree of approximation to the assumed goals of the given practice, as well as their achievement, use can be made of the following indicators that can be termed indicators of the effectiveness of the practice. It is indicated for there to be comparison of values prior to the introduction of the practice and then subsequently (before-and-after):

- **An index of the intensification of contacts taken up** by each person in the organisation beyond the parent organisational unit,
- (e.g. per month or per quarter) – development of contacts, numbers of known people, etc.
- **An indicator of increased participation in projects and activities** that takes in the share of people from beyond the parent organisational unit.
- **An indicator of familiarity with the work** of those outside the parent organisational unit**, with the role in the organisation appreciated**.
- **A ratio of the number of active networks within the organisation to the number of formal units thereof** – both prior to the introduction of the practice and afterwards.
- An indicator showing **a comparison between the numbers of new projects**, good practices and innovation announced by employees.

- An indicator showing the percentage **rise or fall in productivity in the public organisation** following introduction of the practice (i.e. as compared with productivity prior to introduction).
- **Resistance on the part of employees and the "old networks"** where the expanding network is concerned.

Risks and barriers

- **Resistance** on the part of **the leaders of formal structures**, as regards the less-formalised way of working in the organisation.
- Fixed and furthered divisions and conflicts between different organisations/units.
- Initial difficulties with cooperating – "breaking the ice".
- Access to **the funding** needed for the network to develop and then be maintained, as well as the introduction of new people into this (costs of meetings, excursions, etc.).
- **Time** for the steady, ongoing development of open networks.
- **Incapability or unwillingness** to share information with other teams.

? What next?

Self-questioning

- Do my networks and organisational cells tend to be open or closed? How can I change that?
- **How to encourage people where openness is concerned** – what benefits can be pointed to, in order for resistance and fear to be overcome?
- How to manage an organisation in which it will be necessary to strike a balance between **responsibility and the order assured by formal structures and the creativity of less-formal(ised) teams**?
- **Is it possible to counteract the tendency for networks to close up once again** (rotation of membership, monitoring for openness?)

★ Interesting examples, implementations and indications

Networks operate in line with the following principles:

- There is intensive exchange of information, leading to its "harmonisation", discussion with a view to agreement, and an evening-out of levels between participants. New linkages and new nodes take shape within a network.
- A particular key role in the functioning of networks is played by the aforesaid nodes, via which knowledge/idea flow takes

place, coordination is exercised, and energy to act exchanged between participants.

- Proactive stances and behaviour are anticipated within networks, along with responsibility and mutual support, as well as less of the old-style control and supervision. Task teams are of special importance, as are project-related activity and process-related approaches.
- Networks operate by virtue of exchanges of inputs among participants, of which each has something worthwhile to contribute, even as he or she gains in return something he/she would have been unable to generate alone, without the assistance referred to. Within networks, common interests are sought in an aware manner whereby participation is to denote benefits accruing to all.
- Partnership is the essence of the network, meaning more or less by definition that leadership is of a collective nature, and rotates. Each participant has a right (at the same level as the leaders) to put forward his/her own ideas. Orders are found to be of limited efficacy as compared with agreements of various kinds. The role of the leader is thus to activate rather than to give orders. Leaders within a network cooperate, rather than competing, extending mutual support to each other, and learning from one another.
- In networks, the place of orders is taken by the authority and influence that knowledge and activeness are able to convey. However, this cannot mean the few in this situation being able to dominate the weaker participants. Care needs to be taken of the latter, so that they can make their contribution and achieve their goals.
- Passion, engagement, activeness, openness to change, trust, support for cooperation, and loyalty are all key features of members of a network – displayed one to another; with success rewarded and fine-tuning practised in regard to participants.
- the aim is a capacity to cope with new, unexpected challenges, achieved through a mobilisation of resources, and activation of skill essential at the given time. It is with these objectives in mind that networks experiment, seek out innovation, and take on a greater appetite for risk.
- A manifestation of a network's efficiency is its so-called cohesion, i.e. intense relationship between elements and the maximum level of activity of all participants, as well as a lack of interference in communications between them.

Elaborated using:

Sieci międzyorganizacyjne. Współczesne wyzwanie dla teorii i praktyki zarządzania, eds. J. Niemczyk, E. Stańczyk-Hugiet and B. Jasiński, Warsaw 2012, and in particular pp. 207–248.

N. J. D. Lecy, I. A. Mergel and H. P. Schmitz, Networks in Public Administration: Current Scholarship in Review, *Public Management Review* 2014, no. 16.

A. Lipka, *Współdziałanie. Zmierzch rywalizacji pracowników. Pro – i antyrywalizacyjne narzędzia personalne*, Warsaw 2004.

- Networks are most often communities of practitioners, i.e. "bridges between the silos" or pillars to inter-organisational bridges, or coalitions of interests and those interested.

Public administration, please remember!

Summary

- Strive to be a node in the network, or work closely with it.
- Start with a group comprising 20% of all staff – the ones who are interested and motivated to participate in the project, and have some kind of standing in the organisation.
- Seek out the motivators (including, but not limited to those of a financial nature) that will help sustain active participation in the project.
- Reward helpful attitudes, offer encouragement to the not-yet-convinced.

Inspiring thoughts

Everyone should build their network before they need it – **Dave Delaney**

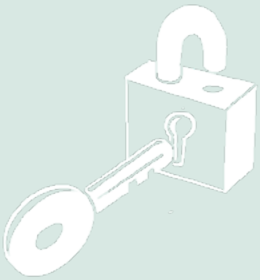
The currency of real networking is not greed, but generosity – **Keith Ferrazzi**

The richest people in the world look for and build networks; everyone else looks for work – **Robert Kiyosaki**

SYNERGIA – in one sentence

The size of your network doesn't matter; what counts is the quality of your network – **anonymous**

Open networks of contacts



KNOWLEDGE PILL

Aim of the practice	Seeks to develop open networks of contacts among employees of units of public administration, in this way promoting efficiency, and overcoming the limitations that formal structures always bring
Origin?	Stakeholder management, communication, change management
When to apply?	As innovation is brought in, where the need is to promote cooperation that cuts across the silos in administration, where and when allies are sought, or people need to pursue their own development, or barriers and nests of hostility need to be broken down
Results foreseen	Action in support of an organisation's objectives by way of contacts among and with employees
Inputs not to be ignored	Resources of knowledge and skill to develop networks and make contacts between and among employees at an institution
Risks to watch out for	▪ resistance on the part of formal organisational structures ▪ ethical and legal risks
Key actions	Identify areas in which to pursue and develop cooperation
Key (not sole) measure of success	An increase in the number of people in the organisation that have a network presence

Level of difficulty of the practice	Moderately difficult ●●○
Required financial outlays	**Covering the costs of training**, workshops and meetings, participation at professional conferences and in debates.
HR required for implementation	▪ **Employees engaged individually** in developing their networks. ▪ **Possible people studying the real** (shared) interests of employees and the types of stimuli exerting a positive influence on them … with a view to new contacts being taken on in the interests of the network developing further.
Key organisational activity that will be required	▪ **Dissemination of the practice throughout the organisation**, in order for it to take in a majority of the organisational units.
Required technical resources	▪ **A program to edit files made available to the project team** studying the common interests of employees and the types of reward able to influence them positively. ▪ **A conference hall** in which workshops, training sessions, and meetings with networks and partners can be held, with access to a projector, screen and sound system, all making it possible for several teams to expedite their work.
Time needed	An organisation's introduction of the "open networks of contact" practice should not take more than **6 months**.
Knowledge and experience	In regard to the development and upkeep of networks, this will be instilled by people who are **especially active networkers**, included leaders and so-called "stars" with exceptionally well-developed networks of contacts, who are liked by most of their colleagues and find it rather easy to initiate contacts and embark upon new friendships
Cooperation	Cooperation skill is key to this practice and this applies to **employees, and leaders and partners of the organisation**.

Do not fear the presence of employees in networks. Thanks to this you are also present in those networks.

Introduction

The significance of networks has already been written on at some length with the previous practice.

Here, in the *Intro* to **a further practice associated with change and social networks**, it is nevertheless worth putting stress on a couple of further aspects.

Firstly, recall that a network **can exist both within an organisation** (in fact cutting across organisational cells as constituted formally) and between organisations that are separate from one another from the formal point of view – being for example founded upon a shared profession (e.g. "legislator"), work topic (e.g. local government as it touches upon the policies of different Ministries), or the pursuit of common goals (as when interdepartmental strategies are being pursued).

Moreover, an excessively frequent creating of networks of contacts is associated with a person serving their own interests. Equally, the founding of contact networks can be directed at building healthy personal and organisational connections that enhance the capacity to achieve objectives. Research shows that **managers devote too little time to the proactive establishment of contacts.**

Proactive making of contacts is an aware, planned and goal-oriented matter that also involves representatives of other organisations. This is also a conscious **policy in the face of attempts made by others to make contact with our organisation** and with us, by partners and stakeholders on the outside. This good practice also has as its aim **conscious time management** devoted to the setting-up of a network of contacts.

In a world where close cooperation with others is essential if we are to solve problems, access the knowledge other organisations possess, gain understanding as regards the activity of units of public administration and mobilise support in tough situations, **the management of networks of external contacts begins to look as important as a high level of management in such areas as HR and finance.**

This is a **new area of management gaining in significance** for 10–20 years now, and it needs to be taken seriously, given the decisive role played in the achievement of success.

In the **book *Networking. Jak tworzyć i utrzymać własną sieć korzystnych kontaktów zawodowych*, F. Walicht** lists several key factors of significance as effective networks of professional contacts are built.

What matters as we create a network of contacts?

- It is always said that, through 6–7 indirect contacts, everyone in the world is connected with everyone else in the world – including the key leaders; while professional success can be regarded as 60% dependent on good contacts.
- To draw benefit from any remodelling of a network of contacts, it is necessary to set clear goals as regards what is to be gained or achieved by any expansion or change in a network.
- Networks can be natural (as where there is "automatic" membership of a family or local community or circle), or open; but also exclusive, formal and informal – meaning that decisions as regards access and level of activity ought to be made dependent on what we seek to achieve.
- Let us not forget about or neglect the contacts we made in the past (at school, old jobs, previous places of residence, on holiday) – as renewing of old contacts can be as valuable as making (trying to make) new ones, and in fact the number of people we have met in our lives is huge.
- Contacts set up will need to achieve continuity and regularity, meaning that they need nurturing.
- Contacts need to keep a balance between taking and giving.
- There are networks founded upon results and outcomes – which generate added value for their participant; and others founded upon power – in which loyalty is the distinguishing feature.
- The network is founded upon communication, while underpinning that there is acceptance of people, trust in others, and positive emotions in general.
- It is good to make use of a number of networks, but also important not to exaggerate, or spread oneself too thinly. That means determining the "necessary" number that meets our needs or objectives.

Elaborated by reference to:

F. Walicht, *Networking. Jak tworzyć i utrzymać własną sieć korzystnych kontaktów zawodowych*, Warsaw 2008, pp. 8–113.

- Network-building is a time-consuming business, and even then the ultimate outcome may not be clear at the outset. Indeed, it might be that a network never seems to come in handy … until the crisis hits.
- Tools by which to build networks include business cards, online fora, and specialised Internet platforms and databases.
- There could be a lot of us in "relationship mining", hence the existence of special apps to help do that.
- Ethics may not be forgotten about – the building of a network through manipulation, and with a view to furthering manipulation or achieving illegal or immoral goals is of course a bad thing, but not always so easy to discern. And in administration, cronyism / nepotism / favouritism have to be guarded against.

Aim of the practice

The aim of this practice is to raise organisational efficiency through the use of networking in the gaining of knowledge, partners and opportunities in an institution's environment.

This practice focuses on the development of a network of contacts, since it is targeted at employees in an organisation already possessing a certain basic knowledge in this sphere. Experience linked to the development of such networks will be shared with employees, and in particular leaders, specialists in communication and cooperation, and those who have the greatest experience in general with networking and what it means to participate in networks.

The development of a network of contacts requires the involvement, and in fact the commitment, or the entire staff. In turn, the extension of such networks to other public or private organisations affords an organisation greater possibilities to bring in new good practices, to draw benefit from experience and to access knowledge.

Which actions does the practice encompass?

To bring this practice into effect successfully, account needs to be taken of **two key elements**.

1. Firstly, while implementation of the practice is going to depend on particular units and a particular manager, the general framework will be put in place through activity as follows:

   - the development and devising of a **week-by-week procedure for making contacts** with new individuals and partners, and / or the (re)activation of past contacts;
   - the development of **activity on the part of teams in the organisation**, in order to favour the founding of new networked ties between an organisation's stakeholders and groups in its

surroundings – in the circumstances of the contacts up to that time not having been very strong or intensive. This denotes the identification of “disconnected” groups, but **ones that can nevertheless be of positive significance to effective operations in the organisation**;

- the planning of quarterly **integration events, workshops, and debates** that favour a lowering or removal of any barriers to communication there may be.

2. Secondly, and in order for the framework to actually mean something in practice, **the procedure for putting networks of contacts in place** will need to encompass:

   - **The stimulus for the founding of contacts** – could be the need to report on such contacts, the principle of reciprocity, an indication of the number of new contacts to be gained, or an obligation to develop contacts with main partners.
   - **Action – concrete steps** leading to the forging, maintenance or development of contacts. This could be an analysis of potential contacts or areas of shared interest, the determining of effective ways of making contact, or the adoption, renewal or maintenance of contacts in a defined form.
   - **Reward** – might take the form of a bonus for a contact acquired; some expression of recognition, or a ranking of contacts made; **the distinguishing of good practices** associated with the building of a contact network; some other rewards or awards where successful effect is given to a project requiring joint action within a network.

   Procedures built in this way (by way of stimulus, activity and reward) give rise to the mobilisation of relatively **“automatic” action (habit)**, taken up and pursued, and bringing results.

3. Thirdly, the practice should take in activity as follows:

   - the building of relationships founded in **real common interest**; as people are more ready to forge contacts when they have a common interest and/or features;
   - an understanding acquired as to **what is truly important to other people, organisations or stakeholders** – an understanding of others resembles trust in being the “currency” of successful contact-building. Not everyone is motivated by money; so a proper reward for some might be knowledge or support;

- shaping of the building of a network of contact s as an **act of discovery and learning,** not just an activity focused solely on self-interest – research shows that effective establishment of contacts brings together elements of **both give and take**.

Target (desired) outcome in a public organisation:

- The development of individual networks of contacts, both quantitative and qualitative.
- A built network of contacts that is trusted, resilient and developing.
- An increase in the numbers of people ready to react to, assist with and support the goals of the organisation, when that is most needed.
- Access to the knowledge possessed by other teams and organisations.
- A smaller amount of time devoted to problem-solving thanks to the accessing of network resources.
- The elimination of redundant processes and tasks in an organisation – thanks to the development of the network of contacts, employees know what tasks other teams have engaged with.
- A increase in the numbers of new projects and innovations put forward by employees, including in particular across the formal organisational structure that are in place.
- Effective and more rapid dissemination of best practice with the organisation's surrounding environment, with productivity enhanced as a result.
- A higher degree of integration between formal structure in an organisation thanks to the level of informal contacts.

Indicators of the effectiveness of the practice

To measure the approximation to objectives assumed for the given pratice, and the degree to which they are being achieved, it is possible to apply indicators as follows, which may be thought of as indicators of the effectiveness of the practice.

- A (percentage) index comparing **numbers of people in the contact networks** before and after the practice was brought in.
- An indicator reflecting the number of **situations in which the given unit of public administration has used the network of contacts** to resolve problems, along with an indication of how much time was devoted to contact.
- Data from internal polling, which can be done "before and after", so as to assess the influence on team members. Questionnaires may be individual or sociometric[1] and can measure **the degree**

1 (Polish) Wikipedia sees sociometry as a research method in sociology and social psychology entailing the study of power structure and communication between individuals in a population. What are researched first and foremost of the communication relationships operating within a group, or else relations involving power and cooperation. A matter of a similar nature, but even better developed methodologically is social network analysis.

to which an organisation has increased its capacity for the exchange of knowledge.

- A comparative index depicting the **time devoted to problem-solving**:
- in cooperation with those within the network of contacts;
- in circumstances of a lack of possibilities to identify with the current network of contacts appropriate people to work together with in resolving a given problem.

Risks and barriers

- **Lack of time** to maintain the network of contacts and discharge the basic duties at work.
- **Erosion or disappearance of the motivation** to develop the network of contacts.
- Access to **financial means** necessary to maintain and develop networks.
- **Confinement of the network of contacts to one's own unit** of public administration or other public structures.
- **The building of networks left in unsuitable hands** – of people not wanting to do perform this task, lacking what is required to pursue it properly, or lacking the training that might help them.
- "Staff resistance" – a **closure** within a given team or network that is already in place.
- Excessive **elitism (network exclusivity)**, with the network then used by organisational partners to engage in unauthorised (concealed) lobbying falling outside formal(ised) procedures.

? What next?

Self-questioning

- **How to use different occasions** that come along to further the significance of "networking"? Conferences? Key dates and events in the organisation? Employing new people and saying farewell to those who leave? The coming of a new year or new budget?
- How can networks draw benefit from **formal happenings and informal situations**?
- Does the way in which **physical space is organised** favour contacts? How might things be improved?
- **Which people will be ambassadors** for the development of the network within the organisation? How to help them?
- **How to link networks** into larger and stronger ones?
- **How to take care to ensure that network quantity does not come at the expense of quality?**
- **Will networking become as important as HR or finance**? Is it part of a strategy in the organisation and does it act in support of that strategy?

Interesting examples, implementations and indications

Recommendations arising out of research into a mature inter-organisational network

- The generating of a climate for cooperation favours the formulation of innovative development-related objectives, as well as executive action agreed on the basis of those objectives, and an initiative role in this regard from stronger partners in the network.
- It is effective to seek out augmentative/complementary knowledge resources, as well as joint market (development-related) opportunities to become involved in joint actions.
- The social pillars of trust – such as intensive contacts – are of significance.
- There is a need to stimulate knowledge exchange and the development of knowledge bases relating to possible joint actions of an innovative nature.
- It is wise to set up a platform for knowledge exchange in order to integrate activity, as well as an actual centre for the integration and coordination of activity.
- The management of an inter-organisational network may require centralised integration and coordination of activity.
- It may prove necessary to determine what the areas of ring-fenced knowledge might be, along with those who development within a network is possible or reasonable.
- Nevertheless, openness to new networks and new partners is what really counts.

Ivan Misner's "10 Commandments" regarding networking in business

- Ivan Misner advises firms and has written books on networking, including bestsellers like *Truth or Delusion? Busting Networking's Biggest Myths*, and *The 29% Solution: 52 Weekly Networking Success Strategies*.
- In 1985, he founded **BNI** (*Business Network International*), an organisation offering business recommendations founded around activity in networking.
- As of 2104, BNI had 170,000 members in 7094 groups – and was thus the largest organisation of its type in the world.[2]

For further reading:

10 Commandments regarding networking in business

2 *Wikipedia* data.

Public administration, please remember!

Summary

Networks gain in significance and you gain too, if you are skilful in opening yourself up to them.

Inspiring thoughts

Networking is not about just connecting people. It's about connecting people with people, people with ideas, and people with opportunities – **Michele Jennae**

It's great to spend time at a networking event with someone you know and like. But that's not what you're there for. Your goal is to expand your network by meeting new people – **Beth Ramsay**

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AREA

People: team leadership and motivation

From this Section you will learn about the practices that concern people, irrespective of the post held or function served in the organisation. People are a specific "resource". They can gain or lose motivation, they have rights (human and employment-related), they are capable of truly great things, but could also inflict suffering (e.g. as leaders).

People do not constitute an organisation's property (as would be the case of equipment and buildings), though they can be said to belong to it in some sense. There are of course other organisations for which the same people might **depart**, as well as fora at which or via which they are in a position **to tell all** about what (good and bad) things they encountered in an organisation – in your organisation too.

People in a group can or should be a team, in which the sum of the parts cannot fully account for what we see. For their part, leaders... come and go, like everything else in our transitory world and life.

Introduction

The Oxford Dictionary of Management would wish us to know that **people management is an activity seeking certain goals with regard to the way that individuals behave and the outcomes that they can offer or ensure, in the name of the organisation being more effective** than it otherwise would be. HRM encourages individual to set personal goals, and even to declare what rewards will make it easier (or even possible) for them to shape what they think and do in line with the organisation they work for[1].

Specifics of the area[2]

So it is that the people in the organisation – individuals, teams (permanent or task-related), managers and leaders – represent its **most important resource**.

The area of HRM is then an extensive one, which bases itself rather strongly on psychology, social psychology and sociology, even as there are strong links with the economy and economics.

In essence, the issues in HRM boil down to the organisation's employees, its managers of middle-level and its leaders, along with the collective forms by which people achieve their labour – basically teams of various kinds that may be organisational units, task groups, networks of experts and also virtual teams. HRM encompasses in a visible manner the classical operations of management in planning (personnel office), organising (the work of people), and the taking of decisions (as regards personnel and pay, for example), as well as supervision and the addressing of results and outcomes.

There is no doubt as to the **key element** of staff management which is **motivation** as the instrument that helps people with (helping with) the pursuit and achievement of the organisation's goals. The

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1 *Oxford Dictionary of Business and Management*, Oxford University Press 2016, p. 298.

2 For more on this, see: J. Moczydłowska, *Zarządzanie zasobami ludzkimi w organizacji. Podręcznik akademicki*, Warsaw 2010.

establishment and **management of teams** is in turn key, given **the ongoing specialisation** of all kinds of work, whose ultimate outcome (say an innovative product or comprehensive government programme) reflects the input of many specialists, sub-contractors and support services.

Leadership[3] has represented an issue of **interest and fascination for centuries**, even leading to the – challenged – theory that history is actually the biography of great human beings.

But of course it is also a core issue of the political sciences, sociology, psychology, military science (leadership), and even psychiatry, neurobiology and theology (religious leadership). Philosophy, literature (fictional and biographical and academic), theatre and film also devote an inordinate amount of time, space and effort to our leaders past, present and even future.

No surprise, then, that management also takes advantage of this inspiration, while also seeking to tip off **leaders of organisations (in the economy, society, politics, education, the military, sport** and so on) how to be most effective in the deployment of **leadership techniques** – for businesses, organisational units and whole states, when it comes to **the achievement of complex objectives** that demand the coordination of teams of people.

At the same (present) time, there is **no universal key to leadership** (set of universal features or qualifications), and leadership itself is rather a matter of **the given situation**. Contemporary, popular, culture on the one hand wants to admire leaders, while at the same time seeking to topple them from their pedestals over their lack of competence, **narcissism**, **Machiavellian features** or two-faced nature; and at the very least there is a great desire to cast their "genius" in doubt at the first opportunity. Recent times have thus brought something of a "**crisis in leadership**" – as there just seems to have been too much abuse of power and position, too many scandals, be that in politics, corporations, sport, or even churches. This means that reflections on leadership now have a far-greater amount of **ethical consideration** (relating to responsibility and accountability and empathy), while quite a bit of thought has also been given to gender (male – or female-type management, and the whole issue of female leadership).

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3 Core questions regarding leadership are for example covered in: W. Bennis: *Droga lidera. Klasyczna nauka przywodztwa*, Warsaw 2008.

Additional inspirations

Leadership should invoke the principles of ethics, rather than efficiency.

Inspiring thoughts

You have power over your mind - not outside events – **Marcus Aurelius**

Be the change you wish to see in the world – **Mahatma Gandhi**

You must demand of yourselves, even if others would not demand of you! – **John Paul II**

For to be free is not merely to cast off one's chains, but to live in a way that respects and enhances the freedom of others – **Nelson Mandela**

It is not rare for leadership to take on pathological dimensions. Psychologists identify the so-called **Dark Triad of personality types and traits**[4] that may be present in organisations, with a severe ethical risk then posed for employees, partners, and citizens. The Triad comprises:

- **narcissism** – characterised by a person's overriding sense of their own importance, and excessive conviction as to place of self and work in the great scheme of things;
- **psychopathy** – denoting arrogance, a failure to register either one's own emotions or those of others, and a lack of sensitivity (albeit behind a mask that may be appealing superficially).
- **Machiavellianism** – whereby people are treated as objects, and made subject to manipulations to meet the manipulator's own needs.

HRM practice

Contemporary people management has moved quite a long way away from the classical theories (Taylor, Fayola, Gantt and Simon), above all becoming more humanist, even as behavioural psychology remains a core aspect. HRM has developed its own **methodologies and concepts**, like the hierarchy of needs, reinforcement theory, the psychological contract, the valuation of posts, methods used in recruiting people and then "letting them go", competence management, outsourcing, and remuneration and reward systems. Widespread use is also made of **HR benchmarking**[5].

4 For a broader treatment of this Triad, go to: E. Sanecka, *Ciemna triada osobowości w środowisku pracy*, Uniwersytet Śląski, Katowice 2020.

5 These matters gain exhaustive discussion in, for example: *Zarządzanie kapitałem ludzkim. Procesy – narzędzia – aplikacje*, ed. M. Juchnowicz, Warsaw 2014.

Ever-greater use is also being made of measurement **of the outcomes of personnel-related processes** – even in financial terms and dimensions.

Separate issues are **negative features in organisations**, such as mobbing, bullying, discrimination and conflicts at work, as well as potentially more favourable issues such as negotiation with team representatives and worker participation.

The role and specifics of the area within public administration

HRM in the public sector concern people (as well it might) – and notably their motivations, aspirations, needs and flaws. This is not dissimilar from what we find in institutions of other kinds. On the other hand, there are certain quite-distinct and specific features here. Hence, **theories of public-sector motivation**[6] – among other things – point to the characteristic motives for someone to take up a post in a public organisation.

Beyond that, there is the **more-formalised nature of the employment relationship** and greater **stability** of tenure than in the private sector (notwithstanding the greater degree of flexibility achieved since the 1980s), the matter of **the citizens enjoying the right to public service**, greater transparency of remuneration, and **the non-financial nature of the outcomes** of the work administration does. **Pay** as a key component to the systems of motivation is nevertheless **under political control**, and more sensitive to public opinion.

Thus **the leadership of managers in administration is overshadowed by that exercised by politicians** – as it should be; but these people do not particularly relish "competing with" officials, meaning that high-level civil servants (for this and other reasons) exercise or engage in a less-visible leadership than might be seen in either business or wider society.

On the other hand, all who come into contact with work in administration are aware **of the profoundly team-related nature** of that work. Extremes representing the phenomenon that is the **team might be Poland's Council of Ministers (consisting of leaders), and some 6-person unit within a Department.** Task teams, often inter-departmental or inter-ministerial in administration, despite being accused of **lethargy and ineffectiveness**, may well give concrete manifestation to the philosophy that **nothing better** is likely to be thought up. And even a Task Force devised to cope with the most serious problems is still in essence a team.

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6 For more on this, see: Public Service Motivation, Institute of Public Administration [of Ireland], State of the Public Service Series, June 2013.

ATTENTION! GOOD PRACTICE

Leading of change through engagement and participation

KNOWLEDGE PILL

Aim of the practice	Improved functioning of leaders in an organisation
Origin?	Management of people and change, leadership
When to apply?	When change needs to be pursued through leadership, and the organisational culture transformed in the direction of greater openness to change
Results foreseen	Increased willingness to accept and make changes
Inputs not to be ignored	Training courses
Risks to watch out for	Psychological factors: fear, anxiety and a lack of faith/belief
Key actions	A plan for change drawn up, a feeling of urgency conveyed, and a new balance after change achieved
Key (not sole) measure of success	Fundamentals transformed to become more open to change

Level of difficulty of the practice	Moderately difficult ● ● ○
Required financial outlays	▪ **The cost of training in communication** as change is ushered in. ▪ **The cost of training on how to assess** readiness/willingness *vis-à-vis* change. ▪ **Remuneration of trainers** responsible for building among team members a sense that change is both necessary and urgent.
HR required for implementation	▪ **A managing team (of 2–3 people)** at directoral level, with a view to their bringing in change in a manner fully involving participation and consultation. ▪ **A team (of up to 10 people)** engaging in analysis of the internal and external circumstances, need for restructuring and plan for change, in connection with in-depth consideration of the five-phase model.
Key organisational activity that will be required	**The purchase of computer equipment** allowing the project team to develop diagrams and analyses.
Required technical resources	▪ **A conference room** for training regarding assessment of readiness for change, and techniques of effective communication through change. ▪ **Computer equipment allowing** project teams to generate diagrams and analyses. ▪ **Premises for the project team** suitable for about 10 people, with access to the network as well as organisations' documentation.
Time needed	Time frames are ideal when it comes to the dissemination of innovation, new technology, AI, etc., throughout an organisation and other public units. They depend on the type of change. An example would be change of vision - a complex process **that requires 3–4 years**.
Knowledge and experience	▪ Necessary knowledge to implement the practice is ensured by: ▪ **Trainers** responsible for instilling and maintaining a sense of urgency among employees. ▪ **Experts**, who supply training assessing readiness to accept change, as well as effective techniques by which to achieve communication as change is ushered in.

Cooperation

- In teams and between teams in the organisation.
- With internal and external stakeholders.
- With experts and trainers.

MESSAGE FOR THE HEAD OF THE ORGANISATION

The engagement of staff in the development and pursuit of strategic plans is essential for any organisation's future. On its own, a leader is not enough!

Introduction

Leadership, while not the only element of effective change, has often come to **symbolise** that process and is associated with it – it can happen that **a new leader denotes a different policy direction**. Moreover, **change requires the mobilising and motivating** of both people and structures, with this activity seen as a crucial leadership task.

Leaders supply motivation, engagement and mobilisation by setting their own example, i.a. through a talent for communication and narration.

The way of **speaking about change** can often explain the sense of that, the effort needing to be put in and even the readiness to make sacrifices. Communication also instils premises relating to change among employees and those with whom we collaborate, as well as outside stakeholders.

In the public sector, the skills to manage change through leadership are particularly important, since **changes very often concern large groups in society**, numerous business entities and entities in society. They often concern many conflicting interests, and they commit public funds whose use is the subject of accountability and scrutiny / audit.

Effective leadership is *inter alia*[1]:

- the instilling of **a high level of energy** for action in an organisation.
- pressure for change.

1 M. Thomas, G. Miles, P. Fisk, *Kompetentny CEO. Metody efektywnego działania dla menedżerów najwyższego szczebla*, Warsaw 2009.

- an eye on **the longer time perspective** even as ongoing activity is taking place.
- commitment – **the giving of an example**, personal involvement, the gaining of followers, relationships.
- the generation of **a feeling of community** in an organisation.
- a focus on **values of importance** to key stakeholders.
- **responsibility** for a project.
- **consistency** of action.
- takng tough **decisions**.
- **motivation** and the motivation goal, the creation of a vision and the symbolising of change.
- **communication**, and **listening** to others.

It is hard to disagree with the idea that basically all of the above features of leader activity relate are of relevance to change management. **To emphasise qualitative difference between normal managerial activity and leadership activity it is possible to deploy the concept of the so-called "fundamental state of leadership". This stands in contrast with the normal state – of everyday,** prosaic circumstances or activity.

Elements characterising the "fundamental state of leadership"

1. A concentration on **results and the search for ambitious new objectives**, initiation activity, questioning the *status quo*, challenging oneself and others *versus* a focus on ones own comfort and what is known already.
2. **Managing and leading in line with internal convictions,** what we view as suitable and right, in defence of that as opposed to following the convictions, wishes and views of others or an outside nature.
3. **Focus on other people** and general wellbeing, the search for a common goal, support for others and a desire to draw on their potential, as opposed to a focus on narrow self-interest and the defence of one's own boundaries.
4. **An attitude of openness** to the world beyond, thanks to which the need for change (and possible associated opportunities) can be felt and grasped – as opposed to a closed attitude to external stimuli, and the avoidance or rejection of risk.

Based on:

E. Quinn, *Momenty wielkości. Fundamentalny stan przywództwa*, (in:) *Sprawna i efektywna organizacja*, Harvard Business Review, Gliwice 2007, pp. 59–82.

Aim of the practice

The aim of this practice being introduced is the effecting of **change in the organisation in such a way as to be effective, understandable and easy for teams to adopt and adapt.**

Which actions does the practice encompass?

Leadership of change is a concept focusing on **leader-behaviour that is fit for purpose where change is concerned**. Involved here is a certain sequence of complementary phases. **Leadership of this kind is in fact taken to comprise five phases**, which have their separate identities and aspects, even as they are linked one with another. The phases are:

1. the shaping of a readiness to accept change.
2. strategic positioning.
3. the winning of heart and minds (through story-telling).
4. activity in the name of a new equilibrium being achieved.
5. leadership in the name of self-improvement.

The application of managerial behaviour characteristic for each phase brings successful outcomes where change management is concerned.

- **The shaping of a readiness or willingness to accept change** – requires **the instilling of a sense of urgency** authentic at all levels of a public organisation. It is critical that people understand what the consequences will be where a public organisation does not change at all, as passivity does not lead to progress. In checking the readiness for change among different employees and the whole organisation, **it is possible to intervene** with a view to increasing awareness of the need for change.
- **Strategic positioning** – is first and foremost an **understanding of the surroundings** present externally (opportunities, threats, trends, etc.) or internally (power relationships, leadership instruments and change-management structures), as welling as orienting the organisation in such a way that its position following the change would allow for **adaptation to those phenomena**, in a direction favourable from the point of view of the organisation.
- **The winning of recipients' heart and minds** – requires conviction leadership as often linked with inspiring stories illustrating the potential that effect might be given to. The stories leaders tell should be concerned with change and represent a **credible** (true-example-based) **visualisation of transformation**. The content that the leadership of an organisation would like to

deliver indeed needs to be authentic, transparent, and making some reference or other to the shared values of the (public) organisation.

- **Action in the name of a (new) equilibrium being achieved** requires both **the ushering-in of change and the maintenance of a certain continuity** (e.g. of mission, values, competences, key personnel or key clients). The main thing here is to employ **both cognitive and organisational restructuring**.
- **Cognitive restructuring is a psychological technique** that allows for first the recognition, and then the modification, of thinking in a direction that facilitates the achievement of defined goals. Examples might therefore be a greater focus on opportunities as opposed to threats, on strong points rather than weak ones, and so on. **The restructuring of organisation** in turn entails the use of the same kind of technique to achieve change at this level.
- Referring to the stability-change continuum, an effective thought process here entails realistic **assessment of the necessary proportionality** between the two, in relation to the objectives of change, as opposed to defending interests, emotions, or game-playing within the organisation. It is rare for it to be optimal to choose one approach over the other, with the best results instead accruing if and where we combine the two, albeit in line with the situation actually experienced.
- **A leading of the self-improvement process in an organisation**, and among its employees, denotes constant encouragement in the direction of change, albeit with a reasonable approach shown (given that stability is also needed). This means that we stress the idea that change is necessary and natural, and capable of being steered, as opposed to just reacted to; and so on.

Results foreseen

In a public organisation:

- Cohesive plans drawn up for use to be made of a 5-phase change model.
- Instrumentation available to assess existing plans and their effectiveness critically.
- Analytical results made ready as regards the internal and external surroundings with reference to changes.
- A carried-out assessment of restructuring needs as regards the role of members of teams in the organisation as a whole.

- Made-ready mechanisms for the ongoing assessment of readiness to change.
- Equilibrium achieved in the organisation.
- Enhanced cooperation between different units when it comes to preparing for change and bringing it in.

Indicators of the effectiveness of the practice

To measure the degree to which assumed objectives have been reached or approached, or approximated, it is possible to apply the following, which we deem to be indicators of effectiveness.

- An index showing the level (on a 1–10 scale) of **readiness for change** between one team and another within the organisation. This may be investigated by trainers responsible for cultivating that feeling of "urgency" among employees.
- **An index of cognitive restructuring** among employees, for example gauging the level of optimism/pessimism when it comes to change, as well as the sense of their being an opportunity or threat, and so on.
- An index of the **proportion of employees or teams that have adapte to change** that has been brought in, in the unit of public administration.
- An index showing the **percentage of employees or teams that understand change** and the need for it.

Risks and barriers

- **Fear** of change among employees.
- **Unskilled application** of a "mix" of change and the stabilisation of change, e.g. involving unsuitable timing.
- **A psychological factor**: employees are not interested in change, or oppose it strongly, even if the long-term objectives of the organisation demand such change. It is possible for the efforts of leaders to come to nought.

? What next?

Self-questioning

Ask yourself the following questions:

- **Towards which goals are leaders taking** the organisation? Have they been chosen adequately if significant change is the goal?
- Is there a possibility **of shaping a sense of urgency into a concrete kind of behaviour?**
- What is that, and how to first stimulate it and then reward it?

- **Which story will prove effective** in communicating both the need for change and the opportunities it represents? Personal ones? From the history of the organisation? From other organisations? Invoking role models and authority figures?

Interesting examples, implementations and indications

Further inspiration – leadership in Chinese culture

Through China's history, Confucianism emphasised leadership based around relationship of trust and confidence pertaining between the rulers and the ruled. Confucius (551–479 BCE), Mencius (379–289 BCE) and Xunzi (340–245 BCE) dealt with the breakdown of standards and order in those times, coming up with answers by developing ethical ideas like *ren* (benevolence) and *yi* (propriety/integrity). Even today's Communist Party is prepared to reach for Confucianism, as it seeks to legitimise its authority. So what are its core ideas as regards leadership rooted in a society of more than a billion people seeking superpower status?

Leadership in Chinese culture

- Confucius: *the virtue of the common people is like the grass. When the wind blows over the grass it will surely bend*.
- Order and effectiveness within an institution depend on the right people being nominated. Confucianism is more trusting of leaders than the West, where institutions are preferred. In the view of Confucius, the right people are what offer the basis for good political order and institutions. If they are lacking, there is no such order. It is the moral example the right people are able to offer that guarantees order, while political chaos is induced by people who are too petty or small for the role (i.e. not right for the post held).
- Leadership is a matter of mutual trust/confidence, and hence the people's voluntary acceptance of someone as their leader. Authority and rule manifest a tie between the ruler and the ruled. The ruler carried the obligations to care for people, and then: "*min fu* – people seeking honestly or sincerely". Rule in a "pure" form cannot supply rule in the true sense.
- Only leaders with the right virtues and capabilities can achieve the voluntary subordination of the people, and have the knowledge necessary to make use of institutions. Leaders that fail to set examples will lose respect and loyalty. Confucius said: "if he himself is not upright, even though he gives orders, they will not be obeyed." Political authority is founded in ethical authority.

SYNERGIA – in one sentence

They always say time changes things, but you actually have to change them yourself – **Andy Warhol**

- Leaders can draw on the confidence and trust of supporters to purse effective policy. Moral virtues are more effective that sticks or carrots. The key to leadership is to recognise talent in people and then offer them posts matching up with their strong sides. Leaders should leave their subordinates free (or fairly free) to pursue tasks on the basis of proper delegation.
- Top leaders are in turn expected to think strategically and set strategic directions. But a condition for effective leadership is practical knowledge – only with that can leaders devise effective policy. Also essential is the skill to make wise and reasonable judgments. This does not come naturally, but must rather undergo development through experience, learning and virtue.
- People who are talented (irrespective of origin, status or talent) can be identified over long periods of observation, appraisal of conduct and behaviour, and education. The road to leadership is open to all, should these people have the willpower and resilience to strive for self-improvement.

For more on this, see:

J. Chan, E. Chan, *Confucianism*, (in:) *The Oxford Handbook of Political Leadership*, Oxford University Press 2016, pp. 57–72.

John P. Kotter, From the Magazine, *Leading Change: Why Transformation Efforts Fail*, (May–June 1995).

Martin Checinski, Roland Dillon, Solveigh Hieronimus, Julia Klier, *Putting People at the Heart of Public Sector Transformations.*

Summarising:

So a leader will be: kind (*ci*), benevolent (*ren*), strong (*qiang*), hardworking (*qin*), full of respect (*jing*), agile (*min*), clear (*ming*), wise (*zhi*), honest (*zheng*), self-improving (*wen*), responsible (*nengying*), reflective (*si*), delicate (*wen*), careful (*shen*), faithful (*zhong*), humble (*qian*), flexible (*bian*), just (*zheng*), generous (*wei*), polite (*gong*), courageous (*yong*), observant (*cha*), forgiving (*shu*), coherent (*heng*), resilient (*yi*), right / suitable (*dong*), temperate (*jie*), generous (*kuan*), calm (*jing*), unbiased (*gong*), public (*gong*), trustworthy (*xin*) and filial (*xiao*).

Public administration, please remember!

Summary

Change is not some kind of magic, but a craft mastered by leaders, which it IS possible to learn!

Inspiring thoughts

The greatest danger in times of turbulence, is not the turbulence, it's acting with yesterday's logic – **Peter Drucker**

If you do not change direction, you may end up where you are heading – **Laozi**

ATTENTION! GOOD PRACTICE

The accountability ladder

KNOWLEDGE PILL

Aim of the practice	To improve the way leaders in an organisation operate
Origin?	HRM, leadership
When to apply?	Where psychological barriers to the taking-on of responsibility need to be overcome
Results foreseen	An increased sense of responsibility / accountability for tasks conferred
Inputs not to be ignored	Open discussion of what being responsible-accountable-answerable in an organisation means
Risks to watch out for	Lack of support for leaders and employees, failure of leaders to set an example
Key actions	A search for “accountability gaps” – the right questions asked – people’s assuming of personal responsibility
Key (not sole) measure of success	A decline in the number of conflicts over competences

Level of difficulty of the pratice	Moderately difficult ◉ ◉ ○
Required financial outlays	Large amounts of money are not needed, as what counts most of all is the personal example set by current leaders in an organisation. This reflects the way in which responsibility / accountability is a matter of attitude, example set "from above" and consistency, as well as positive stimuli that can be especially effective.
HR required for implementation	Experts in the training and development of higher-level managers and leaders may prove useful here.
Key organisational activity that will be required	Open discussion on responsibility within the organisation, possible review of remits to ensure they are defined and recognised more precisely, internal discussion on the nature of a given institution's (given set of employees') responsibilities and accountability.
Required technical resources	No particular needs in this respect, though it is helpful if there is close cooperation between co-workers in the matters under discussion.

Introduction

In public administration we are dealing with a **particular kind of responsibility**, extending into being **accountable, answerable** or even **liable** in a public context. This means a capacity on the part of citizens, entities in societies and others within the state to hold officials to account for their actions in respect to policy action and what has been done in the name of the public and the process of government[1].

The other side of the coin here is that civil servants recognise and accept that specific obligations go along with their given role – meaning at the very least that they may be obliged / required / expected to "carry the can", rather than "buck-passing", in so doing **presenting and justifying their actions** taken in the given capacity and post**, and the consequences** these may have had.

1 This is in line with the idea of *accountability* in: *The Encyclopedia of Political Science*, eds. G. T. Kurian, J. E. Alt, S. Chambers, G. Garrett, M. Levi, P. D. McClain, CQ Press 2011.

For officials are accountable and answerable before the public and their representatives,

meaning also that the latter should be **informed** of actions taken, and supplied with **explanations and justifications**. Accountability also denotes **sanctions**, where someone has not proceeded in the proper way.

Effective **accountability instruments** in administration determine the obligations of entities and also put stick-and-carrot incentives in place for officials (rewards, punishments and procedures), with a view to the latter acting in the public interest, rather than any private interest.

Accountability is also a personal choice that may be manifested by both individuals and organisations. The basis for it of an institution is **commitment to the achievement of objectives ascribed to given institutions** with the **aid of means that are legal, rational and ethical**. Joint responsibility is hard to build, as it is not hard to arrive at some vague sense of collective responsibility in a large team whose members may each have different motivations. Successful accountability arises out of **a "focused" focusing of all employees on outcome for the organisation**, albeit in line with and appropriate to duties assigned, level and authorisation.

Aim of the practice

The aim of this practice is a "**pro-accountability" strengthening** of efficacy, cooperation and an organisational culture within the institution. That demands active leadership, and not only problem management. Part of that leadership is **coming out and facing the matter of who is accountable and answerable** in the organisation. That means more than just holding people to account, as it also denotes a readiness to do the same with **oneself, and other managers**. Optimally, what is involved here is the development of a work culture that promotes accountability, but also has the instruments allowing for its pursuit, and indeed enforcement.

Accountability as an organisational category is now strong in organisations, but leaders still often face challenges with **overcoming the psychological barriers to its application more widely**, in relation to particular people, as opposed to some kind of **"anonymous"** application (or adherence) applying to everybody and nobody at one and the same time. This becomes still tougher where administrative structures are pointed to, as well as regulations, and aspects of relevance on the outside as well as the inside. This happens especially in situations where certain objectives, tasks or processes have experienced delay or gone into stagnation.

The building of such an organisation takes time, effort and commitment. But when it works, the benefits in terms of both results and the reputation of the organisation (including its managers and workers) are so great that the **organisation does not want to fall back below some certain level of accountability.**

The concept can help **develop higher-level leaders**.

Which actions does the practice encompass?

The aim is to develop **practical tools by which to assess where on the "ladder of accountability" leaders themselves or their people can be found**, with this leading to practical interventions in the name of "lifting" people to a higher level ("rung on the ladder") when it comes to assuming responsibility. In essence, the point is **to close "accountability gaps"** in an organisation – where there is a lack of any feeling that certain tasks, results or whatever have to be answered for; as well as to unburden a leader who may then focus on managerial tasks, as opposed to those of the expert.

Answers need to be found **to four key questions**:

1. **What is the unembellished reality**, organisationally speaking, that I must recognise honestly if problems are to be solved? What does not work, is not working or has not worked? Which tough and unpalatable aspects need to be brought up and out, through some kind of process of confession? And to whom should that information be presented?
2. **In what way do I (we) contribute or form part of the problem, or else the solution?** To what extent am I (are we) directly responsible for this? Via what activity, as opposed to words, do I (we) set an example of and **pattern for responsible action**? For people react to what they feel you are doing, not to what they hear you are saying.
3. **What else can I (we) do?** Which ways to seek out? What further steps can be taken? What do I assume is beyond my control when it may not be? **Am I not in search of justification and excuses as opposed to those ways?** Who else could be of assistance?
4. **Which actions to be taken am I (are we) responsible / accountable / answerable for?** By when do these need to be put into effect? **And how to close accountability gaps?** (By my taking total or greater responsibility?) How do we uphold "beyond the line" responsibility in the face of obstacles and difficulties? **And how can**

we report on progress in a transparent way – holding people (ourselves) to account?

If it is to work, the practice must **attain a certain critical mass** within the organisation, meaning that key personnel and leaders become involved, a large group of employees – best of all over a relatively short period of time.

It will be ideal if the practice becomes part of a broader culture of organisation oriented towards results **and support for the taking of responsibility** (and hence also risk). **Leaders are to understand that they must train themselves, not only in technical matters, but also in attitude** – the assuming of responsibility and shouldering of accountability and the conversion of that into concrete steps and actions, denotes activity, but also being proactive, reliable, credible and scrupulous.

And when it comes to active pursuit and implementation, the idea entails the determination and agreement that **certain behaviours "below the line" are not accepted**. For example, self-examination prior to the escalation of a problem, with the question: "what more can I do to improve outcomes?"

The target outcomes

- Greater efficiency and more fluid cooperation thanks to a higher level of individual accountability.
- Leaders who take responsibility, certainly holding others to account, but also themselves.
- Effective and successful work on the part of the organisation.
- Employees able to respect their leaders (for their readiness to be accountable and as necessary answerable) and satisfied with the way leadership is exercised in respect of accountability.
- Change in the organisational culture in the direction of an outcome/results orientation, rather than just procedures and inputs.
- A raising of the organisation's prestige and image.

Indicators of the effectiveness of the practice

In gauging how well we are now approximating the adopted goals of the good practice, and their attainment, we may reach for the following measures that can be termed indicators of effectiveness.

- **A decline in the number of conflicts** revolving around competences and remits, and in the number of "ownerless" problems in the organisation.

- A growing feeling among the organisation's employees that **rules and principles regarding accountability are laid down in a clear way, and also given effect to** (opinion surveying), as regards everybody, irrespective of posts held.
- **A decline in the turnover** of staff attesting to increased satisfaction.
- **An improved image of the organisation** externally / among stakeholders (as revealed in positive remarks, favourable opinions in the media, etc.).
- Indicators of influence studying the degree to which an organisation's **strategic goals are put into effect better** from the moment of introduction of "the accountability ladder" (analysis of the main statistics of the organisation, and qualitative or factor analysis of the method's influence), and also studying the influence of the method on the adequacy of personnel-related decisions involving key posts (e.g. through a decline in staff turnover).

Risks and barriers

- **Failure to comprehend the vision and mission** of the public organisation, as well as accountability rules relating to that organisation.
- **A lack of consensus** in an organisation regarding the universally accepted level of responsibility or accountability.
- **Less-aware and less-committed leaders** undermining the values of the organisation.
- An attitude of **seeking justifications or excuses**, as opposed to finding ways to resolve problems.

? What next?

Self-questioning

Ask yourself the following questions:

- Am I a humane leader as I take greater responsibility (shoulder greater accountability) and at the same time enforce it in others? **And as I give effect to this, do I support, allow mistakes to be made,** but at the same time still expecting people to "carry the can" and put things right again?
- As I exercise leadership, do I **balance effectiveness with ethics**?
- Do I remember that I **am answerable, not only before my immediate superiors**, but also the image of the place of work, and even the profession, whose image I help shape – with my impact also extending to some extent to the external stakeholders with which I work, and the society I serve (and act in the name of)? Am I finding some kind of balance among these different aspects of responsibility-accountability-answerability?

Interesting examples, implementations and indications

Responsibility and accountability in the political sciences

Theories – there are two basic ones:

1. The model involving a commissioning party (employer or elector) and an agent (employee or official) sees the forming commissioning activity it sees as favourable, or choosing what brings benefit to the interests of the employer or supplier of tasks. Conditions in an agreement or contract are set out as regards the agent's pursuit of obligations for which it can be held to account or made answerable in the light of the relationship.
2. Theories of moral responsibility and group solidarity focus in on commitments agreed upon by social and professional groups in relation to their members. Standards set by groups in turn lay down the obligations in relation to which members might be called to account or required to answer. What is of key importance here is an inner sense of obligation that groups are able to instil in their members.

Types of responsibility / accountability / answerability:

1. Does the policy of the administration reflects voter preferences? And is it effective?
2. Might there be improper behaviour on the part of officials (e.g. towards citizens, the law or the public purse) sufficient for them to be held account / made answerable for what they have done?

- **Enforcing accountability** – entails sanctions under the law, or of a social, political or moral nature, which groups are in a position to combat undesirable conduct. There can of course be incentives of the "carrot" kind (rewards and awards for duties discharged, as well as displays of gratitude and recognition, social respect and prestige, feelings of pride, etc.
- **Key accountability instruments:** transparency and access to information, systems by which to report on and evaluate policies, adherence to principles and rules as regards the separation of powers, elections, parliament, the courts, auditing institutions, the Commissioner for Citizen's Rights, bodies of differing kinds operating in the public sphere, anti-corruption institutions, a strong civil society, public opinion and independent media, informal pressure and positive incentives *vis-à-vis* groups of a professional, neighbourhood, religious and social profile.

For more, see:

Entry on *Accountablity*, (in:) *The Encyclopedia of Political Science*, ed. G. T. Kurian, J. E. It, S. Chambers, G. Garrett, M. Levi , P. D. McClain, CQ Press 2011.

Piotr Masiukiewicz, Paweł Dec, *Odpowiedzialność menedżerów*, Warsaw 2016.

Public administration, please remember!

Summary

The rule of accountability for actions and failure to act – para. 8 of Ordinance No. 70 of the Prime Minister of the Republic of Poland dated 6th October 2011 on guidelines as regards adherence to the rules of the civil service and on ethical principles in the Civil Service Corps (*Monitor Polski* No. 93, item 953).

A member of the Civil Service Corps ought to:

- carry out tasks in an awareness of the **special accountability** arising out of the public nature of the service being discharged;
- be directed by the **public interest**, as well as efficiency, and compliance of actions taken with the law;
- **signal** to a superior where there is **a lack of accord between legal regulations and the public interest**;
- **be ready** at each stage of task implementation **to answer** for work carried out hitherto, before superiors but also the public;
- **inform a superior (or that person's own superiors), in writing, where an order given at work fails to comply with the principle of the civil service.**

A Member of the Civil Service Corps may not:

- disrupt the smooth progress of proceedings seeking to establish who is responsible for **failure to uphold the obligations on the part of such a Member**.

Inspiring thoughts

Accountability is the glue that ties commitment to the result – **Bob Proctor**

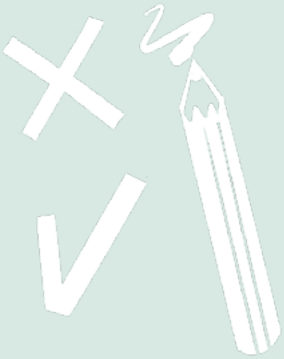
On good teams coaches hold players accountable, on great teams players hold players accountable – **Joe Dumars**

You must take personal responsibility. You cannot change the circumstances, the seasons, or the wind, but you can change yourself. That is something you have charge of – **Jim Rohn**

SYNERGIA – in one sentence

In rising up the career ladder, you are at the same time assuming a higher level of responsibility.

Change in a complex environment – more for less



KNOWLEDGE PILL

Aim of the practice	A shift from the achievement of less with less to the achievement of more with less – i.e. a more effective use of resources
Origin?	Leadership and change, high-effectiveness teams
When to apply?	When it is necessary to retain quality and results in situations involving a squeeze on resources
Results foreseen	Maintenance of the organisation’s capacity to operate and achieve success in spite of resources being on a reduced level
Inputs not to be ignored	An audit of tasks put into effect
Risks to watch out for	People experiencing a lack of motivation – things depend on them most of all
Key actions	▪ An audit of tasks pursued to the point of completion ▪ Identification of unnecessary activity ▪ Transfer of resources to tasks operating in support of objectives
Key (not sole) measure of success	An indicator of the use of resources

Introduction of the practice *cannot* entail major outlays, given the illogicality of that in the context. This rather demands creativity and the use of non-material reserves, such as good organisation, a sense of urgency and priority, the motivating of people and the unblocking of possibilities to achieve streamlining.

Level of difficulty of the practice	Difficult ●●●
Required financial outlays	Limited. The cost of employing an expert in the theory of employee motivation.
HR required for implementation	▪ **4–7 employees**, in line with the size of the organisation, forming a team to analyse the efficiency of utilisation of employees and other resources. ▪ **A committed leader** acting in support of the proposed direction of change.
Required technical resources	▪ **A conference room** to train managerial staff in motivation theories, and serving the members of the team tasked with analysing the efficiency of the organisation and its employees. ▪ **Computer equipment providing** for the project team to devise diagrams and perform analyses.
Time needed	This practice can be brought in fully within **6–12 months**. A change in a complex regulatory environment is associated with remedial action being taken, meaning work under time pressure that still manages to maximise efficiency.
Knowledge and experience	Experts in theories of employee motivation who run training sessions. Consultants experienced in the pursuit of remedial measures, so as to make possible a move from a downward spiral to a spiral of success.

Our processes are too complex, so we expend a great deal of effort and resources on activity that does not bring us closer to our objectives. We can achieve more with fewer resources if we identify the activity and processes that do not serve the main aim, and if we invest in technology and in motivation.

Introduction

One of the key **postulates in what is known as** New Public Management (which has now devoted 40 years to the (better or worse) idea of business management methods being applied in public administration) is that administration should respect the resources (property, assets and money) conferred upon it, not only by way of **economy and savings**, but also through **the achievement of better results and outcomes**.

Such a matter has its complexities and controversies. On the one hand there are proponents of the idea, arguing (logically enough) that **administration often tends to accrue spare (reserves of) resources**, then not going on to make full use of them – such that 100% effect has not been given to the budget at the end of the financial year). Moreover, and as we know from everyday life, and the management of the household budget so beloved to Margaret Thatcher, **a reduction in the amount of money available can spur us on to new ways of operating**, as week seek savings where we can and are inclined to be innovative. **Alas, things look slightly more complicated** when we get to the great "organism" that is public administration[1].

For, **under model conditions at least**, we have **9 situations** capable of arising where administration, in pursuit of its tasks, takes account of **the 2 dimensions to activity that are the quantity and quality of services, as well as their cost**. The possibilities are in fact that:

1. More is achieved for less – i.e. **The "dream" outcome**.
2. More is achieved at the same cost – so things are better for the same sum.

1 For a broader look, see the point *Further inspirations*, in which we find discussion of the concept used here which is taken from the book: Ch. Hood and R. Dixon, *A Government that Worked Better and Cost Less? Evaluating Three Decades of Reform and Change in UK Central Government*, Oxford 2015, pp. 12–15 and 181–184.

3. More is achieved but for more – so the situation is better, but the cost is higher.

4. The same amount is achieved, but for lower cost – so the situation is the same, but we have managed to save money and not at the expense of quality.

5. The same amount has been achieved, at the same cost – so nothing has changed.

6. The same amount has been achieved, but it costs more – so now we are **overpaying**, and failing to get the same value for money as we had.

7. Less has been achieved, though also at lower cost – here it is expectations that will need to be lowered, but at least with costs also going the same way.

8. Less has been achieved, and at the same cost – again meaning overpayment so we have a worse situation for the same resources.

9. Less has been achieved, but it still cost more – i.e. The result of one's **nightmares**.

Managers in the administration, bearing the above in mind, as well as the order (or sense of obligation) to seek savings that do not worsen the quality of services must often **propose "less for more"-type activity, simply because that is the decision** of politicians at a higher level, often having to save the programme for which they are accountable from total "annihilation". One way of doing this follows the opinion expressed by the consultant Rodger Dean Duncan in the pages of *Forbes*[2], which has regard to the rejection of fake work. In the view of that author the challenge of "doing more for less" represents a fine **opportunity for intelligent, proactive people, with a majority actually being quite capable of doing more for less. However,** that **requires a strategic "sorting of priorities"** so that we do not end up performing "fake work", i.e. that which does not arise out of the strategies and objectives of the organisation, but still takes a lot of time, energy and resources. Fake or false work first and foremost **confused being active with achieving results**, as it does not deliver outcomes that can be regarded as of significance. Neither is it clearly adjusted to the strategies and objectives of the

2 https://www.forbes.com/sites/rodgerdeanduncan/2014/12/04/doing-more-with-less-avoid-fake-work/?sh=59ddf95e6c1e.

organisation. So here are five **recommendations as to how we might focus in on real work**:

1. A clear strategy, meaning a plan on how objectives may be obtained.
2. The use of measures of effectiveness and empirical data.
3. **A capacity to keep an eye out for the activity trap.** False work does just fine where people are not sure what the priorities are. So we should not allow the status of "being busy" to put any squeeze on.
4. The work that is of greatest significance will need to be focused in on.
5. People should also avoid creating "fake work" for others, if not themselves.

Aim of the practice

But then that leaves us with matters that are really more serious – generating a need to search for other ways of "obtaining more for less". What happens then? The practice detailed below points to tools that may prove essential as we take on a challenge of this kind.

This practice is therefore seeking to **move away from a situation in which we get less for less (making a crisis situation plain for all to see), in the direction of one in which we gain more for less**, denoting **more efficient use of the resources** at our disposal.

This happens where there is a clear **need to maintain quality and outcome even as resource availability is curbed**. This is actually a rather **typical and common situation in the public sector**, where political decisions can at a stroke decide on the curtailment of a given public organisation's resources, even if there is not necessarily any stripping away of its responsibility to serve the citizen.

Which actions does the practice encompass?

To raise levels of employee productivity, even as we take for granted the inadequate supply of resources, we will need to bring in remedial measures. These seek to **bring a halt to the negative downward spiral** (whereby shortfalls in resources mean problems with pursuing objectives and so impaired outcomes), in favour of the so-called **spiral of success**. The latter can come into the picture where **strong suits are put to work and placed at the heart of activity.** And that mobilisation process sees mobilisation *per se* preceded by a process of identification and followed by reinforcement as resources that are available are moved in a good direction, at the expense of processes that have not achieved priority status or are otherwise unnecessary.

The key to this change is focus on **abilities, capacities, motivations and strong points** of employees, as well as the attendant reinforcement and full utilisation of chances. The factor critical here is in turn **the interruption of the cycle of achieving less for less** (whereby a poorer service is offered at lowered cost).

Instead of achieving less for less, we need to move towards achieving more for less, and that is not easy, even as achievement can be (seen as) a great success.

The achievement of greater efficiency or effectiveness for less is possible where:

- **employee capacities are increased** (e.g. as part-time employees are exchanged for full-time ones);
- **the workload** of employees **becomes better balanced**, with more tasks for those who have hitherto had less to do, or have indeed been pursuing non-priority activity;
- employees themselves **identify "bottlenecks"** in their organisation's processes;
- **new technologies** are used to leverage efficiency, and acceleration of processes and a relieving of the burdens put on employees;
- the position of employees are strengthened when it comes to **initiative and innovation**, with possibilities for streamlining signalled (and that attitude of disclosure is rewarded);
- employees are shown respect, in exchange for their **commitment and loyalty** being counted on.

All must be **aware of the objectives** the organisation is striving for, as well as the reasons for which objectives were designated. The focus needs to be on **effective task implementation**, with teams needing **to sense** the pressure associated with the assigned task, and be motivated to give full effect to it**.**

Target (desired) outcome in the public organisation

- The preparation of analyses of efficiency (employees, teams or units).
- Transparency of action of the unit of public administration.
- A high level of loyalty and commitment on the part of employees.
- The balancing of the workloads of employees and teams.
- The effective use of resources, including employees and technology.

Indicators of the effectiveness of the practice

To gauge approximation to complex tasks of the given practice, and their achievement, it is possible to make use of the following measures that we can term indicators of the effectiveness of the practice:

- A (percentage) indicator showing the degree to which **use of existing resources grows**, as compared with what was achieved prior to the introduction of the practice into the organisation (as exemplified by numbers of tasks effected with access to the resources available in the two periods).
- A (percentage) indicator showing **the level of use of resources** in the organisation in a given quarter or year in relation to the use of resources in a previous quarter or year.
- **An indicator of satisfaction with work** among employees comparing the situation in the "less for less" period (a feeling of crisis and demotivation) with the period of "more for less" (a feeling of mobilisation and motivation); there may also be an **analysis of staff turnover** (hoping to observe a falls).
- **The numbers of innovations and examples of organisational streamlining serving in the achievement of "more for less"**.
- The number of **new products or outcomes** thanks to the redirection of resources away from non-priority projects.

Risks and barriers

- **The level of commitment or engagement of** employees, and their fears as regards workload.
- **An unrealistic level of expectation as regards results, in the face of more limited resources**, and despite activity designed to achieve improvements in efficiency and effectiveness.
- A sense among employees that greater demands and burdens or workload **are not placed upon leaders**, such that the distribution across the organisation is uneven.

What next?
Self-questioning

Ask yourself the following questions:

- Have my teams **given consideration to all those who may be important** to the work being effective? Including those who are less forthcoming, but also hardworking and useful?
- **Which resources might have their place taken by organisational streamlining** of processes? What might **new technology** have to offer?
- How to keep up the **energy for work** among people in conditions of the team having fewer resources? And what if this fails to work out?
- **How to celebrate** success, so as to maintain motivation?

Interesting examples, implementations and indications

Further inspirations

For more, please read:

Marc Esteve, Christian Schuster, Adria Albareda, Carlos Losada, *The Effects of Doing More with Less in the Public Sector: Evidence from a Large-Scale Survey, Public Administration Review*, vol. 77, issue 4, July/August 2017.

- In **the book** A Government that Worked Better and Cost Less? *Evaluating Three Decades of Reform and Change in UK Central Government* (Oxford 2015) **Christopher Hood and Ruth Dixon** sought to assess the effectiveness of promises made by New Public Management from the point of view of it finding "more for less" – which is to say the core slogan of the US Government's 1993 *National Performance Review*, which came to be regarded as symbolic of – a kind of flagship for – NPM. The book was awarded for offering a multifaceted study of reforms, costs and the effectiveness of the public sector.
- In the view of the authors, 30 years into the implementation of the NPM philosophy (in the UK at least), the outcome lies in the way that **"costs are higher and there are more complaints about public services"**. They feel that reform of the NPM type placed **too much emphasis on cost-cutting**, and **too little on the safeguarding of core values of public administration** (such as honesty, cohesion, and painstaking activity). The picture is not a black-and-white one, but the view overall is that "in general **the government worked somewhat less well (as regards honesty and integrity), even as it cost rather more"**. Thus for example a one-third cut in levels of employment in the Civil Service in Poland did not reduce the costs, including as regards remuneration. This portrayal departs from both the views and expectations of decided opponents of NMP and those who continue to declare their affiliation with the idea. A further key problem is that over this long time (of 30 years), major changes have been made in the way costs are defined and classified (e.g. with expenditure by administration coming to be "reclassified" as programme costs).
- Sometimes there is even a suspicion that **statistical artifice** is what is accountable for the achievement of better outcomes as regards results or savings.
- A further important conclusion is that, **if government seek to cut costs, it should seek to focus on the final result, and not on the one component of costs that proves attractive politically** (e.g. pay), and ignore costs like IT, or avoid discussion as to the consequences of these savings for the quality and availability / accessibility of services. Thus efforts to reduce staffing levels could draw the attention of a succession of governments away from the focus on **other costs, like IT contracts, consultants and advertising**.
- Some have felt that the book marks the beginning of the end for New Public Management. However, in the view of the authors, the **"death of NPM" has been declared rather regularly over the last 20 years, even as the ideas underpinning the theory have remained remarkably resistant**, with such concepts as **entrepreneurial management, accountability, delivery, measurement/appraisal of performance and the emphasis on costs remain important.**

Public administration, please remember!

Summary

It can be possible to do more for less! And it is at least worth a try!

Inspiring thoughts

It's surprising how much free time and productivity you gain when you lose the busyness in your mind – **Brittany Burgunder**

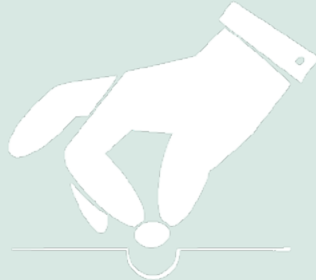
It almost feels like energy is able to move more freely in this space with fewer things cluttering the area – **Joshua Becker**

Economic disaster begins with a philosophy of doing less and wanting more – **Jim Rohn**

SYNERGIA – in one sentence:

Doing the wrong thing with more intensity rarely improves the situation – **Tony Buzan**

The in-practice devising and dissemination of a vision in a unit of public administration



KNOWLEDGE PILL

Aim of the practice	The formulating of a vision, mission, objectives and values in organisations, with a view to employees becoming more committed or engaged
Origin?	Leadership in organisations, HRM, communications
When to apply?	When the main organisational problem is a clear defining of vision, mission and objectives
Results foreseen	Increased commitment / engagement on the part of leaders and people in general, as well as stakeholder support
Inputs not to be ignored	The time over which consistent and cohesive activity takes place
Risks to watch out for	Incorrect communications
Key actions	The engagement of employees at different levels of the organisation in the process by which strategy (objective or mission) and vision are determined, along with communication with employees, involvement of top-level management, and the fixing of a value in the course of daily work
Key (not sole) measure of success	The positive identification of employees and stakeholders with the vision of/for the organisation

Level of difficulty of the practice	Moderately difficult ●●○
Required financial outlays	**The costs of training people** in the shaping and pursuing of vision in an organisation.
HR required for implementation	▪ **A team of 3–7 people** developing the mission, vision and objectives for a unit within public administration, including people with decision-making capacity. ▪ **A team of around 10 people** responsible for communicating the vision, mission and objectives to employees in the public organisation.
Key organisational activity that will be required	**Dissemination of the practice throughout the organisation**, so that it encompasses most of the organisational units.
Required technical resources	**A conference room** in which to train project teams.
Time needed	**The development, and then the introduction into the organisation, of a vision**, mission and objectives should be planned to take a minimum of 3 years.
Knowledge and experience	**Expert knowledge** as regards the development and pursuit of visions in organisations. The expert is responsible for training within project teams.
Cooperation	▪ **Great benefit accrues where the practice is given effect to by way of partnership with some other unit of the public administration or governmental body.** ▪ The entities in question might be experienced in ushering-in visions in an organisation, or have experts in such matters at their disposal.

To go forward, we must have a collective awareness or knowledge of both the direction (objective) and how to achieve it (by reference to values); with all that being shared within the organisation. Where there is no such knowledge or awareness, we are like a blind person reaching a crossroads.

Introduction

By coming out with a vision statement, we are setting, and in some sense circumscribing, the future objectives and values the organisation will pursue and adhere to[1]. We thus have some kind of concrete declaration as to how the future looks, and **how the organisation sees itself within that future context**.

Moreover, that might just as well denote – and be thought of as – **a visualising (imagining)** of some (more) **ideal state**. We are probably all able to visualise for ourselves some ideal(ised) job, relationship or holiday (vacation). Such a vision might thus be inspired by reference to dreams, goals, directions, target place, imagining of the future, and viewpoint as regards future success.

Above all, the vision **helps the institution** with the further step or process **of setting detailed objectives for the organisation**. In such circumstances, **the brevity of the vision makes sense** insofar as that it can be invoked readily in situations where reference needs to be made to priorities, the core reasons for which the organisation is active or in operation, and (where the purpose is motivation) the ideal state of the institution and its matters at some point in the future.

Given that the vision is indeed a synthetic imagining of a future state, it must be **clear, concrete, concise and formulated in a positive direction**. It is fine if that provides for the complete conveying of all key elements of the desired / target state, denoting by the way that there may not be too many such elements. **The recipient or "client" for the vision** is then the employee of the organisation, the stakeholders, and key partners past or present.

All of the above makes it worthwhile to point to some key differences between the mission statement and the vision statement.

1 The development of this point has drawn heavily on the entry concerning *Mission and Vision*, in the *Encyclopedia of Management*, eds. M. M. Helms' and Thomson Gale 2006; L. Panasiewicz, *Sekret wizji współczesnych organizacji*, „Zeszyty Naukowe Politechniki Częstochowskiej – Zarządzanie" 2015, no. 19, pp. 203–215; *Wizja firmy, misja i strategia – czym się różnią i czy są potrzebne?*, https://www.poradnikprzedsiebiorcy.pl/-wizjafirmy-misja-i-strategia-czym-sie-roznia-i-czy-sa-potrzebne, J. Ejdys and A. Lulewicz-Sas, Foresight strategiczny jako instrument tworzenia wizji przyszłości organizacji, "Organizacja i Kierowanie" 2011, no. 4.

As has been noted, the vision is or else relates to the desired situation of the organisation **in the future**, meaning a role as a source of **inspiration**. The mission statement in turn formulates the longer-term, stable credo associated with the activity of the organisation in all that it does. This is then information, and the statement is informative. That further denotes the typical advice advocating for **the vision statement to be shorter than the mission statement**. It is also sometimes said that the vision is more about objectives, the mission more about values (why it is in operation and what goes on motivating it), but also what underpins the goals and what the perception of them is as effect continues to be given to them.

A mission is more the "philosophy" of operation / action of the institution than its goal.

A mission might thus be "raising the applicability of the idea of benchmarking" in public administration, while the vision would entail the recognition of benchmarking as of value among a majority of leaders in Polish administration.

Vision imparts a strategic direction upon the objectives founded on the basis of the mission.

A vision statements thus differs from a mission statement. It is considered that a vision addressed to the future must be ambitious, but also realistic, relating also to the present state, even if that is not fully satisfactory.

Aim of the practice

The aim of the practice is to usher in and disseminate a vision for a unit within public administration.

Which actions does the practice encompass?

The first step in ushering in this practice comes as we **devise the vision, objectives and mission of the unit** operating within public administration.

It can happen that either new organisations, or older ones in which major change is taking place, engage in the simultaneous or near-simultaneous devising of a vision, a mission and objectives. Thus a new public organisation called into being by means of an Act has its core mission formulated and worded in the provisions there, with that being augmented by the general principles in line with which the overall administration in the given country operates (i.e. constitutional values, codes of conduct, ethics in general). However, it remains possible that the basis provided by the law in force still leaves room for a mission to be (or to need to be) furnished with more detail, perhaps in line with a new political programme or new challenges emerging and arising. In turn, **the vision of an organisation is basically the targeted imagining of how it is to operate, and achieve the goals assigned to it**. Such a vision may link up with the achievement of objectives important to society.

The devising of a vision for a unit in public administration requires the following:

1. **Detailed analysis of the environment / circumstances** within which the unit of public administration is operating, including as regards political issues (political programmes and manifestos, and political pledges and postulates), **the missions, visions and objectives of other** units of administration active in the area of operation of the institution for which the vision is now being developed, as well as diverse **postulates** originating among citizens, and most especially those who might be termed **the "electorate" for the given institution** (entailing key stakeholders with a direct interest).

2. The selection of a group of people entitled to make decisions, the purpose here being the **identification of key challenges** facing the given unit, as well as the agreeing of basic ways of envisaging the objectives of the institution, as well as the manner in which it would operate, within some optimal version of the future. There will also need to be indicators of efficiency allowing approximation to, or the achievement of, the vision to be gauged effectively.

A further key step in this practice is **sharing with the surroundings** (formed by employees and key stakeholders) **the vision that is ultimately devised**. This requires:

1. **A plan for the pursuit of the vision** in the unit of public administration – with a view to its credibility, reliability and status among recipients being enhanced.

2. **A visualisation of the vision, mission and objectives in the form of straightforward, understandable communications,** e.g. with graphic symbols used to depict the main components. These may be via posters, roadmaps, or graphics as to ways of reaching goals, along with key points along the way, etc.

3. **Making employees** at all levels of the organisation **responsible for bringing in the vision in** their daily work, especially where this concerns cooperation with stakeholders.

4. **Making the vision available to external stakeholders**.

5. A determining of **the indicators** of pursuit of the vision in the public organisation.
6. A determining **of a timeframe for effect to given to the vision**, along with control points through time relating to its pursuit.

   To check upon the course of progress with the implementation of the vision, once in six months or once a year (depending on the wider timeframe), it will be necessary to:

   - plan a "**vision review meeting**" involving the implementation team;
   - look through the indicators relating to pursuit and achievement of the vision.
   - compare the vision, the objectives and the mission with the projects pursued, in order to ensure coordination and cohesion.

Target (desired) outcome in the public organisation: an agreed-to and developed vision.

- A common understanding of the vision that has been developed, above all among the organisation's employees.
- Unity of action on the part of employees – each member of the team works on the shared success set out in the vision for the activity of the unit of public administration.
- Awareness of the vision, mission and objectives of the public organisation within its soci(et)al environment, as well as the opportunities for that vision to be pursued by external stakeholders of importance to the organisation.
- Readiness on the part of the public institution to take stakeholder postulates into account within the vision referred to.
- Increased confidence and trust of the citizens in projects being pursued by a unit in public administration, thanks to clarity and transparency of vision of the latter.

Indicators of the effectiveness of the practice

In measuring how well we are approximating to assumed objectives of the good practice, it is possible to apply measures as follows which can be termed indicators of the effectiveness of the practice.

- **The number of leaders** and key employees engaged in the activity linked to a vision for the organisation being devised.
- An indicator reflecting the degree to which the project team has communicated to employees the vision, mission and objectives of the unit of public administration. This may comprise:
- the amount of **time devoted to communication** (as measures in hours);

- **employees' assessments of the quality of that communication**.
- An indicator reflecting **understanding of the organisation's direction – by the team implementing the practice, leaders and employees**.
- An indicator **of increased citizen confidence and trust in projects being pursued by the unit** of public administration, as measured by way of questionnaires.

Risks and barriers

- **A lack of engagement of** employees in developing the vision for the unit of public administration, and a lack of motivation as regards its pursuit.
- **Neglect for the effort to put the vision into effect in the context of daily work** in the public organisation
- **Inadequacy of communication between** the team ushering in the practice and employees of the organisation.
- Inadequacy of communication with external stakeholders.
- **Limited communication skills** in top management (a lack of skill in promoting the vision).

What next?

Self-questioning

Ask yourself the following questions:

- Is what I want to serve as a vision either too banal to motivate, or too demanding to motivate?
- How would a detailed version of the vision worth working on look? Who could help take care of that?
- in which aspects does the vision require the support of key stakeholders on the outside in order for it to become a reality? And thus in what aspects should the content take account of their needs?

Interesting examples, implementations and indications

Further inspirations

Winston Churchill, mission and vision – extracts from the speech to the House of Commons dated June 4th 1940.

We have before us an ordeal of the most grievous kind. We have before us many, many long months of struggle and of suffering. You ask, what is our policy? I can say: It is to wage war, by sea, land and air, with all our might and with all the strength that God *can give us; to wage war against a monstrous tyranny, never surpassed in the dark, lamentable catalogue of human crime. That is our policy. You ask, what is our aim? I can answer in one word: It is victory, victory at all costs, victory in spite of all terror, victory, however long and hard the road may be.*

Even though large tracts of Europe and many old and famous States have fallen or may fall into the grip of the Gestapo and all the odious apparatus of Nazi rule, we shall not flag or fail. We shall go on to the end. We shall fight in France, we shall fight on the seas and oceans, we shall fight with growing confidence and growing strength in the air, we shall defend our island, whatever the cost may be. We shall fight on the beaches, we shall fight on the landing grounds, we shall fight in the fields and in the streets, we shall fight in the hills; we shall never surrender.

Further reading:

World War II: Winston Churchill's Vision of Victory.

Churchill's speech as rendered by Gary Oldman in the Oscar-winning film *Darkest Hour* (2017).

Shelley Kirkpatrick, *How to Build a Better Vision Statement*, vol. 6 (2008), iss. 4.

Public administration, please remember!

Summary

- Involve management and people – there is no vision without leaders, and vision without people does not work.
- in difficult situations, always remind yourself and the employees why we are here.

Inspiring thoughts

If you can remember why you started, then you will know why you must continue – **Chris Burkmen**

A goal is not always meant to be reached. It often serves simply as something to aim at – **Bruce Lee**

SYNERGIA – in one sentence

Vision is a matter of significance!

ATTENTION! GOOD PRACTICE

An urgent need to make the most of chances

KNOWLEDGE PILL

Aim of the practice	The generation in employees of “a sense of urgency” when it comes to the need to make the most of occasions offered and chances or opportunities making their appearance
Origin?	Leadership in the organisation, HRM, team management
When to apply?	When there is a need to mobilise the organisation, a need for innovation and the putting in place of change
Results foreseen	More new achievement in the organisation, more innovation and more projects. Also an improved image of the organisation
Inputs not to be ignored	Training in the fundamental of team-building and teamwork
Risks to watch out for	A lack of faith or commitment / engagement on the part of employees
Key actions	Ambitious tasks for teams, and team-building
Key (not sole) measure of success	A greater amount of innovation (number of innovations) and effective pursuit of strategic objectives

Level of difficulty of the practice	Demanding ●●●
Required financial outlays	▪ **Moderate**; though may be needed to cover: ▪ **The costs of founding a platform** allowing for the exchange of experience between institutions. ▪ **The costs of bringing in ICT** that streamlines the analysis of chances, forecasting, foresight and so on.
HR required for implementation	▪ Employees without which the practice could not be brought in would be **2–3 in number** – personnel that form the team and are responsible for identifying and following up on chances. ▪ Commitment of leaders in support of the direction of change. ▪ A team balanced in terms of its competences – each member must bring to the table knowledge and skill differing from those possessed by others.
Key organisational activity that will be required	▪ **Training in the practical aspects of spotting chances**, and promoting this in the organisation, as well as "shaping" it into initiatives (knowledge of innovation, project management and risk management will also be very useful). ▪ **Researching the expectations, motivations and fears of employees**, responding to their doubts.
Required technical resources	▪ **Tools needed to:** pursue new projects and set up cooperation with other institutions. ▪ **A platform for the exchange of experience** between institutions. A special place in which conversation and dialogues can be had in smaller or larger groups, with a view to work being facilitated. ▪ **Equipment** – a sound system, conference equipment and other elements that ensure the comfort of creative work among participants in the discussion regarding chances, as well as a way of documenting the work done.
Time needed	A change in the way of thinking and motivating as regards the using and taking chances, and thus in practice broader cooperation with partners that should come along within **6–9 months**, assuming a status as priorities is taken on.

Cooperation

Cooperation with other institutions – both public and private – may ensure new, cost-free solutions. The development of a network among employees may lead to partnerships (i.a. with research institutions and technology firms).

MESSAGE FOR THE LEADER OF THE ORGANISATION

Chances (noticed and taken advantage of) shape and strengthen leaders!

Introduction

An online Encyclopedia of management makes it clear that **chances** are possibilities along the path of an organisation generated by external factors, and capable of being used in the achievement of market and financial results". Also emphasised is the **need to distinguish between chances and strong points of** the organisation, given that management science always sees a chance as something (positive) **on the outside of the organisation and its influences** and thus something existing irrespective of the organisation's activity and operations. "**Chances are there to improve the position of the organisation and its prospects**"[1].

It is most typical to use "PESTLE" to point to the following aspects of an organisation's surroundings (external environment) that can be sources of chances/opportunities (but also risks of more negative kinds):

- **Political** – e.g. a winning political force considered favourable to the kind of activity the organisation engages in;
- **Economic** – as when new markets for products arise, or new needs in society;
- **Social (socio-cultural, societal)** – for example where there is growing importance of climate protection within overall consumer preferences.
- **Technological** – e.g. state support for technological innovation;
- **Legal** – as when a certain activity is deregulated;
- **Ethical** – as where there is some kind scandal in a competitor organisation.

1 *Encyklopedia zarządzania*, https://mfiles.pl/pl/index.php.

Considerable variation in an organisation's contemporary environment **increases the level of interest in opportunity management**, as linked up with turbulence externally, as well as decision-making uncertainties, especially where those decisions are strategic.

The "opportunities" category associated especially with the SWOT method, and known generally in strategic planning and analysis, is not really understood in a clear way, being accounted for and explained in various ways. There may be references to being in the right place at the right time, to what is possible at all, to elements looking like the operation of chance, and to what might be thought of as occasions that arise and might be taken advantage of or benefited from.

Frequently, an occasion can in fact be considered **a combination** of circumstances (temporal and spatial) to which a response involving action on the part of the organisation may bring it benefit. However, emphasis is sometimes put on this being a **rare** kind of happening, and one whose "window" is open for a relatively short time … with this suggesting a move in the direction of "chance", or indeed "a chance".

There are management theoreticians who **see contradistinction in the planning of strategy whereby occasion and chances appearing abruptly – out of the blue – are to be taken advantage of.** Equally, one might go as far as to recognise that a strategy may specifically include mechanisms by which chances and occasions are sought out, at intervals or even constantly, to the point where some strategies might even be subordinated to seeking out and using "the main chance". Perhaps more often, the use or taking advantage of an opportunity or chance or occasion, or the drawing of benefit from it, may denote departure from agreed and developed strategy.

The events in question may further be seen as items existing in the surroundings and thus **needing or even waiting to be noted (uncovered) by the organisation** (in what can be deemed a passive approach to the exterior), or else as **shaped, created, nurtured or encouraged by the organisation itself**, by way of its innovation and experimentation (in what can be deemed and active and internal approach).

It is anyway seen to be key for the organisation to use a mechanism of **monitoring and scanning the environment within which it**

operates, with a view to it noting, though also in some way **filtering**, the opportunities and occasions that make their appearance.

Where firms are concerned, the occasions / chances / opportunities that rise may for example involved new technology being purchased, an unexpected overture from a large firm in regard to cooperation, the abrupt disappearance of rivalry, and an increase in demand. Furthermore, where politics and political footballs exist, change might be induced by a party's new policy or political initiative, by a change of public mood in the light of events, or by a new extended line of foreign aid, and so on.

A decisive influence on the seizing or failing to seize a chance that comes along may be exerted by the possession of, or possibility of access to, **resources that can be activated**. Of course, money springs to mind here, but it might be competences, motivation, contacts or technology.

It needs to be recalled how **chances do not always turn into successes**[2].

Aim of the practice

The aim of the practice is to imbue the entire the organisation with a certain state of mind that has an instinct for chance happenings that may represent chances for the organisation, having arisen in the wider environment within which it operates. There should then be no hesitation, unwillingness or reserve when it comes to these being treated as a potential spur to further development, the achievement of strategic objectives … and indeed of change in the face of a situation otherwise characterised by a certain stagnation or failure to sense opportunity.

Which actions does the practice encompass?

Description of the practice to be implemented:

One of the key take-homes from the vision, mission and objectives of the public organisation should be the need for employees to **act quickly** so as to make use of chances or occasions that arise or come along. But that drawing of benefit in such circumstances is going to demand **good reflexes, quick thinking, rapid decision-making, and then intensified (energetic) activity**. Sometimes things will need to be done instantly, since the desire to take advantage of what

2 In this part, I have especially drawn on the work of R. Krupski, *Okazje w zarządzaniu strategicznym przedsiębiorstwa*, „Organizacja i Kierowanie" 2011, no. 4; *Okazje jako przedmiot badań w zakresie zarządzania strategicznego*, (in:) *Zarządzanie strategiczne w badaniach teoretycznych i w praktyce*, „Prace Naukowe Uniwersytetu Ekonomicznego we Wrocławiu" 2008, no. 20; *Rodzaje okazji w teorii i w praktyce zarządzania*, „Prace Naukowe Wałbrzyskiej Wyższej Szkoły Zarządzania i Przedsiębiorczości" 2013, vol. 21.

has appeared will be present in many simultaneously. The activity in question might be exemplified as follows:

- **instant application** of knowledge gained through training, or some new acquaintance made at a conference;
- invitation extended to others to join a network of organisations, and/or the building of a private network of contacts;
- exchanges of experience with the employees of private organisations – e.g. in regard to good practice;
- the drawing of benefit from conversation with colleagues when it comes to, say, the bringing-in of new technological solutions;
- **reaction** to what media have to say about some public issue or problem;
- an **unexpected** invitation to develop a new project.

Traditionally, **public organisations were regarded as less capable of taking advantage of chances, given limitations** of a formal, budget-related and scale-related nature, as well as the restrictions in place when it comes to setting up partnerships (the need to resist lobbying, avoid the risk of corruption, and ensure that all stakeholders are afforded equal treatment). Things do not have to be like thus, as long as leaders of the organisation plus employees are creative, and motivated to modernize their organisation by seizing the opportunities that come along.

An instrument serving to increase the probability of success following on from identified chances and occasions could be an **interactive IT platform** providing for exchanges of experience between individuals within the organisation (especially where seats can be in a number of different places), as well as among the institutions that cooperate with one another. The platform can be a special, virtual place in which a group can work, engage in discussion in larger or smaller groups, and in general facilitate work as regards chances and opportunities. The platform should offer the information necessary for new practices to be introduced and pursued, as well as databases and analyses deriving from them.

To take advantage of the chances and opportunities that come along, we need to ensure that several conditions are met. All must be **aware of the mission, vision and objectives** in line with which the organisation is operating, and towards which it is aiming and striving. Teams should experience the **sense** of pressure linking up with a task conferred; and be motivated to act in pursuance of it**. At the same time, they must truly feel and experience the**

backing of leaders, the permission offered to take risks and to act in a way that flies somewhat in the face of tried and tested schemes. The availing of chances will also be favoured by an organisation's already-present broad and open communication, its teamwork and a feeling of security that may have been engendered.

Leaders and managers must set **examples** as regards the degree of **"urgency" anticipated from employees.**

It needs to be recalled that **chances and occasions should in essence actin support of the mission, vision and strategies** of the organisation.

The assessment of chances must encompass this dimension – chances not acting in support of the core dimensions of the organisation may be illusory, or even dangerous for it.

Target (desired) outcome in the public organisation

- Employees focused in on the sensing, catching and using of chances and occasions.
- The presence within the organisation of "ambassadors" for chances, occasions and urgent.
- Structures and resources (e.g. reserves) and competences ready to implement and pursue new projects in line with the vision of the given public institution, with these coming to be recognised as new chances / opportunities.
- Wider and fuller exchange of experience, knowledge and resources with other units of the public administration and organisations in the private and non-governmental sectors.
- **The putting in place of an organisational "radar" for chances and occasion, as well as mechanism by which to "speed up" activity in the face of an opportunity.**

Indicators of the effectiveness of the practice

To gauge approach and approximation to objectives that have been set for the given practice, it is possible to apply the following measures, which can be termed indicators of the effectiveness of the practice:

- An indicator showing the share of all employees in the organisation that recognise **a sense of urgency** as regards the use of chances and opportunities and their status as a significant resource.
- **The number of identified chances** and occasions per unit of time, and the number of chances and occasions followed up

on successfully as a share of all such chances and occasions that were noted.

- **A reduction in the amount of time** passing between the appearance of some occasion or opportunity and the taking of action to draw benefit or take advantage of that.
- An indicator comparing the number of forms of cooperation entered into with other organisations before and after the ushering-in of the practice.
- An indicator of influence studying any increase in the effectiveness of implementation and pursuit of strategical objectives recognised for the organisation from the moment an aware policy of "urgent approach" to the use of chances, opportunities and occasions is first taken up.

Risks and barriers

- **A lack of confidence** on the part of all institutions and organisations to become involved in uncertain undertakings, a lack of readiness of other organisations to cooperate over shared attempts to draw benefit from chances and opportunities / occasions.
- **Access to resources** (reserves) allowing initiatives to be taken up in association with the appearance of chances.
- **A lack of engagement/commitment** among employees in the name of the mobilisation of a "sense of urgency" – which may reflect problems with motivation, wrong management or past failure to seize the day.
- A lack of any translation into motivation, i.e. a failure to address the dimension of harnessing that "urgency" in the work done.

What next?

Self-questioning

Ask yourself the following questions:

- Is there some **model or formula for appearing / arising chances, opportunities and occasions** associated with the area of operations of my organisation? If there is, then how can I make use of it?
- How to share out the chances with others, in the hope that they might also share theirs with me?
- Is the sense of urgency perhaps excessive? Might it not be erasing any sense of security?

- Am I making good choices of people who might seek out and make urgent use of chances? In terms of personality type, skill, but also the capacity to match up to an urgent task?
- How **to keep up the energy** to work on opportunities arising? And what if things fail to work out?
- **How to celebrate** successes, while also learning from mistakes, in such a way that motivation remains at a high level?
- How to make use of the voices of sceptics and those offering dire warnings about risks?

Interesting examples, implementations and indications

Further inspirations

An interesting take on chances (occasions) in management is to be found on the websites of those firms who engage professionally in "opportunity management". Their conceptualisation would extend to:

- **random chances**, unplanned-for and unpredicted, i.e. ones that can appear unexpectedly, in a way that could not have been foreseen, even as any taking advantage of them is capable of giving rise to change. This type of occasion most often goes by the names of **coincidence, luck, destiny, fate, sudden realisation or "enlightenment" / "seeing the light"**, and so on.
- **Planned-for chances** – i.e. strategies, tactics and plans that shape the future in a planned way, via an aware seeking of new possibilities and a preparation of change. It is **prospective thinking, forecasts, planning** of scenarios, projections, experiments, innovative projects and pilot projects.
- **Exponential chances** – based on cooperation with other partners and requiring the identification of people, situations, events or alliances that act as multipliers, abruptly accelerating change and development in a dynamic, non-linear manner. This model can bring **change that proceeds slowly at first, but at some moment starts to gather pace very rapidly**. Such chances entail the search for non-conventional and non-typical linkages, correlations and combinations.

Further reading:

R. Jing, A. H. Van de Ven, *Toward a Chance Management View of Organisational Change*, „Management and Organisation Review", vol. 14, issue 1, March 2018.

K. Lachowicz-Tabaczek, *Psychologiczne uwarunkowania elastyczności menedżerskiej – znaczenie postawy wobec nowych doświadczeń oraz przekonań na temat natury ludzkiej*, „Prace Naukowe Uniwersytetu Ekonomicznego we Wrocławiu" 2012, no. 249.

W. Czakon, *Problem krótkowzroczności strategicznej*, „Przegląd organizacji" 2018, no. 10, as well as the discussion on the book by **W. Czakon** entitled *Krotkowzroczność strategiczna menedżerow*.

Public administration, please remember!

Summary

In resorting to “urgency” as we seek to take chances in a public organisation, a matter of **special importance** is **accountability for the legality and justified nature of expenditure**. **However, this is why we have specialists in law and finance – so that we can find ways and not excuses.**

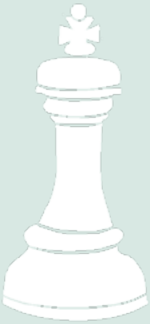
Inspiring thoughts

In the fields of observation chance favours only the prepared mind – **Louis Pasteur**

A man may have wisdom and discernment, but that is not like embracing the favourable opportunity – **Confucius**

SYNERGIA – in one sentence

Remember that frequent activity instils habits and thus strengthens change. So the more searching out of chances we do, the better things will be!



The Leadership Pipeline: from leading oneself to leading organisations

KNOWLEDGE PILL

Aim of the practice	Improve the functioning of leaders in the organisation
Origin?	HRM, leadership
When to apply?	When future leaders need to be made ready
Results foreseen	A more effective and efficient organisation
Inputs not to be ignored	Study of the needs of succession
Risks to watch out for	Lack of support for current leaders
Key actions	The pool of talent and its management
Key (not sole) measure of success	360° assessment/evaluation

Level of difficulty of the practice	Moderately difficult ●●○
Required financial outlays	These are not major, but what is above all important is the support of current leaders of the organisation and transparent and just rules for managing talent.
HR required for implementation	▪ **A team of mentors** (ex-leaders in the organisation). ▪ **Coaches**. ▪ **Experts in the training and development** of managers at higher level, as well as leaders *per se*.
Key organisational activity that will be required	▪ **Questionnaires**; research into styles of leadership. ▪ **Analysis of the "needs for succession"** of leadership in the organisation 3–5 years ahead.
Required technical resources	**A room and equipment with which to run training sessions**, as well as meetings with coaches and mentors.

MESSAGE FOR THE LEADER OF THE ORGANISATION

Management is doing things right, leadership is doing the right things.

Introduction

Current leadership structures are too stiff, while limited possibilities (lack of time) characterising higher-level management slows down decision-making. We live in a world of **VUCA**[1], in which **flexibility is key** as a factor. **A proper direction to the development of leaders** may give rise to increased **agility of the organisation**, in this way acting in support of adaptation to sudden change (as in the COVID-19 situation).

1 As *Wikipedia* notes, VUCA is an acronym deployed for the first time in 1987, in regard to the theories of leadership advanced by Warren Bennis and Burt Nanus. Their purpose was to describe and reflect upon *volatility*, *uncertainty*, *complexity* and *ambiguity* characterising general conditions and situations.

Another problem lies in the way that **some leaders are leaders in name only**. They spend a large part of their time **in expert-level work and tasks**, finding this to their liking and doing nothing more than "**tolerate" their leadership functions**. This in effect leaves them as **overpaid experts**.

To put things in colourful terms: managers basically "fight the last war" and still have the mentality of the previous level of leadership.

Understanding **the essence of the idea of the leader** is one of the steps to a better approach to leadership. The aim of implementation is then **to improve the functioning of leadership** at different levels.

This concept is to bring about a **development of leaders at all levels** of the organisation. It illustrates the way that **bad leadership** looks at each stage (i.e. at the given level of development). **In respect of the given level of management there will need to be different** use of time, values needed in achieving success (e.g. greater agility), and decision-making. It is necessary for there to be a healthy balance between tiers of leadership. If leaders do not know **what is required at the given level**, they will tend to do what they are good at, meaning that they will continue to carry on with work in an expert capacity. However, when leaders are taught **what they should focus on at different levels**, the result may be a raising of the quality and caliber of leadership in the organisation.

Which actions does the practice encompass?

An understanding of the **concept of "tiered" leadership** may give rise to a development of leaders on every level in the organisation, through the defining of different skills required, when leaders transfer from one level to the next.

Leadership Pipeline – key actions:

- The creation of a **pool of talents** expected to take on managerial duties and obligations.
- **Talent management** – entailing "nursing" or "nurturing" activity, with training, mentoring, conferment of responsible tasks in advance of promotion, observation and support in difficult situations.
- Preparation for a change of level in leadership should be treated as one of the organisation's **conscious policies**.
- **Awareness-raising among leaders at the highest level in** administration as regards the importance of present and future leaders being developed.

Desired outcome of the leadership pipeline

In a public organisation:

- Better pursuit of the organisation's strategy and objectives.
- The reduction of the "succession risk". But also that involving pathological leadership.
- Greater prestige and a good image for the organisation.
- Skill in mutual cooperation among different leaders.
- A mentor-and-coach pathway for former leaders in an organisation, with inter-generational dialogue.

Indicators of the effectiveness of the practice

To gauge the approximation of assumed goals of a given practice, it is possible to apply the following measures, which may be termed indicators of the effectiveness of the practice.

The basic or core indicators are simple measures of whether the organisation in public administration has an operating "**reserve bench" system** as regards leadership, with this also being supplemented by a **system for the development of leaders (a yes/no indicator to be regarded as a product**). **Application could for example involve the introduction of at least 3 instruments for the development of leaders over the period of a year following on from the acceptance of the practice.**

More **complex (qualitative) indicators** are:

- **Feedback from those promoted** as regards the leadership development and talent management system in the organisation – a positive-assessment indicator (as a result).
- **The degree to which use is made of the system** for training and projects, e.g. via coaching, so that **actual promotions can be achieved** (a result).
- **Indicative opinions as regards** effectiveness of leadership and ethics among leaders, e.g. via 360° appraisal (a result).
- An indicator of influence considering raised effectiveness of the pursuit of strategic objectives of the organisation from the moment instruments for the development of leaders are introduced (analysis of the main indicators of the organisation and qualitative or factor analysis regarding the influence of the method, as well as its influence on the correctness and wisdom of decisions taken as regards staff in key posts (as for example indicated by reduced staff turnover).

Risks and barriers

- Incorrect talent-management and recruitment procedures – errors in the recruitment of future leaders, bottlenecks and flawed processes it proves possible to identify.
- lack of consistency in the preparation of leaders, such that no use is made of this at a later stage.
- Weak programmes for the development of leaders, talents not being given the space needed to develop.
- Lack of current support for leaders in the organisation and employees.

What next?

Self-questioning

Ask yourself the following questions:

- **In pursuit of which objectives** is the organisation leading planned **leaders**? Are these being selected adequately?
- Does the preparation of leaders strike a balance between **effectiveness** and **ethics**?
- Does the talent management **give all chances** to prove themselves?

Interesting examples, implementations and indications

- The leadership style of Poland's Józef Piłsudski – management by eye
- Certyfikat Przywódcy Publicznego – the Public Leadership Credential – is an online programme that offers change-managers the skills and knowledge needed to promote the public good and exert an influence in their own circles.

Public administration, please remember!

Summary

We can never say too much about good leadership, so to finish...

In public organisations, the development of leaders should be a matter taking in both officials and young politicians. This eliminates the risk of suspicion or "jealousy" on the part of the latter, while their development (combined with better acquaintance vis-a-vis the leaders from the Civil Service) will only benefit the whole public sector, even if the politicians in pursuit of their careers will naturally be inclined to move on from the organisation at some point. At the same time, where managerial posts and leadership roles are concerned, a healthy balance will need to be maintained between external recruitment and advancement within the organisation.

Inspiring thoughts

It is always better if a position is below the skill of the one who holds it – **George Ch. Lichtenberg**

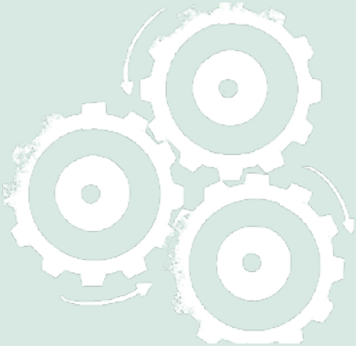
Humility is the mother of giants – **Gilbert Keith Chesterton**

A true leader assumes responsibility. On losing, he says "I lost", rather than "My people lost" – **A. de Saint-Exupery**

SYNERGIA – in one sentence

To become truly great, one has to stand with people, not above them. – **Montesquieu**

Key topics in high-efficiency teams



KNOWLEDGE PILL

Aim of the practice	To raise the effectiveness of teams in an organisation
Origin?	HRM and team management
When to apply?	When there are difficulties with integrating people around shared objectives and their pursuit
Results foreseen	Teams and an organisation that have got their act together, comfort at work, innovation
Inputs not to be ignored	Training in the principles underpinning team-building and teamwork
Risks to watch out for	A failure to take account of the team dimension in the reward system
Key actions	Ambitious tasks for teams and teambuilding
Key (not sole) measure of success	An indicator relating to staff turnover

This practice can be brought in without major outlays of money, and nor does it require special equipment or an additional IT system. It does demand work from the leaders and members of teams, who will be cooperating together.

Level of difficulty of the practice	Easy ◉ ○ ○
Required financial outlays	Limited
HR required for implementation	▪ **A committed leader** operating in support of the direction of change, and pushing it forward. ▪ **A team that is balanced in terms of its competences** – as every member inputs knowledge and skills differing from those already possessed by members. ▪ At the initial stage it is possible to use **a facilitator of the work of the group** – this person can safeguard the process ongoing in the group, as well as being an ambassador for new practices. ▪ **Training in the practices** of group work and teamwork. ▪ **Researching the expectations and fears of employees**, and responding to their doubts.
Required technical resources	▪ **A special place in which** discussions in smaller of larger rooms can be run or take place, with work facilitated appropriately. ▪ **Equipping** – in a sound system, conference equipment and other elements ensuring comfort and creativity of work among discussion participants as well as means of its documentation.

Implementation is not associated with very high costs. Done properly this will happen through the commitment / involvement of managers and leaders and in a systematic approach to the taking of decisions.

The effectiveness of the method is founded in the determination and reliability of as large a number of people as possible.

MESSAGE FOR THE LEADER OF THE ORGANISATION

As we take care of people, we in that way attend to our objectives

Introduction

This a method of **creating cohesive teams with a mentality orientated towards shared goals / common objectives. These teams feature a healthy atmosphere** in which to work that helps maximize productivity.

Innovation in practice is an efficient bringing-together of a number of elements – first and foremost **a focus on the mental wellbeing of members of the team, so as to ensure the unblocking of creativity and a readiness to commit to the work of the group**. People need an environment in which they speak about their needs, fears and mistakes, free of fear that they are going to be judged, evaluated or somehow demeaned, belittled or even humiliated.

A team is a group of individuals acting together in order for a (their) objective to be achieved.

Work in administration connects up with the solving of many problems, as well as contact s with people. **A team from which internal conflicts have been eliminated offers preliminary conditions for healthy cooperation internally, within the group, but also externally with stakeholders.**

Employees will be in a position to communicate their needs and those of their institution in an open way, and one that ensures raised quality of work done. Through use of the practice, the unit of administration will be better **able to focus on the needs of citizens**, and **devise new ways of working with citizen-clients.** The process will also help them perfect their own work. This practice can be brought in **in every single unit of public administration, and does not require major financial outlays; only the engagement / commitment of leaders and teams themselves.**

Aim of the practice: to raise the level of efficiency and effectiveness characteristic for the work of given teams, with this therefore exerting an influence on the success of the organisation as a whole.

The practice seeks to achieve the **elimination** of such negative features of poor operating of an organisation as:

- the absence of shared objectives, or even goals in general, or else the presence of objectives that are disparate and/or uncoordinated.
- **a lack of commitment to and responsibility for** the work of members of teams.
- the dividing up of groups to the extent that they become "**silos**" or like deep-dug **"trenches**", with "**bridges**" to communication therefore absent.
- the capacity of teams to react in a flexible and appropriate manner in the face of a changed situation.

Which actions does the practice encompass?

1. All must be **aware of the objectives** the organisation is working towards and striving to achieve, but also of the reasons for these objectives as opposed to others to have been identified and set. The **focus needs to be on the proper execution of tasks.** Teams should **feel** the pressure associated with the assignment of a task, and be motivated to take it on.

2. **Team spirit and team integration (**teaming**)** encourages the success of the individual within the administration. *Teaming* represents **a system of positive linkages between teams and organisations.**

3. **The key here** is to ensure **the mental wellbeing of members of the team**. Wherever the achievement of objectives is not possible unless risky decisions are taken, teams are **exposed to mistakes and failures**. It is thus helpful to put in place an **atmosphere** in which employees **know they can express their opinions freely**.

The effective form of the practice is based on steps as follows:

1. the organisation offering people a **clear goal and rules of action;**
2. the organisation **modelling cooperation** and **incentivising engagement** in it;
3. **the managers** setting **examples** when it comes to efficiency and cooperation;
4. the organisation creating **safe spaces in which the truth can be spoken**.

Further reading:

5 Navy SEAL* Leadership Strategies That Are Critical to Building a Strong Team

*The famous *Navy Seals* are the US Navy's primary Special Operations Force.

Outcome of the practice

Introduction of the practice ought to yield outcomes as follows for the organisation:

- greater **awareness of the shared goal and the justified nature** of what the organisation does;
- **developed organisation and cooperation** as regards different organisational units;
- conditions put in place for **work in a healthy, conflict-free environment**;
- awareness-raising within a team as regards **the positive aspects of constructive criticism**, allowing for any repeating of mistakes to be avoided;
- effective **team management**;
- **benefit drawn from the strong points of each person**, and the linking-up of personnel into **an effective and cohesive group**;
- the practice yielding results as set out in the following table.

Target (desired) outcome in the public organisation

- Clarity as regards a joint objective or shared goal.
- Teamwork.
- A sense of security in the psychological sense.

Indicators of the effectiveness of the practice

To gauge the level of approximation to the assumed objectives of the given practice, it is possible to apply the following measures, which may be termed indicators of the effectiveness of the practice:

- The numbers of people trained in teambuilding methods and effective teamwork (a product).
- An increase in numbers of tasks conferred upon or delegated to teams (a product), as set against individual tasks (another product).

An indicator allowing for checks upon **improved communications within teams, employee satisfaction and progress with cooperation –** questionnaires sent out to employees (a result). These questionnaires ought to allow for research into:

1. **staff** turnover (but also with exit interviews applied)
2. **the level of engagement** of employees (yourself and others)
3. Do people ask members of the team for **help**, obtaining it but also offering it (growth).
4. Are people taking **risks** more often?

Indicators of influence studying the increased effectiveness with strategic objectives of the organisation are pursued – from the moment a conscious policy of investing in team work starts to be implemented (quality analysis of factor analysis of the influence of the said policy); as well as the influence exerted on the quality of work.

Risks and barriers

- **A lack of consistency** to the application of the method.
- **Punishment as opposed to reward for honesty** and risk-taking.
- The lack of any translation into motivation – i.e. a failure to heed the teamwork dimension.

What next?
Self-questioning

Ask yourself the following questions:

- Does the makeup of teams take account of **all those important** to the outcomes of work done? Including those why are more shy, but also hardworking and useful?
- Has the leading of the team been **planned optimally** (who and with what remit)?
- How to keep up the team's **energy for work**? What if things fail to work out?
- **How to celebrate** team successes, while learning from mistakes, thereby keeping up the level of motivation?
- How to attend to **the minority view** in any given team?

Interesting examples, implementations and indications

- 30 Team Building Activities for Sports
- Women's basketball – team-building

Public administration, please remember!
Summary

Prepare individually (or best of all together) a team control list that checks on the effectiveness of the team. A publication that can be used here is from:

- **Dr Adrian Pyszka –** University of Economics in Katowice: "Models and determinants of the effectiveness of teams"

Inspiring thoughts

Talent wins games, but teamwork and intelligence wins championships – **Michael Jordan**

I'm not the smartest fellow in the world, but I can sure pick smart colleagues – **Franklin D. Roosevelt**

Individually, we are one drop. Together, we are an ocean – **Ryunosuke Akutagawa**

SYNERGIA – in one sentence

Remember that the team is your strength!

ATTENTION! GOOD PRACTICE

Strategic storytelling in an organisation

KNOWLEDGE PILL

Aim of the practice	Using storytelling in achieving the objectives of the organisation, through motivation
Origin?	HRM, communication
When to apply?	When the motivation to be active is lacking
Results foreseen	An increase in the degree to which people become involved
Inputs not to be ignored	Training in methods of stortyelling for communication
Risks to watch out for	A lack of coherence between the content and form of content communicated
Key actions	**The devising of narratives of key importance to people** in the organisation, with important values invoked
Key (not sole) measure of success	**A rise in the level of commitment/engagement** among most employees

Level of difficulty of the practice	Moderately difficult
Required financial outlays	Moderate ◉◉○
HR required for implementation	▪ Trainers – experts in storytelling; internal communications specialists and specialists in plain language. ▪ Project leader – the ambassador for and coordinator of the new approach. ▪ The leader – as a sponsor among members of management, leading by example.
Required technical resources	▪ Modern equipment for use in presentation and communication. ▪ **Convenient places to meet with the necessary sound systems.** ▪ **Informational materials in a form supporting storytelling (short films, music, posters and presentations).**

Implementation is not linked with high costs. Pursued in the right way, this takes place thanks to the commitment of managers and leaders in facilitating and streamlining communications with teams.

The effectiveness of the method is based on determination and reliability in the largest numbers of people. The effort put into improving communications and understanding cooperation will be visible in the outcomes of their work.

MESSAGE FOR THE LEADER OF THE ORGANISATION

Do you have a story to tell? If so, tell it well!

Introduction

This is a method drawing on **the oratory skill of the leader to present the strategy of the organisation**. Innovation entails making people aware of the significance of the means in which **discussions are run with people in an organisation**. It is also very important that employees of administration should be managed in such a way **that they see the sense in the tasks conferred upon**

them, and in their own efforts. This is best done through effective communications that refer to **positive motivation and emotions, as well as deep cognitive structures (myths, or good versus evil)**.

This practice is important to public administration, as it helps shape a suitable atmosphere for work (**mobilisation, team spirit and mutual assistance**). It is difficult to achieve outcomes in an environment characterised by conflict and deprived of mutual understanding. Poor contact s between employees and their superiors also exert an influence on **capacity to achieve objectives**.

Storytelling may be used in **other areas of operation of the organisation**. Establishing cooperation with others requires **shared/common values** and a basis for joint action. Finding an appropriate means of passing these on to the potential partner can be of decisive importance in the setting-up of cooperation.

Aim of the practice: the better communicating of strategies. Stories have power[1]

Leaders have **problems with communicating objectives and motivating people into changing their attitudes and behaviours**. **The skill of the orator is by no means a universal one.** It is not easy to pursue plans where teams lack energy, but this appears thanks to communication that convinces people into getting involved.

In **storytelling**, the structuring of what is to be conveyed draws on schemes from drama that are well-known to writers as well as the shapers of pop culture (as when the narrative of *Star Wars* recalls Greek drama). Specifically we have **the struggle of good against evil, the journey into the unknown, and the change or transformation in the hero**. Beyond that, there are themes of **power**, **forbidden fruit**, **crisis**, and **desire**.

All these methods are to be deployed in the service of goal-attainment, be this by convincing of the need for action, effort, or the devoting of time and money, or be it about strengthening **emotional attachment**. The contribution is further to the shaping of **cohesive teams with a mentality directed at the attaining of shared objectives**, in which the atmosphere is as healthy and conducive as possible. This communication, also termed **narrative**, also comes in useful in **crisis situations** – providing for people to be mobilised into action, to put in more effort, to overcome fear, and to accept the hope that **even the greatest difficulties might be overcome. Strategic storytelling** also applies such methods in achieving a more determined and dogged pursuit of the organisation's main strategy.

1 A fine and exhaustive introduction to storytelling on offer in Polish too is K. Fog, Ch. Budtz, P. Munch and S. Blanchette, *Storytelling. Narracja w reklamie i biznesie*, Warsaw 2010.

What does a good tale … entail?[2]

Features of a good story

- Witty and absorbing.
- Personal (making reference to the personal experience of the speaker and/or the listeners, or at least their dreams).
- Of pedagogical value, with some lesson or moral to impart.
- Clear, and readily-remembered and repeated.

Good storytelling technique embraces:

- a journey by a hero (who leaves home / the nest, faces up to some challenge in a foreign place, and returns home victorious);
- a problem and its solution;
- interest and engagement (e.g. in relation to good and bad);
- an interesting story and ending;
- action – on the part of the hero, and/or in the form of a call to action to those who hear;
- a promise or hope or a challenge being overcome;
- lively and picturesque language;
- a symbol, be that a person, subject or problem-solving aspect;
- evidence – the hero gets past a series of hurdles (numbers, figures, research);
- the call to action, with no giving up in the face of difficulties.

Which actions does the practice encompass?

- a well-developed narrative from a leader whose authenticity lies in its cohesion and credibility, as well as the way in which it supplies positive values (on the other hand it cannot be pretentious);
- the communication via the story of an identified chance that the organisation may seize (with examples, histories and successes offered);
- regular summarising of achievements, with praise extended for successes achieved in problem-solving, and with new tasks presented in a positive light … all with a view to ensuring that dynamic work continues to be done in the organisation;
- honest, full and reliable informing of employees as to potential threats and their influence on work;
- indication, justification and recollection *vis-à-vis* the main objective (direction) of the organisation (with leaders going on to explain everything clearly, outline the stages to the work and the

One of the storytelling techniques involves the so-called "killer presentation":

How to Give a Killer Presentation…

2 Developed inter alia by reference to: K. Fog, Ch. Budtz, P. Munch, S. Blanchette, Storytelling. Narracja w reklamie i biznesie, Warsaw 2010; K. Murray, Język liderow, Warsaw 2014; J. Winiarski, J. Rawska, Po bandzie, czyli jak pisać potencjalny bestseller, Warsaw 2015.

path leading to its development, all with employees instilled with a feeling that expectations and obligations can be met;

- reference (for example in summaries) to – truly – common values, with it being made clear how these overlap with the personal convictions of the leader and employees;
- authenticity to the whole narrative leaders offer, as they obligatorily adhere to the same values in private life as well as public.

Target (desired) outcome in the public organisation:

- Greater accountability of the leader for utterances made, and greater engagement on the part of the employees.
- Teams aware of the objectives and strategy of the organisation – and hence better implementation and pursuit of both.
- A clearer defining of responsibilities and priorities.
- People motivated by the inspiring leader, who has a great capacity and ease when it comes to the sharing of the vision and the objectives.
- Elimination of a feeling of even conviction among employees that their work and activity fails to make a difference.
- The founding of platforms for the exchange of information and opinion, with stronger ties building with the organisation and the team, and a sense of community and shared vision.

Indicators of the effectiveness of the practice

To gauge approximation to the objectives set and assumed for the given practice, we need to apply the following measures, which can be termed indicators of the effectiveness of the practice:

- **At the outset:** training in narrative methods in communication for the organisation's leaders' and **later**: organisation of a minimum of one meeting per quarter or month at which storytelling takes place. This leaves as an indicator (product) the number of meetings that arise in which communication using the storytelling method is a feature.
- **Later also:** the number of projects introduced in line with the use of communication by the storytelling method (an outcome).
- in terms of **effect or impact:** an indicator of change *vis-à-vis* people's sense of being informed and engaged / involved / committed – suggesting a questionnaire to assess (for example) levels of: motivation, trust, and understanding of objectives / directions and leadership exercised – before the practice was brought in as well as in the presence of it.

Risks and barriers

- The plan or strategic objective communicated fails to focus on the future or on the supply of a credible vision for the direction in which the organisation is heading. In this case, the organisation's priorities might not be those of people, while the communication may not suffice to change anything (overall indicating that the objectives have not been set in the right way).
- A lack of cohesion (or even coherence) – characterising the form and content of the storytelling as set against the realities of the organisation – stories might not have been thought through properly (or at all), and/or might be addressing questions that are banal, and/or might be truly beautiful, but detached from reality, and/or offering words and deeds that fail to match.
- A failure to make careful selections – the less-talented should not be forced into flawed or less-than-ideal storytelling activity.
- A lack of support among current leaders of the organisation and/or employees – perhaps based on the conviction not unknown in administration that it does not demand communication in the same way as business does, given that there are more important things, like the budget or legislation.

What next?

Self-questioning

Ask yourself the following questions

- Is what I want to communicate to people **important to them**? Credible? Motivating?
- Have I been choosing the right **time and place** for the telling of what I want to tell?
- Is my intention **to speak to people**, or also about myself?
- How are we in the organisation to seek out **further inspiration via** communication (speakers, texts, songs)?

Interesting examples, implementations and indications

- Storytelling Best Practices to Increase Your Workplace Influence
- Top 10 Most Powerful Orators of the 20th Century (Videos)[3]

3 Technocrazed is a blog addressing issues of technology, science and culture.

Public administration, please remember!

Summary

Where storytelling gains use in public organisations, **accountability for words used** is especially important. **Stakeholders** can be many in number, and they keep looking at what comes out of a given organisation. Those developing a story narrative need to remember that what is communicated by it has to be in line with **overall government plans**, strategies and information policy.

Inspiring thoughts

The pen is mightier than the sword – **Euripides**

Purposeful story telling is not show business, it's good business – **Peter Guber**

Marketing is no longer about the stuff that you make, but about the stories you tell – **Seth Godin**

SYNERGIA – in one sentence

Remember that frequent use creates a habit and strengthens change. So… the more (good!) stories, the better!

ATTENTION! GOOD PRACTICE

A leader with a vision for the institution’s development

KNOWLEDGE PILL

Aim of the practice	The aim of this practice is to develop an organisation delivering results that is at the same time employee-friendly. This improves the quality of work and the image of the institution
Origin?	HRM and leadership, change management
When to apply?	when the organisation is failing to be efficient and employees lack or have lost motivation
Results foreseen	Raised effectiveness and efficiency of the organisation, agreed ambitious goal for the development of the organisation and its divisions
Inputs not to be ignored	Habit in the use of the practice, so that it becomes everyday
Risks to watch out for	The example is set by the leader, as regards credibility in general and credibility of words and deeds in particular
Key actions	The selection of people to be members of teams, and their founding, along with the assigning of duties
Key (not sole) measure of success	Greater satisfaction from work in the organisation, a development of its positive image

Level of difficulty of the practice	Moderate ●●○
Required financial outlays	▪ On remuneration of specialists in information-gathering, analysis of the needs and problems of employees and the preparation of recommendations. ▪ On the purchase of computer equipment and programming allowing the management team to analyse the situation in the organisation, as well as the same providing for interdisciplinary teamwork. ▪ On the training that will prepare employees to work in interdisciplinary teams. ▪ On the regular organising of training ensuring that all employees of the institution are more open to change, and know how to manage change.
HR required for implementation	▪ A specialist to study the needs and problems of employees, *inter alia* gathering information on their proposed solutions. ▪ A management team of 2 people that makes solutions ready in collaboration with the analyst, by reference to the information that has been gathered. ▪ An interdisciplinary team 7–10 strong that is adapted to the pursuit of complex tasks, established with the aim of comprehensive solutions being proposed on the basis of analyses of the situation in the organisation.
Key organisational activity that will be required	▪ Changes in HR rules and competent HR personnel. ▪ Crucial engagement on the part of the head of the institution and the personnel department. ▪ Time for training.
Required technical resources	▪ Conference rooms (with projector, screen and computer) in which staff training in team-working can be given, as well as regular training to raise the level of openness of all employees to change. ▪ Computer equipment and programs allowing for the analysis of the situation in the organisation, and the work of the interdisciplinary teams. ▪ Premises for the interdisciplinary team adapted to its size, with access to the organisation's network, as well as its documents.

	Time needed	The training and repeat-training of the first interdisciplinary team would take some 4–5 months. Teams then need 3–4 months to present their final recommendations.
	Knowledge and experience	▪ Specialists in the study of needs and problems, as well as solutions, in institutions. ▪ Experts running training courses on increased openness to change among employees.
	Cooperation	▪ **Cooperation** within the framework of, and between, interdisciplinary teams. ▪ with the involvement of external and internal stakeholders; ▪ with experts.

MESSAGE FOR THE LEADER OF THE ORGANISATION

An outstanding leader is able to link results with care for people. It is a true art to achieve two objectives and not one.

Introduction

The leader in the organisation (public as much as private) must be an **authentic person**, offering a credible and convincing presentation of **the mission of the organisation**. This is then an **instrument exerting impact:**

1. on the environment in which the organisation operates, with a view to increasing the likelihood of **goals being attained;**
2. on employees of the institution, who at their posts are pursuing objectives day in and day out (by way of management by objectives).

For an institution to maintain credibility it must be **active, visible** and **reliable**, and have **objectives with a value to society** that it pursues with passion and commitment.

A part of the organisation takes the form of its employees and their true faces, passion, authentic belief in the mission (that they also share), which is visible in everyday activity and offers a feedback **influence on the image of the organisation**. For external stakeholders, a belief in credibility or reliability would be hard to maintain where an institution has employees that seem demotivated, or adhering merely to political correctness, even though they fail to offer a credible presentation of their organisation's objectives. Also invoked here is a need to **integrate employees around the objec-**

tives of the organisation, with a strong conviction that teamwork, competences of their own and of effective leaders can truly allow ambitious goals to be achieved, and problems solved, at least within the area of the organisation's pursuit of public tasks and objectives.

Leadership in the change process takes in five phases that are separate, even as they are linked, i.e:

1. **a readiness to take change and the encouragement of such readiness** by the leader among advocates or employees more generally;
2. the organisation's strategic positioning or **orientation**, *vis-à-vis* challenges, opportunities and threats arising out of the surroundings, and also in the face of change that influences the organisation in a visible way;
3. **the winning of heart and minds** of advocates, employees in general, and stakeholders, through storytelling as regards change and its direction that strengthens the image of the institution among stakeholders and makes it attractive to employees;
4. **the achievement of a "new" equilibrium of the organisation following the period of change**, transformation, taking of the organisation through a crisis, and even change *per se*, with all systems seeking to regain such balance in variable or stormy surroundings;
5. **leadership focused on the self-improvement of the institution** managed, with facilitation of employees' pursuit of mission and own self-improvement, with a view to that mission being served.

Making changes in an organisation, a leader must prepare the ground, meaning:

- An interdisciplinary **team steering change** as well as **a new tactic or approach to change**, so that the reorganisation may end in success. Changes need to be brought in step by step – an aspect that has its positive impact when it comes to employees and their adjustment to change. **A shared preparing of "the ground" for change** influences trust or confidence in the leader in the team in a positive way, as well as the reverse relationship, even at the very start of the change process.
- **Training at all levels of the public organisation**, from the top civil servant down to line employees, with their being a greater probability of the introduction of change being achieved.

Interdisciplinary teams have their **many pluses** – above all a capacity to bring to the table various kinds of experience and competence.

But different people also deliver different **cultures of work** and other ways of looking at problems, with lawyers offering legalism, and economist being interested in costs, a manager wanting to bring in solutions, and so on. This is the reason for training to be so important, so that the above people can **learn to work on themselves** and draw the best of different competences, as different cultures of work and professional ways of looking at things are respected. Without this, **a likely result will be conflict and misunderstanding.**

Aim of the practice

With this implementation the effect should be **to raise the level of effectiveness of activity of a unit of public administration through reorganisation of internal meetings and the reduction of risks associated with meetings** of a given time that are time-consuming and in fact only worsen the wellbeing of employees.

What the practice entails

Description of the practice to be implemented:

There are **three categories of task** that are of key importance to an organisation's development, the improved quality of its work and its image on the outside in society (among stakeholders):

1. improved **communication and relations between employees** – within the framework of teams of employees;
2. improved communication and relations **between the leader and employees**;
3. **a designated direction of** development that the leader has chosen and seeks to pursue.

To improve the aforementioned communication and relations between employees it is essential for **task and problem teams** to be set up, whose members will represent **different divisions of the public organisation**.

The result of such activity is:

- **greater openness** of employees to new ideas and people;
- an improvement in **communication skills**;
- the emergence of **teams adapted to the pursuit of complex tasks of an interdisciplinary nature**.

In such an interdisciplinary team it is important that there should be **a division of duties** that is painstaking, and well-discussed and agreed-upon by the team, as well as clear to the team.

Where this is lacking, an attempt to introduce a practice may bring a result entirely the opposite to what was intended.

Improved communication and relations between a leader and employees **demands conviction leadership**. The good practice here is the so-called **storytelling**, which denotes the deployment of inspiring stories to illustrate the potential for the development of the organisation, and its capacity to achieve its objectives, but also by overcoming limitations and incapacity.

An appearance by a leader before employees has to be sincere and clear, as well as relate to what are the core shared values (as affirmed authentically and given effect to in practice), in the view of both the leader and the employees of the unit of public administration.

Among the activities described as storytelling by a leader in order to set a direction for development, we find:

- presentation based on **an analysis of the situation in the organisation** (e.g. determining the needs of employees, an interdisciplinary team and its composition of tasks);
- the kind that is independent of the situation in the organisation, arising out of **trends in the surroundings, demands of stakeholders or other organisations operating in competition**. This for example includes encouragement into change, as passivity does not engender progress.

Outcomes for the public organisation:

- a fresh and positive image for the institution,
- mutual trust and acceptance among employees of an institution,
- greater openness to change among employees of an institution,
- greater motivation for action on the part of employees,
- a developed instrument for the analysis and collection of information regarding the needs and problems of employees, and proposed solutions,
- effective problem-solving.

Indicators of the effectiveness of the practice

Suggested **indicators by which to measure progress** and success with the introduction of the practice:

- An indicator depicting the results of work **on how the development of the organisation is perceived**, with employees in a position to speak (during and after introduction of the practice) on the subject of the efficacy and comfort in the place of work as associated with development or change in the organisation.

- An indicator using the results of research into **the public image of the institution**. Questionnaires would be addressed equally to citizens and stakeholders, and employees of the public organisation.
- An indicator of **the number of employees open to change** within the unit in public administration, before and after implementation and pursuit of the practice.

Risks and barriers

- **a lack of commitment / engagement** of employees as a manifestation of the lack of credibility of change;
- selection and **earmarking of tasks in** interdisciplinary teams;
- **conflicts** between employees of the institution over change processes and diverging interests;
- **setting out a direction for the institution** – differences of interest and standpoint of groups of stakeholders within the organisation, as well as those on the outside, on which change might exert its influence.

What next?

Self-questioning

Ask yourself the following questions:

- **How to convince people** that the project can serve in their development and increase their comfort of work, as well as that a change of previous habits is a worthwhile thing?
- **How to start well**, thereby gaining people's trust in the idea of changing past habits (through basic training, change ambassadors, questionnaires a month into the process)?
- What might go wrong, and what do we do if things indeed **fail to work out**?

Interesting examples, implementations and indications

An effective team of higher-level leaders – 6 conditions

Primary conditions:

1. **True people** – a true team and not some kind of random group – composition chosen with care, with the skill to cooperate on a daily basis perfected further.
2. **The right people** – in terms of skill, knowledge and experience, bringing significant value to the team, also pro-cooperation attitudes, resilience and a readiness to take

Based on:

R. Wageman, D. A. Nunes, J. Burruss, J. R. Hackman: *Senior Leadership Teams. What it takes to make them great.* Harvard Business School, 2008.

responsibility and bring experience to decision-making, the solving of problems and engagement in conceptual thinking. Equally, the removal of people likely to play a destructive role or overly individualistic.

3. **A motivating purpose of activity** – safeguarding key values, with this being one of the goals of the daily activity of the team, but still more so in time of crisis. Pursuit of the objective is difficult, but at the same motivating and doable. The objectives of management at a time of crisis will need to be understandable.

Facilitating conditions:

4. **A cohesive structure** – a team of not too large a size: 5–8 people, stability, principles underpinning cooperation, as well as management and decision-making in crisis situations, the accountability of all for the crisis as a whole, and the means of resolving it, with simultaneous clear division of tasks and duties. Teamwork and an awareness of inter-dependence and mutual aid. Pursuit of decisions arrived at jointly.
5. **Support of the organisation** – resources, information, advice, training time making training possible, crisis-management infrastructure, and substitution at a time of crisis.
6. **A coaching team (not individual members)** – training, learning from one another, role-playing, the development of skill in decision-making in conditions of crisis.

And moreover: rights as regards information, coordination, execution and decision-making.

Further leadership inspirations – the example of the Army

Effective leadership practices of the commanding officer of the line

TYPE OF COMMANDER	FEATURE / CHARACTERISTIC AS BATTLE PLANS ARE BEING PUT INTO EFFECT
The carer The level of the wider environment	▪ Physical presence of a commander ▪ Coordination of offensive action
Coach The level of conduct	▪ Authority based on practical knowledge ▪ Influencing the cognitive processes of soldiers associated with the overall context of battle conditions ▪ The issuing of clear and precise orders ▪ Ability to defuse tense situations

TYPE OF COMMANDER	FEATURE / CHARACTERISTIC AS BATTLE PLANS ARE BEING PUT INTO EFFECT
Mentor The tier of convictions and values	▪ Help with the hierarchical organisation of subordinates' values ▪ A capacity to make decisions – determinedly, where these take the form of orders, but with responsibility taken (the can carried) for the results of those decisions ▪ The questioning of unfavourable or unfortunate decisions a superior takes ▪ Joint participation when it comes to operations being launched / put into effect ▪ Faith in the professional competences of subordinates ▪ Care (and a sense of responsibility) for the safety of subordinates ▪ A humanitarian emphasis even as military action is taken ▪ Courage ▪ Self-control and self-mastery
Sponsor The level of identity and mission	▪ Maturity ▪ A lack of ideological factors

For more, see:

A. Zygo, *Przywództwo woskowe w warunkach bojowych* A Doctoral Thesis written under the scientific supervision of dr. hab. J. Szczupaczyński, Warsaw 2018, University of Warsaw, Faculty of Political Science and International Studies, pp. 253–254. The work was published as a book going by the same name in 2019, the publisher being Adam Marszałek.

Public administration, please remember!

Summary

Teams, storytelling, style of leadership should be **adjusted to the objectives** of the organisation and its situation.

The leader of the organisation as commander in the battlefield must – above all – know **the true portrayal of the situation**. Other approaches, e.g. flattery, "colouring" the reality and so on are just asking for trouble.

Leaders seeking to achieve their goals must tell **motivating stories** regarding objectives and change **(not only for themselves), and set** a personal example.

SYNERGIA – in one sentence

Ut sementem feceris, ita metes (as you sow, shall you reap) – **proverb in Latin**

Inspiring thoughts

I must follow them, I am their leader – **Andrew Bonar Law**

Like all other kinds of fertiliser (manure), propaganda should be applied in suitable doses – **Ludwik Jerzy Kern**

ATTENTION! GOOD PRACTICE

The commitment of the aware leader

KNOWLEDGE PILL

Aim of the practice	To assist participants with the identification and understanding of characteristic features of the aware leader
Origin?	HRM, leadership
When to apply?	When the level of leadership needs raising
Results foreseen	Increased awareness on the part of leaders, simple tools by which a person may be more aware
Inputs not to be ignored	Time
Risks to watch out for	Ceding of total responsibility to leaders, when it comes to operations of a given organisation, in this way downplaying or ending the role of teams and experts, and collective work in general
Key actions	Making the time for engagement in aware self-analysis, as backed up by partners (be these mentors, coaches or co-workers)
Key (not sole) measures of success	An increase in the quality of leadership in the organisation

Level of difficulty of the practice	Moderate ●●○
Required financial outlays	Not great, as it is the attitudes of leaders that are key here.
HR required for implementation	It will be helpful if there are coaches and mentors, and pairings of leaders who motivate and support each other, mentoring one to the other.
Key organisational activity that will be required	The support of the organisation's top management.
Required technical resources	These are not of core significance, though it may be useful to have simple checklists helping instill the self-analysis habit in leaders.
Time needed	The several weeks required to allow for the ushering-in of new habits when it comes to leadership functioning.
Knowledge and experience	It may be helpful to have the support of psychologists, coaches and experts on leadership.
Cooperation	Cooperation between leaders, teams and employees (e.g. via 360-degree appraisals of leaders, in regard to the growth in their self-awareness).

MESSAGE FOR THE LEADER OF THE ORGANISATION

Do not fear emotion, but treat it rather as a radar by which better orientation in the field can be achieved

Introduction

Aware leadership is founded in a certain **type of life attitude,** which is that of the leader *vis-à-vis* the surroundings. The aware leader proceeds on an assumption that **it is less valuable to be right than to avail of possibilities to learn**, by making use of whatever happens along, and gives life to a person's development. This does not entail a person never being right, or having the conviction of being right, but rather means treating this as the starting point for a process that **recognises the rectitude of others.**

Frequent defence of one's own rectitude is a sign of fear of a mistake being made or a conviction that it is a sign of weakness to change one's point of view under the influence of new experience. Beyond that, **the dogmatic defending of views may lead to destructive behaviour**, anger, aggression, etc.

Aware leadership entails **a recognition as to when difficult emotional states**, and emotions *per se* (fear, anger and sadness) seize control of our mental state – denoting a need to look out for and discern first signals of the states referred to. It is also key to **observe and direct the mind back to the taking of interest in another point of view**, and not just the absolute all-costs defence of one's own point of view.

Aim of the practice

The aim of the practice is to assist participants in the identification and understanding of characteristic features of aware leaders.

Aware leaders are those able to **recognise their own emotional states**, which means to note when control over them has been seized by difficult feelings, and thus **to avoid "drowning" in them**. For in the latter state a person is closed off to new ideas, and this manifests in **defensive attitude** that see a person's own rectitude being defended too feverishly.

Where we keep **at the surface** a level of **"curiosity"**, this denotes openness, and **a fascination for "different-ness"**, whereby we are keen to see what a situation might have to offer us, and to go on learning things.

It is in part the case that a "closed attitude" derives from the **biology of the so-called "reptile brain"**, in which and through which the focus is on survival **("the struggle for existence")**.

What the practice entails

The key to change is **training in an aware understanding of one's own emotional states**. Cognitive psychology often makes use of "the metaphor of the traffic lights", whereby the amber light **signals that we are to apply the brake, in order for us not to head off in the wrong direction**. Thus an awareness as to "when that amber light comes on" is crucial here, as that allows for the taking of conscious decisions regarding beneficial behaviour.

A key tool here is aware switching on of lights *vis-à-vis* the way in which leaders think and react.

The training of such reaction can take place through:

- mutual support or exchange of experience among leaders at similar levels in organisations (the peer-to-peer method);
- the deployment of mentoring (experienced mentors with young leaders);
- the work of the leader with an experienced coach or therapist.

The ideas expressed in this Chapter are perhaps best expressed in the book by Jim Dethmer, Diana Chapman and Kaley Klemp entitled**:** *15 Commitments of Conscious Leadership. A New Paradigm for Sustainable Success.* (2014). This work's detailed 15 commitments from the aware leader have been conceptualised in a very compressed manner, given the way they are highly interrelated (as when we are to take responsibility and not blame others), interdigitated or constituting direct consequences one of another. The author recognises that such a conceptualisation may be easier for readers to absorb.

An open attitude is favoured by certain rules on how to think and behave – and these are in fact the commitments that aware leaders are able to make – to both themselves and other people):

1. **The taking-on of radical responsibility** for behaviour and state, plus an expectation of the same from others, even as those others gain support in doing so. Standing **in contradistinction** to responsibility is **the apportioning of blame** to others. The very essence of responsibility lies first in considering the possibilities for action one might have in a given situation.

2. **Learning through piqued interest** – the absolute struggle to be right and defend one's position is far less important that drawing on whatever we come across to feed an unceasing process of learning.

3. **Taking advantage of one's own emotional states**, firstly by understanding what those are, and allowing them to make their appearance unstifled, and then **using them** as a kind of "special radar", and often also as the source of energy that can motivate activity.

4. **Sincere, open and honest communication, the speaking of the truth and the sharing of information**, plus motivation on the basis of such sharing, as well as ongoing acquaintanceship. Openness of communication needs to be supplemented by **openness to listening to others**. The two attitudes are mutually beneficial and reinforcing when it comes to solutions and agreements being arrived at.

5. **The elimination of gossip** from the organisation, given its dominating, manipulating, controlling, defending role. Gossip is a natural **manifestation of all that is wrong or pathological** in an organisation.

6. **Honesty** – meaning respect for the **truth, keeping one's word and taking up responsibility** (being ready to carry the can) – including for mistakes made.

7. Drawing benefit from recognition – **seeing others as valuable and being ready to accept plaudits** from others**.**

8. A life that takes account of the need for **fun, rest and renewal** – as core values and attitudes in a life favouring curiosity, learning and the achievement of goals, and constituting a remedy for stress in the individual or in the organisation.

9. An attitude of **questioning convictions (what "everybody knows")**, where these can harm, through a process of aware consideration of whether defined views or fixed ways of interpreting situations can be harmful, or founded in stereotyping and simplification (as with "labelling").

Outcomes for the public organisation:

- A more-individualised perception and understanding; **reflection** and self-regulation.
- Leaders' **understanding of themselves**.
- The skill **to manage one's own energy** and emotional states, in support of effective action.
- **Decisions that are more on-point**, thanks to broadened awareness and sources of information.
- **Leaders who are ethical**, open to new experiences and developing steadily.
- Leaders **who extend support to, but also take from**, teams, with each offering the best they can.

Indicators of the effectiveness of the practice

Indicators that may be used in the case of this practice are as follows:

- **leader self-assessment** – improved quality of functioning.
- appraisal of and from people in the organisation – perhaps using the **360° method.**

Risks and barriers

SYNERGIA – in one sentence

in moments of crisis one is never fighting against an external enemy, but always against one's own body – **George Orwell**

- An unfavourable or unsupportive organisational **culture.**
- Unyielding **convictions** on the part of leaders.
- Organisational and social **ideologies** that preclude any readiness to change convictions.
- An **authoritarian** model of leadership.
- **A lack of time** to change habits.
- **Overloading** of leaders with obligations.

What next?

Self-questioning

Ask yourself the following questions:

- How to convince those occupying high-up posts into a change of habit?
- Which known leaders in the worlds of politics, administration, business, science, sport or religion might be pointed to as examples worth following, when it comes to self-awareness?
- What might be done to increase the likelihood that new habits helpful to leaders, teams and organisations will take hold and take root?

Interesting examples, implementations and indications

A metaphor that might help with self-management and dealing with emotions is that of the traffic lights.

The ideas expressed in this chapter are written about at greater length in the book:

Jim Dethmer, Diana Chapman and Kaley Klemp, 15 Commitments of Conscious Leadership. A New Paradigm for Sustainable Success. 2014.

An example review

Public administration, please remember!

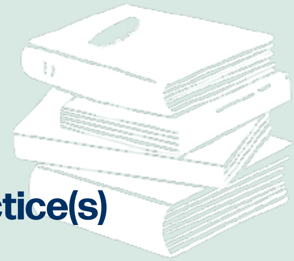
Summary

Sometimes greater awareness is enough to encourage the making of changes, while at other times it is just the first step, albeit an essential one.

Inspiring thoughts

Even in social life, you will never make a good impression on other people until you stop thinking about what sort of impression you're making – **C.S. Lewis**

If most of us remain ignorant of ourselves, it is because self-knowledge is painful and we prefer the pleasures of illusion – **Aldous Huxley**



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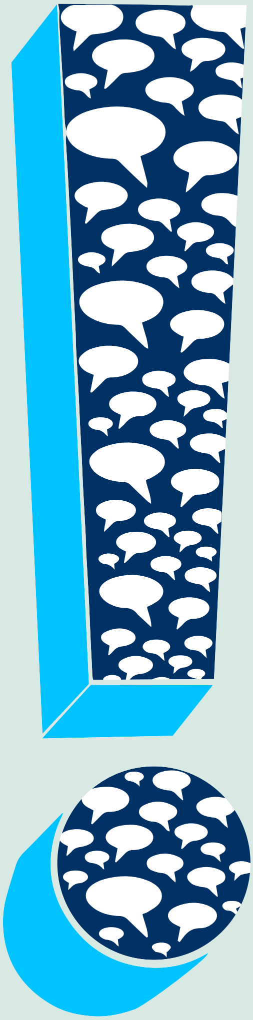
AREA

Communications management and effective negotiations



In this chapter you will learn about practices relating to the highly-important instruments of today's public administration represented by communications with the external (social, political or international) environment, both through the conveying of information, and the exchange of offers and making of concessions essential to the process of negotiation.

Introduction

Communication proceeds irrespective of whether we are aware of it (as when body language operates, **silence speaks volumes**, and so on). That means also independently of any communications strategy in the organisation we work for, and with the process taking place intuitively at times, and *ad hoc* at other times. This leaves a lack of (official or planned) communication as a classic situation in which absence has its effects, given that it is not only nature that abhors a vacuum, but also **the communication function** … and **public opinion**. It is just the way things are that, if we fail to supply our own message, that gap or vacuum will be filled by what others would like to convey[1].

What we require of communication increases greatly in **special situations**, such as those involving crises or requiring that changes be brought in. What else? Communication is key for such contemporary notions as **the hybrid war**, while endless negotiation is at the very heart of the EU's functioning, **and fake news is now just basically our daily news.**

One nation – 2 styles of negotiation:

> *My style of deal-making is quite simple and straightforward. I aim very high, and then I just keep pushing and pushing and pushing to get what I'm after* – **Donald Trump**

The specifics of this area of public administration[2]

In today's public management, **communication, information** and **negotiation** with partners and stakeholders have become **governance instruments** and ways of achieving change at least as important as legislation or the streams of budget funding.

Both communication and negotiation are **of key importance in the contemporary model of public administration**. The latter **communicates and often negotiates with partners**, be these suppliers of services, social partners, NGOs, units of local or regional or provincial administration, EU bodies, or the media.

> **Dale B. Carnegie*:**
>
> *By fighting you never get enough, but by yielding you get more than you expected.*
>
> *Dale Carnegie (1888–1955) was a famous American writer specialising in personal development and interpersonal skills.

On the one hand, the administration can be said to have **some kind of advantage** in many cases, given its resources, expert competences and media access. But on the other hand **compliance with the law** is front and centre for it, as is the incessant need to act **in the interest of the public,** which is also **offered penetrating expert,**

1 A very accessible introduction to matters of communication as well as negotiation is to be found in: E. Kuhnke, *Sztuka komunikacji dla bystrzaków*, Gliwice 2017.

2 A good discussion of the aspects conditioning communication is offered by: R. Krzyżewski, *Marketing publiczny*, Warsaw 2021.

Poland's Social Dialogue Council –

a place for negotiations between the government, the trades unions and the employers.

media and lobbyist analysis and monitoring of everything that administration does.

Many policies depend for their effective pursuit on communication with contractors (professionals or local or regional authorities, for example), and there are also times when the concluding of an agreement following negotiations is vital.

As we have seen, in crisis situations, the **public turn their gaze towards the governmental authorities** (rather than to the worlds of business or science or media or culture), with their ears in turn tuned to hearing whatever message is forthcoming. A manifestation of the increased significance of communication in the work of government services is the rise of government information services, and the strong position they now occupying within the ruling elite.

The practice of communication and negotiation

Key aspects of effective communication lie in **trust and confidence in the source**, adaptation in line with purpose (be that to change behaviour, convince, or reinforce existing attitudes) and group of recipients, active listening, the tailoring of *communiqués* to those who will receive them but also to the subject matter, cohesion between verbal and non-verbal communication, unity of what is communicated with what is actually done, supply of feedback, and agreement between what is communicated externally and internally. **The context of the communication situation** is also obviously a matter of significance (in which a stable situation for example contrasts with one of crisis).

Everybody communicates – even the traditional absolute monarchies.

A method for controlling the message, what is conveyed by us, entails the 7 Cs. This holds straightforwardly enough that the information we supply should be:

1. Clear
2. Concise
3. Concrete
4. Correct
5. Coherent
6. Complete
7. Courteous

Based on:

The Seven Cs of Communication
The effective language of communication

The effective language of communication

In the view of **Kevin Murray**, author of *The Language of Leaders*[3], **communication is what binds strategies with the pursuit and achievement of objectives**.

Murray ran interviews with some 70 leaders in British business, politics, administration, military circles, financial institutions, the media and sport, the aim being to question the significance to those groups of **an effective means and language of communication**, above all in the context of **effectiveness in achieving goals**. The work led to recommendations that are the subject of brief discussion below.

What matters in leaders' effective communication?

- **Authenticity** – people anticipate that leaders will be themselves (with full conviction), with that denoting honesty/sincerity, openness and a willingness to "put it straight" or "tell it like it is". But they will need to be furnishing proof or evidence that they believe (in) what they say.
- A sense of **mission and values** – the leader needs to formulate the values associated with the mission, and the broader objective, underlining all this by telling a story that other people can also be part of. Clearly these values must be able to attract many … and that is of particular importance in the public sector.
- A clear **vision of the future** that nevertheless operates in the here-and-now, encouraging the greatest number of stakeholders into action this day. A future is nevertheless being communicated, as combined use is made of (reference made to): mission, values, a vision, and goals.
- A process of building strong **foundations for trust and confidence** to be extended, as the basis for inter-personal relations. That also means listening to people and *vox populi*.
- **Engagement in and commitment to** both deeds and words. At the same time permission granted for others to speak. Talks with a leader on an equal footing offer the reward of both engagement and motivation.
- Achieving **comprehension on the part of recipients** (obviously crucial) – but that means that **what is actually said matters far less** than **the message people hear (or receive)**. That leaves as vital the matching and tailoring of the ways in which news is passed on.
- **The learned capacity to listen seriously** (with eyes, ears and heart), meaning that interest, respect and patience are all shown or manifested. This kind of listening allows difficulties to be anticipated and solutions found.

3 Version in Polish – K. Murray, *Język liderów. Jak wybitni liderzy komunikują się, żeby wywierać wpływ, inspirować i osiągać cele*, Warsaw 2014.

- **Decisiveness** of communication where an opinion or view is involved, in order to convince others and ensure that aspects stand out.
- Use being made of **the power of the good story**, since these touch the heart, in a way that allows important messages to be communicated. Just one good story can at times be enough.
- **Body language** kept in mind, along with gestures, facial expressions and behaviours … that are hopefully in line (rather than at odds) with what is said or otherwise delivered.
- **Self-improvement** when it comes to presenting and speaking in public, with preparation tailored to each occasion where that is possible. The choice of words should have been thought through carefully, and the messaging simplified as far as is reasonably possible.
- Achievement, and improved results, come thanks to a person's being an excellent communicator.
- **Leadership in the public sector is also founded upon communication.**

Many definitions accompany the idea of negotiation as a process and the negotiation as an example thereof. Some stress **the inter-party or between-sides nature of this communication process**, but in this place we are accepting this as **a method of steering and resolving conflicts that arise out of differences of interest between individuals, groups in society, organisations and polities**.

Negotiation

John F. Kennedy:

You cannot negotiate with people who say what's mine is mine and what's yours is negotiable (The Berlin Crisis, 1961).

The negotiation represents one of the main methods by which agreement between parties whose interests both coincide and are disparate can be obtained. The key is of course that there be (in spite of everything) interdependence at some level, hence an ultimate willingness to start talking. This is then a process by which **decisions can be made, problems solved and goods exchanged**. The **core concepts** associated with both the notion and the real-life examples of negotiation are those of interest, conflict, concession, understanding, subject and bargaining power[4].

4 An exhaustive and up-to-date treatment of the topic in Polish is: A. Kozina, *Zasady negocjacji*, Krakow 2018.

Defining the problem in a crisis situation

KNOWLEDGE PILL

Aim of the practice	The aim of this practice is to define the problem an organisation has to tackle in a crisis situation, and to see to it that remedial measures are adapted to the new situation through communications within and beyond the team
Origin?	Problem analysis, crisis management, communication
When to apply?	When communication with the surroundings and the media in situations difficult for the organisation proves problematic
Results foreseen	A capacity to achieve rapid definition of the main problem to be (re)solved in a crisis situation, and to communicate the mode of action to the wider environment or surroundings
Inputs not to be ignored	Risk analysis and scenarios for the overcoming of risks
Risks to watch out for	Failure to foresee
Key actions	The establishment of groups of people able to think and communicate in time of crisis
Key (not sole) measure of success	Exercising in respect of crisis situations, so as to train via “dry runs” and create scenarios for problem situations in time of crisis

Level of difficulty of the practice	Demanding ●●●
Required financial outlays	▪ **A cost of the practice may lie in a team being called into being**, since this should comprise well-trained and motivated specialists in different fields who are ready to work in stressful conditions, not necessarily during normal working hours. ▪ **The putting in place of the conditions for their work** will denote training in crisis management and crisis communications (i.e. costs). However, a rapid and competent definition of what is the main issue in the context of a crisis will allow for later limiting of outlays on action linked to the limitation and removal of consequences.
HR required for implementation	▪ **A team 5–7 strong which will take responsibility (be accountable) for** the preparation of a crisis action plan. These people will therefore be specialists in the analysis of problems, crisis management and communications. However, membership of the team might vary over time, first and foremost with a broadening when a crisis situation actually arises. ▪ **A crisis-team leader** authorised to both make decisions and communicate in relation to them. ▪ **A Press Officer trained** in how to communicate in a crisis situation.
Key organisational activity that will be required	▪ **Introduction and pursuit of strategy** by which to assess risk and foresee crisis situations. ▪ **Preparation of a procedure** for crisis management. ▪ **Preparation of a procedure** (plan) relating to **communication** internally and externally. ▪ **A conference room** for both training and the work of the crisis team.
Required technical resources	▪ **For the meetings of the crisis-management team**, also potentially together with other teams operating within the organisation – meaning a conference room, online access, access to databases, and a projector and screen. ▪ **Programming** allowing for the development of **mind maps, diagrams, graphics and tables**. ▪ **Existential backup facilities** (providing for meals, rest, etc.) – with the possibility of these being used very fully as and when a crisis situation actually arises.

MESSAGE FOR THE HEAD OF THE ORGANISATION

Nothing is more useless than the effort to resolve a wrongly-selected or identified problem

– SYNERGIA PARTICIPANTS

Introduction

A core feature of "issues", and especially those that are also problems, is that they are the subject of many and varied points of view. Where public affairs are concerned, that means that many of these ways of looking at things need to be taken seriously as efforts are made to resolve the matters and solve the problems. That in turns makes **consultation with a range of stakeholders** a necessity, given that they each bring different elements into the situation, and into the analysis. A true problem may then be **the part of the iceberg that is** not **its tip**, given – as we all know – that the part we see is only a fraction, in no way the main part. Indeed, as we proceed with analysis, we quite often find that what we thought was the problem is only just part of a much larger one. At the same time, it is typical for a completely rational process of problem-solving not to be available, due to time pressure, limitations on knowledge, and a shortage of resources. In fact, this is what may happen most often in a crisis situation.

What is more, all of the features that make defining a problem complex and demanding are only reinforced where the situation is one of crisis – meaning unforeseen phenomena, **a threat posed to core goods and values**, limitations on both resources and information, and non-typical decision-making situations facing leaders. Most often there is also a lack of straightforward possibilities by which to rapidly apply the measures seen as remedial in the given crisis situation.

A difficulty with defining a new problematical situation *inter alia* reflects the frequently-reduced possibilities for achieving good communication with all the major stakeholders, decision-makers and experts; or else is just due to a lack of time for in-depth research, when what is most required is action this day.

Crisis situations have gained a variety of different definitions. A most-frequent aspect is **distortion / disturbance / interference with the normal course of events**, be these social, economic or political – with such circumstances made manifest in events that have not been planned for and are dangerous. Any return to the aforesaid "normal" course of events, should that even be possible, is going to require resort to exceptional means and methods. However, there may also be or have been some kind of (often silent) accumulation in time and space of **stresses, strains and tensions**, now erupting out – at one go – into many different spheres of life; to the extent that there is a threat to the vital (existential) interests of society, and the capacity of the state to pursue even its core functions.

A further circumstance is the way in which a crisis situation denotes a sudden change of perspective of, and change in the criteria for action impinging upon, decision-makers.

NATO sees a crisis as a situation:

- posing **a real or credible threat**;
- assuming a scale appropriate to the concept of crisis;
- arising abruptly and basically in a manner that could not have been foreseen;
- linking up with both the pressure of events and a shortage of time;
- characterised by a lack of certainty as to how events will develop, and also (therefore) as to what means, methods or techniques might allow for them to be overcome.

Crisis situations thus feature, and indeed generate, **surprises, time pressure, delayed reactions, loss of control, threats to core functions, mounting tensions and deficits of information**.

It is most typical for crisis management to draw a distinction between the following key stages, even as it recognised that the first two are of key importance:

1. Foresight
2. Preparation for the crisis situation and for crisis prevention
3. Reaction
4. Re-creation and reconstruction.

Both the environment in which an organisation operates and its personnel most often anticipate that a crisis situation will yield **clear communiqués, shortened reaction-times on the part of public administration, and communication of the plan of action**.

Problems are analysed and defined with a view to their being solved. So in studying a problem, we always need to consider whether **the gathering of any greater amount of information will prove of**

significant definition-related or assessment-related benefit (costs are involved!). The most important thing is to identify the key factors at work, not every last one – and here it is easy to make a mistake. The best thing we can often do is make use of the data we do have already – as analysis will be far accelerated in this way.

As in every problem situation, so also in the case of a situation of crisis, it is **the defining of what is wrong that represents the first key action for the organisation, conditioning further activity**. In such a situation, the definition process is most often burdened with:

1. A lack of information and incorrect interpretation of the situation;
2. A lack of knowledge in respect of crisis situations, and a lack of understanding of the nature of a crisis;
3. A flawed definition of the main problem in the crisis situation (not that problem);
4. Disorientation, panic, and at times deliberate disinformation;
5. Pressure and expectations on the part of the media and groups interested in the course the crisis takes.

It can be considered that, in the unexpected situation that is a crisis, **matters become unclear, and the perceiving of true causes can be made difficult**. To act effectively and efficiently with the aim of a crisis situation being resolved, it is necessary to focus in on the "true cause" of the crisis, or at least whatever it is that serves as the motor force behind it.

! Guidelines for leaders that are in large part related to defining the situation in the face of a crisis

The literature on crisis management, having regard to the leadership tier in particular, formulates recommendations in relation to such matters as:

1. **Encapsulating the nature of the crisis** – through a full understanding of what the crisis is, the spheres of life and groups of citizens it is going to affect in the longer term, what it tells us about the times we live in, and what megatrends in society it brings with it and also heralds (with alternative scenarios for the future made ready);
2. **Whether the weak signals of the crisis were captured**, why or why not they were played down (e.g. the dominant paradigm for thinking about the problem, weakness of structures articulating the problem, cognitive errors);
3. **The understanding in a clear way of the events coming along** and their consequences – be these beyond the horizon or on it;

4. **Key values needing to be safeguarded in time of crisis**, as well as key uncertainties as regards the future that might be reduced with the aid of available governance instruments;
5. How much time we have, or how much we might buy ourselves, by way of accessible resources and instruments.

Based on:

A. Boin, P. Hart, E. Stern, B. Sundelius, *The Politics of Crisis Management*, Cambridge 2017; oraz **C. Baubion,** *OECD Risk Management: Strategic Crisis Management,* OECD 2013.

Aim of the practice

The aim of the practice is acquisition of the skill to take a methodical approach in reacting to a crisis, and especially in diagnosing the problems that can usher in a crisis situation.

The core objective here is a **rapid defining of the most important problem** that the organisation has to solve in a crisis situation.

Hitherto, the practice involving the defining of problems has often been an *ad hoc* response to an unfolding situation of crisis.

This practice, in a world of frequent smaller or larger crises that are either real or a matter of image, ought to be brought in as quickly as possible – optimally within 6 months.

A professionalised communication in the circumstances of crisis limits the disorientation, disquiet and disinformation among citizens; and increases trust in the organisation and its sense of having the situation under control.

Which actions does the practice encompass?

- The first and key step in a situation of crisis is **to achieve a precise defining of the problem**. **Detailed analysis** of the causes of the crisis situation allows for the drawing of conclusions and identification of the problem, with action then being taken with all speed.
- A definition of the problem **understandable to all those interested** is formulated, and shared with a broad group of stakeholders in the organisation and beyond.
- **A weighing of options** – identification of possible ways in which the defined problem might be solved; consideration of the positive and negative consequences of a defined decision being taken.
- **The decision** – a choice of one of the options analysed as the one most effective for the organisation in its situation of crisis.

- **The Action Plan**– a prepared plan serving to implement and pursue the decision taken (by means of action), as based on risk analysis and scenarios for the development of the crisis situation.
- Adaptation of **the communications strategy** to the plan of action.
- **Plan implementation** – the beginning of the effort to put the plan of action into effect, bearing in mind the values, mission and objective of the unit of public administration, with account taken of what the crisis situation requires.

Target (desired) outcome in a public organisation:

1. **The devising of crisis plan comprising steps as follows:**

- The identification of threats to the institution, and the ordering of these in terms of importance.
- The determining of roles and responsibilities in the event of a crisis – with all thus aware of what they are to do, and which areas and issues they are responsible for.
- The preparation of a scenario for significant and probable crisis.
- The making-ready of a team of people in a position to correctly define the key problems in a crisis – thanks to resources of knowledge within the organisation, training, analytical skill and creative thinking.
- Preparation of the organisation to communicate in time of crisis.
- Integration of key elements into a single document that provides for the clear assigning of tasks to members of the crisis-management team.
- Indication of membership of the crisis team, channels of communication, and the means involved in relation to both technology in general and ICT in particular.

2. A plan tested via games, exercises and drills, including in regard to the rapid defining of problems.
3. A reduction in the time needed to mount an adequate (i.e. decisive and sure) response in crisis circumstances.
4. The rapid informing of major stakeholders of the organisation as to actions taken in the crisis situation.

Indicators of the effectiveness of the practice

To measure approximation to the assumed objective of the practice, it is possible to make use of measures as follows, which may be termed indicators of the effectiveness of the practice.

In the case of preparation for the crisis situation, a starting point would have to be **product indicators, with a devising of crisis procedures** within the organisation, plus training via decision-making games and exercises seeking to test out procedures, team cohesion, and so on.

At the same time, it needs to be recalled that the history of many organisations (including in the public sector) tells us that many crises come as a complete shock to the organisation (as "generals are prepared to fight the last war"). Prediction is not always possible, and neither is the devising of the necessary action plans or the drilling of every possibility. In such situations, detailed procedures are less important than people's **self-confidence and trust** in themselves, as well as their **creativity**, **team skills to act jointly** and, in the end, **leaders** that are capable of standing up to and tackling a crisis. These matters will also need working on.

Examples of indicators that might be used to assess the organisation's level of preparation for crisis situations would be as follows:

- Above all: effect given at least once a year to **crisis exercises or drills** in the organisation as well as the crisis team, in regard to crises of each type that might hit the given institution. Such exercises and procedures should be **the subject of evaluation (a product and an assessment of the impact).**
- **A drill can be run before a procedure and training is brought in, but also afterwards, so as to gauge the impact (e.g. the time taken to mobilise procedures).**
- The exercising ought to take in **the development of skills** as regards the defining of the problem, including the use of data and of expert knowledge.
- The crisis-management plan should be made subject to *ex ante* **expert assessment (with the latter for example entailing a "Devil's Advocate" role)** – with role-playing also done to simulate how people would behave in the event of a crisis (as a product).
- **The number of people trained** for a situation in which a crisis arises, including as regards the defining and (re)solving of problems (also a product).
- **The level of familiarity with and comprehension of crisis procedures** among key personnel in the organisation (an outcome).
- Each crisis or potentially-crisis situation should be made subject to **analysis after the fact**, with the organisation's reaction assessed by observers internally and externally (impact assessment perhaps involving research **questionnaires** as to whether

employees feel prepared for a crisis situation and know what their roles are). Questionnaires or interviews might also address:

- **assessments of reaction to future situations of difficulty or crisis** – e.g. as each month, strategy period or plan of action goes by;
- **assessments of the definitions of problems that have gained acceptance** in the case of the organisation, with representatives of the employees involved in this.

Risks and barriers

- A culture that **"sweeps crises under the carpet"**.
- **A lack of proper foresight or expectation** as the crisis situation develops.
- **Excessively late reaction**, to the extent that the crisis situation is already fully-fledged, and the associated problems are intensifying.
- **A failure to take remedial action** by reference to the accessible evidence and facts, and hence a failure to define the problems effectively.
- **Individuals and teams remaining unprepared** as regards the analysis of problems in non-typical (crisis) situations.
- Wrong *communiqués* issued, **improper communication**.
- **A lack of understanding or acceptance** vis-à-vis **the definition of the situation** that has been adopted by the organisation (or indeed a separate or distinct definition or diagnosis of that same situation), as well as an unexpected or wrong reaction in the organisation's surroundings.

? What next?

Self-questioning

Ask yourself the following questions:

- Do I have a **"crisis radar"** and do I pick up (on) **weak signals**?
- **What else might go pear-shaped? Which problem(s) might emerge?**
- Who do I need, if I am to understand problems well?
- What in particular needs **protecting?**
- How, in communicating a problem, do we achieve **mobilisation rather than just fear**?

Interesting examples, implementations and indications

Developed on the basis of:

Carl V. Patton, David S. Sawicki, Jennifer J. Clark, *Basic Methods of Policy, Analysis and Planning, Routledge* 2013, in particular Chapters 2–4.

Deon Canyon: Definitions In Crisis Management And Crisis Leadership

Asia-Pacific Centre for Security Studies*

*this Centre honouring the name of Daniel K. Inouye (DKI APCSS) is a US Department of Defense think-tank, opened officially on September 4th 1995 in Honolulu, Hawaii. It deals with matters of regional and global security, inviting representatives of the military and civilian services of the USA and the Asian & Pacific Countries to join a comprehensive programme for the "re-education" of managerial staff, as well as workshops. This is done both on the island and throughout the Asian-Pacific Region (*Wikipedia*).

What needs remembering as the problem is defined (selected questions and paradoxes)

1. In many cases, the most difficult step in an analysis and attempt to solve social or political problems is actually experienced with **defining** those problems in the first place. Often we find solutions for problems or phenomena that are only defined poorly and may not be problems at all. Also, we are sometimes too late in actually gaining an orientation as to what the true problem is … and is not.
2. It is often a client, superior or decision-maker that imposes a preliminary definition of a problem upon us, with that sometimes standing in the way of a correct and realistic (evidence-based) definition. On the other hand, where a decision-maker takes no account of somebody's perception that there is a problem; that is also in error and a wrong thing to do.
3. It is usual for problems to be described with the aid of numbers, even as such qualitative aspects as case studies, personal relating of events, analogies, notes from stakeholder discussions or even anecdotes may also come in useful. There might also be scenarios as to the future development of a situation.
4. The so-called societal or public defining of problems is the search for definitions of problems by individuals, but also especially by different groups in society, who may offer a diverse set of identifications and descriptions of what they see as the nature or essence or a given problem. It can be the case that decision-makers ignore significant instances of a problem being defined by a group, where that group is one with which they cannot or will not identify.
5. Serious problems for the individual may not be problems for society (as when the population concerned is small, or – say – a disease is very rare). Equally, some problems may be widespread or even universal, but not serious … to the point where efforts to solve them will not be worth it, as costs (of various kinds) will go beyond the magnitude of the problem itself.
6. If standards as regards the solving of the problem rise more rapidly than any actual improvement, then we feel that nothing has gone away.
7. In defining problems, we have to understand, not just the numbers, but also the values underpinning problem definition. What are in-

volved here are the values adhered to by groups in society, key decision-makers or those who have resources at their disposal. These values will condition the acceptance (or potential non-acceptance) of means of problem-solving.

8. Defining problems is *inter alia* a matter of verifying the definitions arrived at previously, which might denote some boundary-setting, the use of definitions from interested parties and stakeholders, and the confronting of what we have with the available facts, and then the core empirical data available or making their appearance.

9. In today's society issues gain constant verification, definition and reformulation thanks to the media, experts and interest groups, as well as politicians.

10. Problems under analysis always link up with others present in society, even as these will be of differing social and geographical scope, as well as duration. Numbers are of key importance to the estimations associated with problems, as well as the tackling of their level of intensity or affliction.

11. A problem needs to be defined as precisely as possible through to the moment when the definition has become a strict one associated with measurability, as well as the taking of action with a view to (re) solution. Numbers of people affected might be an example. But problems also have their shaping stories – such as lists of events and phenomena, decision-makers, ideas, and so on.

12. Real options in the face of a problem do not always and exclusively denote "fighting" and "combating". Also available are methods such as "do nothing", "ease the symptoms (only)", "modify the standards or the measures" or "business as usual". The background to this may be the facts that people will need to cope or deal with this one by themselves; or else that the costs of the solution are too high to gain broad acceptance.

!

Public administration, please remember!

Summary

- Identify **the sources** of potential **crises in** your surrounding environment.
- Consider if you are able to identify some **pattern to the emergence of problems** in the crises that are typical for your branch. Seek out similar situations, and the people who have to tackle them, as well as any good practices that there may be out there.

- In a crisis **it is people that are most important** – both the ones you will have to take care of, and the ones that will help you do that.

The establishment of cooperation with other organisations, be that in the public or private sectors, allows for transfers of experience, good practices and scenarios for the management of crisis situations.

Inspiring thoughts

The definition of the problem, rather than its solution, will be the scarce resource in the future – **David Hockney**

SYNERGIA – in one sentence

If you define the problem correctly, you almost have the solution – **Steve Jobs**

ATTENTION! GOOD PRACTICE

The resolving of a conflict of values

KNOWLEDGE PILL

Aim of the practice	The ushering-in of a method of communication that seeks to resolve conflicts revolving around values
Origin?	Communication, negotiation, management of the environment
When to apply?	When core questions divide people and revolve around values of importance to people
Results foreseen	(Re)solved conflicts, reduced tensions between parties, greater understanding for stances different from ours
Inputs not to be ignored	Regular contacts between parties
Risks to watch out for	Poor communications, hurting people in respect of the values they hold most dear
Key actions	The search for what unites us, the building of communication channels, and intensive communication
Key (not sole) measure of success	A lowering of the level of mistrust and hostility

Level of difficulty of the practice	Moderately difficult ● ● ○
Required financial outlays	**Costs of training in communication** and in conflict resolution.
HR required for implementation	▪ **An expert in communication** to give training. ▪ **The leader of the team** responsible for communication with the other party to a conflict, and for the development of a compromise by means of cooperation. ▪ The most effective Project Team will be one of **up to 10 people**.
Key organisational activity that will be required	▪ **Skills in communication and cooperation**. ▪ **The example of leaders offering** gestures of goodwill towards an opposing party, promotion of those set on the peaceful resolution of conflicts.
Required technical resources	▪ **Offices premises** for the Project Team, with Internet access. ▪ **A conference room or hall** making it possible to run training in communication.
Time needed	This should all be brought in within 4–6 months.
Knowledge and experience	▪ **Knowledge needed to implement** the practice, as supplied by communication experts and team leaders. ▪ **The leader of the Project Team** will assume responsibility (accountability) for communication with the other party in the conflict. ▪ **Team members** will be seeking some common goal, and a compromise that leaves neither side feeling they have been impinged upon.
Cooperation	▪ Should be entered into mainly between **the parties at odds / in conflict with each other.** ▪ It will be useful to have **further positive experience of successful conflict resolution** from other organisations, or groups in society.

MESSAGE FOR THE HEAD OF THE ORGANISATION

There is no perfectly rational way to resolve conflicts of values, but other ways round it can be sought, with a focus on the common goal, overarching values and relations between parties.

Introduction

Conflict denotes a situation in which two or more persons or groups of people come across **differences of interest, view or vision of the future; or else an inability to gain core resources or mutually pursue needs or values or actions; or else an incapacity to change a situation in a way that is beneficial that is large enough or serious enough to make reconciliation or a bridging of the differences impossible or very difficult to achieve**. The further fate of the conflict will then depend on whether the subsequent action taken is aggressive or somehow still cooperative. For a conflict can **escalate, ease or be resolved**[1].

It is most typical to categorise conflicts as:

- **real** – in the sense that they are underpinned by material (e.g. financial) interests, issues of authority and power or access to resources, and differences in values when it comes to matters of crucial importance to both parties;
- **accidental** – given that the source actually lies in misunderstanding of another party, or even pure chance;
- **substitute** – in that the true dispute is over another matter, which nevertheless cannot be broached openly (e.g. because one party is just too strong, or both sides are (still) wise enough to realise that pursuit of the main conflict openly is too fearful a thing);
- **bad-faith situations** – the premise here is lack of goodwill towards another party, hostility, a consequent failure to heed the rules normally in place for dealing with issues, and so on;
- **concealed** – in that there is zero or limited visibility to those looking on, ensuring latency, including because the conditions for disclosure do not exist or are unfavourable – the level of hostility and the chances of incidents arising are crucial here;
- **false** – such a case denotes that the parties actually have common interests, but are not able to discern them; or else there is

1 In developing this Introduction, the author has drawn on another publication of which he is co-author, i.e. D. Długosz, A. Garbacik, *Podstawy zarządzania konfliktami społecznymi*, Poznań 2001.

active manipulation to ensure they fail to do so, as conflicts are stoked artificially.

And – in line with sociological realism – **where some people perceive things to be real in the life and space of society, they** are **real**. This kind of conceptualisation leaves it necessary to recognise that a **conflict over values is real**, and as real as, say, a conflict over (physical) resources. This is because the consequences for society are in every sense "real", far-reaching, and sometimes even drastic.

We could take as an **example the conflicts over religion in Reformation-era Europe**, which at times assumed the dimensions of all-out war. For Buddhists or the followers of the first religions in the Americas, the doctrinal disputes between the Papacy and Martin Luther or Jean Calvin would most likely be entirely incomprehensible; yet in the concrete historical reality they gave rise to bloody wars that enveloped states and alliances, dynasties, great masses of people and so on.

Today, likewise, the elites in the Russian state are riven by a core conflict of values: what is to them the (political, spiritual and cultural) unity or identity of the Russian *Mir*, and what value for citizens is associated with an independent Ukraine, enjoying the right to choose its fate when it comes to statehood.

Religious wars faded away in the end, i.a. as an effect of the discovery of a (sometimes brittle) solution in the form of *Cuius regio, eius religio.*

There are certain phenomena – arising out of **a mistaken perception of the reality of conflict** – that actually favour its emergence and escalation. These are:

- **the "halo" effect** involving some expansion of a negative assessment of one feature of an individual group into other properties too;
- **self-fulfilling prophecy** – e.g. an assumption adopted from the outset that force is going to be used;
- **projection**, or the ascribing of one's own features and inclinations to other individual and groups, for example to justify one's own aggressive behaviour.

It is most typical for reference to be made to three core **conditions for effective resolution of conflicts** irrespective of type:

1. The parties to the conflict must accept **the very fact of there having arisen a situation** of conflict; and recognise the need for this to be regulated.
2. The parties **must achieve a certain degree of cohesion internally.** Where this is lacking, the result may for example be internal division into factions or radical groups whose presence can obstruct the attempt to get over or past the conflict.
3. Participants to the conflict must accept as a basis for their relations **certain formal rules laid down via binding procedural norms**. Nevertheless, these do not prejudge the outcome of the dispute and offer equal chances to participants as regards their expressing of their stances; along with channels (both formal and informal) for these to be passed on.

Beyond that, the resolution of conflicts is favoured by:

- the functioning of **appropriate institutions** offering an arena for consultation and negotiation, as well as the study of alternative solutions mutually favourable to the parties.
- A broad **scope of agreement** between the parties as regards what the best solution might be.
- **A lack of overlying conflicts** of material or psychological interest and values.
- The existence of large **economic surpluses** that can meet the demands of a party, while offering the other greater freedom to negotiate.
- **Positive experiences as regards the** resolution of previous conflicts, including with personal contacts with those on the other side of the conflict.
- Equal or almost-equal resources or means of force that the parties can use against each other (meaning a situation in which there is **a balance of power**).
- The presence on either side of the conflict of people **with personalities that favour peaceable conflict resolution**.

Aim of the practice

The aim of the practice is to put in place conditions by which disputes, tensions and conflicts may be resolved, with the basic cause here being differences between parties that might be an office of the public administration on the one hand and variously organised representatives of society on the other (be that a trade union, or an NGO, a minority or some other kind of social movement). Public administration may be a direct party to the conflict, or else may resort to the practice as detailed below in the role of mediator between parties within society.

A description of the practice to be introduced

The conflict of values today appearing more and more often in the relations between organisations, groups and bodies active in society is **quite hard to resolve by way of simple negotiations**. Such conflicts, becoming more and more ubiquitous, have a stronger influence than in the past on public organisations.

A key **pluralisation of values** in contemporary societies (often multicultural) may surround such questions as state-church relations, sexual ethics, the relationship with nature, liberty, trust in science, the assessment of history, and so on – with this all increasing **the likelihood of conflict** arising. In such situations the result of a conflict taking the form of a "win-win" is usually impossible to achieve.

Conflicts between different interests are most often resolved by way of compromise. This means both sides resigning from some benefits, such that their needs are not fully met. So compromise is concession, to the extent that parties may even feel they have lost. But the key issue in conflicts involving values is that **these values can be adhered to, even if there is at the same time consent for some change in the conditions surrounding cooperation**.

A problem here is represented by the so-called "**hawks"**, i.e. those for whom purity of values denotes a lack of readiness to compromise on the part of a party with different values, who may not even be willing to make contact.

Conflicts over values may, for example, link up with:

- ideology and political views;
- religion;
- convictions (e.g. a strong one sometimes present regarding the impact of vaccine on a person's development);
- tradition.

One example of how to resolve such conflicts involves **the discovery (uncovering) of a common goal or objective that is more important than (overrides) the conflict between the parties**. The two (or more) parties will be ready or even willing to cooperate, **if the objective does not generate any more significant violation of the values** of either or any party. The key to success lies in **a focus on the positive results / effects of this kind of cooperation**, even as respect for the differences *vis-à-vis* the other side is instilled or maintained. Where a protest against the actions of public administration arises, and in particular where that is founded upon a dispute over values, the first thing to do is **listen** to (the grievances of) the protesters, in order **to understand what their core values are** – as these may underpin the emotions visible in the dispute. Empathic listening may also facilitate the discovery of some level at which a common goal might be looked for.

When the listening is done, it will be possible to respond to the most important questions, at the same time pointing to a standpoint and underlying values as well as premises. There can then follow **a dialogue based around an initial formulation surrounding a supposed area of joint work**. It is very important that there be **an honest laying-out of issues**, with communication as to where the limits lie, even as there is a simultaneous seeking-out of areas in which agreement might be sought.

Communication here serves first and foremost in the achievement of **agreement as to what the possibilities for cooperation might be**, and then a maintaining of confidence or consensus between parties, and not merely the supply of information.

The list of essential actions takes in:

- The **selection of people within** the organisation whose knowledge, experience and psychological aptitudes facilitate their entering into peaceable relations with the side in the dispute and working on the conflict (not necessarily a "dove", but certainly not a "hawk").
- **Training** in the techniques of communication, conflict management and the means of confidence-building in regard to taking responsibility for work on a values-based conflict.
- The pursuit of **an in-depth analysis of stances – i.e. our own and that of the other side** – in the given matter, but also in particular as regards the values that underpin the positions taken.
- The formulation (i.a. with the aid of **creative-thinking** techniques, be those brainstorming, role-playing and exchanging, the technique of the 6 coloured hats of de Bono, etc.) of possible shared objectives (tasks) over which joint work might lead to conflict reduction.
- The selection of the **appropriate channels for, and means of running, dialogue with the other party**.

What else is worth doing?

At the outset it is even possible to advocate **an exchange of positions described in detail or of expert opinions, and even the**

drawing-up of a protocol regarding the divergence of standpoints as it is. The important thing is to somehow "**de-escalate"** the dispute, e.g. through an **change in the language** used to express it to the other party, with even symbolic gestures of goodwill embarked upon. Even this kind of constructive cooperation allows the ice to be broken and some kind of mutual trust built.

Target (desired) outcome in a public organisation

A description of the planned results if effect is given to the action:

- in the organisation, a team of people in place who know how to resolve a conflict;
- the establishment of cooperation with new teams, organisations and communities;
- a resolved or at least mollified conflict surrounding values;
- greater confidence or trust in public institutions.

Indicators of the effectiveness of the practice

An assessment as to whether the practice in question is starting to yield results may be made with the aid of indicators as follows:

- An indicator based around **numbers of employees trained in** communication, as well as methods of solving value-based conflicts.
- An indicator comparing **the number of values-based conflicts that end up with a positive resolution** – before the practice was introduced and after.
- An indicator showing the **percentage increase or decrease in numbers cooperating with teams, organisations and communities beyond the organisation**, in which the practice either brought an end to a conflict of values, or at least eased it – as compared with the situation prior to the introduction of the practice.
- **A decline in the number of negative opinions** expressed in public space from the side of the organisation's circles per unit of time, as these arise through a conflict surrounding values.
- **An indicator of the growth of trust** among stakeholders *vis-à-vis* the unit of public administration, as based on survey results.

Risks and barriers

- Difficulty with finding any shared goal – at times a long, multi-stage effort might be needed with this aim in mind.
- **Radically different (disparate) objectives** on the other side.
- **Unwillingness on the other party's part to come to any compromise**, with a consequent lack of reaction to proposals put forward, gestures of goodwill made, and so on.

- **Seriousness of the conflict** – as when this concerns an **important value** (e.g. of an existential nature) – to the extent that the other party is not willing to communicate, and is even ready to face disaster, or devote everything in the name of what it believes in and holds dear.
- **Leaders** unwilling to cooperate or lacking the skill or instinct needed to ease conflicts.

What next?

Self-questioning

Sometimes the resolution process may need to bring in mediators, facilitators and a "good offices" mission that for example takes advantage of authority figures in society, and so on.

Ask yourself the following questions:

- Am I certain that there is never going to be any chance for change in what I believe in or in my values (of a personal nature, characterising my organisation, or relating to my outlook on the world)?
- And what if my values left me in a small minority? How would I feel then?
- Do highly disparate values mean that we and they may not even like the same music or the same ways of spending time, or even experience the same joy at the success of our sporting heroes?
- Just which of the values adhered to by my adversary might result in my own enrichment?

Interesting examples, implementations and indications

Possible solutions in a situation of conflict surrounding values[2]:

- **The unilateral solution** – imposed by the stronger group, with values of the weaker party ignored and not taken into account. The risk here is of a change of solution to an extremely different one, should the weaker group ever become the stronger (for example having won an election).
- **The democratic solution** – possible options are regarded as of equal weight or worth, and the opportunities to report and communicate each of them are on the same level, making it possible for democratic voting to decide on the adoption of one defined solution, with the chance to choose being a free and unhindered one. No

2 For a broader look, see: E. Wesołowska, *Deliberatywne rozwiązywanie konfliktów wartości. Wielość dróg do porozumienia*, Olsztyn 2010.

modification of views here is necessary, but key importance is attached to accepting the value arrived at democratically. Unfortunately, this will be less effective if the defeated group continues to feel the sense of catastrophic loss, and even starts to disregard democracy.

- **The compromise solution** – each party resigns from certain postulates in the interests of agreement being reached – this denotes a solution reflecting elements of the initial standpoints of both parties.
- **The integrative solution** – through cooperation, the parties manage to find overarching or core values, or else they "reframe" or "reconfigure" the conflict in such a way that possibilities for a new solution to be found are now noticed. This ensures that new scenarios capable of being envisaged do not even represent a compromise, but are rather a jointly-developed (and often innovative) solution to the dispute that has pertained between the parties.

The last solution makes reference to the so-called **deliberative debate**. This is a group process of seeking agreement by way of a discussion in which the participants enjoy equal status, show respect for each other and are free(d) of all external forces and pressures. This deliberation thus stands out in the **cooperation that pertains between parties, the resort to rational and substantive argument, the open way in which stances and arguments are presented, and there is a real attempt made to find what(ever) it is that links the parties in spite of themselves**.

Why it is so hard for the parties to a dispute to find a solution – factors of key importance

1. The hostility (hatred) pertaining between the parties only serves to intensify the tensions.
2. The parties suspect and do not trust each other when it comes to honesty as regards both actions and intentions. Fearing the other party gaining some edge, they keep their secrets, and communication suffers.
3. The parties do not (any longer) have any channels (means or pathways) of communication, having not maintained contacts, failed to stay in touch, including as the dispute grew up.
4. The parties have taken up unequivocal public stances from which retreat is now difficult.
5. The maintenance of an unyielding stance reflects the desire to keep the support of various groupings in the face of the conflict.

6. The parties engage in some kind of "ritual dance" in respect of the conflict: making threats, escalating their demands, showing just how "tough" they are, and exerting pressure on the opponent.

7. The parties deploy language in the negative labelling (stereotyping) of one another.

8. Conflict can be of great benefit to one of the parties – via popularity, consolidation, or the silencing of criticism at home, among other things.

9. The parties find themselves in the "conflict-situation trap" – whereby it becomes difficult for them to look in on the situation from beyond it, with a view to a solution being found. Ultimately, the space available to them to think about how to escape from the conflict is now confined within the said "trap", with there seeming to be no way out at all.

Based on:

E. de Bono, *Myślenie przeciwko konfliktom. Twórcze metody rozwiązywania sporów*, Gliwice 2010, pp. 153–167 (the Polish version of *Conflicts: A better way to resolve them*).

Administration, please remember

Summarising

Conflicts of values are difficult, so maybe it is worth thinking like a philosopher?

- **think like a Buddhist or a Stoic** – we are condemned to experience conflicts, including around values, but "**while pain is a reality, suffering is a decision";**
- **think like Immanuel Kant:** only proceed in line with maxims that you would wish could become universal laws;
- **think like John Rawls** – apply a "bear curtains" assumption as you do not know what your position is *vis-à-vis* the other party (weaker, stronger, armed, defenceless, in the majority or in the minority) – so how do you behave in a conflict?

Inspiring thoughts

When conflict becomes a win-lose contest in our minds, we immediately try to win – **Thomas Crum**

Do not think of knocking out another person's brains because he differs in opinion from you. It would be as rational to knock yourself on the head because you differ from yourself ten years ago – **Horace Mann**

Contempt: the feeling of a prudent man for an enemy who is too formidable safely to be opposed – **Ambrose Bierce**

SYNERGIA – in one sentence

An eye for an eye leaves the whole world blind – **Mahatma Gandhi**

The science of communication in a crisis situation

KNOWLEDGE PILL

Aim of the practice	To cope in and with crisis situations
Origin?	Communication, crisis management, team management
When to apply?	When there are problems in communication with the surroundings and the media, in situations problematical for the organisation
Results foreseen	A plan, procedures and a team in place in the event of a crisis
Inputs not to be ignored	Risk analysis and scenarios, as well as their testing
Risks to watch out for	Failure to anticipate
Key actions	The establishment of a group of people able to communicate in a situation of crisis, as well as to pass on the message from the organisation
Key (not sole) measure of success	Training in regard to crisis situations, on the basis that reactions can be honed by "dry runs", with possible flaws also detected before the crisis actually arises

Level of difficulty of the practice	Demanding
Required financial outlays	The establishment of a team may prove expensive, because it will need to include well-trained specialists whose conditions for action the organisation will need to put in place. On the other hand, rapid and competent reaction to a crisis in line with a developed plan will allow outlays to be limited when it comes to the usual activity to put a crisis behind us, and to curtail and then rectify its effects.
HR required for implementation	▪ **A team of 5–7** responsible for the preparation of a crisis-related plan of action. ▪ **Interest on the part of leaders** – a crisis-management team presents them the plan of action. ▪ **A Press Officer trained in** matters of communication during a crisis. ▪ **The introduction of training** specialising in communication.
Key organisational activity that will be required	▪ **Implementation** of a risk-assessment strategy. ▪ **The making-ready of procedures for communication** internally and externally. ▪ **Preparation of crisis-management procedures.**
Required technical resources	▪ **Modern equipment**, the services of a PR agency for TV, radio and social media. ▪ Those needed for crisis-management team meetings, as well as meetings at which this team will meet with others within the organisation. ▪ **Databases** and computer programming of use in risk analysis.

MESSAGE FOR THE HEAD OF THE ORGANISATION

Prepare yourself and your people for the time of crisis, and make crisis procedures ready!

Introduction

Citizens and politicians alike are demanding that **more and more prevention plans be in place just in case a crisis situation (or even the threat of such a situation) arises**, and the blame-game among politicians can often mean that institutions and competent civil servants are caught in the crossfire. Our present times of uncertainty are such that the number of unexpected events is increasing.

That makes it necessary for public organisations to be prepared to react to emerging crisis in a public-institutions manner that is both system-wide and professional.

Public institutions must adapt to a VUCA environment and world, i.e. one that is **volatile, uncertain, complex and ambiguous**; and they must also learn how to use communication tools, be these traditional or in social media, in order for crisis situations to be resolved and concern or disquiet in society reacted to.

! Core principles in the management of a crisis of communication:

- more references made to imaginings and impressions than facts;
- listening to those who protest and seeking to feel their emotions;
- speaking from the point of view of recipients;
- a distinction drawn between a court of law and the court of public opinion;
- ethical activity (always).

This is useful in all public institutions, at every level and in every context.

Aim of the practice: the acquisition of a methodical approach by which to react to crises.

The aim here is to **establish a crisis-management group** comprising employees responsible for PR and crisis management, experts in the given subject, together with those who have good contacts with stakeholders externally.

Which actions does the practice encompass?

- Gathering together a crisis-management team responsible for the institution's reaction to crisis. This demands decisions regarding membership and chairing, as well as a clear means of communication and affiliation.
- Posing first questions in the crisis situation, as regards institutional rules and principles; then defining the problem(s) for the institution to (re)solve; anticipating the further development of the situation; and choosing an appropriate tone for communication with the citizens.
- Deciding on the institutional standpoint: what role the organisation should play in crisis-resolution at the present moment; what role it had in what happened; responsibility then needs to be taken, with an immediate apology issued if neglect is demonstrated.
- Defining the responsibility (accountability) of the institution by way of clear *communiqués*: ceasing with or withdrawing from

whatever has been doing harm; explaining what happened, as well as the knowns and unknowns; with information given on what steps the institution has been taking.

- Communicating the message: first the choice of spokesperson for each community; then a decision as to the most effective channels of communication for each citizen. A plan to ameliorate consequences of the crisis is then prepared and communicated.

What else is worth doing?

- **Identifying people** in the organisation who are accountable, and can convey worthwhile *communiqués* in a given situation.
- **Seeking out opinion leaders**, who can share the opinion of the organisation, and use their influence to spread the message and help offer justification (e.g. a solid or robust scientific basis).
- Communicating **proactively**.

Target (desired) outcome in a public organisation:

1. The development of a crisis plan consisting of the following steps:

- Threat identification for the institution, with an ordering in terms of significance.
- The determining of roles and responsibilities for the circumstance of a crisis, such that everyone knows what they are to do.
- The preparation of scenarios for each high-impact or high-probability crisis.
- The integration of all of the above into a single document.
- The indicating of crisis-team membership, channels of communication, and both the techn(olog)ical and information-related means.

2. A plan pre-tested with the aid of strategic exercises and games.

3. Preparation of the organisation for work in time of crisis, but also afterwards.

Indicators of the effectiveness of the practice

To measure the degree to which assumed objectives of the given practice are being achieved, it is possible to apply the following measures, which can be termed indicators of the effectiveness of the practice. In the case of preparation for crisis situations, the basic (also essential) indicators are those relating to products, i.e. procedures developed within the organisation, as well as (and on the basis of) training and drilling. At the same time it needs to be remembered that the stories of many organisations (public-sector not excluded) shows that many crises came as a surprise ("generals ready to fight the last war"). They may not always be anticipated,

An example of a communications disaster:

the sinking of the Titanic was also a catastrophe from the point of view of communications:
The Most Famous Communication Disaster In The World. What Happened Next Was A Communication Disaster.

with the necessary plan of action made ready and drilled. Then a situation arises in which detailed procedures are less important than people's trust in themselves, together with their creativity, skills in teamworking and cooperation. But ultimately, there is also still a need for leaders to be in place who know how to face up to a crisis.

Example indications of use in assessing an organisation's preparedness for crisis situations:

- First and foremost, at least once a year there are crisis exercises and drills for the organisation as a whole, as well as the crisis team, in regard to each kind of crisis that the institution might encounter or be involved in. These drills need to be **subject to evaluation (as a product entailing impact assessment). Things might be practised before procedures and training are brought in, and then once again afterwards, in order for the impact to be gauged (not least in terms of how long it takes to put procedures in motion)**.
- The crisis-management plan is made subject to *ex ante* **expert assessment (for example of the Devil's Advocate kind)** – and this should also extend to role-playing exercises relating to a crisis situation (as a product).
- The numbers of people trained in what to do if a crisis situation emerges (a product).
- The level of familiarity with and comprehension of the crisis procedures, among key personnel in the organisation (as an outcome).
- Each situation of crisis or potential crisis needs to be **analysed after the fact**, along with the organisation's reaction to it – by both internal and external observers (an impact assessment).

Risks and barriers

- A culture that sweeps crises under the carpet.
- Reaction that comes too late thanks to the typical speed at which administration works.
- A lack of foresight regarding the emergence and development of a crisis situation.
- Failure to take action in the face of evidence and facts.
- The presence of people not ready for, and not committed to, the tackling of challenges.
- Flawed *communiqués* and wrong communication.

What next?

Self-questioning

Ask yourself the following questions:

- Do I possess a "**crisis radar"** and do I pick up (on) weak signals?
- **What else might go pear-shaped?**
- Who and what need to have **special protection** extended to them?
- How to communicate, and **mobilise, without scaring**?

Interesting examples, implementations and indications

There can't be a crisis next week. My schedule is already full – **Henry Kissinger**

- The late Henry Kissinger on crisis management

Public administration, please remember!

Summary

- Identify the sources of the crisis.
- Be a team.
- People matter most.

Inspiring thoughts

A fact will always be bare, however dressed up in the latest fashion it may be – **Stanisław J. Lec**

Nobody believes the official spokesman, but everybody trusts an unidentified source – **Ron Nesen**

SYNERGIA - in one sentence

Every little thing counts in a crisis – **Jawaharlal Nehru**

ATTENTION! GOOD PRACTICE!

Stakeholder servicing adjusted to the needs of the elderly

KNOWLEDGE PILL

Aim of the practice	To ensure that a high level of public service is rendered to the elderly (senior citizens)
Origin?	Communication management
When to apply?	When assessments of the quality of the work of staff and the image of the organisation overall are very much dependent on the opinions of people of advancing years
Results foreseen	Public services rendered in a manner adapted to meet the needs of older people.
Inputs not to be ignored	Precise study of the needs of clients and their experiences in relation to organisations
Risks to watch out for	Rates of change that are too rapid, and the application of technological novelties without first checking how clients are going to react to them
Key actions	The science of communication adapted to particular needs
Key (not sole) measure of success	The science of communication adapted to particular needs

Level of difficulty of the practice	Hard ●●●
Required financial outlays	▪ **Costs of training in** communication and cooperation with older people. ▪ The running of **an informational and promotional campaign**. ▪ The running of **a helpline**, and remuneration for those staffing it. ▪ **Remuneration of the team** responsible for devising additional tools and services for senior citizens. ▪ The introduction of the aforementioned **additional services** for the elderly.
People needed to implement	▪ **A team (of 3–4)** responsible for devising the aforesaid additional tools and services for senior citizens. ▪ **Personnel for the aforementioned helpline** – number of employees depending on the size of the institution and the type of services they offer. ▪ **An expert on communication** and cooperation with the elderly, responsible for giving training. ▪ **Staff involved in promotion**, responsible for the informational and promotional campaign addressed to older people.
Key organisational activity that will be required	▪ **Support for management** of the organisation. ▪ **The founding of the Project Team** with leader, responsible for ushering in change throughout the organisation.
Required technical resources	▪ **A room to train people** in communication and cooperation with older people. ▪ **An office for the Project Team**, equipped with a computer and Intranet access. ▪ technical resources needed to establish and maintain **the helpline**.
Time needed	**This practice requires time**, i.a. for planning, needs analysis, change management, testing, etc. This reflects the potential tangibility of the negative consequences (including for image) should there be problems with implementation. And this conditions success. So the implementation process needs to have some **12–15 months devoted to it**.

Knowledge and experience		▪ **An expert in communication** and cooperation with the elderly. ▪ **Staff with extensive experience** in serving this particular group. ▪ **Staff to be involved in promotion**. ▪ **Technical staff** to support and maintain **the helpline**.
Cooperation		As this practice is brought in, **close cooperation and exchange of experience** will be needed in regard to other organisations offering their services to senior citizens, like: ▪ the University of the Third Age, ▪ care homes, ▪ NGOs working in the interests of the elderly.

MESSAGE FOR THE HEAD OF THE ORGANISATION

When you help others feel important, you help yourself feel important too

– DAVID J. SCHWARTZ

Introduction

Today's societies in developed countries (like those of the OECD or EU) are subject to **processes of ageing**, as people live longer and there are more elderly people. **The share of the population aged 60 and over is growing**[1]. The Table below presents the *Statistics Poland* forecast for that country. The phenomenon is able to induce its effects in every sphere of life, and of course as regards policy, the economy (demand for particular goods and services), society (with an emphasis on the so-called slow life), and even the world of fashion.

SCENARIO	2022	2030	2040	2050	2060
High		8.33	9.04	10.53	11.09
Medium	7.35	8.19	8.67	9.87	10.07
Low		8.05	8.30	9.19	8.98

Table: Numbers of people (M) aged 65 and over in Poland in line with three scenarios and in selected years[2]

1 For more on this, see for example: A. Baranowska: *Starzenie się społeczeństwa europejskiego jako wyzwanie XXI wieku. Casus Polski*, in: *Opuscula Sociologica* No. 4 / 2017.

2 Source: Głowny Urząd Statystyczny (*Statistics Poland*). *Prognoza ludności na lata 2023-2060.* Warsaw 2023, p. 36.

Senior citizens have the power of the vote at their disposal, and through it they can demand a high level and quality of services of the state, local and regional governments, and various entities (companies, NGOs, etc.) tasked with providing public services. More and more governments declare and pursue so-called **policies for the elderly** – with objectives tailored to the needs of that group, and with relevant public programmes[3].

As in every age of the cycle of life, **the needs of each social category** are partly universal (as with expectations of fast service), **and partly specific** (like ways adjusted to the specific group when it comes to information about rights and obligations).

At the same time, states today declare, often in their Constitutions, **a commitment to the principles of the "welfare state"** (albeit in an updated contemporary form). These principles entail **assurances** as to **services** like social welfare and rehabilitation, healthcare, education at all ages, access to recreation and culture, and action taken to the benefit of consumers.

The voting power of the "silver generation"[4] is such as to ensure that politicians in democratic countries have to continuously "update" the range of services addressed to this part of the electorate. This voting group is accustomed to customer service standards in private institutions, such as banks, retail chains, cultural services, and recreation, and compares the delivery of services in these organisations with those in the public sector. Since the 1980s, **a 'pro-client' approach has become entrenched** in public-sector administrations. It draws on the experiences of the private sector, though the public sector has, over time, developed its own methods tailored to its specificities for managing customer relations.

The servicing of the elderly forms part of the area of management that deals with customer relations, and in particular the part covering practices for **servicing people with special needs**. That is of course a rather broad category, and particular needs might be defined **by reference to different criteria** of age, gender, state of health, family status, place of residence, type of work, etc.

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3 An example might be provided by a Polish Programme – via Resolution No. 161 of the Council of Ministers of the Republic of Poland dated 26th October 2018 adopting the document entitled *Polityka społeczna wobec osób starszych 2030. BEZPIECZEŃSTWO – UCZESTNICTWO – SOLIDARNOŚĆ* (i.e. the SAFETY-PARTICIPATION-SOLIDARITY Policy for the elderly).

4 In this matter, see for example: A. L. Campbell and J. Lynch: The Two Faces of 'Gray Power': Elderly Voters, Elderly Lobbies and the Politics of Welfare Reform.

In the case of the practice detailed below **a key criterion is age**. While older people, senior citizens and the elderly are all terms that have been used here, it is hard to say exactly what that age is, though it may be valuable to accept that this is most especially about people of such an age that they have now **ended their professionally active life**. In Polish conditions (though not everywhere) that would mostly mean age 60 among women and age 65 among men. **In turn, society's perception most often tends towards some age category**. But it cannot be forgotten that, notwithstanding the many common characteristics, **senior citizens differ one from another**, e.g. as regards health, family status, place of residence and so on.

Aim of the practice

The aim of bringing this practice in is to **ensure a high quality of service for the elderly**, as well as **to cut the amount of time it takes from them to be served**. A further result of the practice being implemented **is to improve the mood and self-assessment of employees** at institutions within public administration, as a result of these having become more client-friendly, with activity based around professional conduct and interaction with higher-level stakeholders.

In the management of customer relations, the basis often lies in the concept of the **"standard of service for people with particular needs"**. It can be thought that such a standard should apply to older people too, given that this group has certain specific needs typical for it.

The standards referred to usually relate to **three main areas:**

1. **the architectural accessibility** needed for the receiving and delivering of services (road access, car parks, lifts (elevators), toilets, service points in particular places, and so on);
2. **availability of information** on the individual and the services received (designation, a table of information, leaflets, a website, patterns of forms, sign language, and so on) – "plain" language in the servicing of customers might also be involved here;
3. **the way in which the customer is served,** with needs matched, but also researched further, rules laid down for queueing and the booking of meetings with officials help with filling in documents, the opportunity to announce or declare particular needs, etc.

Which actions does the practice encompass?

The introduction of a practice having direct **influence on a large and opinion-forming group of citizens** should be **planned spe-**

cially and prepared for painstakingly, so that possible pitfalls (including **for the image** of public administration and its institutions) can be avoided. Moreover, the ushering-in of a practice should be adjusted to specific features of the particular entity in public administration.

The core steps seeking to adapt services to meet the needs of the elderly are as follows:

1. **The launching of a dedicated helpline.**

   This allows the stakeholders to gain easy and rapid contact with the institution, in order for an answer to key questions to be obtained. In this way, it will *i.a.* prove possible to avoid:

   - forms being filled in wrongly;
   - long waiting times in the building of some institution in public administration.

   Research shows that access to mobile or landline phones is very widespread among the elderly, with **their skill in using this equipment** exceeding that as regards the use of other media (like the Internet).

2. The rendering of additional services and introduction of instruments specifically dedicated to senior citizens. The nature of these depends on the processes brought in at given institutions. The effect here is a **raising of levels of satisfaction among older people** as regards the services provided for them. These might be ways of communication, ways of serving and resolving problems adjusted specifically, special visiting times at offices, services all integrated in one place, the presence of assistants for the elderly, and so on.

3. **The organising of training in communication and cooperation with the elderly**. Of key importance here is that this training be given by an expert of long standing, not only in work with the elderly, but also in the way public administration operates. Alongside the obvious outcome in the form of an improved quality of service for older people, courses of training might also exert **a positive influence on relations between employees of differing ages**.

4. The pursuit of **informational and promotional campaigns** in traditional and social media. In this, it is important that information contained in such a campaign be passed on in a manner **comprehensible to older people.**

Outcomes for the public organisation:

- a high quality of services rendered to senior citizens in institutions of the public administration;
- a smaller amount of time needed to serve older people;
- increased levels of satisfaction among the elderly, when it comes to the services that institutions in public administration provide;
- an improved mood among public-administration employees, thanks to more interactions with senior citizens becoming more fruitful;
- a reduced number of documents being filled out wrongly by senior citizens;
- improved relations between employees within the organisation, where these may be characterised by greater age differences.

Indicators of the effectiveness of the practice

To measure the approximation to objectives adopted for a practice, it is possible to apply indicators as follows, which we can term **indicators of the effectiveness of the practice**:

- **an indicator of the overall level of satisfaction** with services rendered by a unit of public administration, as revealed though the use of questionnaires among elderly clients;
- **an assessment of the quality of the service** rendered by the institution from the point of view of several selected criteria of importance to older people (e.g. understandable language used in communication and a supportive approach on the part of staff);
- **a reduction in the amount of time** needed to service elderly people, even as the quality of service is not impaired;
- an indicator comparing the total amount of time assigned to the servicing of senior citizens before and after introduction of the practice;
- an indicator revealing a rise or fall in **numbers of documents filled in incorrectly** by elderly people.

Key challenges and threats to the pursuit of good practice in the public sector:

- **the dissatisfaction** of a section of the public (citizenry) – i.e. the elderly – as a result of failure at one stage or another of the implementation process;
- **overly-superficial training** of those manning the helpline servicing the elderly, or else a wrong choice of those employees;
- **a reduced servicing time** for this group may prove hard to achieve given the specific features, and certainly may not be achieved at the expense of quality;

SYNERGIA – in one sentence

I've learned that people will forget what you said, people will forget what you did, but people will never forget how you made them feel – **Maya Angelou**

- **difficulties in the cooperation** achieved between staff and elderly people, arising out of cultural differences (involving, not only age, but also level of education and language used in communicating), as well as shortfalls in training and the information campaigns.

What next?

Self-questioning

Ask yourself the following questions:

- **How does a senior citizen as your client differ from your office's other clients?**
- **What is particularly important** to / for / among this category of client?
- What is it worth knowing about the distinct needs among groups of elderly people? After all, **they are not as homogeneous as all that!**
- What **tools of communication** with the elderly might prove the most effective?
- What could go wrong, and **what do we do if things go pear-shaped**?

Interesting examples, implementations and indications

- A Canadian advisory booklet taking account of age differences among citizens and clients – *Age-Friendly Communication: Facts, Tips and Ideas.*
- A work developed for the UK's Ministry of Labour and Pensions – K. Ritters and H. Davis: *Access to information and services for older people – the joined-up approach. Working Paper No. 53/2008.*
- The Council known as Warszawska Rada Seniorów – and its *Miejsca Przyjazne Seniorom* (Senior-Citizen-Friendly Places) competition.

Public administration, please remember!

Summary

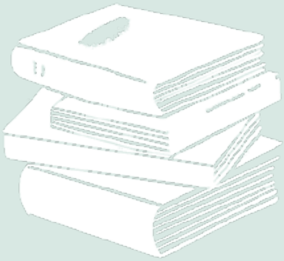
- An authentic pro-client approach entails account being taken of the needs of different groups, of which each is different!
- The significance of senior citizens as consumers, voters and opinion-formers is growing.
- Standards of service for the elderly that we shape will also benefit our loved ones – and our own selves in the future.

Inspiring thoughts

Education is the best provision for old age – **Aristotle**

How you think about your customers influences how you respond to them – **Marilyn Suttle**

Additional literature for the Area of Communications and Negotiations



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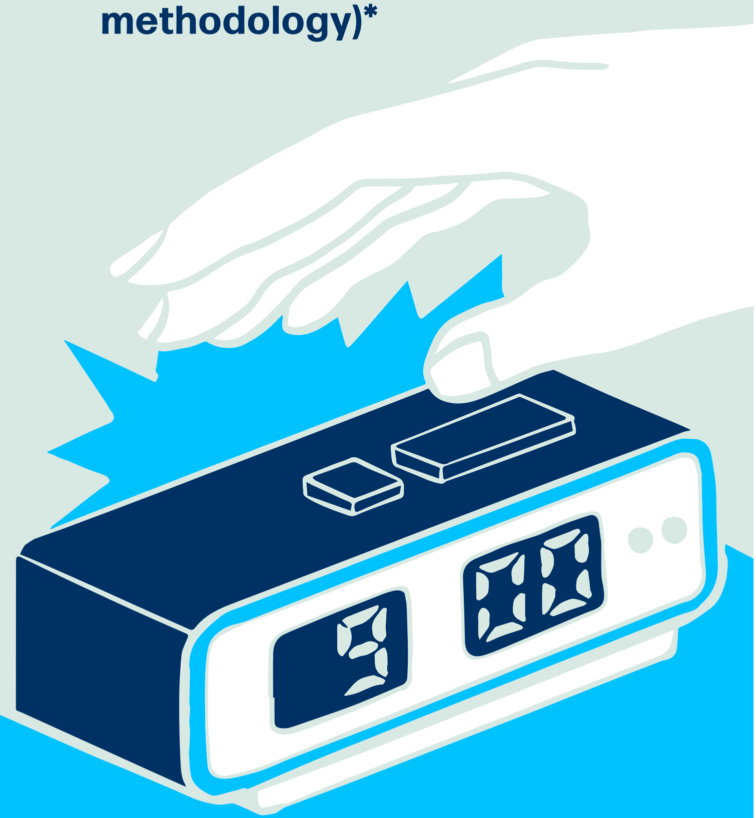
AREA

Project management in the public sector

(cohesive project-management methodology)*



In this Section, you will learn about the practices advocated by theoreticians and practitioners alike, when it comes to management as a means of dealing with problems posed to organisations and their managers, often taking the form of defined, most often complex tasks (objectives) that need to be dealt with fully within a defined amount of time.

* The author would like to acknowledge gratefully the help of Dr Maria Szymborska of Poland's *Rządowe Biuro Monitorowania Projektów* (the Polish governmental institution monitoring projects), when it came to making ready the parts of the Mini-handbook relating to management and indicators.

Nikita Khrushchev:

Politicians in the East and the West are the same. They promise to build bridges even when there are no rivers.

A project may be defined in various ways. Most often this is a one-off activity, albeit complex and multi-stage, which is to lead to the achievement of an objective. The relevant Polish government handbook on strategic projects entitled *Zarządzanie projektami strategicznymi. Rekomendacje*[1] regards a project as definitely being separated out from the constant, everyday activity, as an undertaking seeking to make a change that involves some more-unique product or service made ready in and for a particular period, and with a designated budget. Furthermore, whatever it is that we arrive at in the end should meet qualitative and quantitative requirements set out in advance

The complexity of the objectives involved (across dimensions that are legal, financial, organisational, communications-related and political or policy-related) link up with **multi-faceted risk** (of failure) to suggest specialised methods by which projects will need to be pursued – hence a methodology associated with project management.

Introduction

The *Oxford Dictionary of Management* (as translated into Polish) again sees a **project as a set of activities seeking to ensure that a defined result is achieved, again with a defined beginning and end**. These actions are linked together and must be given effect to **in a defined and logical order**[2]. Today's project management takes place with the aid of special methods, tools / instruments, and programming – becoming essential given the growing complexity of both business and public projects, as well as the growing unpredictability that now surrounds such undertakings.

Specifics of the area[3]

The practices of this organisational and management science qualify as project management; and the achievement of objectives assumed for a project is **as old as human civilisation itself** (think of the Pyramids, the logistics of war, the Great Wall, the Suez Canal, the Ford system of mass production). Nevertheless, it is quite often considered that the beginning of true, modern project management came with the *Manhattan* Project (pursued in the years 1941–1945, to ensure that the US would have the atomic bomb). This Project involved around 125,000 people, and cost some 2 billion of the then dollars.

Abraham Lincoln:

Give me six hours to chop down a tree and I will spend the first four sharpening the axe.

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1 *Zarządzanie projektami strategicznymi. Rekomendacje*. Rządowe Biuro Monitorowania Projects Centrum Analiz Strategicznych Kancelaria Prezesa Rady Ministrów. Warsaw 2021, p. 8.

2 *Oxford Dictionary of Business and Management*, Oxford University Press 2016, p. 486.

3 An accessible and exhaustive discussion of the management of projects can be found in: S. Portny, *Zarządzanie projektami dla bystrzaków*, Gliwice 2019 (in essence a translation of *Project Management for Dummies*).

Superpowers love “prestige projects” that are a manifestation of their power and strength, e.g.:

Versailles – the project of the Sun King.

The Trans-Siberian Railway – the project of the Tsars.

Apollo – taking men to the Moon.

A project (by reference to the **Project Management Institute** definition) is a temporary undertaking (and hence something that begins and ends), whose aim is to **generate a unique product** (be that a new development of some kind or the provision of a service). According to the PMI, there is here also activity that uses access to knowledge, skills and methods in order to meet **expectations and needs of stakeholders**.

Features of a project include an orientation towards the attainment of what the organisation sees as an important (one-off) objective, with **the activity of many people coordinated** in the name of that, over a defined (not indefinite) period of time. Features of a great many projects are **complexity and multi-disciplinarity**. And as a rule, projects have, not only objectives, but also resources and deadlines, costs and a level of quality needing to be achieved, as well as a series of actions, tasks and steps that together combine into the ultimate achievement of the goal set.

Also as a rule, project management takes in different kinds of activity, engaged in to ensure the final objective is attained. Particular domains within project management include such management as that of assigned **human resources, attendant risk and communications.**

There are many methods and methodologies by which effect can be given to project management – and these range from traditional ones to so-called “agile” ones, as well as extreme ones.

In the Polish governmental administration for example the methodological recommendations (designed to be an introduction to a devised (2021) Polish methodology for project management) were prepared by the Prime Minister’s Chancellery. Four handbooks on projects, programmes, the establishment of portfolio offices and detailed project techniques are accessible on the website of that institution[4].

Also applied are a large number of techniques seeking to check on progress with projects, An example would be the **Gantt Diagram** and **the PERT** (critical path) method, within which a matter of great significance are such notions related to actions as **milestones**, deadlines, reserves of time and resources. Practitioners in fact

4 It is on the basis of the materials presented that KSAP organizes certain of its training courses.

recommend applying hybrid methods, in line with need. In fact, **new methods and methodologies** in project management continue to arise, including *Prince*, *agile*, and so on[5].

Difficulties with project implementation – e.g. non-achievement of objectives, delays and lower quality – may arise out of either poor project management or an improper diagnosis or choice of objectives to be achieved (e.g. due to a lack of realism or shortage of resources).

The specifics of the area in public administration[6]

A specific feature of project management in **administration lies in the scale**, which may range from the relatively small (a conference) to the huge (planning and construction of a high-speed railway, vaccination against COVID-19, achieving transformation in the face of climate change). Sometimes these scales may relate to a billion people (in India and China), and to outlays of billions of dollars.

Complex undertakings make use of the notion of the "project portfolio". This means "a set of programmes and projects or other work selected by reference to defined criteria, as grouped for effective and efficient management and auditing.

Polish public projects:

On 23rd September 1922, the Sejm of the Republic of Poland adopted an Act authorising the Government to construct a seaport in Gdynia.

Poland's accession to the EU was also a project.

Edward Gierek in the communist era sought to legitimise his rule by ordering the reconstruction of the Royal Castle in Warsaw, among other things. The 1970s ended in crisis, but the Castle made its permanent comeback.via projects and so-called portfolios of projects. All of these generate a complex picture with which the organisation must deal and cope.

A **programme**, then, may in turn be defined as an undertaking comprising linked projects and actions associated with the management of the initiative in question. A programme has as its aim the achievement – within a defined time and budget – of concrete results and benefits (a strategic effect that represents a synergistic cumulation of results arising as products are generated[7]**.**

Public projects **link up closely with the public interest**, as well as (thanks to their costs and effects) with political power and authority.

Legal limitations impose various things on administration (not least tendering, judicial review, access to information, recruitment competitions for managerial posts), and this all combines to ensure that large public projects are even more difficult to manage.

And this is **a field of both knowledge and practice**.

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5 There is a wealth of subject literature on methods of project management in: *Metodyki i standardy zarządzania projektami*, ed. M. Trocki, Warsaw 2017.

6 The specifics to the management of public projects are discussed in the Polish literature, by for example B. Kożuch, *Zarządzanie programami i projektami publicznymi*, (in:) *Instrumentarium zarządzania publicznego*, ed. B. Kożuch and Ł. Sułkowski, Warsaw 2015.

7 For the definition of the portfolio and programme, see the same source – page 8.

Public administration often thinks of projects as external activity that the given office gives effect to. But the **organisation of work under a project does not have to involve massive undertakings**. The writing of Acts and Regulations and the development of analyses are constants in the work of administration, and often relate to a wide variety of different areas, even as they serve a host of different objectives. **The subordination of these to projects allows for better management of the entirety of the work of administration**, given the way in which **types of frameworks for thought and action** are provided, on the basis of matters being brought to a close, and with some kind of visible outcome.

A higher level of project management: management of many projects

In a majority of organisations both private and public there is parallel implementation and pursuit of many projects (even several tens in the case of multi-project environment). In parallel, in organisational space and time, there are in operation projects, sub-projects, projects with stepwise aims, and programmes introduced.

What is more, the above will have been initiated at different times and pursued by different units, and they differ in terms of risk, cost and timetable. They may either be somehow mutually supportive or connected, or else they may "compete" with each other for resources (be that people, time or money). This all makes it very important for managers of both middle and high rank to be able to deal with a larger number of projects running simultaneously. The portfolio of projects is for example something linked up (under one organisation or leader or part of the organisation, acting in support of the same goal and / or funded from the same source). Larger (e.g. public) programmes are also given effect to via projects[8].

!

Good practice in the management of multiple projects:

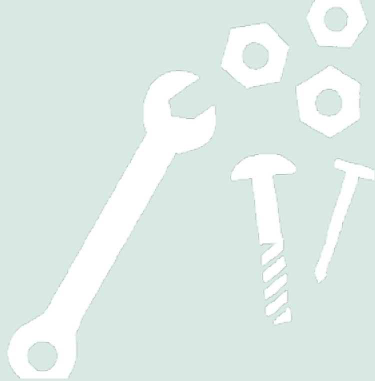
- The management of multiple projects is something done in support of identified strategic objectives, whereby we make selections of projects that will act in support of, and further, core strategies. A strategy is NOT a list or bag of projects with no logical linkage, important for units of the organisation or continued with for years.
- There is a need for conscious and effective coordination of all projects of the given organisation at the level of the group (or portfolio) of projects, or else with multiple projects that gain clear recognition as separate and distinct from one another.

8 *Wdrażanie strategii przez projekty.* Ed. E. Bukłaha. Szkoła Głowna Handlowa (Warsaw School of Economicsw). Warsaw 2022.

- It is necessary that there be prioritisation when it comes to project initiation and the ascribed resources (denoting balance within the portfolio, i.e. between the number of projects and available resourcing). That means reviewing and prioritising, potentially with some projects being curtailed or shut down.
- Groups of projects are “sustainable” (number to be manageable by the organisation tailored in line with risk and availability of resources”) – the portfolio cannot be overloaded with projects.
- Component elements within the portfolio of projects are identified and categorised in terms of their being important for the organisation, and likely or not to be associated with risk.
- There is a conscious, organised system and process by which to manage a portfolio of many projects (entailing prioritisation, elimination, the adjustment of resources, risk abatement, and so on).
- A portfolio of projects is subject to monitoring by reference to key criteria (timetable, risk, funding, and so on)[9].

9 E. Sońta-Drączkowska, *Zarządzanie wieloma projektami*. Warsaw 2012, especially pp. 17–23, 44–57.

Tools by which to manage projects at different stages of their life cycles



KNOWLEDGE PILL

Aim of the practice	to have practical tools by which to solve different problems as effect is being given to a project
Origin?	Project management, strategic management
When to apply?	When it matters to us to have efficient implementation of undertakings (we do not even have to call them projects), and we wish to avoid difficulties (like delays, shortfalls in resources, or risks)
Results foreseen	▪ Effective projects ▪ No delays ▪ Non-exceedance of available resources
Inputs not to be ignored	Training and computer programs
Risks to watch out for	Poor project planning in projects
Key actions	Project selection, definition, planning, implementation and monitoring
Key (not sole) measure of success	An increase in the number of successful projects

Level of difficulty of the practice	Demanding ●●●
Required financial outlays	▪ The method may require outlays – above all in association with training and consultant support in regard to the management of projects. ▪ The cost-effectiveness of each given solution needs to be studied.
HR required for implementation	▪ Members of the team involved in the project will need to be trained in how to use the tools; this will be at an advanced level where heads of projects are concerned. ▪ An expert in the field of the use of project-management tools who will lead the training within the Project Teams.
Key organisational activity that will be required	▪ A high level of awareness of projects within the Board, and hence political will. ▪ High-level analytical (planning and estimation) skills. ▪ High-level communication skills and an openness to feedback. ▪ An ability to deal with the technology (specialised programs, training and so on). ▪ Openness – a lack of fear of failure, and a motivation to embrace change. ▪ A role for a project leader with knowledge on the management of projects and teams, and authorisations to take decisions and give effect to them.
Required technical resources	▪ Programming on the market for the management of projects that can prove useful to usher in the tools. ▪ A room in which to run workshops and training courses, as well as hold meetings with the Project Team (as outfitted with projector, screen and computer).

Choose a suitable team of people who will be running and giving effect to each of the projects. Designate a leader and define the roles of particular members of the team.

Introduction

Project management is now regarded as a field of its own, which continues to develop steadily, and adjust to meet the needs of private or public organisations, as well as NGOs.

Standardised **methodologies** for the **management of projects are many in number,** if adjusted to the specifics of the different types. They are often supported by ICT. However, leaving aside the formalised methods of management, there are also **many universal and relatively simple tools for managing projects**, which can be applied successfully in different public projects that the administration runs.

Presented below is the "toolbox" for better project management. This is obviously done on the basis of some selection.

Aim of the practice

The aim of this practice, and basically of the package of practices referred to, is for us all to come into possession of a **useful set of instruments** applicable in both the **management of individual projects at different stages of their life cycle, and the management of complex portfolios comprising many linked projects**. Through this it will be possible **to ensure the permanence and stability of implementation of each project**.

Further reading:

The APM Competence Framework sets out the skills need for effective management of projects, programmes, portfolios and Project Management Offices in the public sector.

The practice presented here may be **brought in at any unit of public administration**, with the tools adjustable to the activity of each and every organisation. The tools for the management of projects in an organisation are linked with such areas as **strategic management, digitalisation and ICT management** and **management by objectives**.

Specific features of the practice in the public sector

The set of tools as presented can be **a perfect fit with the public sector**, with use allowing for the maintenance of a fuller ability **to track projects and uncover problems with them**, while there is still time to react to that. The set comprises complementary tools applicable in ensuring that a project is led off from the same starting point, with **any more major departures discovered as quickly as possible**.

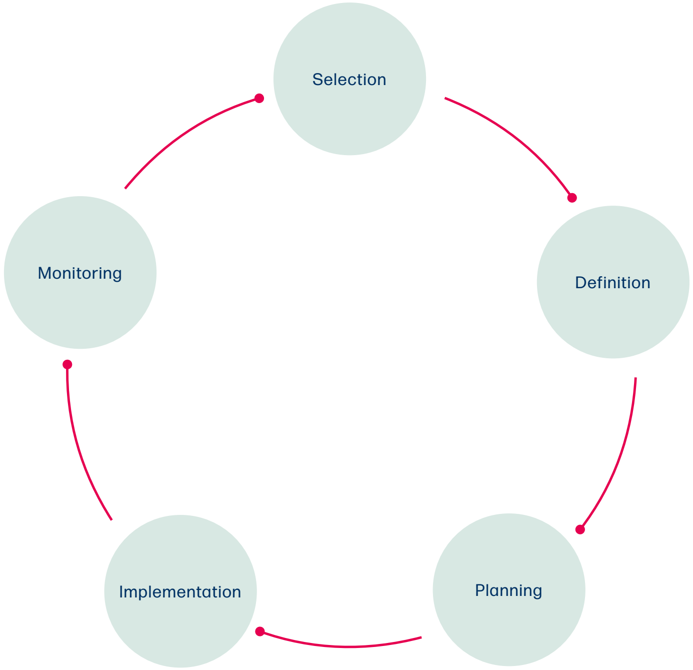
Benefits of project management in the organisation

- More rapid and effective decision-making in regard to projects.
- Better management of resources (and reduced demand therefor), as well more limited waste.
- Better projects enjoying greater success, e.g. through better stakeholder management.
- Greater synergy between projects.
- Higher efficiency – a conscious resignation from projects that are not needed.
- Shorter completion times for projects.

Which actions does the practice encompass?

Tools that can be used in this practice can be subordinated **to the stages** of implementation and pursuit that are important in each and every project, such as:

- Project selection
- Project definition
- Planning
- Implementation (Pursuing and Effecting)
- Monitoring



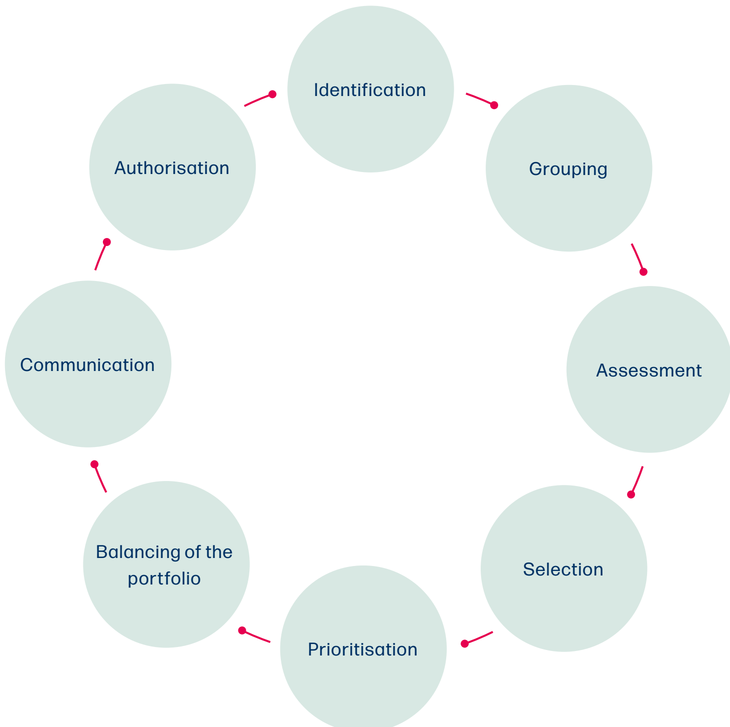
Factors affecting project management in the public sector

Ivana Nekvapilova, Jaromir Pitas Organisation V International Conference Knowledge-Bbased Organisation, Vol. XXII, No 1/20161.

A rather **more complex situation applies to the management of a portfolio of projects**, when there is a need to take decisions regarding, not just one, but many, undertakings able to exert influence on each other, even though they have different timetables, and are at different stages or degrees of completion, and so on.

Certain phases move smoothly into later ones, while sometimes they all have others within them (even though there is separation here for the sake of clarity). A typical case would be that of monitoring, which should really be present at every stage of project management.

The process of management of a portfolio of projects



Further reading in Polish, in relation to portfolio management:

Proces zarządzania portfelem – source: Organizacja Biura Portfela. Rekomendacje, Rządowe Biuro Monitorowania Projektów, Warsaw 2020, p. 18

Phases and instrumentation as regards the management of projects

Tools to be used in management in the phases of the defining, planning, implementation (and pursuit) and closure of projects[1]

Different conceptualisations of project phases can be encountered. Here we use the method proposed by the *Rządowe Biuro Monitorowania Projektów* (*RBMP*) at the Chancellery of the Prime Minister of the Republic of Poland (*KPRM*). This approach sees a distinction drawn between the phases of the defining, planning, implementation (pursuit / effecting / completion) and closure of a project, as well as the monitoring of benefits[2].

PROJECT PHASE	PRACTICE
PREPARATION PHASE	
Definition (Initiation)	1. The logical framework of a project. 2. Stage Gate Project Funnel.
Planning	1. Predictive and agile project classification (the Snowden *Cynefin* framework). 2. Project breakdown. 3. Estimation. 4. Network diagrams. 5. Critical path and critical chain. 6. Incorporating uncertainty (buffers and risk contingencies).
IMPLEMENTATION / PURSUIT PHASE	
Implementation / Pursuit (also monitoring)	1. Communication plan. 2. Tracking Gantt. 3. Milestone wind diagram. 4. Buffer fever chart. 5. Earned value charts. 6. Rapid Results Initiatives.

1 The techniques for the management of projects described here do not represent an exhaustive list. However, these are the ones that gained discussion under the SYNERGIA Project. A long list of instruments of this kind is presented in publications by the Rządowe Biuro Monitorowania Projektów – so see the relevant literature following on from the part of this handbook on the management of projects.

2 For broader treatment, see those materials and handbooks from the *RBMP*, which are to be downloaded at https://www.gov.pl/web/zarzadzanie-projects/materialy-dopobrania.

CONCLUSION PHASE	
Project closure	1. Project breakdown. 2. Milestone wind diagram. 3. Earned value charts.

DESIGN PHASE – MONITORING BENEFITS

This is a phase that must follow on closely once full effect has been given to a project. It serves in the taking of further decisions in the area that is subject to public intervention in which the now-finished project was pursued.

STAGE	PRACTICE
Selection	1. Numerical/financial and qualitative evaluation of projects. 2. Project ranking. 3. Match with existing capacity. 4. Reference Class Forecasting.
Definition	1. The logical framework of a project. 2. Stage Gate Project Funnel.
Planning	1. Predictive and Agile project classification (Snowden Cynefin framework). 2. Project breakdown. 3. Estimation. 4. Network diagrams. 5. Critical path and critical chain. 6. Incorporating uncertainty (buffers and risk contingencies).
Implementing and giving effect (including via monitoring)	1. Communication plan. 2. Tracking Gantt. 3. Milestone wind diagram. 4. Buffer fever chart. 5. Earned value charts. 6. Rapid Results Initiatives.

The project selection stage

Quantitative and financial assessment

Quantitative (including economic) assessment seeks to calculate **different values associated with the project with a view to it being subjected to multifaceted assessment**. This also denotes a comprehensive look being taken at the project from the point of view of **key economic variables (cost, revenue, income, profit-**

ability or **economic viability)**. Moreover, we have: **profitability or viability of the project** and different variants of it, and **sensitivity analysis** – assessing with the aid of indicators (e.g. financial) as to what could be changed in the project in a situation involving a change in key parameters. Applied where some public projects are concerned is **the economic valuation of public goods and the social benefit**. Projects are also the subject of **financial forecasting** (as in the case of PPP-type projects).

The ranking of projects

This method entails **conferring upon projects a points total for their value to the organisation**. This allows for **a ranking** in terms of significance, economic viability, risk, concordance with strategy overall and value to the organisation. This may also be a **cross-sectional** ranking taking account of many factors (project indices). The use of a ranking helps in the prioritising of **projects**, and **their elimination or selection as** decisions to invest or not to invest are made, along with those concerning **the allocation of resources** and the involvement of the organisation's leaders.

Each type of work needs slightly different tools...

Matching a project to the capacity for it to be serviced by the organisation

This type of analysis serves in **the determining of throughput**, i.e. the capacity of the organisation to service a defined number of activities within the project – in a given amount of time and with a defined amount of resources. This parameter defines the number of objects, products, employees, machines, means of transport, tasks, etc. **passing – per given unit of time – through a defined element of the production or project process**. An idea closely associated with this is of course **the bottleneck**. The latter (a kind of rate-limiting step) may unfortunately be present in almost every undertaking, and stands in the way of 100% utilisation of the organisation's potential for action, in the context of projects too.

The analysis of bottlenecks in projects entails their **identification, limitation and elimination**. The "places" (procedures, resources in need of enhancing) which act **to limit throughput** will need to be subject to change, in order for the desired level of effect to be given to a project.

Reference Class Forecasting

Forecasting in relation to reference classes or comparison classes is a method by which **future events can be anticipated through the reviewing of similar situations in the past**, along with their consequences and outcomes[3]. The name reflects the

3 The theories relating to reference-class forecasting were developed by Daniel Kahneman and Amos Tversky.

way in which the method foresees the results of planned activity by reference to real results **within a reference class entailing activities similar to those anticipated**.

Further reading:

Edinburgh City Council commissioned *Oxford Global Project* to run a reference-class forecast estimating the risk inherent in a tramline being extended from York Place to Newhaven.

The forecasting process encompasses the following **three steps**:

1. **Identify** the reference class of previous projects of a similar nature.
2. **Decide on the probability distribution for a selected reference class** and for the parameter that is to be forecast – it could be the final cost of a similar project, duration, and so on.
3. **Compare** a particular project with the distribution in the reference class, in order to determine the most probable result for the project in question.

At the definition stage

The logic matrix for a project

Things are different with **logical frameworks for projects** – as a multifaceted tool applied in **project planning and management**. The matrix indicates the so-called **logic of intervention** (with the project as a tool by which to achieve an objective, by reference to available knowledge). If there is acceptance, then there will be action A undertaken, with achieved results B, and then final objectives of the project C. The matrix serves to detail and **operationalise project objectives**. Each project logic matrix usually **contains elements that** serve in[4]:

1. formulating **measurable** core and detailed **objectives**;
2. indicating and **pre-testing assumptions** and internal logic;
3. pointing to necessary **means and costs** for objectives to be achieved;
4. indicating **risks**;
5. determining **the tasks** to which effect is to be given.

This kind of matrix can also serve in the monitoring and evaluation of projects.

The Stage Gate Project Funnel

One of the ways of creating new services, projects or solutions is to use **the project funnel**. **This process gives rise to** many ideas and solutions (as for example generated during brainstorming), with **the verification being based on adopted criteria**, through to the ultimate **selection of the best**.

4 as formally adopted – in 1992–by the European Commission, as a project facilitation tool.

5 stages are anticipated for each idea to go through, along with 5 "gates" determining whether the idea meets the objectives assumed. The process begins with several ideas (brainstormed or from experts). These are then directed to the first **gate** (a kind of **control point**) – at which certain ideas go on to the next stage, while others do not. These in turn gain further development in the second stage, etc., reaching the second gate in that way. Ultimately, the **best idea** is transformed into a ready product or service. Crucial to each stage are **well-developed assessment criteria** which are then **subject to objectivised application**. The criteria in question could be cost, profitability, utility to society, completion time, feasibility in general, stakeholder support ... or a combination of different parameters. It is here worth giving a few examples of criteria.

In project planning

The predictive and agile classification of projects (original *Cynefin* framework of Dave Snowden)

Cynefin is a conceptual framework used to facilitate decision-making. The aim is to make sense of events, in order to permit better decisions to be taken in future[5]. *Cynefin* offers **five decision-making contexts or domains** – *obvious, complicated, complex* and *chaotic*, as well as *disorder(ed)* – with these helping managers to identify how situations are perceived, and giving sense to one's own behaviour and that of other people. The domains offer a "sense of place" from which behaviour may be analysed and decisions taken.

There is often a "**disordered situation"**, in which there is no consent for that which gains application out of decision-making contexts. The solution is **to break the situation down into its component parts** with each ascribed to one of the four other spheres. Leaders may then **take decisions and act** in a manner appropriate to the established context.

The Work Breakdown Structure

The Project Team sets up a project regarding **the dividing-up of project work** by determining the main results and dividing the objectives into smaller, detailed tasks and even sub-tasks. These are **disaggregated from the moment it is possible to assign them to given teams or individuals**, who in turn have designated resources, responsibilities and authorisations to make decisions.

Estimating the course of a project

Denoted here is **the utilisation of all available information** to determine time, resources and risk in the project, in order that this might end in success. The effect is of estimating the **influence on**

5 *Cynefin* is a Welsh word for "habitat".

cost-setting, resources, the schedule and the determination of risk.

The network diagram

The network diagram is a **graphic encapsulation and conceptualisation of all tasks, responsibility and progress** that apply to the implementation and pursuit of tasks within a project. This usually takes diagram form on which arrows serve **to show the direction being taken by a project's course and successive steps**, through to the achievement of the objective set. This basically represents a kind of "**revolving presentation and modelling of the project schedule / timetable"**. It also visualises the main project tasks, meaning it is also a schematic representation of the project's substantive scope.

The critical path

This involves algorithms that help with **project planning**. The critical path is determined through the **identification of the longest section of dependent activity within a project, and measurement of the time needed to complete activities from start to finish**.

Construction of the critical path includes the following elements:

1. **A list** of all activities required for the project to be completed.
2. **Time** (duration) that is expected to apply for full effect to be given to each activity.
3. **Dependent relationships** between activities.
4. Logical final points for each activity, like **milestones**.

This technique seeks **to accelerate the process through improved deadlines that are adhered to**.

The critical chain

This is a method **related to the critical path**, but placing key **emphasis on the resources** needed to complete project tasks. The Critical Chain Method begins by constructing the project schedule and identifying the most important tasks to be completed, and then allocating **resources to the high-priority tasks**.

Since projects rarely go perfectly according to plan, it is sensible **to include emergency buffers (also called 'management reserves') in both the budget (money) and schedule (time)**. This applies particularly to **the final stages of milestone completion**, allowing for adjustment due to **unforeseen** risks, situations, or issues. **Risk analysis** in the project is used to estimate potential impact on the project timeline. Buffers **need to be accounted for in the schedule**.

Another purpose of identifying buffers is to eliminate those that people and organisational units in some rather artificial way (to avoid risk or to be "on the safe side") add to the project schedule. At the same time, what needs to be kept in mind is the important buffer on the unforeseen situation at the end of the project (the "real management reserve").

Implementation / pursuit phase

The communication plan

This plan is a type of **communication roadmap** vis-à-vis the main stakeholders and relation to the stage of the project that has been or will be reached. Each **main stage to the project should be backed up by a plan for communication** with the key stakeholders, including those of greatest significance to the given stage. Among the purposes is to present **key information** in advance of crucial need, to satisfy the non-essential needs of stakeholders, to **(re-)signal** objectives, etc. The communication plan should respond to **the three matters of who to inform, when to inform them, and how.**

The Gantt chart and Gantt tracking

This a diagram which visualises by reference to **a time axis relating to the project schedule** and its different stages. The use here is in **planning the course of the project and tracking its progress**.

There will be a vertical list of tasks on the left, and a horizontal time axis on the right, allowing for presentation of the structuring of project work and the **relationship between tasks (be that sequential, in-parallel or independent)**. The result of the application of this method is to improve communication within the Project Team, growing understanding of the project and easier enforcement of accountability.

The milestone diagram

This diagram (otherwise **a checkpoint diagram**) can be used to review such **checkpoints**. All milestones along the project path are presented, with emphasis put on **how close to completion** each of these is.

The buffer fever chart

This serves **to signal threats in projects**. What is involved is the **percentage usage of the buffer** (of time or resources) in relation to **the degree to which the project has been completed**. The assignment of colours is as follows:

- if the buffer assumes a value < 1, the colour is green;
- if the buffer assumes a value around 1, the colour is yellow;
- if the buffer assumes a value > 1, the colour is red.

The aim of this method is to observe **the degree to which the assumed buffer is used up, prompting adequate rapid reaction, before the project situation becomes unfavourable**.

Earned value charts

These link issues of the management of **the project budget with the measurement of indicators as to its state of advancement**. The diagrams also allow **answers to key questions** to be provided in the course of project management, such as: **"Is everything on time and within budget?"**. The basis here is the presentation of incurred costs and outlays **in relation to the project schedule**. This is in particular of significance where the financial outlays injected into a project are not in line with activity.

Rapid Results Initiatives

These form a method that **mobilises teams into organising with a view to tangible results being achieved in a short time**. So the aim is **the achievement of rapid, visible results**. These arise under the **pressure of tight deadlines and ambitious objectives set by leaders**. The initiatives begin **with some kind of call to arms** in order for a marked improvement in results to be achieved.

This is addressed to teams made up of members with differing skills and competences. These in turn designate **"ostensibly unwise" short-term objectives associated with the strategic objectives** that leaders indicate, and then commit to their implementation and pursuit. The teams make use of new, **non-standard methods of working, experimenting** and broadening their knowledge (*learning by doing*), until the desired results are obtained. **The backing of leaders** is essential here. The method seeks to stimulate innovation, cooperation and project efficacy.

An app designated for renewed assessment of project goals following the completion of stages

A good augmentation of the Gantt chart or milestone diagram may be **an IT application designated for the renewed assessment of project objectives** as successive stages are brought to a close. This may assist with **increasing the strength of checks on projects being implemented by the institution.**

Reassessment of objectives as the successive milestones are passed leads to greater awareness of just how far along tasks are; and it also allows for rapid course correction in the desired direction, or in line with changed external circumstances. The practice encompasses an in-depth assessment as to whether:

- the project is being implemented in line with assumptions;
- the objectives are being achieved;
- the products and outcomes being delivered meet expectations;

- the risks or opportunities have increased / diminished / stayed the same;
- the indicators are where we intended them to be.

If the objectives and milestones have been reached in line with expectations, the project can go on being pursued undisturbed.

Where it emerges that risks, achieved goals and milestones are not as planned, it is possible:

- to evaluate **alternative solutions**;
- to calculate the costs of alternative solutions;
- to adjust to new circumstances;
- to **abandon the project**;
- to **change the direction of the project**, adapting it to new objectives and milestones.

The development of an application that would allow for the re-evaluation of project goals following completion of each stage should be based on a Gantt chart or milestone diagram, taking into account the aforementioned elements. The application should **meet the expectations of Project Teams** and be tailored to the specifics of projects being carried out in the unit of public administration. Above all, the application should be **user-friendly and intuitive**.

The success of this practice requires collaboration between **the IT team working on the application** and specialists in project management. The preparation, testing, and full implementation of the application should be completed within **around 6 months**.

The Project Management Office

In the case of **large organisations implementing many complex and prolonged projects** there may be justification for **calling into being a specialised unit for project management**. Such a unit, employing specialists in methods of managing projects, will offer support to those in the organisation who are giving effect to projects. The Office **might even run projects by itself, if the leadership in the organisation sees that as necessary,** as for example where projects are of priority, threatened, delayed, and so on. Units of this kind are most often known as Project Management Offices and they act in support of projects at any point in the life cycle, all the way from the decision to pursue a given project through to its final accounts-settling and audit.

The core advantage of a PMO being set up is the way it **puts in place a group of specialist employees** whose main task is to support those implementing projects, as well as management. The PMO specialists may, for example select with great skill one or more of the different instruments in project management that are described here, knowing how that will match up to a given project, but knowing how to adapt to the given circumstances in which the project is being pursued.

A Project Management Office should comprise:

1. **a head** – responsible for reporting to higher-level officials on the progress made with all projects;
2. **employees –** responsible for:
   - the schedule;
   - agreeing to the order of the tasks by which the project is pursued;
   - the budget;
   - verifying and adapting the project specifications and requirements;
   - verifying the achievement of project goals;
   - risk management;
   - the creation, verification and updating of stakeholder maps;
   - the founding of a register of good practice associated with project management;
3. **a leader of the team working on the given project** – as a post held by an expert on the substantive matter, whatever that may be. The leader:
   - should be experienced in team management;
   - should know how to delegate tasks and coordinate the actions of the whole work team;
   - reports to office employees on the state of advancement of the project and the objectives accomplished, as well as planning of further stages of the project;
4. **the work team** – made up of specialists pursuing the objectives of the particular project and the achievement of the milestones; reporting to the leader.

Indicators of the effectiveness of the practice

To measure approximation with the objectives assumed for the given practice, it is possible to apply the following measures, which can be termed indicators of the effectiveness of the practice:

- **An indicator depicting the use of the set of instruments** – the number of projects in which a start has been made to the use of at least three new methods of managing projects in comparison to the initial period (a product).

- **An indicator showing the number of projects ending in failure or success** from the moment of introduction of the practice (where results might include reduced implementation times following training, pilot schemes, the purchase of computer programs, etc.).
- **An indicator revealing the opinions of the managers of projects** in regard to the improved implementation of projects thanks to the new management instruments.
- **A comparative index** – considering the ratio of failed to successful projects before and after the introduction of the practice (a result).

The above indicators relate first and foremost to the management situation in regard to a larger portfolio of projects, in which we can compare the degree to which implementation has advanced, as well as numbers of successes with problems, effectiveness of Project Teams, etc. The introduction of many instruments brings the organisation to the verge of a project management system (with all its pluses and minuses). In that situation it is possible to develop indicators of influence studying increased effectiveness of implementation of the organisation's strategic objectives from the moment new instruments were brought in – e.g. through research on the correlations between the introduction of a project culture and the levels of the main indicators selected for the given organisation and its objectives.

Risks and barriers

- Limited **resources** in the organisation (be those human, financial, knowledge-related) as regards the different tools utilisable in the effective management of projects.
- **Durability and persistence** – the risk of abandonment following initial enthusiasm.
- **The precision of project planning**.
- Problems with communication, and **resistance on the part of threatened interests** – to techniques that enforce efficiency and accountability.

? What next?

Self-questioning

Ask yourself the following questions:

- Did I devote enough time to **reliable planning**?
- Ambitious, but isn't it **just too much at one go?**
- Did I remember to **document work in the pursuit of the project**, in order to give a good indication of practices or areas in need of improvement?
- **Which project to start with?**
- Did I secure **the necessary changes in potential** (among employees, teams, competences, motivators)?
- What do we do **if things fail to work out**? How to retain the support of the top, as well as commitment at the bottom?
- How and where will we seek out **further inspiration**?

Interesting examples, implementations and indications

- The *Instytut Szybkich Rezultatów* helps and advises with projects pursued by reference to the *Rapid Results* method relating to socially complex matters.
- Was the Manhattan Project (to build the Bomb) managed in an agile manner?
- The timeless lesson learned from the Manhattan Project.
- Kaikaku Project Management (KPM) – as practised in Japan.
- Reflections on the causes of failure among large public projects – Kjetil Holgeid, Dr Mark Thompson, Cambridge Judge Business School, University of Cambridge, UK.

Public administration, please remember!

Summary

- about **strategic storytelling** – effective presentation of a project to members of the organisation;
- about **practices being used as they are introduced**, as with critical paths or Gantt charts;
- about the organising of regular meetings to **report progress with project implementation**;
- about the way in which **"silos" in the organisation can often hinder** horizontal coordination;.
- about the way in which introducing a practice **changes, not only project management, but also (indirectly) other areas** like planning and personnel management;
- about systemic **monitoring** of objectives or plans achieved or departed from.

Inspiring thoughts

Along the path of life we meet with three main obstacles: our own fault, the egoism of other people, and malicious accidents – **Feliks Chwalibog**

You should not give circumstances the power to rouse anger, for they don't care at all – **Marcus Aurelius**

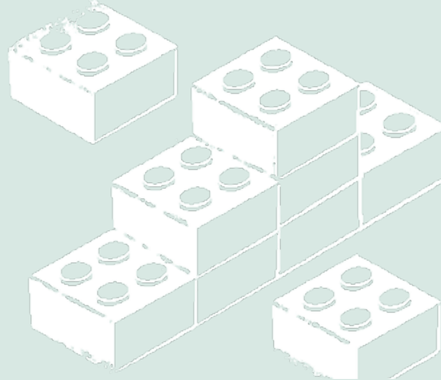
If one remains as careful at the end as he was at the beginning, there will be no failure – Laozi

SYNERGIA – in one sentence

Tools by which to manage projects at different stages of their life cycles

ATTENTION! GOOD PACTICE

The application of agile methodologies in public-sector projects



KNOWLEDGE PILL

Aim of the practice	Better management of innovative projects, including in ICT
Origin?	Project management (and IT)
When to apply?	When there is a need for ICT projects and the digit(al)isation of services
Results foreseen	User satisfaction over a shorter period of time
Inputs not to be ignored	Familiarisation with agile methods, and account taken of them in the procedures of the organisation
Risks to watch out for	Legal regulations and the coordination of Project Teams
3 key actions	Steady improvement of the product
Key (not sole) measure of success	The assessments of users

Level of difficulty of the practice	Demanding ●●●
Required financial outlays	The method may demand certain outlays, first and foremost on **the training and support of a consultant** to specialise in agile methods.
HR required for implementation	▪ **A team of experienced employees** and officials of higher level who will propose changes in the culture of the organisation, with a view to teams being more willing and liable to use agile methods. ▪ **Experts on agile methods in administration**, who run training courses for members of the teams engaged in projects.
Key organisational activity that will be required	Functional features of the organisation that **will need to be developed:** ▪ **an orientation towards problem-solving**; and visionary thinking; ▪ **the skill to build effective teams**, leadership, feedback; horizontal cooperation – the counteraction of silos; in particular as regards the main Project Team and other teams; ▪ **the development of a vision for the change** that is to take place in the organisation; ▪ **assessment and documentation of project implementation**, with a view to good practice and areas in need of improvement being pointed out.
Required technical resources	▪ **A conference room** in which workshops can be run. ▪ **Equipping of the conference room** in a computer, projector and screen. ▪ **Work stations for new employees**, in which they will be able to work together, having also been supplied with the necessary ICT infrastructure.

Agility is the only way for 100% success to be achieved in ICT projects

Introduction

The so-called *Agile Manifesto*[1] commenced a new and fashionable direction in management, now being developed intensively. It is founded on **principles** as follows:

- **intensive communication** more important than procedures;
- a focus on the supply of **operative, practical solutions** (to a lesser extent detailed documentation of the product);
- **close cooperation with clients**;
- **openness to change in an ongoing project,** rather than being defensive against them.

The *Manifesto* inspired the development of many so-called agile management methods. At the outset, the agile method was applied **first and foremost to IT products, though by now it has been adapted to other areas of management**, such as strategic management, the design of services and processes in the finance sector and entertainment industry. *Agile* also exerts **an influence on HRM** through the establishment of agile management of teams, and via the so-called agile leadership[2].

Agile methods are applied where a **client lacks the capacity to define requirements** for complex technological solutions – making it necessary to "lead" it step by step through the project, with the result being adapted to growing client awareness regarding the servicing possibilities. For sometimes the organisation itself has difficulties in describing the most suitable and effective solutions that can meet demands. Another situation arises when **too long a time is spent in anticipation of the introduction of a solution** – which may then in some cases emerge as out of date, given the market dynamic – in relation to IT in particular, with this therefore ensuring that **solutions need to be updated even as the project is being continued with**.

Aim of the practice

The aim of the practice is **to identify the main problems in traditional project methods**, and to understand **the advantages of**

1 *Agile* in English denotes something that is skilled and lithe in terms of movement, not clumsy, but also lively and graceful, with movements as efficient as they are rapid and skillful.

2 One of the newest and most-detailed treatments of "agility", already available in Polish, is S. Denning, *Era Agile. O tym, jak sprytne firmy kształtują swoją efektywność*, Gliwice 2020. Another source is: M. Cohn, *Agile. Metodyki zwinne w planowaniu projektów*, Gliwice 2018.

agile methods, as well as **barriers** to implementation present in the public sector.

Agile project management is an approach using different methods conforming with the idea of that adjective, which also suggests a light touch, and flexibility, with such tools being regarded as helpful in the management of complex and innovative projects.

This variant of project management thus sees **constant cooperation with the client**, implying also that the framework for a project is not defined restrictively or too tightly, with the project as such thus **divided up into smaller parts or iterations**. The management is flexible, and assumes an interactive form as regards the client. The cascade-like **"waterfall" of project management** has as its aim the pursuit of a plan that has been developed, but a difference lies in the way that this approach views **changes as natural elements to the preparation of a product or service**.

That furthermore means that change is not viewed as risky or inclined to hinder a plan (not least because that plan is only defined loosely), but is rather seen as **a natural aspect of project rhythm**, in fact **leading to an ultimate consequence**.

The specifics of the practice in the public sector

The public sector is now more and more inclined to make use of agile methods, also being encouraged into doing so by well-known consultancies[3].

First and foremost it uses the approach to develop public services or programming which are today **digitalised, with use made of various different apps**.

While the origin is in the business sector, agile methods are being **researched from the point of view of their being applied in the public sector.**

Further reading:

Challenges of Adopting Agile Methods in a Public Organisation

The set of instruments within and constituting agile practice gain application with some projects in the public sector, with use helping in the **rapid adjustment** of projects, such that they **meet the needs of the client more adequately** than they otherwise would have. Public institutions may be somewhat **confined in their resort to agile methods** by commissioning projects externally, because

3 I. Vacari and R. Prikladnicki: Adopting Agile Methods in the Public Sector: A Systematic Literature Review. Conference Paper, July 2015. Conference: The 27th International Conference on Software Engineering and Knowledge Engineering at: Wyndham Pittsburgh University Center, Pittsburgh, USA; MCKinsey&Company: Better and faster: Organisational agility for the public sector. April 14, 2022.

Agile teams are a basic need, and agility also matters in team games.

of the regulations on public procurement. But there are **no such limitations in projects pursued internally – as with government units involved in IT policy (not least *Centralny Ośrodek Informatyki*)**. Agile methodologies in public-sector projects may be ushered in by any unit in administration, though there is no doubt that that demands a certain move forward in the application of modern methods of management.

As the practice in many organisations (including public) makes clear, project implementation in line with the method presented here links up with **reduced costs and implementation times**, and hence also greater effectiveness and efficiency.

Key elements of HRM in the introduction and pursuit of agile methods

- Select a suitable team of people that will lead change. Designate a leader and define the roles of the different team members.
- Act in accordance with a timetable set earlier, in such a way that it remains clear when given stages of the project have their beginnings and ends.
- A key role is played by the project head, who must possess knowledge related to the specifics of the project, and how it is managed, as well as the motivation of teams. This person must also be authorised to both take and enforce decisions.
- A dialogue is then run with all managers in the organisation who are of any significance to the project.
- Constant contact with Project Teams is maintained, and the Main Team works along with them.
- As consecutive steps within a project are taken, feedback is supplied to teams who generate the products and outcomes.

Which actions does the practice encompass?

By ushering in agile methods, we **achieve a change of culture in public administration** – which is why it is recommended that there be some **additional preparatory action**. This entails **critical self-assessment of the efficacy of the given unit** operating within public administration. This may be achieved using such tools and instruments as:

- honest and **open discussion** that identifies barriers of all kinds that threaten achievement of the project;
- **assessment of the degree of possible improvement** of functioning in the given unit in administration, as potentially achievable if full effect is given to the project;

- **listening to members of the Project Team** – who should be expressing their opinions in the matter / problem that led in the first place to mobilisation via the project. It is then on this basis that the leader defines the ultimate issue that the project is to resolve.

Agile projects are pursued within cycles of such projects. It is most typical for these to encompass different stages:

1	2	3	4	5
The emergence of the problem, issue, occasion or opportunity	**The development of a vision of the change** that is to take place in the organisation	**The founding of a Project Team** – 5–7 strong, and among people with different necessary competences and skills	**The sharing of the vision** with the team, with the information from the team then supplied as regards the views of its members vis-à-vis the solution	**Pursuit of the vision** via a series of small steps, and in cooperation with other units within the organisation

The *agile* methodology draws on its own notions and concepts, which can be found in a number of publications and guides. These include:

- **user stories** – that explain the function of the product from the perspective of the end user – with the aim being to show how the given function of the product will supply values to the client;
- **the project or cycle backlog –** i.e. the register of requirement relating to the product in the given project cycle, or else the end product;
- **a squad – which is the team displaying solidarity over its accountability for the project –** typically this would be some 5–7 people displaying the necessary competences;
- **a tribe – i.e. a team of people within an organisation engaging in close cooperation in regard to a project** – this despite their dealing with a variety of different aspects (as for example programmers, testers of products and business analysts;
- **the product owner – who represents the client** and is entitled to take project decisions.

The iterative approach in turn denotes **steady improvement, change and reformulating of elements of the product (which may be the shape of the service or process)**. The approach sees the team in possession of **a general vision** of the outcome, which does not need to be very detailed or worked through. Work on the objective (product or service) in essence proceeds **"from the general through to the specific"**. It begins with a generalised imagining of the effect, with **successive iterations (approaches) then ensuring that things are fleshed out**, e.g. as further functionality of application is developed – in close cooperation with the client, i.e. most often the user of the product (which is for example ICT-related).

Results of project management in the organisation

- Reduced times for the implementation and completion of the project.
- Better and fuller focus on the needs of users.
- Better communication between the founders of a project and its users.
- Improved operations of a unit within public administration thanks to the project having been run.

Indicators of the effectiveness of the practice

To measure approximation to the objectives set for the given practice, it is possible to apply the following measures, which we may term indicators of the effectiveness of the practice.

An indicator by convention that reflects the share of all past projects **that could theoretically have been pursued using agile methodologies**, over a given period of time. This indicator shows whether the team has a good understanding and awareness of the suitability of agile methods and the conditions in which they can be applied. This is a form of self-assessment of the organisation, as well as a kind of training in advance of agile methods being used.

- **A comparative indicator** reflecting the frequency of application of agile methodologies in comparison with other kinds of methods of project management. This should be based on benchmarking applied for example in the ICT sector, and will represent a product.
- **The assessments of clients** (including internal ones) as regards improved functioning and more on-time pursuit of projects thanks to agile methods (an outcome).
- **Savings** generated through the use of agile methods in some projects (an outcome).
- Broad-scale introduction of agile methods makes possible the use of indicators measuring the influence of these on the overall efficacy of the organisation, as well as its ICT and project divisions.

Risks and barriers

- Public institutions may be limited in how they can apply agile methods as they commission projects externally, thanks to the legal regulations on public procurement.
- The division of a complex project into several smaller ones requires more skill, and more effort when it comes to coordination.
- Going over-budget and over-time.
- Difficulties with obtaining post-project documentation (notwithstanding this being paid for).

F-16 aircraft are among the most agile machines in the air.

What next?

Self-questioning

Ask yourself the following questions:

- **Have I prepared people for turning agile?** How to change habits?
- With which project should we make at least **a small-scale start**?
- How will we **develop the practice**, ensuring **its "renewal" as a living instrument** that continues to meet needs?
- What do we do **if things fail to work out**?
- How to retain **the support of the top and the commitment of the bottom**?
- How will **further inspiration** be sought?

Interesting examples, implementations and indications

Agile Government Leadership (AGL) appeared in 2014 as a network of professionals in the civil-society sector who were seeking to help usher in agile practices into the public sector. A handbook for governmental and local-governmental institutions proves a review of stories, best practices, and the current and future state of the development of agility in the public sector.

Public administration, please remember!

Summary

- Devote time to the founding of a **team and winning of stakeholders**.
- Ensure that you are **flexible when it comes to changes in the budget**.
- Make sure that you do obtain certain **quick wins**.
- Act rapidly, with not too much time being devoted to improving things in the first round (as **later rounds** will offer the chance for that).

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Additional literature for the Area of Project Management and its good practice(s)

Publications of *Rządowe Biuro Zarządzania Projektami*

Now located at the Chancellery of the Prime Minister, the Government Project Monitoring Office has been striving steadily for several years now to ensure that Polish administration has a government-project culture, especially when it comes to the management of projects and programmes.

Outcomes of the Office's work include seminars, workshops, publications and documents. Offered below are the handbooks, guidebooks and recommendations the Office has made ready, in order for tasks within the Polish governmental administration to be pursued more effectively. These therefore offer a very valuable and specialised development and augmentation of what this Mini-handbook covers as regards project management; and they yield further key references. The materials can be accessed at: www.gov.pl/web/zarzadzanie-projektami/materialy-do-pobrania.

Recommendations on the management of strategic projects

These represent the essence of best practice in project management, setting out the life cycle in the strategic context – from the time a project idea is first thought of, via implementation and pursuit, through to completion and closure.

There is a complementing of projects with a conceptalised life-cycle for Programmes, with it being shown how, alongside "programmes"as provided for in Poland's *Act on rules for the pursuit of development policy* in administration, it is worth distinguishing programmes in the management sense.

Recommendations on the establishment of a Portfolio Office

The practical guidelines on how an institution may found a Portolio Office are valuable, given the insight into management of an organisation's programmes and projects in their entirety.

The guide to management offers practical advice for those managing programmes and projects.

There is a compilation of project techniques, as well as practical hints on how to introduce and run a programme or project effectively.

A framework for the documents referred to above is provided by:

- **The minimal scope of information on monitoring strategic projects**,
- Encouraging effectiveness in the different phases such projects pass through.

On the monitoring process for strategic projects, thus discussing mechanisms via which to pass on information regarding progress in the pursuit of undertakings by entities involved. The 3 sub-processes here are the incorporation of a project within the overall portfolio, monitoring, and closure.

Rządowe Biuro Monitorowania Projektów (the Government Project Monitoring Office) does it work by iteration, meaning that its documents will continue to be supplemented steadily. Indeed, the Office extends an invitation to submit remarks and good practice(s) that might help supplement the recommendations as given.

The address for such submissions is: **rbmp@kprm.gov.pl**.

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- J. Kisielnicki, *Zarządzanie. Jak zarządzać i być zarządzanym*, rozdział 10, *Zarządzanie projektami*, Warszawa 2014.
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How to books:

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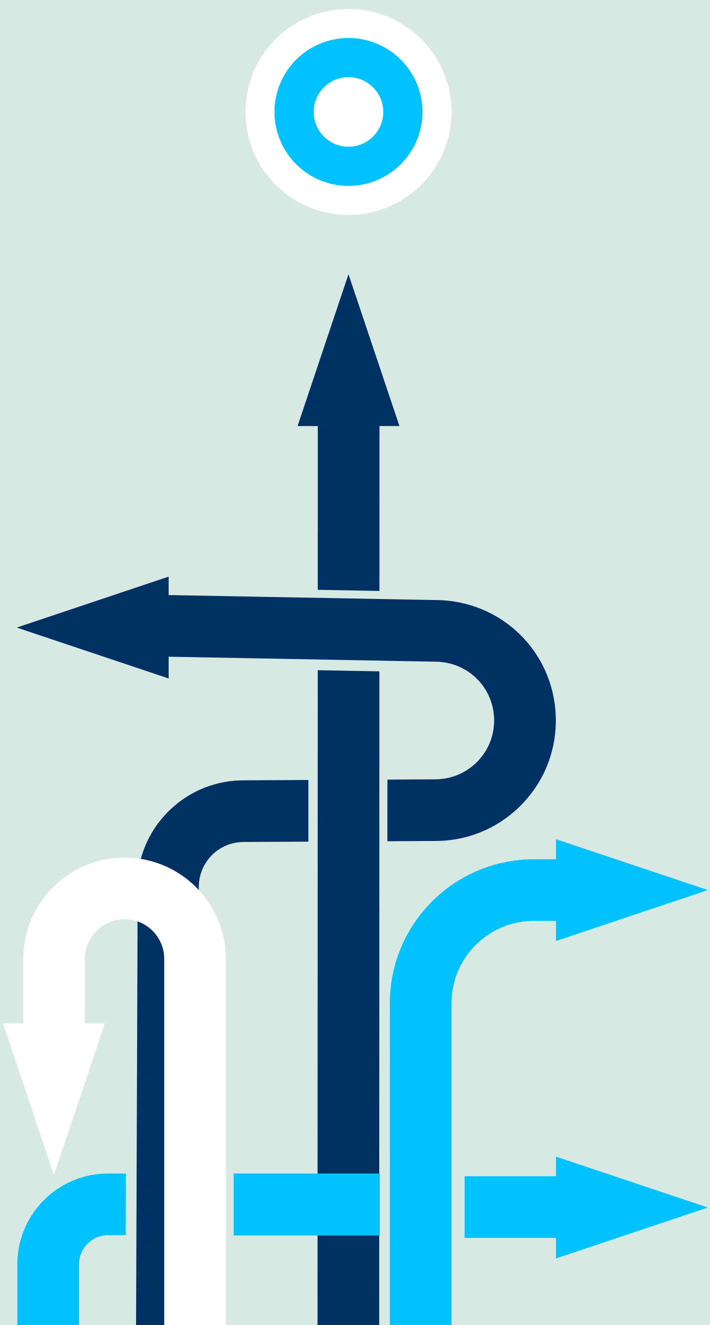
AREA

Process management



In this chapter you will learn about practices termed "lean" by management theoreticians and practitioners.

These are recommended as a way of coping with a problem faced by many large and complex organisations, i.e. a situation in which a certain ponderousness and formalism has become more characteristic of them than the results they manage to achieve. This is most likely because the organisations in question have become "overburdened" / "weighed down" by unnecessary processes and "bottlenecks" that impose drag on any effort to reach an outcome by the shortest route. Remedies for this are said to lie in numerous **lean-method** practices that originate with the process management initiated in Japanese corporations, and notably at *Toyota*.

Introduction

The relevant *Oxford* business dictionary sees process management as a defined, structures and managed set of work activities of known input data **designed with a view to a defined result being obtained**[1]. Lean methodology is in turn applied where the approach focuses on the elimination of losses and the smooth flow or course of processes ongoing in the organisation. A process-related approach is or was a new, modern way of raising the level of (an) organisation in the classical understanding of the term (dealing with its formal structure and formal relations, not least subordination and management).

Specifics of the area

What is specific to process management is its **conceptualisation of the organisation, not as a form consisting of organisational structures, but rather as a set of processes** (activities) that lead to **the achievement of objectives** and actually proceed *across* (*crosswise* with respect to) those formal structures. This is obviously a **dynamic** notion and conceptualisation of the organisation, as opposed to **a static one**. And if we try to manage all of that, **the aim is to have an outcome for the client / customer** of the institution, who is either entirely ignorant of formal structure, or supremely indifferent to it. It is of no consequence from that point of view, or a matter of vanishingly limited importance, compared with the value of the product or service ultimately delivered and received. Processes are not ongoing in a single unit, as with those relating to budgets and legislation.

Surely real knowledge of the way in which an organisation works is not gained by reference to its structures. Rather, it is necessary to

1 Oxford Dictionary of Business and Management, Oxford University Press 2016, p. 478.

understand **which processes of core importance to the institution are busy flowing through it**.

An example of the simple process by which a decision is taken to either outsource something … or do it ourselves within the organisation.

1 **Identification and more precise definition of the problem** outsource / do not outsource	2 **Analysis** of opportunities and threats costs / benefits	3 **Results of analysis** outsourcing would pay / would not pay	4 **Outsourcing found to pay**
5 **Development of specifications for tendered service**	6 **Call for tenders**	7 **Establishment of tendering committee**	8 **Analysis by committee of bids received**
9 **Selection of bid**	10 **Consideration of appeal against selection**	11 **Final choice of contractor**	12 **Drafting and signature of contract for the service**

Familiarity with (and the description of) processes makes them available for improvement, to ensure a better outcome. This might for example involve a faster decision-making process; or a higher-quality one thanks to more account being taken of key stakeholders, or a bottleneck being noticed better than before. The **leadership can also coordinate better** if there is greater familiarity with the organisation's processes.

The practice of process management[2]

Though the origin of process management lies in classical management (e.g. of Taylor, Fayola, Gantt and Simon), there is currently a kind of renaissance for the idea, on the top of certain **modern concepts** like total quality management, just-in-time, business process reengi-

2 For a broader treatment of process management and the process-led organisation, see, among others: P. Grajewski, *Organizacja procesowa*, Warsaw 2007. Process management also gains full treatment in E. Skrzypek and M. Hofman, *Zarządzanie procesami w przedsiębiorstwie*, Warsaw 2010.

Process mapping is of course a basic element of process management.

neering … and the aforesaid lean management. Just why is that? Because **these effective methods are already tried and tested**.

Process management has devised and developed **its own methodologies and concepts, as with process mapping, process ownership**, main and auxiliary processes, process audit, process costs and process benchmarking. **With a view to the course of processes being studied from the point of view of management**, there is application of such techniques as the process sheet, and checklist, process programming charts and diagrams, flow charts and so on.

The role and specifics of the area within public administration[3]

Process management – as designed to help with industrial production – rather rapidly found its **application in services**, and from there it was a rather small step onwards into public administration. The **adjustments** in particular related to notions like "client", as well as taking in such processes as legislation ensuring that perfect simplification or streamlining is rendered impossible (negotiations with stakeholders and judicial review also come into it here). The experiences with process management in administration are such as to suggest that it works in many (though not) all areas of activity, and at all levels. Above all, process management seems to have been successful in **local, service management**, though also in purchasing and some of the other simpler decisions administration is involved in. It is rather more difficult to bring the discipline into the governance part of administration, present at its top and centre.

Further inspirations

Michał Flieger, dealing with local-government processes in his *Zarządzanie procesowe* w urzędach gmin*. Model adaptacji kryteriów dojrzałości procesowej*[4] referred to the core idea of **process-related maturity**, i.e. the state or situation in which the organisation's **processes are: defined, managed, flexible, measured and efficient**. Furthermore, an organisation that has reached that state is capable of improving its products, identifies the full picture as regards its processes, and devises and plans them in a fully aware way, also ensuring that they are subject to analysis.

3 Also considering the specific nature of process management in public administration is: A. Ludwiczak, *Zarządzanie procesami w administracji samorządowej. Doskonalenie z wykorzystaniem Lean Government*, Warsaw 2018.

4 M. Flieger, *Zarządzanie procesowe w urzędach gmin. Model adaptacji kryteriów dojrzałości procesowej*, Uniwersytet im. Adama Mickiewicza w Poznaniu, seria "Prawo" no. 176, Wydawnictwo UAM, Poznań 2016.

Process mapping is of course a basic element of process management. Thus, in the public organisations that Poland's Gmina Offices represent (where the *gmina* is the unit of public administration at local level), it is possible to distinguish between **5 levels of maturity as regards processes**:

- level 1 – *i.a.* **with only a small number of processes defined** (hence even characterised by chaos), with no comprehensive streamlining brought in, and a lack of cohesion and consistency to the way procedures are applied;
- level 2 – **with repeatability practised**; and hence a management system and procedures brought in to ensure that tried and tested processes can be replicated further, even as the sub-processes may vary;
- level 3 – **standardisation** – with standards being designed and used as the basis for identifying processes and with all the organisation's processes now defined;
- level 4 – **process management in place**; processes and products are measured quantitatively, monitoring is run, there are databases and measures, and the structure of the organisation is starting to be adjusted to its processes;
- level 5 – there is **constant perfecting of processes** (as an independent new and stand-alone objective of the organisation), with a feedback system applied, and with constant analysis of the efficacy of different processes, in which all employees are involved fully[5].

5 For a broader insight, see *ibidem*, pp. 120–124 and 210–251.

ATTENTION! GOOD PACTICE

Involving key stakeholders in processes by reference to the ecosystem concept

KNOWLEDGE PILL

Aim of the practice	An understanding of the surroundings and environment of an organisation out in society, with a view to objectives being achieved more ideally
Origin?	Strategic management, organisational processes, ICT, communication
When to apply?	When there is a need for broader cooperation with the surroundings, intensified with stakeholders so that results and outcome can be optimised
Results foreseen	Greater acceptance of objectives and projects within the organisation
Inputs not to be ignored	Program(me)s and skills as regards stakeholder mapping
Risks to watch out for	The culture of work in administration, and conflict of interest
3 key actions	The mapping of key stakeholders and their being invited into ”renewed” or in fact “new” cooperation – and hence communication with key stakeholders
Key (not sole) measure of success	Greater public trust in the organisation

Level of difficulty of the practice	Moderately difficult ●●○
Required financial outlays	▪ **The building of an ecosystem of stakeholders** does not require major financial outlays. ▪ **Funding necessary for training** in stakeholder mapping as well as communication, the costs of computer equipment needed to do the mapping of stakeholders and the design of platforms for the exchange of information, and the remuneration of ICT personnel.
HR required for implementation	▪ **A team constructing a stakeholder map** adequate to the size of the unit of public administration, or the numbers of processes and organisations in the surroundings. ▪ **A team responsible for the activity** and cooperation of the unit of administration within the ecosystem, along with other organisations (taking in the people engaged in stakeholder mapping). ▪ **A team comprising IT personnel** and also taking responsibility for relations with stakeholders. The ICT unit will be responsible for designing a platform for the exchange of information with stakeholders.
Key organisational activity that will be required	▪ **A team** to gather feedback. ▪ **Knowledge** as regards the methodologies of stakeholder mapping. ▪ **A large amount of time** for building relations. ▪ **A change in the way of working** to a more partnerly way, as opposed to a relationship based on authority or rule.
Required technical resources	▪ **Computer equipment** with which to develop the ecosystem of stakeholders, including programming to provide for the mapping, and the design of a platform for the exchange of information – i.e. a computer and programs to edit the files. ▪ A joint **database** for the Project Team relating to the surroundings of the unit of administration, and thus comprising information on stakeholders (numbers, groupings by activity and experience with cooperation, and proximity within the environment of the organisation). ▪ **A conference room** in which to run training, as outfitted in necessary equipment, and devotes to use in cooperation with stakeholders.

Time needed	**No more than 2 years.** The time needed to introduce the process-management practice depends on numbers of processes and stakeholders.
Knowledge and experience	▪ **Mapping** of stakeholders. ▪ **The construction of a platform** for the exchange of information with stakeholders. ▪ **Public communication.**
Cooperation	▪ **Cooperation** with internal and external stakeholders. ▪ Experts in the mapping of the environment, as well as communication and the relevant technologies.

MESSAGE FOR THE HEAD OF THE ORGANISATION

Each organisation or institution consists of its own people plus external stakeholders. Good mapping of stakeholders is crucial if cooperation is to proceed as it should.

Introduction

The practice under discussion here is in truth two practices, from two editions of the SYNERGIA project now brought together here. The practices are:

1. The ecosystem of stakeholders (in the course of Edition I).
2. The involvement of key stakeholders in the processes of the organisation (Edition II).

The linking of content from the two practices reflects the close proximity between them, and the common root in stakeholder theory. The two augment each other, while implementation in tandem will increase the likelihood of the organisation putting in place an effective system of cooperation with stakeholders.

The practice of the involvement of key stakeholders in the processes of the organisation recalls the workings of the ecosystem in ecology and in nature. Analogously, in both the public and private sector, units function better in cooperation with other "organisms", i.e. organisations.

Thus a key activity in advance of any embarking upon broader cooperation with stakeholders is detailed in-advance analysis of the processes of the organisation, with its locating or placement within or among them, including as regards how significant they actually are for processes and activity.

The practice whereby the **ecosystem of stakeholders** is studied does seek to draw on ideas relating to the **ecosystem in nature** – given that a group of living organisms there enter into interactions with one another, but also with inanimate nature (the abiotic environment – meaning wind, water, sun, soil and so on). The suggestion is that an ecosystem is a unit enhancing **possibilities for both survival / persistence and efficient (healthy) functioning**.

In turn, as perspective is gained in regard to all of the stakeholders – and (what are determined to be) the key ones in particular, we make it easier for ourselves to find optimal solutions that can prove acceptable to all. In both public and private sectors, institutions **will operate more efficiently if they cooperate with other organisations and firms**. The likelihood is that competences, skills and knowledge (and of course experience) will all be enhanced in this milieu. More specifically, **cooperation** between several entities should – and is shown to – make **for the efficient and effective pursuit of projects**.

Aim of the practice

The aim of the practice is to intensify cooperation with stakeholders, with a view to the outcomes of processes being optimised on the basis of cooperation. The innovation of the practice is made manifest in the **construction and then use of the map of the "ecosystem"** of the public organisation, i.e. as regards cooperation with public and private organisations in the surroundings, as well as the development of that cooperation, *inter alia* via the tools that ICT offers.

The public sector is witnessing a constant and clear **increase in the need for its own projects to be pursued in cooperation with partners** (other organisations) on the outside. Many tasks within projects are indeed farmed out to other organisations. All this makes it more and more urgent for **pointers and feedback to be exchanged** between different entities (e.g. in regard to ways of running projects and streamlining processes). **The growing expectations of society** *vis-à-vis* administration offer a reason for units within public administration to work for the steady improvement of cooperation (ways of cooperating) with organisations on the outside.

The introduction of the above practice is **possible in each and every unit within public administration**, and in most or all organisational units within a given institution. The effects of applying the practice will be to facilitate the more efficient pursuit and completion of goals and objectives, as well as simultaneous **lowering of the costs** of doing so.

1. **Analysis of the tasks of the institution** and previous cooperation with stakeholders (petitions, consultations over projects, activity on social media)
2. **Preparation of a preliminary map of stakeholders**, and consultations over that within the organisation, from the point of view of completeness
3. **The development of a base of** stakeholders, and principles for cooperation therewith (consultations, petitions and projects)
4. **The defining of the problem** of the proliferation of tasks and its presentation at the organisation's forum
5. **Invitations to cooperate** in the case of certain identified stakeholders, and public invitations to cooperate among remaining ones that show willingness
6. **The pursuit** (and periodic evaluation) of the cooperation, including on the basis of the appraisals and evaluations of stakeholders

Which actions does the practice encompass?

Each unit should make ready its **stakeholder map in line with the scope of its competences**. Later there would be a presentation in schematic form of how this process looks, and might look in future.

The first step is to identify stakeholders. The map of the ecosystem shows both the immediate (internal) **surroundings of the unit**, meaning its sections and teams, and **the further surroundings** – in the form of other units in the public sphere and among private organisations, with whom the contacts are direct. **An item within the ecosystem (member)** might also be a unit within the public administration of another country, again with the exchange of good practice being an example of cooperation.

The practice links up with other areas of activity in the organisation, not least **project management** as orientated externally, **image-building**, and **the achievement of strategic objectives**.

By developing **an ecosystem map of the environment or surroundings within which a public organisation operates**, it becomes possible to identify and then **select organisations for cooperation** in regard to the projects of a public institution. As a stakeholder ecosystem in a unit of governmental administration is built, the aim will be **to enhance cooperation with other organisations**, such that **joint action may lead to the achievement of best results out of projects**.

The development of the stakeholder ecosystems allows for the **streamlining of the work of public administration,** as there is better adaptation to the needs of people, clients and society in general.

The second step is the design of a functional platform on which stakeholders will be able to exchange views, opinions and experiences.

That platform should relate to the main processes and areas of activity of the organisation, and take account of the different forms of cooperation, i.e.:

- offers of information on new initiatives and their status in terms of implementation;
- the exchange of opinions and standpoints;
- bilateral or multilateral stakeholder meetings of various different kinds;
- the documentation of cooperation (minutes kept as regards what is decided and what differences there may be, as well as reporting);
- the listing of the contacts of key importance in the cooperation.

The third step to the introduction of this practice entails the organising of stakeholder meetings. Optimal from the point of view of the efficiency with which these meetings take place is that not all stakeholders should be involved at any given time. Meetings should be subject-related and have a number of participants that makes them representative and ensures competence on the one hand, while remaining manageable on the other.

The most effective meetings are thus taking place in groups divided up organisationally or with very closely-related areas of activity.

At the same time, it is for example possible to anticipate once-a-year general meetings with stakeholders, at which the organisation presents its framework plans, and sums up a key period of activity, or else the completion of a project that concerns most of the organisation or organisations.

The final (and most important) step is the one involving feedback from stakeholders as regards the new cooperation mechanisms. The collection of this kind of information may take place via cooperation review meetings on the platform designed – with this for example involving questionnaires or workshops. These forms may in fact be brought together.

The outcomes when a stakeholder ecosystem is made ready and presented

- An inventory of key stakeholders in given processes of the organisation will have been made ready.
- A map of the organisation's surroundings as regards stakeholders will have been drawn up.
- The **acceptance of objectives and outcomes** of projects among client institutions will be greater
- **There will be greater citizen confidence** in projects run by and in administration, thanks to the active engagement in these projects that has now been facilitated, with the effect being greater trust between an institution and its surroundings out in society.
- **Officials will now be more open** to cooperation with organisations beyond their own unit.
- The **knowledge possessed by leaders in the organisation** will have been enhanced, in particular thanks to the feedback received from stakeholders.
- **New and prospective areas of cooperation with stakeholders** will have been developed, there being a platform in place for the exchange of views, opinions and experiences.

Indicators of the effectiveness of the practice

To measure approximation to the assumed goals and objectives of the given practice, it is possible to use the following measures, which are termed indicators of the effectiveness of the practice:

- A comparative (percentage) index depicting the increase or decline in **the number of projects and processes pursued in cooperation** with stakeholders, as compared with the time before (this will of course require that cases of cooperation be identifiable and identified – as a product).
- **An indicator of stakeholder satisfaction with and trust in** the given unit in public administration, on the basis of questionnaire research in consecutive periods (a result).
- **An index of the growth in knowledge on stakeholders that is present among leaders and other key personnel** in the organisation. This will again have been studied via questionnaires completed by project leaders (as an outcome).
- **A qualitative assessment of the results of projects completed in cooperation with stakeholders**, as set against original assumptions (e.g. more effective pursuit and achievement of goals and objectives, lowered costs, reduced times for processes, fewer complaints – an impact or influence).

Risks and barriers

- Conflicts of interest: competition between involved structures and stakeholders as opposed to cooperation.
- The generation of solutions that fail to meet the real needs of stakeholders.
- The privileged treatment of certain stakeholders; e.g. with unauthorised lobbying on the part of certain stakeholders.
- A necessary change made in the culture of work in public administration.
- A prolongation of certain processes – especially where the rules of cooperation are not designed or implemented very well.
- A change of key stakeholders as effect is being given to the project.
- ICT-related problems involving the cooperation platforms, as well as cooperation with the specialists in that field.
- Communication with all stakeholders linking up with the implementation of processes.

What next?

Self-questioning

Ask yourself the following questions:

- How to change **customs and habits**?
- **How to make a good start**, so as to win some early "Brownie points" among stakeholders?
- How to be **open, and at the same time assertive**, in cooperation?
- How will we reconcile sometimes-**conflicting interests of stakeholders**, with occasional refusals to accept their versions or standpoints?
- How will we **develop the practice**, seeing to it that there is "renewal", with this being a living instrument that goes on meeting needs?
- What will we do **if things fail to work out**?
- How will we seek **further inspiration**?

Interesting examples, implementations and indications

The world of consulting also uses stakeholder-ecosystem practices in its projects and analyses.

- *The Power of the Integrated Stakeholder Ecosystem on Your Growth*
- Public confidence and trust as the world came out of the pandemic.

By reference to four dimensions of trust/confidence, the Public Governance Committee of the OECD gathered a large number of excellent materials relating to changes in public governance associated with the digital transformation.

Public administration, please remember!

Summary

- The building of reputation and credibility / reliability among stakeholders is "winning their trust".
- The founding of a network of contacts increases the capacity to introduce and give effect to projects, not merely thinking them up and setting them up.
- The obtainment of feedback from stakeholders from the very outset of work to bring in the practice helps further enhance its reliability.

Inspiring thoughts

Leaders must earn the trust of their teams, their organisations, and their stakeholders before attempting to engage their support – **Warren G. Bennis**

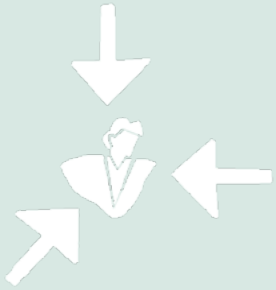
Behind good brands lie stakeholder companies - **Will Hutton**

SYNERGIA - in one sentence

By building alliances, you increase your potential.

ATTENTION! GOOD PRACTICE

A stakeholder-oriented approach in public-administration strategy and communication



KNOWLEDGE PILL

Aim of the practice	A conscious policy of the organisation *vis-à-vis* key stakeholders, by way of their involvement in projects pursued by a unit in public administration
Origin?	Strategic management, communication, negotiations
When to apply?	When stakeholders and their standpoints are of importance to the organisation's achievement of its objectives
Results foreseen	Greater acceptance of the activities of organisation by its external surroundings, with cooperation, communication and commitment characterising organisation-stakeholder relations
Inputs not to be ignored	The time and the space needed for regular contacts with stakeholders.
Risks to watch out for	Poor communication, a lack of reliability or transparency
Key actions	Stakeholder analysis, channels of communication and communiqués
Key (not sole) measure of success	Assessment of the quality of cooperation on the part of stakeholders

Level of difficulty of the practice	Moderately difficult ●●○
Required financial outlays	Large outlays are not essential, but they might involve the costs of ICT solutions favouring effective communication or stakeholder mapping.
HR required for implementation	▪ No additional employees are needed to bring in this practice, though it would be possible to appoint a specialist individual to coordinate the policy of the organisation where stakeholders are concerned, including as regards activity in information. The person in question would be monitoring the proper introduction of the practice. ▪ However, it is also worth running a workshop with an expert in the field of communication, as well as using channels of communication in contacts with citizens. ▪ Leaders should show an interest as it they to whom stakeholders turn most often.
Key organisational activity that will be required	▪ This practice is first and foremost a matter of goodwill, as well as the habit of talking to people and to citizens. ▪ Time is of the essence – this denotes a readiness to discuss things with stakeholders, with this also needing to be understood as a kind of patience. ▪ Communication and cooperation skills. ▪ Visible support from the head of organisation to increase the role stakeholders play in the policy of the organisation.
Required technical resources	▪ Resources for meetings with stakeholders in good conditions. ▪ ICT solutions in the field of communication and stakeholder mapping might be helpful. ▪ For example: the founding of a platform for the exchange of views and ideas.
Cooperation	▪ Periodic meetings with stakeholders – say quarterly, in rooms fitted out with conference equipment. ▪ NGOs, forms, politicians, social media.

Communication is necessary in all areas of work.

Introduction

A stakeholder is an entity that can **influence an organisation, but is also under the influence of the latter's activities**. A distinction is drawn between **internal and external** stakeholders, where the latter operate in the organisation's surroundings or environment. The activity in the case of public administration is to influence the way in which effect is given to the latter's **objectives, as they are implemented and pursued through to completion**. These are therefore interest groups, local communities, bodies operating in (civil) society, citizens and employees. Analysis of stakeholders, their interests and strategies is called **mapping**.

Find out more about: different conceptualisations of stakeholders
Advisera,
The Design Thinking Salon,
TechTarget

The practice under discussion actually brings together two that were presented through two editions of the SYNERGIA Project, and were worked on by the participants. These were:

1. communication with internal stakeholders (during Edition I).
2. a stakeholder-oriented approach (Edition II).

Linkage of the content arising out of the two practice reflects the close similarity and manner in which stakeholder theory underpins both. They are mutually augmentative and, if they are brought in side by side, there is an increased possibility of the organisation putting in place an effective system of cooperation with stakeholders.

An innovative approach to **contact with citizens** contained in a planned practice will have a positive influence on relations with stakeholders, and their trust or confidence in public institutions.

Communication with **stakeholders in support of (or in fact hampering)** the activity of a unit in public administration is not really anything new. However, through the present good practice it should be possible to improve the means of engagement involved in contacts with citizens.

The **maturity of a public organisation** is *inter alia* attested to by its skill in using and understanding information from interested parties when it comes to the pursuit and achievement of goals and objectives. This practice may be applied in any and every unit in public administration.

Core principles when it comes to relations with stakeholders

As the diagram below makes clear, **stakeholders may belong to four categories**:

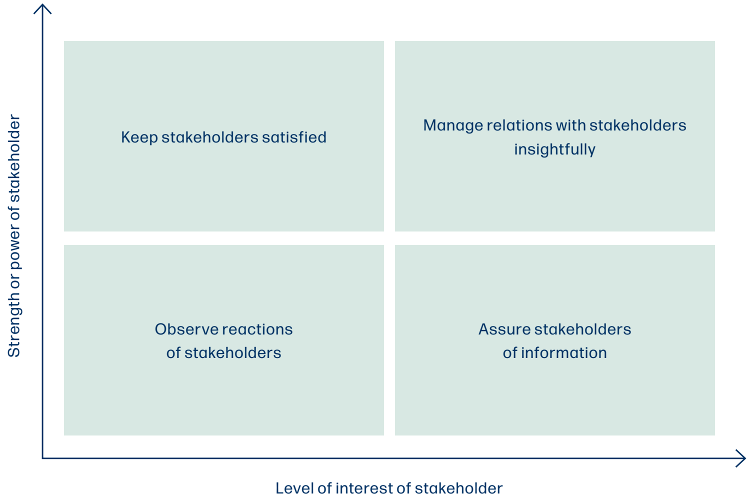
- those of **major strength and a high level of interest in the problem** – with whom relations need to be organised in a very scrupulous manner;
- **those with a great deal of power, albeit a lesser interest in the actual** issue – which need to be kept happy and comfortable, with care taken not to impinge upon their interests as successive actions are taken;
- those in only a weak position**, but very interested in the problem** – which will need to be informed in detail and regularly, with monitoring to consider if they are not entering some kind of alliance with the strong ones.
- those that are **weak in terms of both influence and power, and less interested** – whose positions and conduct will need to be observed and monitored.

Aim of the practice

This practice seeks to devise an approach do stakeholders that is in line with the organisation's priorities – i.e. strategy and objectives. The point is for relations with stakeholders to operate in active support of those priorities or at least ensure a "neutral" or "minimally well-meaning" relationship (open to discussion) pertaining between the organisation and the entities operating around it and its activity.

Which actions does the practice encompass?

Pursuit of the practice takes place via an **individualised approach to requirements and perception of stakeholders** internally, as well as a devised and **cohesive means of communicating** with them (discourse) that allows **a consensus to be arrived at** between a unit of public administration and stakeholders.



Based on:

https://miro.com/blog/stakeholder-mapping/

The list of necessary activities takes in:

At the analytical stage:

- In-depth identification of internal and external stakeholders in a project – for example with a view to limiting protests.
- Stakeholder analysis – identification of linkages, commitment, conflict and benefits *vis-à-vis* the project.

- The running of an objective and subjective **analysis of stakeholder stances and standpoints** in the given matter. The dividing-up of stakeholders into groups in line with the benefits for or conflicts with the organisation and/or other stakeholders.
- **Ordering** the stakeholders in terms of their influence and importance as regards involvement in the solving of the problem.

At the stage of the establishment of the framework for negotiations with stakeholders – this if of key significance, and may relate to:

- the organisation and organisational changes exerting an influence on stakeholders.
- the stakeholders' proposals in regard to the shape of the project.
- the scope of the project – appropriately with the postulates of each group.
- financial resources and their use.
- the economic, social, environmental and other consequences of the organisation's activity.
- a proposal as regards the division of power – what role in the project will stakeholders take, and in what other ways will they be involved in its pursuit (also done with a view to curbing protests).

At the stage of planning communications

- **Design communiqués** that relate to the problem as seen by the different **stakeholders**.
- The choice of **the appropriate channels via which debate** with stakeholders will take place. Most desirable are **direct** one-on-one talks, face to face.

At the stage of negotiation and communication

- Communication with the stakeholders – the organisation of meetings with groups whose benefits out of the project are similar or shared.
- The honest pursuit of negotiations, with the results of these communicated.
- The making of pledges to stakeholders, with other stakeholders informed of what has been decided. If a promise or commitment is made vis-à-vis one group, others should know about it.
- Listening in to stakeholders represents an occasion for dialogue with stakeholders, but is onmly possible when their views, opinions and ideas have first been heard.

In the political sciences there is a model assuming that decisions and policies are the resultant of external and internal impacts passing into some "black box".

What else is worth doing?

- We enter into communication with stakeholders in regard to a problem or project, **before they get to hear of things via the media** – as that will only tend to complicate further relations.
- We choose a **core message** that is to go out to stakeholders, with this arising out of the strategic objectives of the organisation.
- We obtain **feedback** from stakeholders and experts, with a view to our practices being further perfected.

The results with a stakeholder-orientated approach to strategy and communication

- A raising of levels of motivation, and enhancement of the feeling of security and commitment among internal stakeholders (employees of public administration).
- The development of cooperation, respect and trust between employer and employees.
- Awareness-raising among personnel as to the constant cooperation that pertains with the external environment.
- Channels of communication that make it possible to reach different stakeholders – who are informed.
- Reference to the organisation's strategy in stakeholder strategies.
- Enhanced support of stakeholders for the policy the organisation is pursuing.
- Better project implementation and introduction of change, with a reduced likelihood of problems arising.
- Transparency of the public sector, its plans and activities.
- Better "societal" checking (with the public allowed to check out progress with strategy implementation).

Indicators of the effectiveness of the practice

To measure approximation to the assumed objectives of the given practice, it is possible to apply the following measures, which can be termed indicators of the effectiveness of the practice:

- **The increase in the number of instruments/forms applied in cooperation with stakeholders, as compared with the period prior to the introduction of the practice.**
- A comparative (percentage) index of the rise or fall in the **number of projects or processes implemented and pursued in cooperation** with stakeholders, as compared with earlier years (this requires a defining of cases of cooperation – as a product).
- **An indicator involving stakeholder satisfaction and trust / confidence** in regard to the given unit of public administration, on the basis of questionnaire research carried out in successive periods (as an outcome) – this can also be done with the internal stakeholders, i.e. the employees.
- **An indicator showing the increased knowledge of leaders and other key employees** in the organisation **in the matter of stakeholders**, with this researched by way of questionnaires given among project leaders (an outcome).
- **A qualitative assessment of the outcomes of projects run in cooperation with stakeholders** – as compared with the assumption at the outset (this for example showing better achievement of objectives, lowered costs, a curtailing of the time needed for processes, fewer complaints; influence).

Alan Stern :

To keep everyone invested in your vision, you have to back up a little bit and really analyze who the different stakeholders are and what they individually respond to.

Risks and barriers

- **The hierarchical system** present in most units in the public sector, in which orders are basically given.
- **Insufficient time** to discuss each and every matter openly and transparently, as associated with **time pressure**.
- **Poor communication** – in one direction and unilateral, with **a lack of transparency** to activity.
- A poor choice of **channels of communication** with stakeholders.
- Unauthorised, concealed lobbying on the part of some (dominant) stakeholders (better or worse partners).
- **Lack of authorisation and unreliability**, e.g. arising out of past action.
- **The lack of a will to cooperate among stakeholders,** key political differences, and so on.

What next?

Self-questioning

Ask yourself the following questions:

- Am I not in fact **showing favouritism**? And maybe somebody requires **special treatment**? But is that **justified and honest**?
- **How to be open and avoid risk**?
- Has **anybody been missed out** of the stakeholder analysis?
- Am I taking account of the views of the **weaker and less noisy** stakeholders?

Attention – back to that matter of risk!

Once a bureau is created, its staff becomes a tenacious political interest group, well placed to defend its budget and to make a case for expanding its activities – **Robert Higgs**

Interesting examples, implementations and indications

Complete Stakeholder Mapping Guide

Public administration, please remember!

Summary

- The steady and constant involvement of employees in the decision-making process allows them to both influence and co-create those decisions.
- Get to know the roles and levels of influence of different employees – who leads or sets opinion, who likes to criticise, who always disagrees, and so on.
- Dialogue and communication may surround the best and worst practices, and help us determine why they acquired those adjectives (conclusion-drawing).
- Frequent communication is at the heart of everything – talk with and listen to your employees, allowing them to offer their insights and strengthen their own positions.
- Keep your promises!

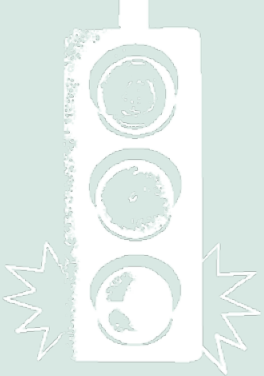
Inspiring thoughts

The problem is, of course, that these interest groups are all asking for changes, but their enthusiasm for change rapidly disappears when it affects the core of their own interests – **Angela Merkel**

All claims deserve consideration but some claims are more important than others – **Warren G. Bennis**

When you question a man's motives, when you say they are acting out of greed, they are in the pocket of an interest group, etc. It's awful hard to reach consensus. It's awful hard to reach across the table and shake hands. No matter how bitterly you disagree, though, it is always possible if you question judgment and not motive – **Joe Biden**

Locating the bottleneck in the process



KNOWLEDGE PILL

Aim of the practice	The smooth flow of key processes in an organisation
Origin?	Process management
When to apply?	When we face: ▪ bottlenecks in processes of key importance to the organisation; ▪ delays; ▪ processes that fail to yield the anticipated results.
Results foreseen	The achievement of the objectives adopted by the organisation, by way of an effective course taken by processes
Inputs not to be ignored	Tools for use in process analysis and training
Risks to watch out for	A transition period
Key actions	The mapping-out of processes and identification of bottlenecks
Key (not sole) measure of success	Better throughput in processes.

Level of difficulty of the practice	Moderately difficult ●●○
Required financial outlays	**Instrumentation to identify** the bottlenecks: process diagrams, analysis of the efficiency of the organisation, diagrams on the use of resources, a Gantt chart.
HR required for implementation	▪ **A team of 5–10 people** (with numbers depending on the size of the organisation), these taking responsibility for process analysis, the locating of the bottleneck and suggestions regarding the tools that can be used to eliminate. ▪ **Experts on training** and consultation vis-à-vis the management and steering of processes.
Required technical resources	▪ **A room in which training can be given** (hence with a projector, screen and computer). ▪ **Equipment allowing diagrams and charts to be drawn and analyses carried out**. ▪ **Premises for the team** with access to the organisation's Intranet and relevant process documentation.
Time needed	Full effect can be given to the work involved here within **9–12 months**. The precise time will depend on the size of the organisation, its tally of processes, as well as the resources assigned in giving effect to the practice.
Knowledge and experience	▪ **An expert** on training in process management. ▪ **A consultant** on the use of tools to audit processes.
Cooperation	▪ **With experts and consultants** leading the training and consultation. ▪ **Between the Project Team and employees of the organisation.** ▪ **With experts** on the use of computer programs to study processes.

The locating and removal of bottlenecks increases efficiency and effectiveness in our organisation.

Introduction

The notion of the bottleneck is one originally deriving from management science that deals with industrial processes and production (operational management)[1].

Investopedia views this as a place of **system overload** (where that system might equally well be a production line or a computer network) arising where **loading is too great for the production process to ensure servicing**. The lack of efficiency arising out of the bottleneck often leads to delays, and so also higher production costs[2].

The *Oxford Dictionary of Business and Management* relates the bottleneck to the overall idea of efficiency, with it being noted that the long-term, typical, efficiency relates to an operating system over a given time, with that system's **capacity** being limited, and thus **defined**, **by what is described as the narrowest part**[3]. Obviously the reference is to **the neck of a bottle**, whose deliberately-designed narrowing limits the amount of fluid that can be poured out (or lost) from what is overall a much larger available volume in the broader part of the vessel. But in a process, the effect can be an undesirable stoppage of production, or the rendering of services, as well as delays with a project.

The most major problem relates to a sustained or prolonged or long-term bottleneck, or else the kind that comes and goes, but does recur, and always in the same place. Problems cited very commonly include the suspending of a computer program or some other flawed procedure. Obviously, an even less-favourable (because much more complicated) situation is one involving **multiple bottlenecks**, which will more or less by definition be in separated parts of the system.

Where processes in administration are concerned, the bottleneck will be revealed in **queueing**, i.e. a **slowdown or even standstill**

1 Adam Koliński, *Wykorzystanie koncepcji analizy wąskich gardeł w zarządzaniu produkcją*, https://www.researchgate.net/publication/273455935

2 https://www.investopedia.com/terms/b/bottleneck.asp

3 *Oxford Dictionary of Business and Management*.

present before further stages are entered, again by definition resulting in a slowing of the process as a whole.

But in the case of a project that develops over time towards its one-off goal, the bottlenecks may be such as to ensure that further stages (even when already made ready) will not be possible to enter into or embark upon.

So the **"neck"** is sought out **by reference to identified areas of queue formation**, meaning also that we check the throughput (number of cases or issues dealt with per unit time), looking to see if the "owner" of a given stage of the process can work with full efficiency or is in some way "held up" by others. According to the https://www.pipefy.com/blog/bottleneck/ portal, the bottleneck arises where the amount of work or number of tasks prove to be **beyond the capacity of the process or its throughput**. It is naturally made clear that a part of that is a relatively rapid approach to the given point, with an abrupt slowdown given the inability to service and process what comes along – in a way that ensures throughput in the whole process more limited than it would otherwise be, and hence inefficient. A further common way of expressing this is by reference to the rate-limiting step, as well as the old adage that **a process is only as efficient as it weakest point, step, or … link!**

The uncovering of bottlenecks in processes is best based on:

1. **The observation of data** (times, numbers of units and trends) and of participants in processes;
2. **The opinions** of those actually involved in the process;
3. **An analysis of workflows**, e.g. involving the sequences inherent to different tasks.

Bottlenecks can be both prevented and managed. Prevention may for example entail the appropriate training of employees in servicing a process stage. In turn, the managing of bottlenecks most often entails increased employment, the establishment of reserves of resources (time or people) just in case of some greater burdening (of time or people), or investment in technology.

Aim of the practice

The objective here is to **streamline processes ongoing in an organisation following the identification of so-called bottlenecks, and the improvement of possibilities for a smooth course of processes to be followed**.

Those "necks" are often overloaded, unprepared for the role they are supposed to play in processes, while the resources of the organisation are not (have not been) mobilised with a view to these places being reinforced.

Which actions does the practice encompass?

Implementation and pursuit of the practice takes place via two basic steps:

- identification;
- elimination.

Identification of a bottleneck means not only a precise indication of the place in (stage of) the process in which that "neck" is present, but also **the causes** underpinning the emergence of a problem. These might include – an under-supplying of resources needed to service this stage of the process, or a lack of the necessary skills among those responsible for the stage, out-of-date or non-functional technology; but also such external factors as an abrupt rise in numbers of clients for the organisation.

The identification of bottlenecks may be achieved by:

- the renewed analysis of processes;
- an attempt to draw benefit from the complaints or remarks made by personnel and clients alike;
- statistical analysis of the courses processes take;
- comparison made with processes in similar organisations (as where another office pursues the same task), and hence the use of **benchmarking**;
- participant observation, e.g. by using the **"mystery client"** method.
- brainstorming and similar methods.

The elimination of bottlenecks may entail:

- **a redesigning of** processes along which or in which bottlenecks appear, e.g. by simplifying or streamlining procedures or requirements, or adding in extra time (if the length of time first envisaged was unrealistic);
- **an increase in resources** around the servicing of the bottleneck areas (be those financial, human or simply time-related);
- **investment** in technology that counteracts the limitations of work by human beings;
- **the training** of employees, or even clients, to ensure that they avoid making mistakes.

Target outcomes

- A locating of problem areas of the organisation's processes that actually feature bottlenecks.
- The development of tools by which to locate and eliminate bottlenecks.
- The elimination of bottlenecks within organisational processes.
- The saving of time as problems of this kind are eliminated.
- The achievement of greater efficiency and productivity among employees.
- Developed processes that optimise the use of time, materials, costs and inputs of labour.

Indicators of the effectiveness of the practice

To measure approximation to the assumed objective of the given practice, it is possible to apply measures as follows, which we can term indicators of the effectiveness of the practice. These might be measures showing:

- a reduction in **process parameters, as compared with those in place prior to the implementation process** – e.g. with an increase or decrease in numbers of process steps or stages, the length of time that processes last (as a product), and the throughput (as an outcome)[4];
- **a decline in numbers of complaints** from clients, and a situation in which processes or stages of processes demand that errors be corrected;
- **the efficiency of employees** in relation to that achieved before streamlining took place (e.g. by reference to the number of clients served ("processed") or decisions issued – as an outcome);
- **the use of resources** with a view to use being optimised – with this requiring an objective standard (an outcome).

Risks and barriers

- Improper identification of bottlenecks and flawed processes.
- The ushering-in of change with no external point of view or perspective adopted (such as that of clients or stakeholders).
- A transition period, and change management following changes of processes, including as regards communication.

As process management is brought in, it needs to be recalled that public organisations are not suited to **the direct application** of that

4 Throughput is a parameter determining the number of objects, products, employees, machines, means of transport, tasks and so on that pass through a defined element of the (production, transport or whatever) system in a given unit of time. In almost every enterprise (in manufacturing above all) there are bottlenecks appearing to make it difficult or impossible for the full potential of the organisation to be taken advantage of – cited by reference to: *Encyklopedia zarządzania*, https://mfiles.pl/pl/index.php/Przepustowość.

key element that is **the value chain**, as leading to the achievement of added value understood in a financial sense. This does not of course mean a lack of significance, given that non-financial outcomes may indeed be crucial.

What next?

Self-questioning

Ask yourself the following questions:

- Has an **action plan** been made ready following on from the identification of bottlenecks?
- How **to develop practice** and make sure that it is "renewed" as a lively instrument able to counteract any emergence of bottlenecks?
- What will we do **if things fail to work out**?
- **How can we keep the support of the top and the involvement of the bottom**?

Interesting examples, implementations and indications

Features of the management process in public administration

- The operations in an organisation need optimising through an improving of client-oriented processes, as opposed to the procedure-oriented processes.
- Processes in public administration are repeatable sequences of action changing elements inputting (outlays, human labour, information, etc.) into measurable outputting aspects (like decisions and services).
- Of key importance is an understanding of the needs of clients – in this case citizens being served by administration; as well as the ways in which these needs change – as expectations regarding the quality of the work public administration does.
- Perfection is achieved as results are assessed, and this is *inter alia* achieved through a minimisation of those elements within processes that weaken effectiveness and efficiency.
- Basic measures of processes in administration relate to costs, time, flexibility (in respect of citizens' needs), quality, and significance for institutions and citizens. Where these dimensions are all faced up to and understood, the perfecting of processes becomes possible.
- The most useful tools in process management in public administration are TQM (Total Quality Management), resort to ICT, the concept of lean government, the Common Assessment Framework (CAF) and the Balanced Scorecard (BSC).

Further reading:

K. Krukowski, *Zarządzanie procesowe w administracji publicznej*, *Współczesne Zarządzanie* 2011, No 1.

Unblocking Bottlenecks

Fixing Unbalanced Processes

The Most Common Workflow Bottlenecks (And How to Fix Them),

Public administration, please remember!

Summary

The first practical results (*quick wins*) would be:

- **precise identification of bottlenecks;**
- insight into the throughput and time needed to achieve actions in the organisation, and by way of its processes.

Inspiring thoughts

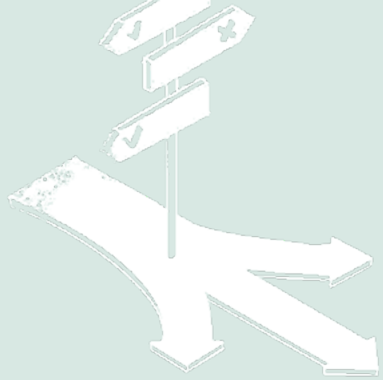
In most organisations, the bottleneck is at the top of the bottle – **Peter Drucker**

You will launch many projects, but have time to finish only a few. So think, plan, develop, launch and tap good people to be responsible. Give them authority and hold them accountable. Trying to do too much yourself creates a bottleneck – **Donald Rumsfeld**

SYNERGIA – in one sentence

removing the bottlenecks in an organisation means a better outcome of our work, but also greater comfort at work.

Tools streamlining process management – *Six Sigma* and Customer Experience Management



KNOWLEDGE PILL

Aim of the practice	A smooth flow characterising key processes in an organisation
Origin?	Process management, the restructuring of organisations
When to apply?	When we encounter: ▪ "bottlenecks" in processes of key importance to the organisation ▪ delays ▪ processes that do not bring the anticipated result ▪ flaws and errors in processes rendering public services ▪ citizen dissatisfaction with the work of a unit in public administration
Results foreseen	The achievement by the organisation of its assumed objective(s), as a result of processes taking an effective course
Inputs not to be ignored	Tools for use in process analysis, as well as training
Risks to watch out for	The transition period
3 key actions	The mapping of processes and identification of "bottlenecks"
Key (not sole) measure of success	Increased process throughput

Level of difficulty of the practice	Moderately difficult ◉ ◉ ○
Required financial outlays	Large financial outlays are **not needed** to bring this in, though skill and experience on the part of employees will count here, as will engagement, and teamworking skills. However, an expert in processes (for training and consultation) may have to be funded.
HR required for implementation	▪ **A team responsible for analysis of** processes ongoing in the organisation, as well as the experiences of citizens as clients in contact with the organisation (there is an option to set up several teams to cooperate together in the course of the analytical processes). ▪ **Experts running training** in management and the steering of processes.
Key organisational activity that will be required	**Tools to identify problem areas of the so-called "bottlenecks":** ▪ process diagrams; ▪ analysis of production capacity; ▪ diagrams showing the use of resources; ▪ Gantt charts.
Required technical resources	▪ **A room in which training can be given**, with projector, screen and computer. ▪ **Equipment making it possible to generate diagrams and analyses.** ▪ **Premises for some 10 people**, with access to the organisation's Intranet and process documentation.

MESSAGE FOR THE HEAD OF THE ORGANISATION

To ensure that the problem area, i.e. the "bottleneck", works to its maximum potential is to take care of it.

Aim of the practice

The aim is **the streamlining of organisational processes** – e.g. the performing of a greater number of operations in the face of smaller outlays. Administration often fails to identify **"bottlenecks"**; **and**

possibilities when it comes to the smooth course processes can take. Inertia in an organisation leads to a lack of review of processes – to the point where these cease to be well described. The "neck" areas suffer from overload, but resources are not mobilised with a view to their being strengthened.

Aim of the practice

- Flexibility of adaptation to the surroundings.
- A strengthened orientation towards satisfaction among the recipients of services and the activity of a given office.
- Heightened responsibility / accountability among particular individuals and units when it comes to actions taken and results achieved.
- A focus on real activity and not formal conditioning.
- Counteraction of the "silo mentality" in administration.
- Easier measurement of activity and outcomes in administration (e.g. as regards time and costs).

This practice seeks to ensure that **bottlenecks** in the office are identified and eliminated, in order for **operations to be streamlined**. As the processes ongoing in an organisation are analysed, attention needs to be paid to the changes that would **allow internal processes to become more efficient**.

The *Six Sigma* **and CEM processes** can be **deployed in any public institution**, as processes are omnipresent.

Which actions does the practice encompass?

Management of the customer experience

The method of "Customer Experience Management" or CEM seeks to **standardise the processes by which customers or clients are served,** the aim being for this to translate into contacts between clients (in this context citizens) and the public organisation being (for that party) **transparent and predictable** (in the sense of being in line with procedures) and **friendly**[1]. First and foremost, CEM denotes:

- processes of dealing with official matters and public services that are **perfected** (e.g. simplified, de-bureaucratised, reduced in length and supported by ICT);
- **raised skills in the servicing of clients** by employees of the unit in public administration.

1 For more on CEM, see, for example: A. Urbański and L. Dziewa: *Tworzenie doświadczeń klientów*. Gliwice 2020, K. Kubacka-Goral: *Kreowanie przewagi strategicznej przez zarządzanie doświadczeniem klientów*, in: Prace naukowe Uniwersytetu Ekonomicznego we Wrocławiu No. 114 / 2010, I. Skowronek: *Emocjonomika wizerunku: Zarządzanie doświadczeniem klienta a percepcja firmy*, in: Kwartalnik Nauk o Przedsiębiorstwie 1/2011.

CEM **requires a precise study of expectations** among the clients for given services, with particular **emphasis placed on the barriers hindering use of services in** a user- (i.e. citizen-) friendly manner. The barriers in question may be **procedural, informational, cost-related, or even ones relating to physical access** (up to and including aspects of a building's architecture, as related to rooms, counters, etc.).

Research into this most often takes in:

1. **quantitative questionnaires**, including as regards satisfaction, completed by clients.
2. use of a version of the **"mystery shopper"** technique.
3. the filming of the process by which the customer is served, with **client interviews** also run.
4. precise study of the **points (i.e. moments) of contact** between customer and organisation (e.g. use of websites, submission of documents).

Key aspects of such studies are **verification as to which elements of service processes** (e.g. moments of contact) **are perceived either positively or negatively by clients**.

Analysis of these elements to the process of servicing represents a starting point for recommendations as to changes of process, as followed by the setting of a standard for the servicing of a customer, based on experiences.

The last point represents an aspect of the **"co-design" of public services with the involvement of the citizen**.

However, the application of CEM in public administration[2] must take account of the way in which an individualised approach to the client-customer-citizen **cannot be at the expense of the principle of equal treatment of people in a similar situation**. Unlike firms (which operate in narrow segments of the market), government offices often serve diverse individuals seeking the same services. Moreover, processes are often regulated by law, and public institutions **may not always (be allowed to) display independence**

2 for the issue as it pertains to administration, see: Anna Ludwiczak: *Using customer journey mapping to improve public services: A critical analysis of the literature*, in: *Management* 2021, Vol. 25, No. 2.

in modifying the many elements to processes, unless there is first a change of regulations.

The *Six Sigma* Method

Six Sigma is a concept arising out of **quality management** that aims to organise processes in an organisation, in a manner that goes as far as possible in **eliminating errors and sticking points, waste, and flaws in proposed products and services**[3]. Above all, the aim is **to avoid costs being incurred** by organisations as they seek to put things right, also by reference to claims, returns, the withdrawal of products and so on.

Ideally, the targeting of the method is at **the number of errors, or flawed products or practices being at the level of 3 or 4 per million**, where this denotes a reduction in the probability of such events occurring. This is obviously a hard-to-attain level, as empirical studies show that firms applying *Six Sigma* actually achieve *Sigma* level 4, meaning perhaps 6210 errors per million[4].

Such a level exemplifies what happens with the **DPMO index method (where this refers to** Defect per Million Opportunities**)**.

Six Sigma is *inter alia* applied at such firms as Amazon**,** Boeing**,** Honda **and IBM, though it was commenced with by** Motorola. The method is mainly founded in the **gathering of a large number of statistical data**. That allows for **detailed analysis of processes**, and the detection within them of irregularities, in advance of these actually arising. Processes need to be designed in such a way that variability is limited (given that *Six Sigma* conceives of these as the main reasons for problems with both quality and costs).

Six Sigma is above all based on **precise parametrisation of processes, their description, and their statistical measurement in as accurate a manner as possible**. It allows for observation, study with the aid of statistical methods, and ultimately correction as necessary. The collection during research of a large amount of data relating to each stage of the process provides for **a better**

3 For more on *Six Sigma*, see: A. Hamrol: Strategie i praktyki sprawnego działania Lean, Six Sigma i inne. Warsaw 2015, G. Eckes: Rewolucja Six Sigma jak General Electric i inne przedsiębiorstwa zmieniły proces w zyski. Warsaw 2016, J. Strumiłło: Koncepcja Six Sigma, in: Koncepcje zarządzania. Podręcznik akademicki. Warsaw 2010, and, more broadly: M. Nowicki: Six Sigma, in: Kompendium metod i technik zarządzania. Teoria i ćwiczenia. Warsaw 2015.

4 In relation to *Six Sigma*, see: A. Hamrol: *Strategie i praktyki sprawnego działania Lean, Six Sigma i inne*. Warszawa 2015, G. Eckes: *Rewolucja Six Sigma jak General Electric i inne przedsiębiorstwa zmieniły proces w zyski*. Warsaw 2016, J. Strumiłło: *Koncepcja Six Sigma*, in: *Koncepcje zarządzania. Podręcznik akademicki*. Warsaw 2010, and more broadly: M. Nowicki: *Six Sigma*, in: *Kompendium metod i technik zarządzania. Teoria i ćwiczenia.* Warsaw 2015.

understanding thereof, and for the search for causes of qualitative problems … as well as solutions. Study of this kind can be repeated after each cycle of change in processes, up to the point at which the assumed or desired effect is achieved. This also allows for **a streamlining of processes, and a reduction in the amount of time they take**. All of that raises quality, reduces costs, and increases customer/client (citizen) satisfaction.

Key principles under *Six Sigma* hold that:

1. **clients/customers are paramount**, as is obtaining information from them;
2. there is no effective management without information, and its analysis;
3. each **activity is a process** that should focus in on the achievement of the organisation's goals;
4. **management needs to be proactive**, such that arising problems can even be foreseen and headed off;
5. cooperation among people (employees, suppliers and clients) is key, with **quality being the responsibility of everybody**;
6. **tolerance of mistakes made** has the paradoxical effect of encouraging progress, since it ameliorates the fear aspect.

Six Sigma **is founded in statistical techniques**, especially the concept of **standard deviation** – which tells us how widely around some mean value (e.g. an age, profit, level of growth, or speed) individual values are distributed. The lower the value obtained for standard deviation, the greater the extent to which values are clustered or concentrated close to the average. Where quality is concerned, standard deviation will inform us of the number of individual cases (e.g. outcomes) that fail to match up to the standard set for quality, even as the quality feature (such as infallibility) is characterised by a so-called "normal distribution" of values.

Six Sigma is **a 5-stage process** by which to achieve **higher quality** – of products, outcomes, services and processes. It entails:

1. the defining of what impacts upon quality of service, and the organisational processes leading up to that,
2. the measurement and observation of processes,
3. analysis of the results of measurement,

4. improved processes leading to the elimination of flaws, errors and wastes of resources,
5. checks as to whether the activity seeking to make improvements actually has that effect.

It should be stressed that **the statistics in the *Six Sigma* method only represent a tool,** since the method is based first and foremost upon quality-management principles, as well as process-related and pro-client approaches, the motivating of people to behave in a way that fosters good quality, good communication, and so on.

In public administration, *Six Sigma* may mainly apply to services rendered. The focus is then on:

- satisfaction among citizens (as clients or customers);
- **the use of feedback from citizens**, so as to steadily limit the time taken to render services (i.e. the overall time needed to run a given administrative process from start to finish);
- **limiting flaws and errors in** administrative processes and public services.

Target outcome in the public organisation

- citizens satisfied or content with rapid and efficient service from the employees of a unit in public administration;
- employees discharging their duties over a smaller amount of time;
- greater efficiency and productivity on the part of employees;
- optimisation as regards: the use of time and other resources, costs, and employee input assigned to a given process.

Indicators of the effectiveness of the practice

To measure approximation to assumed objectives of the given practice, it is possible to apply measures as detailed below, which can be termed indicators of effectiveness. These can relate to:

- a reduction in the overall number of processes in an organisation (as an outcome);
- **process parameters later as compared with before implementation**, and thus a drop or increase in the number of stages to a process and the time it lasts (as a product), and throughput (as an outcome)[5];

5 Throughput is a parameter considering the numbers of objects, products, employees, machines, means of transport, tasks or whatever passing through a given element of the (production, transport or whatever) system in a given unit of time. In almost every enterprise (but

- **the efficiency of employees in** relation to that present before streamlining and overhauling (thus for example the numbers of customers "seen to", or the numbers of decisions issued – as outcomes);
- **the use of resources** in an optimised way – thus requiring an objective standard (as a result);
- **greater customer satisfaction** – of clients of the unit of public administration, *vis-à-vis* the service, as well as the contact with officials.

Broad-front introduction of lean methods or CEM into process management will be possible thanks to indicators of the influence of these methods on overall organisational effectiveness and efficiency in units responsible for key processes in the organisation, and perceived as such by stakeholders of the given office.

Risks and barriers

- Improperly identified "bottlenecks" and flawed processes.
- The difficulty with the ushering-in of change where there is no basis in any outside point of view or way of looking at things (e.g. of clients or stakeholders).
- The transitional period, as well as change management in the wake of a change in processes, including in communication.
- As process management is brought in, it needs to be recalled how public organisations cannot **engage in the direct application** of one of the key elements – i.e. **the value chain**, which otherwise leads to the achievement of added value as viewed from a financial point of view. The **non-financial results** may nevertheless be considerable.

Tadeusz Kotarbiński:

Order needs to be done, disorder does itself.

What next?

Self-questioning

Ask yourself the following questions:

- Has **an action plan arising out of process identification** been devised, with a view to improving the functioning and operations of the unit as a whole?
- How will we **develop the practice**, ensuring that it is **"renewed"** and is a living instrument that goes on meeting needs?
- What do we do if **things fail to go the way we intended**?

above all in manufacturing) the concept of the "bottleneck" is known, with this making it impossible for all of the organisation's potential to actually be used – after *Encyklopedia zarządzania*, https://mfiles.pl/pl/index.php/Przepustowość.

- How to retain the backing of "the top" and the engagement of "the bottom"?
- How will we be seeking **further inspiration**?

Interesting examples, implementations and indications

- The American Society for Quality
- the *Public Sector Guide to Lean Process Management and Improvement*
- Adrian Grycuk: the "lean government" concept

Summary

The first practical results of the "quick win" type entail identification:

- **of processes –** allowing them to be more efficient and supervised better;
- **of "bottlenecks"** – allowing these to gain more resources in support, so that they can be used without overload;
- of throughput, and **time** taken for the organisation's cycle of activity;
- of the **opportunities / possibilities / chances** arising out of the processes.

Inspiring thoughts

Trifles make perfection, and perfection is no trifle – **Michelangelo**

There will be vices as long as there are men – **Tacitus**

Everything should be made as simple as possible, but not simpler – **Albert Einstein**

SYNERGIA – in one sentence

The removal of "bottlenecks" in an organisation means better results of work, but also greater comfort of work.

ATTENTION! GOOD PRACTICE

Kept deadlines as an example of perfected processes in any organisation

KNOWLEDGE PILL

Aim of the practice	To reduce the amount of time for which processes last, by way of their simplification hand in hand with more-intense checking and supervision
Origin?	Management of processes
When to apply?	When ambitious tasks have only short windows during which they can be pursued
Results foreseen	Greater flexibility of operations
Inputs not to be ignored	Description of the processes really ongoing in an organisation, as well as the bottlenecks in the orgnisation that they have to pass through
Risks to watch out for	deadlines at the expense of rights, equal treatment, and / or quality
Key actions	Cooperation between employees and experts on process management
Key (not sole) measure of success	A reduction in the amount of time key processes take, without much harm being done to quality.

Level of difficulty of the practice	Moderate ●●○
Required financial resources	▪ The cost of an expert in process management. ▪ The cost of computer equipment and relevant programs allowing for the founding of a team, as well as the determining of instructions as to the pursuit of stages of the process, and algorithms for activity in the organisation.
HR required for implementation	▪ A team of 4–5 employees experienced in process-design, responsible for developing instructions regarding the taking of steps within processes, as well as the supply of algorithms to others in the organisation. ▪ An expert in process management who cooperate with the team founded, and supports it as it seeks to pursue tasks – in particular in instruction and the algorithms used in analysis.
Key organisational activity that will be required	The support of management and leaders.
Required technical resources	▪ Computer equipment and the necessary programs to allow the established team to work. ▪ instructions as to the stage-by-stage pursuit of a process, as well as algorithms upon which to act. ▪ Premises (allowing for linkups with the Intranet), which ensure enough workspace for the team and the expert in process management.
Time needed	The practice may be brought in within around 6 months. After 12–15 months, the team may be reduced to just 3 people.
Knowledge and experience	Members of the Project Team who know the organisation, and best of all have experience with working at several different posts within it, as supported by expert knowledge regarding introduction of the practice in the field of process management.

Cooperation

For the practice to be brought in, it will be necessary for there to be interaction and cooperation among management in the organisation, as well as team members, the experts in process management, the leadership, and employees in general.

MESSAGE FOR THE HEAD OF THE ORGANISATION

A goal is a dream with a deadline

– NAPOLEON HILL

Introduction

The practice presented **falls within the sphere of management known as process management** (in an organisation), or else process management *per se*. The aims are:

- **to map processes** in the organisation – i.e. those that lead effectively to the development of the final goods and services it generates;
- (as part of the above mapping), **the identification of unrequired processes** (in the sense that they fail to add value; or are not justified by other requirements (be those legal, technical or whatever), or ones that have been over-developed – to the point where they impact upon the time processes take to run their course, and may well engage the resources of the organisation in a manner not seen to be justified;
- **the elimination or improvement of the processes identified**, in such a manner that their course would run smooth (not be disrupted).

In the cases of units of public administration, the outcome of processes should be **the rendering of public services, support for processes of economic development, the achievement of public and national security, and – in the case of units servicing top state bodies –** the securing of the support of key decision-makers of the given country. In the case of the public-administration sector, the courses of processes are in fact much influenced by **legal regulation (requirement) as taking account, not only of the values of efficiency and rapid action, but also of social justice, equal opportunities and treatment, and the right of appeal** against administrative decisions; plus socio-economic factors (often even international) that impact upon processes relating to legislation, strategies, and so on.

Further inspiration:

Vartika Kashyap, 11 Strategies for Meeting Tight Deadlines in the Workplace.

Aim of the practice

Units of public administration give simultaneous effect to many and varied processes. It is basically just impossible to focus the attention of the whole organisation on a single process, given that these arise out of tasks of the unit set out in law, which it must pursue and can neither ignore, nor suspend, nor circumvent. Equally, **each division of the given entity may work to develop (and hence improve) key processes of which it is the owner**.

The task of each division within the unit in public administration would be to optimise the resources needed for the process. Optimisation would take place **using one of the tools managing processes that are presented in the *Handbook***, be that the LEAN method (the *Be Lean* practice) or "bottleneck" analysis (the practice on the locating thereof). The choice of tools depends on the decision of the unit itself; but it is a matter of key importance that the leaders should be joined by their team in running a detailed analysis of the existing process selected with a view to its being improved. This should then be worked on to the maximum degree possible (in terms of timeliness, reliability, and so on), with resources optimised, and instructions prepared, along with a list of attendant tasks associated with perfecting the processes where employees are concerned. Further on, it is an improved process that is being put into effect, but with testing and further improving of solutions adopted. **If a given division has more than one process, the leader plus team must deal with the perfecting of the further processes.**

An example

A universal example would be the optimisation of processes in an organisation in such a way as **to maximise the probability of deadlines being adhered to** in different units. This is possible where the processes making up the tasks carried out are subject to analysis. The aim will then be to eliminate those elements within processes that are capable of hindering compliance with deadlines within the area of activity of the given division. A condition here is that **this kind of activity is permissible under the law, as well as that other parameters relating to quality remain in place**. In the case of administration that might mean the suitability of decisions, costs of the process, and so on.

The practice seeks **to reduce the amount of time different processes take, by way of their simplification**, also in the face of intensified checks on their courses (including in terms of quality). Both **simplification and intensified monitoring allow for the elimination of errors**, with simpler processes denoting a smaller probability of errors as such, as well as the replication of activity, and delays; while more checking allows errors to be eliminated in real time, even as a process is being run.

The meeting of deadlines arising out of the law in force or political declarations, or else associated with the expectations of citizens, represents an **important criterion** (of a legal, political or efficiency-related nature) **by which to assess the work** of a unit in public administration.

In public administration there is a particular difficulty, as typically there is no way to decide to neglect activity in one area in order to transfer the emphasis elsewhere (as a firm producing a product might do). Moreover, large organisations of this kind in particular may indeed be pursuing a great many objectives (and relevant processes) at one and the same time. Things do not all boil down to making more money. Indeed, what administration does, it must do even when **austerity** / "**belt-tightening"** (and economy with resources) is fully in place.

This is why public administration ought to be deploying **techniques that make it possible – at relatively low cost – to achieve objectives, on time, efficiently and with money saved!** That may mean an application for management processes, albeit if these are indeed adjusted in line with the specifics of the public sector (e.g. as regards what is provided for in Acts of Parliament or other law, as well as in the budget, and with citizen participation also allowed for, and so on).

Which actions does the practice encompass?

There are two types of activity within the framework of the practice described here:

1. Minimisation of the numbers of tasks being performed by employees. This may take place either through **the elimination of whole tasks** (determined to be unnecessary or producing very little effect) – as something that is not always especially possible in public administration (not least because the amendment of Acts by Parliament may sometimes be needed). There is thus **minimisation through elimination** or else through **the limiting of lesser tasks (sub-tasks)**, within the framework of greater competences or processes pursued by public administration – with this being **minimisation through simplification**;
2. More in-depth **analysis of the courses processes take**, allowing for greater control over and verification of these courses from the

point of view of proceedings moving forward in the proper manner, along optimal ordering of activities, better coordination of several lesser processes (sub-processes) making up the main one, and so on.

A minimisation of the number of tasks given effect to by employees may be achieved **through the supply of instructions** on completing each stage of the process, in a manner ensuring that it is optimised algorithms for the given activity that are used.

Such algorithms eliminate unnecessary activities or point to a defined, optimal way in which activities within processes might be carried out.

Of equal importance is **regular use of instruments that simplify** processes, which are characterised by the inherent likelihood of becoming more complicated over time, spilling out in unexpected directions, and in general behaving like the mythical Hydra. Only a **regular review of processes from the point of view of their simplicity and functionality can guarantee** that truly-necessary augmentation of processes will be included in algorithms, while other complications are eliminated, or at least adapted to the necessary degree.

The key tools to be used when a more in-depth analysis of the course of processes is sought involve:

- determining **interim deadlines** relating to the completion of stages within the process – these will represent something like **points of orientation or points on a checklist**, as processes are ongoing, allowing for constant assessment;
- the introducing of **indicators measuring the efficiency of stages in the process** – given that these allow for a more far-reaching assessment of what is going on with processes, as well as where there are problems or delays in the search for precise causes (what are involved here can represent a ratio presentation of numbers of activities, decisions or clients per unit of time or cost, as well as numbers of complaints or returns, and so on);
- **periodic assessments of the efficiency of the process as a whole –** by reference to the opinions of users, citizens or key stakeholders, in comparison with similar organisations or good practices, and so on.

Outcomes for the public organisation:

- mapping and description of **key processes** and sub-processes in the organisation;
- **optimised resources** used as processes are brought in and pursued;
- **a skill to simplify** key processes and in this way increase the **transparency** of an organisation's operations, as seen from the points of view of decision-makers, employees and citizens;
- **a streamlining of processes** of the unit of public administration, with these pursued at **a higher level of quality**;
- a capacity **to achieve priorities faster than previously**, and to cope with changeability;
- enhanced **accountability** of employees of the unit for their processes;
- greater **creativity and innovation**;
- greater **satisfaction among citizens** when it comes to the services units of public administration provide.

Indicators of the effectiveness of the practice

To measure approximation to objectives assumed for this given practice, it is possible to deploy the following measures, which we can term indicators of the effectiveness of the practice:

- an index presenting the **number of simplified processes** or **elements of processes** (as set against the total number);
- an indicator relating to the **checking of processes** before and during the practice – this could be the number of "points" to the checking of the process, or be qualitative – relating to the number of **identified errors, flaws**, etc., as noted through intensified monitoring of processes;
- an index comparing **the length of time that processes last** prior to or during the implementation of the practice, as measured in hours.

Risks and barriers

Key challenges for or threats to the introduction of good practices in the public sector relate to:

- **unforeseen circumstances** that arise (pandemics, political changes, and so on) – given the way that these influence further risks greatly;
- the appearance of **tasks unplanned-for**, and hence **unexpected workload**;
- **an abrupt increase in citizens' demand** for the services of the unit of public administration;

- a drop in levels of **employee motivation and / or resources in the organisation** (be this in relation to austerity, lack of income, a budget crisis or whatever);
- optimised use of resources in the unit's processes having the effect that people are simply laid off;
- a risk of time taken being reduced by way of **a lowering of the quality of services**.

What next?

Self-questioning

Ask yourself questions as follows:

- How to simplify processes in your unit of public administration in such a way that **balance is retained between process efficiency, the honouring of the rights and obligations inherent in the law, and quality**? Which aspect of this equilibrium is in fact of key importance?
- How can we **motivate employees** using the languages of benefits, in order for those people within their areas of operation to seek out reserves of efficiency in the processes they are responsible for?
- What could go wrong, and **what do we do if things fail to work out**?

Interesting examples, implementations and indications

How to Meet a Deadline

Deadlines are essential to an organisation's efficient functioning and operations. They support the flow of work and ensure that all work is in unison, in line with an agreed completion date. In managing deadlines, **the issues needing to be taken account of are:**

- assessments as to **what is required**;
- appropriately-secured **resources;**
- the **problems and issues** sure to arise (or at least the fact that they will);
- **detailed planning;**
- **harm arising out of unheeded deadlines limited as far as it can be**.

Your own attitude and way of thinking also have key roles to play. **Think positively**, make good use of your time, and don't **get bogged down in the planning phase**.

Public administration, please remember!

Summary

Deadlines that are hard to meet should combine with ambitious goals over short times to incline us to think about the simplification of actions, processes and procedures.

Kto chce, szuka sposobu. Kto nie chce, szuka powodu ("Those who want to, look for a way. Those who don't want to, look for a reason") was what Polish author Stefan Żeromski said.

While for his part, Albert Einstein said: *everything should be made as simple as possible, but not simpler.*

Inspiring thoughts

The ultimate inspiration is the deadline – **Nolan Bushnell**

Assignments without deadlines are far better at producing guilt than stimulating action – **Kerry Patterson**

One forges one's style on the terrible anvil of daily deadlines – **Emil Zola**

SYNERGIA – in one sentence

A deadline is negative inspiration. Still, it's better than no inspiration at all – **Rita Mae Brown**

Additional literature for the area of process management and its good practice(s)

Basic

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- B. Nogalski, *Lean Management* (w:) *Koncepcje zarządzania. Podręcznik akademicki*, Warszawa 2010.
- *Podstawy organizacji i zarządzania. Podejścia i koncepcje badawcze*, rozdział 4, *Zarządzanie procesowe*, red. A. Stabryła, Kraków 2018.

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- T. Król, *Lean management po polsku – o dobrych i złych praktykach*, Warszawa 2017.
- A. Ludwiczak, *Zarządzanie procesami w administracji samorządowej. Doskonalenie z wykorzystaniem Lean Government*, Warszawa 2018.
- A. Orłowski, *Model gotowości procesowej urzędu miejskiego dojścia do smart city*, Warszawa 2019.
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- A. Dobrowolska, *Podejście procesowe w organizacjach zarządzanych przez jakość*, Warszawa 2017.
- M. Kunasz, *Zarządzanie procesami*, Szczecin 2010.
- *Metody i koncepcje podejścia procesowego w zarządzaniu*, red. A. Bitkowska, E. Weiss, Warszawa 2016.

- N. Potoczek, *Zarządzanie zasobami ludzkimi w organizacji zorientowanej procesowo*, Warszawa 2018.
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- A. Bitkowska, *Od klasycznego do zintegrowanego zarządzania procesowego w organizacjach*, Warszawa 2019.
- K. Rostek, *Modelowanie i analiza procesów w organizacji*, Warszawa 2020.
- J. Woźniak, P. Zaskórski, *Projektowanie organizacji procesowej. Perspektywa systemów analityczno-decyzyjnych*, Warszawa 2018.

English-language

- K. McGovern, *A Public-Sector Journey to Lean: Fighting Muda in Times of Muri*, Routledge 2018.
- B. Teeuwen, *Lean for the Public Sector: The Pursuit of Perfection in Government*, Productivity Press 2011.

AREA

Risk management

Risk in the activity / operations of an organisation does not derive solely from the outside, since it can also reside in the teams established to further pursue key goals. Risk is of profoundly human character, ensuring major difficulties with complete elimination. In essence, it will reflect inappropriate choices of team membership more than it will denote flaws or errors of or in those individuals themselves.

Introduction

Proceeding with the conventional understanding of "risk", we can find it readily enough, as indeed it has accompanied us **from the moment of birth** (and also before). Sport can mean medals, but it surely means injury; art is beautiful, but regularly misunderstood; scientific discovery is the essence of progress in human civilisation, yet it can easily be turned against us. Yet "risk" seen as an auditor sees it – **as uncertainty of outcome** – is inevitable where there is change, where there is a future. And it denotes the **innovation** upon which progress in society and the organisation depends. This is true for the world of business, but public management is no different.

The specifics of the area[1]

Risk management seeks **to help organisations understand said "risks" – as and where these are identified – and to take relevant action**. For reasons alluded to above, total elimination of risk is not going to be an option, but even excessive **risk avoidance** (among people who are **risk averse**, do not want to **tolerate** it, have no **appetite** for it) can bring things to **a standstill**, and/or deprive an entity of a capacity to act. Risk management might have been there before, but after "9/11" it obviously developed greatly. Business seeks to engage in a tradeoff, given that taking / accepting / tolerating / having an appetite for risk denotes potential profit.

The practice of risk management

Risk management will seek **to limit the uncertainty** referred to above, while also **curbing effects and impacts**, should given risks play out in reality. Risks are thus identified, listed, put in a risk register, with a **matrix** always used to set **probability and likelihood of occurrence** against **impact** where the risk actually materialises.

Forms of risk management implemented as "controls" will work to monitor, safeguard, develop scenarios and plans to manage when and where there are crises, gather reserves, and ensure that people are trained and even drilled (through simulations).

The role and specifics of the area in a public organisation[2]

The remit of the public sector being broad, the scope of the risk that might be encountered is likewise. In practical response, the head of a unit in the public-finance sector is obliged by law to engage systematically in risk management.

1 The specifics and the practice of risk management are discussed in a user-friendly manner by P. Cabała and A. Stabryła, (in:) *Podstawy organizacji i zarządzania. Podejścia i koncepcje badawcze*, ed. A. Stabryła, Chapter 9, *Zarządzanie ryzykiem*, Krakow 2018.

2 For more on this, see: K. Puchacz, *Zarządzanie ryzykiem w sektorze finansów publicznych*, Warsaw 2013.

Risks in the public sector[3]

- political factors;
- resistance among members of the public, and a change in (the changeability of) public opinion;
- crises of image;
- **factors relating to personnel**;
- stability of public revenue and unpredictable expenditure (e.g. with natural disasters);
- factors relating to ICT and logistics;
- unauthorised lobbying, and corruption;
- errors of decision-making and communication.

Further inspirations

The OECD's High-Level Risk Forum became associated with Recommendations for the governance of critical risk[4].

In line with these, key elements in raising society's resilience *vis-à-vis* critical threats would be considered to entail:

- the identification and assessment of risk – achieved with account taken of inter-linkage and the domino effect;
- the determination of what it is that has priority status, and the allocation of own resources;
- greater investment in those things that prevent risk, or limit it;
- flexible capacity when it comes to readiness, reaction and rebuilding, given the way this helps with the management of crises that are unforeseen and of new types;
- good risk management being a transparent and accountable system of management that learns steadily;
- prior preparation – with governments not just sitting there and waiting for the next disaster;
- raised awareness as regards critical threats, with a view to ensuring that all key actors are mobilised;
- the accountability / answerability of each member of society in bringing about the implementation and pursuit of the common goal that is increased resistance to risk;

3 Drawn up *inter alia* by reference to: L. T. Drennan, A. McConnell and A. Stark, *Risk and Crisis Management in the Public Sector*, Routledge 2014; K. Raczkowski, Risk Management in Public Administration, Palgrave McMillan 2017.

4 OECD Recommendation on the Governance of Critical Risks Adopted on 6 May 2014, Paris. https://www.oecd.org/gov/risk/Critical-Risks-Recommendation.pdf.

- the gathering and exchange of information on the existing risk, as well as exposure to risk and the factors influencing risk;
- the determining of who is the "owner" of risk and who is responsible / accountable for risk management;
- the monitoring and assessment of risk trends, where the relevant systems should take account of changing models of risk, and factors of a demographic, economic, technological and environmental nature, as well as the ways in which there is interdependence and a potential for "cascade" effects.

Personnel-related risk is one of the key kinds, and is possible to point, not only, to the possibility of staff-related decisions taken in error, but also to multiplied risk, when the joint work of several people is what is involved. **The strength of cohesion in a team** is not a matter to be ignored – **a "toxic" impact within a team** can extinguish the potential of the members of any group. Thus the key to the effectively functioning organisation is the construction of **small, mutually-augmentative teams**. These should have 5-7 members and **be diversified in terms of the personalities involved**. Such a group can underpin efficient teamwork, and translate into more favourable conditioning.

ATTENTION! GOOD PRACTICE

Four types of meeting

KNOWLEDGE PILL

Aim of the practice	The better use of time at meetings, and better exchange of information as they are held
Origin?	People management and leadership, communication management and risk management
When to apply?	When an organisation is not proving efficient / effective, information is not flowing, communication is not taking place, and the meetings that are held are time-consuming and of low quality
Results foreseen	Improved effectiveness of the organisation, as well as communication and use of time
Inputs not to be ignored	Making the practice a habit, so it becomes a daily thing
Risks to watch out for	A choice of subject matter not matching the type of meeting
Key actions	The right selection of subject matter for the meeting of the right type
Key (not sole) measure of success	Increased satisfaction with meetings held within the organisation.

Level of difficulty of the practice	Moderately difficult
Required financial outlays	The practice mainly requires payment in regard to plenary meetings.
HR required for implementation	**There is no need to take on new employees**, but roles will need assigning: **of the mentor of the discussion** at meetings lasting around 3 hours; **of the organiser** of plenary meetings; of **team leaders** to whom employees will submit reports (but these can be the usual immediate superiors if so desired).
Key organisational activity that will be required	▪ **Changes in HR** rules, and an empowered Personnel Section. ▪ **Involvement of the head of the institution** and Personnel Section – as crucial. ▪ **Time set aside** for training.
Required technical resources	▪ **Programming allowing for analyses and results-processing** in regard to employees' questionnaires as regards the quality of meeting. ▪ **A conference room** in which monthly meetings (of around 3 hours) can be convened, as well as access to a computer, projector and screen.
Time needed	Introduction should be possible rather rapidly **(in between 1 and 3 months)**, as more major financial outlays are not required, and nor is any taking-on of new staff, or indeed the running of training.
Knowledge and experience	**Benefit needs to be drawn and advantage taken of the skills of those with experience and a predisposition to run different kinds of meeting,** as well as those who actually trained in chairing meetings and group work.
Cooperation	Of key importance in teams that participate in meetings, as well as between teams and their leaders. This is in particular true of exchanges of information, as well as the conferment and accounting (reporting) of tasks during meetings.

To ensure the achievement of objectives by teams, we need to engage in communication every day, every week and every month, so as to be sure that all know what the objective of the organisation is, how we are seeking to achieve it, and how the given work of the given person helps with that. Thanks to this we avoid the overlap of tasks, we coordinate the efficiency of the unit better, and we achieve results and outcomes more rapidly!

Introduction

Alongside notes and documents, meetings are the most widespread form of work of each organisation, including in administration.

The above is true of both a meetings between the head and 3 employees of the unit over the division of tasks for a certain part of the day, all the way through to a sitting of the government devoted to the refugee crisis at the state border, with all the many strands and unknown consequences that may denote.

On the one hand, there are certain common **rules and principles underpinning the organising of meetings**, while on the other meetings can differ in terms of character and type – to the extent that some **differentiation of approaches to the management of meetings** looks wise and beneficial.

As with motivation management, account has to be taken of differences between people, with meeting management considering the different **situations and organisational needs served, or potentially servable, by meetings**. An official document likewise takes a different form where it is an administrative decision, or a strategy, or a draft Act, with the work needed to make these documents ready also differing.

The *how to?* book in Polish going by the title *Doskonałe zebranie*[1] points to certain more frequent causes of arising **"risk" connected with meetings.** These are that:

- a meeting was unnecessary;
- the objective was not clear;
- the planning and / or preparation was bad and wrong;

1 D. Sharman, *Doskonałe zebranie*, Poznań 2004 (but in essence this is David Sharman's book *The Perfect Meeting* in translation).

- the venue was inappropriate or inadequate;
- the meetings was disturbed;
- the wrong people came, while the proper attendees were missing;
- the meeting was not chaired by the right person, or properly:
- no decisions resulted[2].

Meetings can be assigned to different categories in line with the function they are to serve. But irrespective of the different classifications, what matters most is the means and manner of organisation, as well as the course – both of which matters should be the subject of **conscious decisions**. This bears in mind the way in which such meetings are "organised" gatherings of people with a precise purpose in mind. This is not a crowd gathered by chance.

Thus, in the publication *Organizacja zebrań. Praktyczny poradnik dla tych, którzy nie lubią tracić czasu*[3] meetings are assigned to categories as follows:

- **Information-related** – where the aim is to convey, exchange or agree upon information, with a contributions anticipated from all participants.
- **"Team-building"** – where the aim is teamwork and cooperation.
- **Negotiating** – where the core aim is to overcome differences as regards tasks, to come to an agreement regarding stances, or simply to seek agreement.
- **Related to project planning and management** – where the aim is first and foremost to monitor the course of projects, with course corrections introduced as necessary with a view to full effect being given.
- **Subordinated to problem-solving** – where the aim would thus be to understand an issue, analyse it and seek a solution or range of alternative solutions.

Aim of the practice

The aim of bringing in this practice is thus improved **effectiveness when it comes to the activity of a unit in public administration, by way of the reorganising of internal meetings and reduction of risk associated therewith** – given that meetings may otherwise be time-consuming phenomena failing to have a positive influence on employees.

2 More broadly, *ibidem*: pp. 12–15.
3 C. R. Anderson, *Organizacja zebrań. Praktyczny poradnik dla tych, którzy nie lubią tracić czasu*, Warsaw 2003, pp. 10–17.

Which actions does the practice encompass?

In the organisation, we usually usher in organisation of **meetings within four types**. These are:

1. **the 5-minute meeting:**
   - organised daily;
   - typically in a standing position;
   - with no notes or documents, given that direct contact and the free exchange of information are key here;
   - with 5–10 people subordinated to the same manager being present.

   Such meetings obviously aim to discuss **ongoing issues and tasks**, but above all as they impinge upon the given day or even part of day. There may be **corrections to ways of acting** arising out of the latest information or events, i.e. things that have taken place since the last meeting of this kind.

2. **the meetings of around 45 minutes (as "a review of the week"):**
   - held once a week;
   - with 5–10 people subordinated to the same manager;
   - no documents, schedule or detailed preparation.
   - subject matter encompasses **weekly issues and problems** that influence the pursuit and completion of tasks in a given month.

3. **the meetings of around 3 hours ("summary of the month"):**
   - once a month;
   - requiring a timetable / agenda, and preparation;
   - grouping together 10–15 people, along with experts that might be required from organisational units or beyond;
   - the form is then an organised discussion following an agenda;
   - a "guardian of the discussion" is then present, responsible for ending any kind of debate not foreseen by the schedule or agenda.

   The subject matter is of monthly issues and problems potentially influencing pursuit and completion of the plan for the whole year, as well as the scope of activity of the organisation more generally.

4. **the meeting away from the office / outdoor meeting:**
   - 3 or 4 times a year;
   - taking the form of a weekend trip or other two-day meeting;
   - 3 or 4 hours of discussion;
   - 30–40 people with key posts in the unit.

The aim here is **to review the strategies and plans that have been under implementation**, to devise long-term plans, to take important decisions as regards direction, to work on foreseeing major changes in the organisation's environment and reaction to them, to **discuss** the introduction of significant innovations, and so on.

All of the types of meetings mentioned are of **determined and defined structure as there are quite clear time demands in regard to how they are run**. This is to say that the given rigours as regards time "impose" the given intention or objective upon the nature of these different meetings. A need may also arise for a problem to be brought up for discussion at a weekly meeting, where more time is required, as there is no requirement that decisions be taken immediately. It may also be the case that some specialised analysis is needed. Equally, the principle is that MOST matters of an ongoing nature should be the subject of an immediate decision, given the goal of avoiding **excess "analytical paralysis".** In as much as that meetings are attended by the proper people with the competences necessary, the practice as described above should suffice. And where there are particularly abrupt and complex crisis situations arising, the solution then could well be **to convene a special group** that will meet separately to resolve the problem. But here too, common sense will need to be applied, as the mobilising of a group like this, and the meetings it will have, requires extra time – during which one of the regular meetings could take the decision.

Effects for the public organisation:

- Improved efficiency, as duplicate pursuit of tasks is avoided.
- A reduced risk of employees being underinformed regarding important aspects of the organisation's activity; also improved communication.
- A raised quality of meetings, including of teams, in public administration.
- Rapid (basically daily) access to feedback from employees.
- A limited risk of there being time-consuming meetings that influence the health of employees in a negative way.
- A decline in the number of multi-hour meetings, with these then being limited to truly important matters.
- The ushering in of an ordered schedule / agenda for meetings.

Indicators of the effectiveness of the practice

To measure the degree to which assumed objectives of the given practice are approximated, it is possible to apply the following measures, which we term indicators of the effectiveness of the practice:

Indicators of the raised quality of meetings:

- **an index of the number of meetings** held per month, per quarter or per year, in relation to type as well as planned need – **a marked departure** will attest to problems (poor communication – too few meetings, bad planning and running of meetings – too many);
- an index detailing **the duration of meetings** by time, and in comparison with some set standard; with **marked departures in length** then taken to attest to problems (poor communication if meetings are "too short", poor planning and running of meetings if they are "too long");
- an index showing the level (from 1 to 10) of **quality of meetings, including team meetings**, in a given institution in public administration, as researched by sending **questionnaires to employees** – the situation is assessed before and after the practice was introduced.
- it is also possible to do a comparative study of organisational outcomes before and after the introduction of the practice, to the extent that it is possible to determine the degree of influence of meetings on that, as opposed to other factors.

Risks and barriers

- **Employees' resistance** to changes of habit as regards team meetings.
- A **lack of preparation** for longer meetings (3-hour ones, or plenaries).
- **Limited access to the means** assigned for plenary meetings.
- **Meetings of teams that extend beyond the structured framework** (some kind of intermediate in terms of length and subject matter, and not therefore fit for purpose).
- **Errors in the meetings themselves** (in their running or materials or sum-up).
- **Failure to allow for a certain flexibility** – especially at the outset as the habitat of 4 meetings is just being shaped.

What next?

Self-questioning

Ask yourself the following questions:

- **How to convince people** that the project can help with their development, improve comfort at work, and so justify a change of habit from the time up to now?

- **How to make a good start**, so as to ensure that confidence in the idea is gained, and how to help people change what they are used to (basic training, ambassadors of change, questionnaires one month in)?
- What can go wrong, and what do we do **if things indeed go pear-shaped**?

Interesting examples, implementations and indications

Inspiration: a high-level meeting in the shape of a meetings of the British Cabinet – rules (selection)[4]:

For further reading:

Molly Hocutt, Virtual Meeting Best Practices: 11 Tips for Effective Meetings**,** published on January 31, 2022.

- The Cabinet is the Government's highest decision-making body, having as its aim the safeguarding of Ministers' having access to a framework within which they can jointly consider and take decisions. This despite the Prime Minister being in a chairing role.
- The principle of collective responsibility nevertheless ensures that Ministers can express their views freely, and achieve a united front in decision-making.
- Sittings are important enough to come before other matters, aside from where some official meetings need to be convened in secret. Nevertheless, Ministers may not be able to attend if matters in Parliament dictate that.
- Where the Prime Minister is unable to participate, a Minister appointed by him or her presides over the meeting. Where that substitute is also unable to appear, a Minister of lower rank is designated.
- All Members are bound by the Privy Council Oath that they have sworn (to uphold the secrecy of what happens in Cabinet).
- The presence of civil servants is minimised, to allow Ministers to discuss topics freely (though the Cabinet Secretary, who takes notes, is typically also the Head of the Civil Service).
- There are no established rules as to what issues can be covered, and it is the PM who decides on the agenda, albeit as assisted by the aforesaid Cabinet Secretary. The timetable usually covers parliamentary business, domestic issues, international matters and any other business.
- Ministers may also inform the Cabinet Secretary of their interest in raising an issue during a sitting. If that is consented to, the matter is included as a point on the agenda.
- Documents should offer concise information necessary for aware decision-making, with a presentation of pluses and minuses of a proposed policy, as well as potential threats, and the implications as regards public spending.

4 Developed on the basis of: *The Cabinet Manual. A Guide to Laws, Conventions and Rules on the Operation of Government*, 1st edition October 2011, UK Government, Chapter 4: *Collective Cabinet Decision-making*, https://www.gov.uk/government/ publications/cabinet-manual?msclkid=df0890e2b42111ecbc93052c1ae721ef.

- With the consent of the Prime Minister, given matters may be considered at an early stage, via a generalised discussion, with the aim being to make preparation for detailed policy, or else as a last step just prior to the announcement of policy.
- Prior to the taking of a decision, Ministers have the chance to discuss the given matter, in order to seek to obtain an agreed common position. It is the Prime Minister's role to summarise the collective decision.
- The Cabinet Secretary takes the minutes at the meeting, with this then being the official record of both the discussion and the decisions taken. It should have been drawn up formally within 24 hours of a given sitting of Cabinet.
- Cabinet Members may meet to discuss party-political matters within the framework of a political Cabinet in which civil servants play no role, and from which no minutes of conclusions and the course of the discussion will be taken.
- The *Cabinet Office Briefing Room* or COBRA is mechanism by which the reaction to exceptional, emergency events and situations is to be developed and agreed.
- Ministers are responsible for ensuring that their Departments do everything they can to implement and pursue what has been decided in Cabinet.

Public administration, please remember!

Summary

- Competences and ways of thinking should be **adjusted to the purpose** of the organisation.
- Implementation might begin with **a pilot scheme**, and then have this prolonged – it is worth the flexibility in order to convince employees into a change of habit.
- Encourage **leaders to set an example** and secure the support for a new way of behaving.
- Allow people to learn how to chair meetings – with an idea to rotate chairing of certain meetings.

Inspiring thoughts

People who enjoy meetings should not be in charge of anything – **Thomas Sowell**

Meetings are indispensable when you don't want to do anything – **John K. Galbraith**

Meetings are the linchpin of everything. If someone says you have an hour to investigate a company, I wouldn't look at the balance sheet. I'd watch their executive team in a meeting for an hour – **Patrick Lencini**

SYNERGIA – in one sentence

Meetings should have as few people as possible, but all the right people – **Charles W. Scharf**

ATTENTION! GOOD PRACTICE

The PAEI Model

KNOWLEDGE PILL

Aim of the practice	The identification of types of personality present within teams
Origin?	Staff-related risk management, people and team management
When to apply?	When there are difficulties with the working of teams in the organisation, and/or a need for their level of effectiveness to be raised
Results foreseen	Teams in an organisation that function better
Inputs not to be ignored	Personality tests and a database
Risks to watch out for	People's confidence or trust in the practice, matters of confidentiality and privacy
Key actions	Selection of team members in line with what the personality analysis reveals
Key (not sole) measure of success	Assessment of employees – team members – as regards efficacy of work

Level of difficulty of the practice	Moderately difficult ●●○
Required financial outlays	Means to train staff and to acquire the personality tests
HR required for implementation	▪ Professional trainers brought in. ▪ An expert on personality tests, e.g. at the time of recruitment. ▪ Cooperation between HR staff and employees, as well as candidates. ▪ The gaining of team members who are given personality tests.
Key organisational activity that will be required	▪ Changes in HR rules and Personnel-Section staff who will assume responsibility. ▪ Involvement of the heads of the institution and of the Personnel (HR) Section as a matter of key importance. ▪ Time enough for training.
Required technical resources	The development of a database.

MESSAGE FOR THE HEAD OF THE ORGANISATION

The leader is the one who knows the way and has accepted it, can show it, takes it him or herself, and encourages others along it.

Introduction

The PAEI Model references the personality types of the *Producer, Administrator, Entrepreneur and Integrator*. The model is then deployed first and foremost to **reduce the risk of improper functioning of teams within an organisation.** In the circumstances of the work of a team this relates also to risk posed to the achievement of objectives and the successful introduction of change.

Aim of the practice

The method thus **identifies the types of personality present in a team**. By working in this way the desirable outcome can be a well-shaped team – which might be a key (facilitating) factor when it comes to change in the organisation.

Where we have a **team of 5-7 people in which all types of personality are represented**, change can be absorbed effectively, with a positive influence then exerted on the organisation, as well as the atmosphere under which people work. Relationships should be "healthier" as a result.

Familiarity with employees prevents conferment of projects by leaders upon people with features that hinder or preclude cooperation. The project can be implemented in any institution in public administration.

Which actions does the practice encompass?

Identification of ways of thinking among members of teams within organisations, with the aim being to have them support and reinforce one another in the work that is done to implement and pursue objectives. Teams should be constructed in such a way as to draw overall strength from each of the ways of thinking present within it.

A poor choice of composition of a team represents a risk to the organisation, as teams of this kind will not be able to operate as is expected of them.

The method identifies the following ways of thinking:

- **A person with a "red" way of thinking is an activist** ("Producer") characterised by concrete questions of the "what and when" type. Such a person takes **statistics, tasks and facts** very seriously, while assigning priority to **strategies, challenges and results**. This person is very **ambitious and organised,** most often an individualist who has no desire to avoid conflict. Such a person does not like talking about emotions in general, and own feelings in particular. Most often such a person is a **leader**, given the liking for being at the steering wheel and achieving results.
- **A "yellow" thought process characterises a person of the "Entrepreneur"** type, who asks: **why and when**? Such a person is an extrovert, and emotional, attaching importance to **the world beyond and the surroundings** (not last the market on which activity takes place). The style of decision-making draws much on **intuition and creativity**. Such people concentrate on **people, ideas and concepts**, and they take a lively interest in trends, fashions and new ideas. They also take an **empathic** approach, even as they may be impulsive.

- **The "green" way of thinking is that of the "Integrator"** – whose main questions might well involve the ideas of **who** and **whom**? A feature here is the linking of **emotional nature with an inner capacity to focus and concentrate**. Such people care about links with the world, their own identity, and **principles and values**. Impersonal relations are welcome, but that means a capacity to bring people together around the tasks and vision of the organisation. Besides that, they stand out in their flexibility, modesty and wish to avoid conflicts of personality.
- **The "blue" way of thinking** is then that of the "Administrator" whose main question is about **how?** These are people focused on data, facts and tasks. They like systematic processes that can be measured, as well as **order and high quality from a technical point of view**. They prize stability, but tend to curb their productivity through the generation of an excess of **procedures and rules**. **These people are not too fond of change** and the way that it necessitates adaptation to a new reality.

The result of the practice is for a public organisation:

- to limit the risk associated with bad decisions, conflicts, the costs of mistakes made in relation to personnel, and delays in the work of the team;.
- to develop employees' identified skills and eliminate their downsides;
- to readily identify its leaders, experts, mentors and talents;
- to readily plan training, reasonably expecting a higher rate of return from it.

Indicators of the effectiveness of the practice

To measure approximation to assumed objectives of the given practice it is possible to apply measures as follows, which may be termed indicators of the effectiveness of the practice:

- **The number of teams** shaped in line with the PAEI Method (as a product).
- **An assessment from employees of the organisation** as regards the quality of cooperation within the teams they form following introduction of the method, as opposed to before it (an outcome).
- **A comparison of results** obtained by the different teams in the organisation, as well as the overall organisation itself**, prior to introduction of the** PAEI Method, and after it; teams shaped by the method (influence).

Risks and barriers

- The issue of employees' privacy and consent to submit to personality testing; legal limitations.

- The way that some may actually feel "quite OK" in posts not best fitted to their style of thinking.
- A mistaken assessment of the colour characterising the personalities and competences.
- The lack of any opportunity to select a team – as you work with people posted "from above" (as it were!)
- A lack of skill in bringing different competences together in teams.
- The inertia of old habits in the work of the team and HR, confidence in the mode of the organisation.

What next?

Self-questioning

Ask yourself the following questions:

- **How to convince people** that the project can actually help with their development and increase their comfort at work?
- **How to start well**, so as to ensure fuller trust / confidence in the idea?
- How must **the HR services change** the way they work?
- What do we do **if things fail to work out**?
- How will we **seek further inspiration**?

Interesting examples, implementations and indications

- **Jo Wiliams:** Rigorous risk management. A must-have for public sector organisations
- **Teams in a situation of high risk –** decision-making by the White House team during the Cuban Missile Crisis of October 1961

Public administration, please remember!

Summary

- Encourage employees to make personal use of the information for their individual development.
- Competences and ways of thinking should be matched to the organisation's objectives.
- Introduction can begin with a pilot project, and could then be prolonged – as change on the part of employees is essential here.
- The practice might best be begun at the time of recruitment, or at most in the given employee's first few weeks with the organisation.

- Tests give leaders a full picture of the strongpoints of their teams, as well as personality types that might still need to be sought in further episodes of recruitment.

Inspiring thoughts

There is a paradox concerning unusual cases, namely that they repeat – **Karel Čapek**

The captain of a ship is not chosen from those of the passengers who come from the best family **– Blaise Pascal**

Do not worry if others do not understand you. Instead worry if you do not understand others – **Confucius**

SYNERGIA – in one sentence

It is as worth investing in teams as it is in financial instruments or computer equipment. They are a resources, but can also generate risk if the choice of membership is at random.

ATTENTION! GOOD PRACTICE

Eliminating thinking errors in situations of risk

KNOWLEDGE PILL

Aim of the practice	The aim of the practice is to usher in tools by which to identify and combat / counteract cognitive error in risk assessment and crisis management
Origin?	Risk management and crisis management
When to apply?	When the management of the organisation must take numerous decisions in circumstances of risk, uncertainty and difficult situations, even as these decisions ought to be the best possible
Results foreseen	Greater correctness and suitability of decisions in situations of risk and crisis
Inputs not to be ignored	Training in the identification and counteraction of cognitive errors
Risks to watch out for	Routine ways of assessing phenomena in the organisation's environment
Key actions	Gaining awareness as to the existence of the phenomenon of the cognitive error, the use of experts to limit such errors in the assessments and evaluations of decision-makers
Key (not sole) measure of success	Decision-makers and key experts in the organisation cultivating the habit of applying an aware "self-censorship" vis-à-vis their own cognitive errors

Level of difficulty of the practice	Moderate ●●○
Required financial outlays	▪ The costs of training as regards cognitive errors in decision-making. ▪ The remuneration of consultants and experts engaged in the practice as regards the application of Delphi methods. ▪ Teaching materials acting in support of "open-mindedness" in decision-making.
HR required for implementation	Awareness-raising (among decision-makers in particular) of the widespread nature of cognitive errors – especially in conditions of risk.
Key organisational activity that will be required	▪ A crisis-management team management (4–6 members). ▪ Consultants and experts engaging in the Delphi method. ▪ Experts giving training on cognitive errors in decision-making.
Required technical resources	A conference room in which to give training equipped with a projector, screen, computer and audio.
Time needed	With this practice seeking to overcome cognitive distortions in the assessment of risk and crisis management, much depends on the size of the public organisation. But it ought to take 2-3 months to bring in the practice.
Knowledge and experience	External experts / trainers / social psychologists as specialists in cognitive errors; Teaching materials favouring an open mind in decision-making.
Cooperation	Cooperation in crisis team management with other employees, as well as with experts and psychologists.

Introduction

Cognitive error represents a repeat pattern of **departure from norms or rationality of judgment** that individuals engage in, but also teams or even whole organisations. The team of decision-makers and co-workers create their **own "subjective reality"** on the basis of the way they themselves perceive data inputting from the surroundings or the organisation, or even from the team itself. Members of a team are busy "constructing" a reality, and in this way cease to be directed by objective criteria. This is **an unavoidable phenomenon, as people are not computers,** but living and breathing beings with defined personalities, life histories, education and experience, also when it comes to taking decisions and assessing encountered phenomena. The problems emerge when awareness is lacking (among decision-makers in particular) as regards the aforementioned conditioning of assessments, choices and decisions, with the consequences lying in **"sensitivity" to possible errors of thinking and decision-making.**

! The most commonly-occurring cognitive errors (all the more so in crisis conditions) are:

- an effect as regards the framing of the problem,
- reliance on heuristics (simplified means of making decisions),
- a readiness to choose a privileged variant,
- a desire to stick with the original idea (anchoring),
- adoption of "last-chance" solutions,
- defensive avoidance – a tendency to trivialise, or make light of things, or play them down,
- over-involvement in support of a defined solution,
- a focus on profits and nothing else,
- a tendency to seek confirmation – of one's views, decisions, choices, etc., e.g. by being selective with information,
- a focus on losses and nothing else,
- the error of ignoring opportunities,
- the error of wishful thinking.

Aim of the practice

This practice seeks to bring in a tool by which **cognitive errors in risk assessment and crisis management** can be **identified and counteracted.** The practice is based on the two key elements of:

1. **gaining an awareness** as to possible cognitive errors, **training** in their **identification and elimination**, the **introduction of procedures** that allow for the probability of these arising through the whole organisation being eliminated or reduced;

2. the augmentation of the above with the use (as risk to the organisation is estimated and assessed) of the so-called **Delphi method** – to assess future risk posed to an organisation. The method links pro-

cedures in risk assessment and the taking of decisions in matters of risk from different spheres of importance to the organisation.

The Delphi method is one of a group of heuristic methods encouraging decision-making by **using experts from the area** of expertise that the decision, strategic choice and so on relates to. The experts supply their specialised knowledge and their experiences in resolving given problems, and offer opinions as regards draft decisions, programmes and undertakings.

The ideal and target outcome of the work would be to use Delphi methods **to gain a consensus view among experts** as regards the subject matter of the decision; or at least to narrow-down standpoints so as to indicate consensus and a list of places where ideas diverge. The method of consensus in crisis management may be **applied to the procedure used to assess the probability of events occurring, the scenarios for the course taken by a crisis, and so on**. The expert opinions are gathered by way of a questionnaire form (the questionnaires remain anonymous to prevent a situation in which rivalry and so on arises).

Which actions does the practice encompass?

Assessment of the risks attendant upon a scenario, project or decision comprises the three elements of risk:

- identification,
- analysis,
- assessment.

Cognitive errors may arise at each of the stages; and a lack of awareness as to the cognitive distortion that is possible may pose a threat to the suitability (and hence also the feasibility) of decisions taken in the organisation, of projects that a burdened by the risks in question, and ultimately of the organisation's entire strategy. The practice entails the securing of appropriate tools and training for those engaging in risk assessment and crisis management. Individuals and teams needing to retain a critical, open mind and mind-set ought to question adopted assumptions and conclusions, at least verifying if they are right from a logical point of view, along with the underpinning assumptions (schematic thinking), as well as the interpretation of the inputting information.

A modern Delphi method taking account of IT possibilities

The literature most typically gives the following **assessment stages to the Delphi method**:

1. **The defining** of the problem (most often by a decision-maker, although in the course of the work of experts a definition may be subject to change under the influence of their opinions).
2. The creation of **a list of experts.**
3. The use of questionnaires among experts.
4. **Analysis of the responses of** experts.
5. **Whether or not agreement is reached:**

- If yes - results are presented (be these diagnoses, recommendation, forecast, or whatever)
- If no – renewal of 2 questionnaires taking account of the results of number 1.

6. **A further analysis of answers, return to point 5, etc.**

For more, please read:

Real-Time Delphi

As a rule, those formulating **extreme opinions** are invited to offer a detailed justification. A certain flaw in the method **lies in its slow speed**, the need to bring in a large number of people, ensuring that this is not a method suitable for decision-making in situations of abrupt crisis. However, it may be **suitable for the devising of scenarios, research into "prolonged crises"** (e.g. those **relating to the economy or climate)**. **Anonymity may be a weak-point too**, as it allows for stances to be modified in the course of direct exchanges of opinion between experts, during discussions and so on. The method may also prove expensive.

Results for the public organisation:

- **Awareness-raising** in respect of the phenomenon, and an understanding of the mechanisms by which cognitive errors operate, as well as a better acquaintanceship with means of avoidance will all yield a more reliable risk analysis and improved decision-making in crisis situations.
- There will be an establishment of **precise tools** by which to identify and counteract cognitive errors to the assessment of risk and in crisis situations, for example taking the form of checklists, "Devil's Advocate" functions, and so on.
- **Risk analyses and scenarios** used by the public organisation will be **more reliable / credible** and on-point.
- **Further reading:** *Real-Time Delphi*

- The crisis-management team will be aware of cognitive errors, emerging from **the group involved with decisions**, and will be trained as necessary.
- Improved quality of work thanks to the use of the Delphi method.
- The organisation will invest in and support open-mindedness among employees.

Indicators of the effectiveness of the practice	Suggested indicators with which to measure progress and success with pursuit of the practice: ▪ an index presenting **the number of instruments** with which to recognise or counteract cognitive errors; ▪ an indicator that assesses management personnel and key employees when it comes to **increased effectiveness and suitability of decisions taken**, as well as success in assessing risk and defining scenarios.
Risks and barriers	▪ **An unwillingness on the part of managerial staff / leaders** to verify their own cognitive errors, as well as "politicking" in the organisation. ▪ **Policies, procedures and habits** of an organisational nature that only serve to **reinforce** cognitive errors, while offering some kind of justification or rationalisation.

What next?
Self-questioning

Pay attention to the following **phenomena linked with cognitive errors**, and having a major influence on both taking decisions and formulating evaluations:

- The pride and self-importance of experts and leaders (and the so-called "**co-pilot error"** when it comes to air disasters).
- The desire to look for and select **confirmatory facts.**
- **The rejection of bad news.**
- **Indecisiveness.**
- Errors with **estimating the probabilities** of events.
- The possibility of **legal liability being incurred**, or a personal threat faced.
- The effect of the **first impression** – or similar with first information.
- **The principle of the consequences of so-called** "falling into error"

Interesting examples, implementations and indications

Pointers as regards the elimination of cognitive bias at the level of the decision-making group – list of key questions:

- **Verification** in search of bias, interests, and politics within the organisation.
- Verification of any tendency towards **group think**.
- Verification to see if excess use is being made of **analogy**.
- Verification in regard to **confirmation error** (repeated standpoints, decisions and choices).
- Verification regarding **the accessibility of data.**
- Verification regarding **anchoring bias**.
- Verification for presence of **the halo effect**.
- Verification for **utopian costs**.
- Verification for excessive **self-assurance and certainty, excessive faith in planning and foresight,** and unreasonable optimism.
- Verification to see if **threats are being played down**.
- Verification for **unwillingness to incur loss**.

Public administration, please remember!

Summary

- Cognitive errors, like those of all the other kinds, form a part of human thinking and acting – the point here is to ensure awareness of them, conclusion-drawing in relation to them, and work to eliminate root causes.
- The consequences of cognitive errors can be very serious – even on the scale of whole countries; and long-term.
- The best way to eliminate such errors is open communication, the securing of constructive critics, diversification of information sources, and leaders who have open minds.
- the elimination (or even prevention) of cognitive errors is a key skill of the leader operating in crisis situations.

Reference has been made to:

The Decision Lab
Lumen Learning

Inspiring thoughts

Knowledge is power, but sadly ignorance does not yet mean lack of power – **Niels Bohr**

A good decision is based on knowledge and not on numbers – **Plato**

Knowledge rests not upon truth alone, but upon error also – **Carl Gustaw Jung**

SYNERGIA – in one sentence

The art of decision-making includes the art of questioning – **Perl Zhu**

ATTENTION! GOOD PRACTICE

6 principles of crisis management

KNOWLEDGE PILL

Aim of the practice	To introduce principles of crisis management in a unit of public administration
Origin?	Risk management and crisis management
When to apply?	When the organisation is in a tempestuous environment, but also when things are working well
Results foreseen	Better preparation for the appearance of crisis situations
Inputs that cannot be ignored	▪ Training of the imagination ▪ Training in decision-making ▪ Coping with stress
Risks to watch out for	Improper choice of subject matter for the type of challenge
Key actions	Identifying the type of challenge or crisis, and determining accountability (and who is answerable) for action in circumstances of crisis
Key (not sole) measure of success	An increased sense of certainty as to the readiness of the organisation to face up to crises

Level of difficulty of the practice	Moderate ●●○
Required financial outlays	▪ Costs of counteracting and resolving a crisis situation. ▪ Costs of training a communication expert. ▪ Costs of empathy tests and tests of employees' abilities to establish emotional contact with people who have sustained harm, as well as those engaging in protest.
HR required for implementation	▪ A crisis management team (5–7 people). ▪ A person responsible for contact with those who have sustained harm and those engaging in protest. ▪ A communication expert running the training for the whole organisation. ▪ A team of 2 people to study employees of the organisation from the point of view of their level of empathy and capacity to make emotional contact with those who have sustained harm, or are protesting.
Key organisational activity that will be required	▪ The support of the management and leadership. ▪ The conferment upon crisis management of its necessary rank in the daily activity of the organisation (contingency plans, training, reserves, risk monitoring).
Required technical resources	▪ A conference room in which to run training under the communication expert; and a temporary office for the team mobilised to manage a crisis. ▪ The conference room should have pojector, screen, a link with the Intranet, a computer plus sound system and an Internet camera. ▪ Depending on what field the potential crisis is in (and its implications for the public), account will need to be taken of technical resources that will be of key importance to a reaction from the authorities that seems credible from the point of view of the public (that means reserves, alternative sources of supply and so on).
Time needed	▪ This practice needs to be brought in as quickly as possible, but large financial outlays are not needed for that, and neither is much in the way of HR. ▪ The introduction process may be over within 3-4 months, depending on the numbers of employees in the organisation – the fewer, the faster the tests of empathy can be carried out, and emotional contact made with those who have suffered harm, or are protesting.

	Knowledge and experience	Experts in communication and researchers into levels of empathy and skill in the making of emotional contact with people who have suffered harm or are protesting.
	Cooperation	The emergence of a crisis situation intensifies cooperation with other public institutions when it comes to resources. Sometimes a crisis situation in one organisation has an influence on other organisations – and cooperation increases the likelihood of a solution being found, with the chances of stakeholders in the crisis being ignored minimised in this way.

MESSAGE FOR THE HEAD OF THE ORGANISATION

It is a common fault of men not to reckon on storms in fair weather

– NICCOLO MACHIAVELLI

Aim of the practice

This practice ensures that a unit of public administration will be furnished with **a set of principles or rules on crisis management** that will be **underpinned by values**, such as respect for the trust and confidence on the part of the citizen, honesty and integrity of activity during a crisis, and ethics in public and professional life.

A crisis can reasonably be defined as a state, situation or circumstance in which destabilisation, uncertainty and tension in society continue to grow over time, having been provoked by a certain threat that sees bonds in society impinged upon, to the extent that there is a possibility of control over events being lost, with the threat only escalating in that way. In particular, the situation may threaten to pose a threat or risk to life, health, property and infrastructure, on such a scale or at such an intensity that it invokes or provokes reactions from the public that go beyond what we would see with a normal or acceptable level of risk.

Related notions that often gain application are those of: disturbance, catastrophe, accident, incident and conflict. The last ten or more years have seen people begin to invoke the 'society of risk' idea, whereby it seems we are all exposed to an ever-growing likelihood of various different crises arising. This might be combined with the now-familiar idea of the 'black swan' – i.e. a crisis or event of such a kind that should not even arise in line with the quantitative standards usually applied in risk analysis … and yet happens. And **crisis situations** are then characterised by time pressure, a lack of clarity, high stakes, limitations on team-related activity and organisational activity in general, conditions in a state of flux, and levels of experience that differ. This all denotes threats to humankind's core values, interests and goals, as well as human life, health and rights, property, society, and groups and organisations within society. Crises may at times be subject to different kinds of categorisation, as, for example:

- **associated with the environment** (flood, earthquake, fire, tsunami and hurricane)
- **associated with human activity** vis-à-vis **the natural environment** (accidents and various kinds of environmental disasters, plus epidemics)
- **associated with society** (disruptions, riots, strikes, wars, acts of terrorism, scandals, disinformation, and a breakdown of public services)
- **economic** – runs on banks and firms potentially leading to their bankruptcy, sudden economic crisis, sudden collapses of national income, scandals associated with firms' products

The key issue in crisis management is prevention. Crisis prevention mainly manifests in the development of action plans, analysis of the risks capable of arising in key areas of responsibility of public units, and work to ensure the possession of reserves, insurance, etc. should a crisis situation arise; as well as the running of periodic simulations and exercises relating to crisis situations.

A given crisis situation is likely to demand an individualised approach. The key question is the analysis of the situation, and of the capacity of the public organisation to make the necessary emotional contact with stakeholders, victims and crisis-hit societies. For this to be possible, it is essential that there be employees or an employee with the necessary capabilities, knowledge and practice.

It is most often the case that objective (legal, financial and technical) criteria do not suffice for decisions to be taken in a crisis situation, with this being the case for costs, numbers of victims, legal requirements, etc. **In that situation, in the public sector in particular, what assume greater significance are such ethical criteria as:**

- utility, albeit as relating to the subjective assessments of different decision-makers, stakeholders, public opinion and so on as regards non-pecuniary values;
- the weighing-up of different rights, be that right of ownership, right to life, or right to different freedoms;

- social justice, e.g. as regards crisis costs incurred by different groups in society;
- the protection of weaker groups in society, or those regarded as especially 'valuable';
- the choice between liberty and security, as linked with coercive means;
- the accessibility of information and transparency of the decision-making process.

Which actions does the practice encompass?

A very key issue when it comes to maintaining levels of trust and confidence at a time of crisis is transparency – i.e. an acceptance that stakeholders have the right to obtain key information concerning a crisis, its causes and probable development. If a given public organisation is an active part of society before, during and after the crisis; and if it retains transparency, rather than resorting to lies, then it can maintain a reputation that is impeccable in the eyes of citizens. **Sometimes a public organisation falls victim to a crisis situation, while at other times it in fact contributed to it in a non-aware way, or else is simply guilty.** Moreover, we need to be conscious of the fact that quite often an effective solving of problems associated with a crisis situation is only possible locally, at the scene, rather than thousands of miles distant from the crisis. Even then, the centre may have key roles to play, e.g. in coordination, the mobilisation of additional resources, cooperation with other states, and so on.

The six principles of crisis management

1. **To take account of how the crisis is perceived (the subjective dimension to a crisis)**. A crisis takes place or unfolds where society is of the view that a public organisation has actually given rise to that crisis, is coming out of a crisis, or is failing to cope with one. Both society and the media are failing to analyse the crisis by reference to objective scientific criteria: 15% of crises arise out of facts and data, while 85% do so out of emotions and perceptions.
2. **To listen to those who protest:** anger is self-defence against pain and threat, and it suffices to make protests unpredictable in some way; fraud on the part of the authorities increases anger, while the most favourable solution here is to listen to the protesters, also seeking to look at the problem through their eyes.
3. **To establish emotional contact:** facts present information, while emotions ensure the right interpretation. Society understands the problem or incident, but will not accept or tolerate a lack of sensitive leaders. Communication with stakeholders during a time of crisis ought to take place with full sympathy, care and empathy for recipients.

4. **To argue from the point of view of the stakeholder.** Things need to be put plainly at a time of crisis, with scientific or academic terminology (especially in medicine, biology and law) needing to be avoided; with a standpoint that states the facts presented. As any dialogue with stakeholders comes to be held, we need to look at them as at people that lack knowledge of the situation, but are very intelligent.
5. **To bear in mind the way in which the public think.** The judgment here – unlike that in a court of law – is that the rule is one of guilt on the part of those causing crisis, until such time as innocence might be established. There is unpredictability and irrationality present here; those judgments are passed swiftly, even if the situation may and does develop. The larger the organisation that crisis affects, the more often guilt is assigned. Public opinion does not typically invoke legal instruments, or given paragraphs therein, but it does draw attention to what it regards as acceptable (or not) as well as ethical. In the eyes of public opinion, the idea (let alone principle) that an issue is now too long past to be subject to jurisdiction does not really come easy – and in extreme cases it can be very hard to come back from any declaration of guilt.
6. **To take account of ethical principles.** Certain behaviours of public figures in crisis situations gain a particularly negative assessment from society. Included on the list here are lying, arrogance of power and lack of empathy, but also reactions deemed too sluggish. In time of crisis, such errors can seem and be viewed as more serious than any others. Experience dictates that we need to be directed first and foremost by the core values of the given society – of course with protection of what is most important to it, i.e. life, liberty and security.

Outcomes for the public organisation:

The implemented rules for the management of crisis situations in a unit of public administration, as founded in values, would entail:

- the capacity of the organisation to talk and engage in dialogue with those who have suffered harm and / or are protesting, as based around the science of how to do that, including through empathic listening and the establishment of an emotional bond;
- an increased awareness of the significance of the subjective dimension to a crisis situation and the logic of hanging on to public opinion (in the face of its judgmentalism) in situations of crisis; bearing in mind the worse consequences if society does once pass its verdict;
- an increased awareness of how a crisis situation can be perceived from the point of view of the stakeholder and / or public, and hence not just the office we represent;
- a greater degree of confidence / trust in the public organisation, including in difficult situations.

Indicators of the effectiveness of the practice

To measure approximation to the objectives set for the practice, it is possible to apply the following measures, which can be termed indicators of effectiveness.

- **an index relating to numbers of people trained** in the rules of action of an organisation in time of crisis, including principles of good communication with the surroundings out in society,
- **assessments of managerial personnel, employees and stakeholders as to the efficacy of action of the organisation in real situations of difficulty and crisis**; in the case of external stakeholders this would relate to confidence and trust levels before, during and after the **crisis.**

Risks and barriers

- A low level of confidence in the organisation, for example as a result of inappropriate management of previous crises.
- Differing criteria by which public organisations are assessed among social and political stakeholders.
- The lack of an everyday, active and inclusive policy towards stakeholders that also applies in crisis situations.
- Errors of communication in the course of a crisis, especially on the part of leaders.
- An inability to empathise emotionally with those who suffer harm and / or are protesting.

What next?

Self-questioning

Ask yourself the following questions:

- **What features, knowledge, experience or ethical attitudes do I (does anyone) need, to ensure trust and confidence in a difficult situation? In what kinds of people can that be found?**
- **What is worth knowing about key stakeholders, and the public in general**, even in advance of crisis – what values most crucial to them is it necessary to safeguard?
- What can go wrong, and what do we do when things go pear-shaped?

Interesting examples, implementations and indications

The experience of Polish soldiers of the GROM special unit, who are made ready to operate in crisis situations

The pluses of planning for (a) crisis, exercising in this area – including as regards the taking of decisions in a crisis situation that precludes planning. This might entail principles as follows:

- By planning, we help with learning and critical thinking.
- We can help learn situational awareness and the understanding of crisis situations, i.e. the key problems.
- We need to try and foresee how events will develop in a crisis situation.
- We can make ourselves aware of what resources we have, and where our deficits lie, including as regards information, equipment and skills / competences.
- Necessary preparations need to be made.
- We must determine what competences will be necessary in the crisis-management team and integrate together such participants (teach them how to work together).
- Skills should be honed when it comes to assessing (judging) the situation – i.e. the so-called situational awareness, which is founded in experience (including successes, but also errors and failures).

Application of so-called Intelligence Preparation of the Battlefield (IPB) **– which denotes the terrain in which the crisis will play out, by way of both crisis planning and the real-life crisis situation. We:**

- determine the nature of the environment in which the crisis situation proceeds (core features, logic of functioning, key principles, legal/physical/social conditioning);
- assess that environment, and its influence on possible anti-crisis activity and associated decisions;
- assess the precise threat, i.e. the sum of associated factors exerting a serious influence on the existence of risk in a given situation and given environment;
- foresee possible variants for the development of the crisis situation in the given surroundings and with data on the situation's different factors.

Based on:

P. Mateńczuk, R. Wasilewski, M. Ślimak, *Lider w stylu GROM*, Warsaw 2022.

And when the situation actually materialises, the matters of key significance are:

- a determination of the necessary resources, decisions and tasks – and engaging in a verification of their availability and accessibility;
- awareness-raising as to what limits or curbs freedom of action;
- identification of factors of key importance to action, e.g. through Pareto (80/20) Analysis;
- determination of the necessary assumptions that will underpin action decisions;
- identification of risks relating to the particular, ongoing crisis situation, as well as essential information;
- adaptation of existing crisis plans, as well as their development, e.g. by brainstorming of the given situation;
- determination – for the objects of anti-crisis actions – of tasks, and rules for how their activity will be coordinated.

Further inspirations

Distributed leadership as key when it comes to effectiveness in situations of threat

Distributed leadership (as part of the broader concept of integrated leadership) proceeds on the assumption that action in group situations often relating to team activity (in a firm, but also in the armed forces or sport) rarely in fact entails knowledge, or features of individuals or situations, leaving one leader responsible for all the possible situations the group or team might face. Situations (tough ones in particular) are multi-dimensional and do require the deployment of the various resources of the whole team, and also member by member.

As Anna Zygo writes in a work entitled *Przywództwo wojskowe w warunkach bojowych*

the role of the leader – and the responsibilities that entails – are distributed throughout the team, in relation to tasks, conditions, situational challenges or time limitations.

Of key importance to the effectiveness of such teams is communication – which guarantees the acquisition of knowledge, and the establishing of a joint perception of the situation – which also serves to reduce differences, e.g. of opinion between team members; thus leading to greater cohesion of attitudes within the group, a high level of efficacy when it comes to the pursuit of tasks and solving of problems, and the generation of innovation. It is also important that members might be in a position to deputise for, or substitute, one another within the group. A. Zygo seeks to convince us that:

An effective team is one characterised by its possession of clear and legible rules of the game, which describe when members are inclined to devote individual objectives in the name of the pursuit of tasks by the team. Here, each team member is perceived as capable of exerting an influence, but also subordinated to influences from both other individual members of the team, and the team as a whole.

For further information, see:

A. Zygo, *Przywództwo wojskowe w warunkach bojowych*. Doctoral Thesis written under the supervision of dr. hab. J. Szczupaczyński, Warsaw 2018, University of Warsaw, Faculty of Political Science and International Studies, pp. 51–54.

That was then published in book form (under the same title) in 2019, by the Adam Marszałek publishing house.

This way of conceiving of leadership is especially valuable in extreme situations in which a group (e.g. of soldiers or rescuers) may be operating, given the way in which even the commander will not be able to perform tasks (given the presence of death and a lack of will), while the group will also be weakened (dispersed into sub-groups, wounded, and so on). Then, the ability to deputise or substitute allows for activity to continue with a view to the group's overall aims being achieved. Leadership and groups of this kind are flexible and adaptable.

It needs to be stressed (in the context of the accountability of leadership) that that responsibility of accountability for achievement of team objectives is now become a matter for all of its members.

Public administration, please remember!

Summary

There have been, are now, and will always be crises, because people are frail and flawed and make mistakes, and they cannot control nature, and no amount of technology or technique can fully resolve that (and indeed can sometimes cause crisis by itself).

Crises cannot be foreseen fully, though skill in how to cope with them can be acquired, even in situations of surprise or shock. For people can cope with unpredictability if core values depend on them doing that.

Inspiring thoughts

The crisis you have to worry about most is the one you don't see coming – **Mike Mansfield**

You drown not by falling into a river, but by staying submerged in it – **Paulo Coelho**

SYNERGIA – in one sentence

In crisis management, be quick with the facts, slow with the blame – **Leonard Saffir**

ATTENTION! GOOD PRACTICE

A complete scenario for reacting to crisis situations

KNOWLEDGE PILL

Aim of practice	The objective for which this practice would be introduced is the devising of a scenario by or through which to react to emergency-type situations
Origin?	Risk management and crisis management, leadership
When to apply?	When the organisation finds itself in circumstances and an environment characterised by severe instability and lack of order; but also when things seem to be going well
Results foreseen	▪ Better preparation for the emergence of a crisis situation. ▪ The testing of how the organisation might behave in circumstances of crisis
Inputs that cannot be ignored	▪ Training of the imagination ▪ Coping with stress ▪ Investing in trust in teams – as this will pay dividends when crisis appears
Risks to watch out for	Thinking by reference to scenarios based solely on past experience
Key actions	The calling-into-being of a crisis team that become acquainted with each other and learn how to work together as scenarios for potential crises are developed
Key (not sole) measure of success	Greater trust or confidence of citizens and stakeholders in the organisa-tion – in the wake of crisis experiences

Level of difficulty of the practice	Moderate ●●○
Required financial outlays	▪ Analytical work linked to the foreseeing of crises and risks. ▪ Training in the management of crisis situations. ▪ A costing of resources needed in line with the scenario by which to counteract – and eliminate – emergency situations (e.g. as regards reserves, means of protection, etc.).
HR required for implementation	▪ A Project Team (of 4-6 people depending on the size of the unit in public administration) whose task it will be to analyse potential crisis situations. ▪ A leader directing the work of the team and putting in every effort to ensure that the everyday work of the organisation is characterised by the minimised occurrence of crisis situations. ▪ A Crisis Management expert who will run training courses with the Project Team.
Key organisational activity that will be required	▪ Support from the organisation's leadership. ▪ Conferment of the necessary rank upon crisis management when it comes to the daily activity of the organisation (via emergency plans, training, reserves, risk monitoring).
Required technical resources	▪ A conference room in which to run training with an expert on communication, with this room needing to be outfitted with a projector, screen, connection with the Intranet of the organisation in the public sector, and so on. ▪ A temporary office for the Crisis Team. ▪ Readily-accessible databases, archives and Intranet offering descriptions of crisis-management procedures, contingency plans, schemes on how to act and be accountable in crisis situations.
Time needed	This will depend on the number of crisis scenarios to be developed for the given organisation (which will in turn relate to the different types of problem the organisation might encounter). However, the time for the scenarios to be devised should not exceed six months.

Knowledge and experience	Experts in risk analysis and crisis management – these being people who have experience in how to act in different difficult situations.
Cooperation	Efficient cooperation, not only between members of the team, but also with other employees, when it comes to the development of scenarios. A key element in the interaction is confidence-building and engagement.

MESSAGE FOR THE HEAD OF THE ORGANISATION

There is a paradox concerning unusual cases, namely that they repeat

– KAREL ČAPEK

Introduction

Reaction in crisis situations is the aware / conscious reaction of decision-makers in situations of crisis (i.e. those not fully subjectable to analyses of probability and risk). These reactions or decisions in the face of crisis can be:

- **reactive** – immediate and automatic where there are threats, entailing 'fight or flight' and not necessarily optimal;
- **active** – rapid decisions that take account of all important factors at the given moment;
- **proactive** – decisions seeking to act in advance of events and their consequences, including even factors not yet within view or 'on the radar screen'.

Another way in which reactions in crisis situations are conceptualised involves the taking of decisions in time of crisis as related **to the time aspect. In these circumstances, it is possible to envisage actions that are:**

- **premature** – capable of worsening a crisis, and sowing the seeds of panic,
- **on time** – optimal,
- **delayed** – representing a decision-making error.

Aim of the practice

It needs to be recalled how crises can be of various different kinds, as for example (1) **conventional –** e.g. of a demographic or climate-related nature and offering decision-makers (rather) more time than is the case where we have: (2) **sudden or abrupt crises** as the situation is dynamic, and hard to define, and decision-makers have too little time.

Effective reaction to a crisis (which is to say either active or pro-active) is favoured where we **build scenarios for how to react in such situations.** The practice being described here relates first and foremost to the sudden and abrupt crises, sometimes seen as "fires needing to be fought".

It needs to be recalled that, while communication is very important in crisis situations, **(a) crisis above all represents a management problem**, with questions of communication joined by other important ones such as the defining of scenarios for how the situation will develop, by reference to risk analysis, the organised activity (and joint action) of anti-crisis services, decisions as regards the utilisation of available resources, and the gaining of information on the consequences of anti-crisis action taken. A crisis situation often brings with it so-called **legal challenges**, e.g. the need to balance activity in the name of security with the need to safeguard liberty, rights of ownership, and human rights.

Which actions does the practice encompass?

In the eyes of the public **what is of key importance is to deal with those who are 'victims of the crisis'.**

The steps taken to bring in the practice are as follows:

1. First, **to call into being a Crisis Management Team as a distinct unit.** This should engage in the most detailed risk analysis for the unit of public administration, in various different areas of its activity. The risks involved may be social, economic and financial, political or policy-related, associated with the interests of stakeholders linked with the profile of the organisation, as well as crises of image, but also ones involving the forces of nature, but still able to exert an impact on the organisation.
2. Once more precisely-defined risks have been identified, these will need **to be communicated within the organisation**, before cooperation with experts in different fields give rise to **detailed developed scenarios for action in situations of the appearance of defined risks and crises**.The devising of scenarios ought to take in a diagnosis stage in which types of threat and causes and effects of crisis are indicated, as well as means of **counteracting their negative effects and even rebuilding** the potential of the unit or area once the most severe phase of the crisis is passed.
3. At the same time, identification of crises situations and causes leading to crises allows **anticipatory remedial actions** to be taken as well.

Outcomes of the practice of the public organisation are:

- **developed scenarios** through which to react to crisis situations;
- established potential **causes of crisis**, against which **safeguards** might be sought;
- structured **procedures working to prevent** crisis situations from arising in the future;
- **ways of limiting losses** incurred in the event of crisis situations arising, thanks to scenarios that have been developed;
- **inventoried means or modalities** (or instruments) that can serve in the restoring of order, stability, and support for those who have sustained harm (with losses compensated for);
- the building of a professional **image** for the unit of public administration in the eyes of the public / citizens (preferably as an organisation that is ready for crisis situations, in the name of the safeguarding of core values).

Indicators of the effectiveness of the practice

To measure approximation to the objectives assumed for the given practice, it is possible to apply the following indicators of the effectiveness of the practice:

- an index concerning **the number of scenarios devised**, as well as **the degree to which these are on-point**;
- an indicator devised by reference to questionnaires given to the public to gauge their **assessment of the activity** of the given unit of public administration in crisis situations, or as formulated by experts in crisis management;
- an indicator of **the degree to which losses incurred are curbed**, where crisis situations do arise.

Risks and barriers

- **A low level of confidence or trust** in the organisation, e.g, thanks to improper management of past crises;
- **Different criteria regarding what constitutes a crisis** for different parts of the organisation and different stakeholders; assessments of the public organisation by social and political stakeholders;
- An approach in the organisation that recognises **that crisis issues are nothing more than the task that crisis management units deal with.**

What next?

Those building scenarios should recall / bear in mind that crises can be classified as follows, as:

- **Known unknowns –** where the risk can be defined, but there is no way of determining when it might arise.
- **Unknown unknowns** – where not only can the risk not be defined, but also (obviously) there is no way of saying when it will happen.
- **Chronic –** gradually growing negative effects and prolonged intensification of crisis phenomena.
- **"Smouldering" –** persistent over the medium term, then suddenly spreading rapidly, with destructive consequences of variable intensity.
- **Sudden –** short duration, abrupt and violent course, and with a very rapid intensification of the negative effects.

Self-questioning

Ask yourself the following questions:

- Can I reap benefit from the experiences of others (organisations, countries), or else find analogies with other fields, as I develop and draw up scenarios?
- Can I draw on the **experience from past crises** in my organisation?
- While I cannot foresee everything, **what can I do** to prepare better for the sudden, unexpected unknown? What else can I do?

Interesting examples, implementations and indications

Crises between East and West in the Cold War era:

- the (Black September) Palestinian terrorist attacks on the Israel team and the 1972 Munich Olympics
- the 1986 Chernobyl disaster

The (Black September) Palestinian terror attacks mounted against the Israeli team at the 1972 Munich Olympics

Conclusions (on the basis of what we know):

Context: poor German-Arab relations

Negative:

- Unpreparedness for the situation – a great desire to ensure no comparison with or recollection of the 1936 Games overwhelmed to such a degree that matters of security were neglected (there was an unwillingness to tolerate a clear and decisive

For further reading:

Eva Oberloskamp,
Das Olympia-Attentat 1972 Politische Lernprozesse im Umgang mit dem transnationalen Terrorismus

police presence during the Games, as well as activity on the part of the special forces and services).

- A lack of plans in place, and an underestimation of the risk.
- A multiple decision-making centres – the federal government, Ministry of Foreign Affairs, Government of Bavaria, and city authorities of Munich.
- A lack of information flow between decision-makers and the anti-terrorist services.
- A lack of skill in influencing Arab countries.
- The stance of Israel, manifesting in a lack of confidence in the German Services.
- A lack of preparedness (and equipment) on the part of the Special Services.
- A failure to include a Police psychologist in the decision-making.

Positive:

- Considerable streamlining of decision-making in the wake of the attack.
- The establishment of the necessary structures, with Special Services now strengthened and made ready.
- Initiated international cooperation, within the EEC framework in particular.
- Enactment of immigration law that took matters of terrorism into account.

The 1986 Chernobyl disaster

Conclusions (on the basis of what we know):

Negative:

- The length of time taken to inform the state leadership.
- A failure to grasp the seriousness of the situation during its first days.
- Partial unpreparedness (a shortage of Lugol's solution in a country with nuclear power stations), (medical) resources that were simply too limited at the start of the crisis.
- The unclear roles for Gorbachev and Prime Minister Ryzhkov.
- A continuing desire (of an ideological nature) to maintain the prestige of the USSR.
- The uninformed nature of Western societies and countries.
- The multiplicity of decision-making centres (the Politburo, Government, Operational Group, Group under Deputy PM Boris Shcherbina, the government of the Ukrainian SSR and the atomic lobby of the Soviet Union.

Debatable:

- The efforts to ensure that panic did not break out – society left either uninformed, or given nothing more than general information.

Positive:

- Ultimate comprehension and recognition of the seriousness of the situation, with strong support of the Armed Forces for medical action then gained.
- The powerful authorisations conferred upon the Politburo's Operational Group.
- The ultimate engagement of Gorbachev, and his willingness to admit to the problem.

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Public administration, please remember!

Summary

Crises cannot be fully anticipated or foreseen, but **the study of scenarios for possible crises is excellent training for both the imagination and the subconscious** – likely to pay dividends when the real crisis comes along.

Employees of units in public administration ought to know with great clarity how to identify their role in time of crisis, as well as the identities of their key partners in the pursuit of their tasks in the given situation, and the resources that will be needed to allow for that.

Inspiring thoughts

A good plan violently executed now is better than a perfect plan next week – **George S. Patton**

If I had an hour to solve a problem I'd spend 55 minutes thinking about the problem and five minutes thinking about solutions – **Albert Einstein**

SYNERGIA – in one sentence

In crisis management, be quick with the facts, slow with the blame – **Leonard Saffir**

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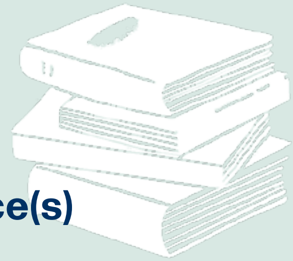

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AREA

The application of ICT in the public sector

Concerning practices that link up closely with the revolution in ICT that has been changing society, the economy and the state. Often called “the digital transformation” as built on digitisation (of documents) and digitalisation (of systems), this has changed many types of activity (not least services, decisions and communication).

Introduction[1]

Successful management has always been highly dependent on technology.

The ancients knew about this, as did merchants of the Middle Ages, who used a variety of different means of transport and communication in order to supply goods. This has involved rulers to differing extent, but the general rule was that **new technological discoveries were in a position to increase their power and influence** (thus for example, with the emergence of statistics offering a basis for the modern state, police archives, the emergence of new treasury services and so on).

The telegraph was the Internet of the 19th century

Trans-Atlantic cables allowing telegraph communication were laid in 1866.

More modern discoveries, such as **Morse Code or the telegraph** were able to revolutionise management (e.g. of the stock market), administration and such a fundamental element and aspect of the state that the armed forces represent.

Radio and the cinema represented first means of mass communication in society and were soon co-opted as tools by **both totalitarian regimes** (the Third Reich and Stalin's USSR) **and democracies** (as when Roosevelt broadcast to Americans in the circumstances of the Great Depression).

On the one hand, **the state was often the motor force behind technological development**, while on the other hand administration as the basis of the state's functioning has often (and is again now) failing to keep up with the pace of technological change.

Regarded by many as the greatest US President, Franklin D. Roosevelt made successful use of radio in pursuing major social and economic change in his *New Deal.*

In connection with projects to digitalise large organisations (be they corporations or in public administration) it became apparent rather rapidly that **the traditional approach to projects often fails to fit with projects that seek to achieve digitalisation**. This is one of the reasons for the emergence of a revolution in the direction of the **agile management of projects** – as covered in far greater detail in the chapter on project management.

The specifics of the area

Today digitalisation is a symbol of and **synonym for progress**. It takes in all spheres of life, and even **e-sport** has now made an appearance.

In the last 10-20 years, all organisations have made it into the digitalisation era. Irrespective of the profile of the activity involved, sooner

1 A comprehensive treatment of this issue, as it concerns public administration, is to be found in G. Rydlewski, Rządzenie w epoce informacji, cyfryzacji i sztucznej inteligencji, Warsaw 2021.

or later it has come along – as in **e-medicine, online education, e-commerce**, etc.).

Considerable means are invested by organisations in ensuring that their activity is injected with ICT and digitalised. Corporations for example have **VPs responsible for ICT, and indeed whole domains of activity relating to it**, with these now enjoying strong positions in the structures of organisations. States in turn call into being **Ministries responsible for the digital transformation, as well as specialised organisational units dealing with projects in ICT**.

The specifics of the area in public administration[2]

Specific features of the ushering-in of ICT into **administration lie first and foremost in the scale** and degree of complexity.

Alongside domains of the public sector that have always tended to be at the forefront (like the military), there are today public services (in health, welfare and education) that are seeking to achieve their goals more effectively and economically by perforce digitalising their activity. These are mass services that require large databases capable of being searched, processed and analysed rapidly via IT systems. Public administration is traditionally associated with "**paperwork**", and for some that is actually taken to symbolise bureaucracy (notwithstanding the far more complex original reference).

Since administration to date has been paper-based (and moreover on a massive scale), the transfer over to a system in which paper is used ever more rarely denotes **a huge undertaking in the nature of a grand project**.

A report was drawn up for the European Commission under the title *eGovernment Benchmark 2021 Entering a New Digital Government Era*[3]. This points to the key factors conditioning the ongoing injection of ICT and electronics into all the services that administration renders. These are:

1. The *Key Dimension* of *User Centricity*: the degree to which services are rendered online, the way in which users are assisted in dealing with matters and receive services online, and the extent to which public websites prove to be user-friendly. Aspects include:

Technology has always had a strong influence on possibilities for ruling.

Genghis Khan brought in a modern postal system, while Stalin had even more powerful technology at his disposal.

A Russian saying:

What is the difference between Stalin and Genghis Khan? A: Stalin is Genghis Khan with a telephone...

2 For more on this, see: G. Rydlewski, *op. cit.*

3 https://op.europa.eu/en/publication-detail/-/publication/d30dcae1-436f-11ec-89db-01aa75ed71a1/language-en

- online access: with possible rating categories of: offline (0%), information only online (50%), and fully online (100%);
- the servicing of the user in regard to support and help and the (interactive) opinion function all being available online;
- the user-friendly nature of mobile installations, with a question as to whether there is an appropriate interface.

2. *The Key Dimension for Transparency* considers the degree to which governments are transparent when it comes to the provisioning of services, e.g. as regards the extent of the real-life transparency in:

- the rendering of services;
- the design of services;
- personal data.

3. *The Key Dimension Key Enablers* in turn concerns the scope within which 4 technical pre-conditions are accessible and available online, where these would be:

- electronic identification (eID);
- electronic documents (eDocuments);
- checking of the authenticity of sources;
- digital post – denoting the possibility of exclusive communication pertaining between the authorities and both citizens and entrepreneurs, electronically, with the intermediation of personal boxes or other digital solutions of a postal nature.

4. *The Key Dimension for Cross-border Services* concerns the degree to which EU citizens can avail of online services in another country, including via:

- online access: considering whether services are now online; with the range from offline (0%), only information online (50%) to fully online (100%);
- serving of the user: whether support and help and interactive opinion functions are present online;
- eID: whether a national eID identifier from country A can be used in country B;
- eDocuments: whether these can be sent from country A to country B.

ATTENTION! GOOD PRACTICE

Open databases in public administration

KNOWLEDGE PILL

Aim of the practice	Extending the possibilities for objectives to be achieved through the accessing of databases and information held by other organisations
Origin?	ICT management, process management, knowledge management. Transformations achieved in relation to Big Data
When to apply?	When the significance to decision-making and the achievement of objectives as relating to data is increased
Results foreseen	A constant (more than just incidental) exchange of data
Inputs not to be ignored	Teleinformatic solutions facilitating the exchange and accessing of data
Risks to watch out for	As related to cybersecurity and personal data
Key actions	▪ Analysis of what might be supplied, and what would be useful to obtain ▪ The seeking-out of partners ▪ Feedback
Key (not sole) measure of success	Employee satisfaction with the opening-up of data

Level of difficulty of the practice	Demanding ●●●
Required financial outlays	▪ **The cost of training as regards** the opening-up of the organisation's data. ▪ **The cost of programming** that assists with the development and distribution of anonymous questionnaires, as well as the analysis of the results obtained from them. ▪ **Costs of computer equipment.**
HR required for implementation	▪ A **team (of 5–10)** responsible for the coordination of cooperation with other organisations when it comes to making open databases available to others. ▪ **A small team** (minimum 2 people) responsible for the use and analysis of questionnaires on the use of open databases. ▪ **Users with decision-making entitlements** as regards the own databases made subject to accessing from outside.
Required technical resources	▪ **High-class computer equipment** whose efficiency allows for the processing of many databases at the same time. ▪ **Databases and analyses thereof** that are made available to other organisations. ▪ **Programming allowing for the pursuit** and analysis of a process involving anonymous questionnaires that are filled in by employees of the unit, in relation to the use of open databases within the organisation. ▪ **A conference room in which to train Project Teams.** ▪ This should afford access to a projector, screen, sound system and computer.
Time needed	**A degree of implementation of the practice tangible throughout the organisation** will take a year to a year-and-a-half, given the need for needs analysis followed by the pitching of an offer, as well as the setting of appropriate internal regulations, and the establishing of cooperation in regard to the mutual use of databases.

Knowledge and experience		▪ **An expert in communication** at least five years on the job when it comes to training Project Team members. ▪ **A consultant experienced** in the maintaining and analysing of databases.
Cooperation ▪		▪ With organisations in the public and private sector (given the access to open databases and analyses). ▪ Elements of this practice need to be adapted to the tasks that given public institutions engage in, with appropriate regulations developed in regard to the use that is to be made of databases.

MESSAGE FOR THE HEAD OF THE ORGANISATION

It is a capital mistake to theorise before one has data

– SHERLOCK HOLMES

Introduction

Work with databases is **an inseparable element of contemporary public administration**. **There are more and more of them, and they are larger and larger, and inevitably they also contain delicate and sensitive information**. Yet one database is linked with another; and – even if the actual concept of the database is obviously a rather new one – the history of state institutions and the administration show that **the term might also be applied to different censuses, and to other kinds of information elaborated and made ready for rulers and their administrations**. **Ancient Rome** had regular **population censuses** for military and taxation purposes, and from 443 BC the 5-yearly interventions of this kind were in the hands of special census-takers. In turn, special officials ran tax ledgers and guarded the state archives in Rome[1]. Dating back to the **7th century AD is the** *Yu gong* 禹貢, **which was a geographical description of the Chinese state** containing numerical data on households in different provinces, along with information on taxable sources, economic output, etc. in table form. Historians feel that censuses like this appeared in the times of the Zhou dynasty (between 1045 and 256 BC), while there was for sure a more fully-developed form by the times of the Han Dynasty (206–220 AD)[2].

1 A. Dębiński, J. Misztal-Konecka and M. Wojcik, *Prawo rzymskie publiczne*, Warsaw 2017, pp. 30–31.
2 A. Breard, *Where shall the history of statistics in China begin?*

Another example somewhat closer in time was the 1086 Domesday Book – the public register of land and property drawn up on the orders of William the Conqueror in the defeated England[3]. Then there were the Incas' string devices known as Quipu which helped with the management of resources in Pre-Columbian America's largest Empire. Certainly used to register numbers, there were also probably ways of using them to maintain information[4].

Modern statistics – and thus data and their compilation begins in Europe in the era of **the Absolute Monarchies** – as monarchs in this context based their rule on armies and modern tax systems, with both of these areas requiring large amounts of information. A Polish online encyclopaedia of public administration reminds us that, at the foundation of absolutism of authority there was always a permanent presence for both taxation and an army. And a well-developed administrative apparatus was needed for both. It was from such a beginning that the state apparatus began to broaden further – into new spheres of public and economic life. That in turn favoured **rationalisation (accountancy, banking and statistical techniques)**[5].

At the same time, rational management requiring data and their bases is a reality of today's private sector, and even the non-governmental one.

The move over to an open model of operations as regards resources of information and databases many be perceived by employees as a rather risky matter – which is why the leaders of organisations will need to encourage acceptance of change like this, with every attempt made to emphasise benefits.

Aim of the practice

The aim of the practice is **to increase the amount of data possessed** and streamline the process by which those are analysed in association with the remit of a given unit in public administration, as well as by gaining access to the open databases of other organisations.

The practice might be implemented in any unit of public administration. **Cooperation in regard to access to databases** allows for individual needs as regards information to be met in the case

3 R. Tombs, *The English and Their History*, Penguin Book 2014, p. 47.
4 M. Coe, D. Snow and E. Benson, *Ameryka prekolumbijska*, Warsaw 1997, p. 197.
5 J. G. Otto, *Administracja państwa absolutnego*, (in:) *Encyklopedia administracji publicznej*.

of all public organisations, irrespective of specific features of the way in which they operate.

How it works in practice

Cooperation on the part of units in public administration with research institutions, and other public institutions at home and abroad, with firms of the private sector and with units of the non-profit sector – in regard to the mutual opening-up of databases may take place **at different levels**, i.e.:

- **Management of databases**

Units of public administration have databases or maintain them in the name of citizens. Mutual opening-up of databases between public organisations makes possible access to the data of organisations from other spheres, the development of artificial intelligence, and the use of the analyses of other organisations. **It is essential that appropriate regulations be put in place** as regards the possibility of transfer and the scope of utilisation of databases.

- **Use of bases with data gathered by private-sector firms**

If open databases are made available to private firms, the corollary is that access to their bases might be gained. **Analyses and data from the private sector reduce the need for similar to be created by public institutions.** While if data from non-public organisations are used this can be done by virtue of agreements (on exchange or access) that have been reached with entities from the sectors in question, and some legal limitations arising first and foremost out of the Acts in force as regards personal data, professional secrets, and the secrets of enterprises in the economy. In turn, where scientific databases are concerned, the limitations apply to a lesser degree.

- **An involvement in development studies**

Each year, a government pursues projects seeking to develop and introduce new services and technologies within public institutions.

Units of public administration with access to open databases can benefit from the results of research engaged in by other institutions, and bring in innovative ideas in their organisations.

In Poland, this subject matter is regulated by **the Act of 11th August 2021 on open data and the reuse of public information**. This Act ushered into the Polish legal order the provisions of a Directive of the same subject matter.

The instrument in question also assumes the introduction of solutions extending beyond the minimum referred to in the Directive, which seeks to streamline the reuse of data. The Act entered into force in December 2021, and its justification offered a synthetic formulation of premises, to the effect that the institution in question focuses on **the economic use of valuable information in the public sector**, given that this can be input or source material for the development of new products and services. While public entities as the creators, users and suppliers of original material (data), the private sector plays a significant role as participant and intermediary in the processing of information between its source (a public entity) and the final user of recipient.

Necessary support for the implementation of the practice will entail appropriate development of cooperation with partners when it comes to teleinformatic solutions making possible the mutual use of databases. Also of value will be feedback from partners in other organisations, citizens and researchers regarding the suitability and usefulness of information in databases in their activity, from the point of view of the content of what is being made available, and the manner in which this is achieved.

Outcomes arising out of open databases

- Access to the open databases of other organisations.
- Cooperation with organisations in the private sector, academia, R&D, and non-governmental.
- The redevelopment of the databases of organisations as a bases for bringing AI techniques into organisations.
- Access to the analyses pursued by other organisations.
- Better communication between organisations and their natural (close) partners in the surroundings.
- The development of steady cooperation between experts working with data of a similar kind in different organisations.
- The improved functioning of public organisations thanks to new data.

Indicators of the effectiveness of the practice

- An index of the **proportion of open databases** of other organisations that can be made use of, as compared with the number of databases in the possession of the organisations opening them up.
- An index showing the share of analyses using the databases of other **organisations** as set against the number of analyses using databases possessed by the organisations.
- An index presenting statistics arising out of the analysis of **questionnaire research** as regards the use of databases in units of public administration.
- **Employee satisfaction** with the unit in public administration following introduction of the changes described here ("changes are favourable for my unit and my work"), **positive assessments from the users of open databases** at different levels within the organisations.

The questionnaire on the use of databases should *inter alia* include **questions on such matters as**:

- the objective of this use being made by users;
- the mean time over which use extends (per employee);
- the ratio of time spent to the amount of information obtained, and its utility;
- 420 Open databases in public administration;
- The degree of satisfaction of employees with the use of open databases.

Risks and barriers

- **Employee resistance** to data being made available.
- **Cybersecurity and data protection**; and incidents in this sphere.
- A visible **lack of balance** between **our own input or contribution and that of a given partner**, when it comes to data being made available (a feeling that there is no balance between costs and benefits).
- **Breach or infringement of regulations** on the protection of data or on protected information.

What next?

Self-questioning

Ask yourself the following questions:

- **Have I made employees ready for (the idea of) open data?** How to change habits?
- Which partners to seek out in the public sector, and which in other sectors?
- How will we be seeking **inspiration**?

Interesting examples, implementations and indications

- The official portal making European data available
- The Polish data portal run by the government **– data in 14 categories.**

A short checklist on the repeat use of data, as devised by the Open Data Institute

Form

- In what ways have data been processed?
- Are they in fact in a processed or unprocessed form?
- Which form influences the analysis, product or application?
- What will be required as regards transformation of a syntactic nature (language), or else semantic (significance)?
- Is there compatibility with other datasets already in our possession?

Quality

- To what extent are the data still in date?
- How regularly does updating take place?
- Are all data fields and context understandable?
- How long will they be published for? What is the commitment on the part of the publisher?
- What do we know regarding the precision of the data?
- In what way is the problem of missing data resolved?

Public administration, please remember!

Summary

Open databases are an ocean of information, while closed ones are a pool! In which circumstance is it easier to fish for something successfully?

Inspiring thoughts

Data is the new oil – **Clive Humby**

In God we trust. All others must bring data – **W. Edwards Deming**

SYNERGIA – in one sentence

If you torture the data long enough, it will confess to anything – **Ronald Coase**

The agile management of digitalisation of the work of an office

KNOWLEDGE PILL

Aim of the practice	Good cooperation between the IT division and the rest of the organisation (users)
Origin?	ICT management, process management, people management
When to apply?	When there is a need to digitise resources on paper and digitalise the work of the office
Results foreseen	The development of functional ICT systems for an organisations
Inputs not to be ignored	▪ Training in agile methods ▪ Equipment and programming ▪ Training in agile methods
Risks to watch out for	▪ Old solutions ▪ The transition period ▪ Administrative (bureaucratic) procedures
Key actions	▪ The development of a base of digitised documents ▪ Identification of the needs of users ▪ An efficient Project Team
Key (not sole) measures of success	▪ A reduction in the number of paper documents ▪ Satisfaction on the part of users

Level of difficulty of the practice	Demanding ●●●
Required financial outlays	▪ **The method may require certain outlays** first and foremost associated with training and support on the part of consultants and specialists in so-called agile methods. ▪ **A fairly flexible (open) budget** adapted to agile methods, and the construction of IT projects.
HR required for implementation	▪ **Qualified ICT specialists** to develop the product. ▪ **Users with decision-making authorisations** *vis-à-vis* the configuration and functioning of IT systems. ▪ **An outside firm** specialising in the digitisation of documents; preparation of bases of documents is the key task of the organisation. ▪ **Appropriate choices of people** for roles in agile projects in accordance with the project methodology (scrum-masters, developers, business analysts, experts, trainers) and the employment of consultants. ▪ **A team of experienced official** to propose change in the organisational culture in order for teams to be inclined to use the new methods.
Key organisational activity that will be required	▪ **Knowledge and practice as regards the agile approach** – at the level of the Project Head, the business analyst, the project sponsor and the team. ▪ a readiness for change when it comes to the behaviour of people in the organisation. ▪ Access to people's competences within the organisation. ▪ The development of a programme of training for beginners.
Required technical resources	▪ The determination of a management structure adapted to the specific features of the project. ▪ **Technical equipment by which to work** in the new IT system.

Agile-type resources – what to remember?

Infographic: How to Manage Resources in Agile Project Management

Agile represents one way in which 100% success might be achieved with IT projects (again!)

Introduction

Work with **on-paper documentation represents an inseparable element of the public-administration landscape**. The transition to other models of operation is still perceived by employees as something rather risky, hence the need for leaders in an organisation to incentivise the taking-up of such challenges. In bringing in such changes, a matter of greater importance even than sticking to the established plan is **appropriate reaction to technological development**.

When users are invited to cooperate with experts seeking to **satisfy needs in a more modern, digital manner**, organisations and a project as such come to be trusted. **Willing use** will be made of a system matching with expectations and developed in accordance with indications.

A further innovative element of this practice is the **delegation of decision-making and executive authorisations to employees of the IT Division, in order for them to be able to create a system that is appropriate to the given public organisation.** It will also be necessary to denote **future users** of the system from among employees in such a way that they will be and remain in constant communication with IT specialists.

Aim of the practice

The aim of the practice is to **provide for or facilitate cooperation between employees in ICT and final users** of the developed IT& systems in the organisation, **in line with recommendations accruing from the use of agile methods**. Application takes place as ICT systems are developed with a view to **better adaptation to the real needs of users** being achieved.

Specifics of the practice in the public sector

Agile project management may be brought in **at every unit of public administration**. **Cooperation between IT specialists and users** in respect of a future digital system allows for the meeting of individual ICT-related need in all public organisations, irrespective of what the specifics of their tasks might be.

The organisation of work in public administration in an agile way allows for **the adaptation of work to changing surroundings, be those internal or external**. The development and installation of an IT system is **time-consuming and expensive**, but it can then be quick in **raising levels of efficiency,** such that there will in turn be **a lowering of costs**. This also leads to the effective management of tasks, resources and projects.

While it derives from the business sector, the agile method has been studied from the point of view of its being applied in the public sector.

Which actions does the practice encompass?

For further reading, see:

Teemu Lappi, Kirsi Aaltonen, Project Governance In Public Sector Agile Software Project, „International Journal of Managing Projects in Business", nr 10(2), p. 263-294, April 2017.

- The development of **bases for essential digitised documents** is basically a precondition for development of a digital management system to follow on from that.
- It will be necessary **to collect all possible data**, information and documents within one system, to which everyone in the organisation will have access.
- Close, methodical **cooperation between the IT division and users** – the establishment of rules and procedures and the designation of good-cooperation "ambassadors".
- The determination of Project **Team structure, and its management of the project**.
- Identification of users' **business needs**.
- The adoption of procedures that have the effect of "loosening up" procedures, so that they might be suited to agile methods (in terms of budget, the organisation, decisions and evaluations).
- The adjustments of **rules on the remuneration** of employees on a project, most especially the experts brought in from outside.

The outcomes from the agile management of IT projects

- **The supply of the organisation in a system** allowing everyone in the organisation to have access.
- Better **communication between those who develop the project and its users**; but with a focus on **the needs of users**.
- The ushering-in of steady **cooperation between the IT Division and users** of the would-be system.
- Streamlining **by linking up the IT systems** of units in the organisation, working with the same data and exchanging information.
- **A shorter time needed to give effect to** projects and **improved functioning** of the public organisation.

Indicators of the effectiveness of the practice

To gauge approximation to the assumed objectives of the given practice, it is possible to apply measures as follows, which may be termed indicators of the effectiveness of the practice.

- **A reduced number and volume of paper documents** as compared with digital ones (an outcome).
- **Greater and fuller use of the new digital system** in everyday work – e.g. as a percentage of all projects, processes and agreements in the organisation that are pursued in a digital manner (an outcome).
- **Financial savings** generated through the use of agile methods in some projects (an outcome).
- **Satisfaction on the part of employees** of units in public administration following the ushering-in of change ("the changes are favourable to my unit and my work"), **positive appraisals from users** at different levels in the organisation (an impact).

For further reading:

Jak kierować projektami *Agile* w administracji publicznej?

Risks and barriers

- Problems with **inter-operability**, in the initial phase of a new system for several units, even as the rest of the organisation continues to make use of old solutions.
- Work on ICT projects that takes place in isolation, without clients or stakeholders having been contacted.
- Public-procurement procedures that are adapted to an approach other than the agile one (through the so-called waterfall).
- Difficulties with **determining flexible requirements** as regards the timetabling and budgeting (with this being easier to achieve in the private sector).
- **The potential for a "rebellion"** to break out *vis-à-vis* the new system, notwithstanding commitment on the part of users.

What next?

Self-questioning

Ask yourself questions as follows:

- Did **I prepare employees for "agility"? How to change habits**?
- Which project to start with **on the small scale**?
- How to **develop the practice**, and make sure that the renewal should go on being a living instrument that continues to meet needs?
- What do we do **if things fail to work out**?
- How to keep **support of the top and commitment at the bottom**?
- How to seek out **further inspiration**?

Public administration, please remember!

Summary

- The basis here is **constant communication:** with stakeholders, users and ICT experts.
- **Post-implementation documentation** is not just "paperwork", but also the establishment of good practices and drawing of conclusions with a view to their being disseminated throughout the organisation.

Inspiring thoughts

Trying to speed project schedule by reducing testing is like trying to lose weight by donating blood – **Klaus Leopold**

SYNERGIA – in one sentence

Agile denotes a constant process towards further perfecting of solutions, with redefining of objectives, business needs and methods.

ATTENTION! GOOD PRACTICE

A redeveloped website for a unit in public administration

KNOWLEDGE PILL

Aim of the practice	The aim of the practice is to increase the number of services online that are provided by public administration for citizens and the private sector
Origin?	The use of ICT in the public sector
When to apply?	When there is a need to facilitate access to public services, to make possible the achievement of services with a separation from the physical place of service provision, and to reduce the time needed for services to be supplied, not least in line with the requirements of new generations of citizens
Results foreseen	innovative ways for services to be rendered in a more personalised manner
Inputs not to be ignored	the necessary ICT infrastructure
Risks to watch out for	The digitalisation of service processes that are not actually efficient
Key actions	Cooperation with future users of services being rendered
Key (not sole) measure of success	Increased citizen satisfaction with services rendered

Level of difficulty of the practice	Demanding ●●●
Required financial outlays	▪ The costs of creating an Internet platform. ▪ The remuneration of IT personnel responsible for the development of services. ▪ The cost of the server that will store data.

HR required for implementation	▪ A team developing the Internet platform, with account taken of the suggestions of future users.
	▪ A Project Team (5–7 strong) engaging in coordination of:
	  ▪ The work of the it team.
	  ▪ Cooperation with future users.
	  ▪ The course of the project.

Key organisational activity that will be required	▪ Support from the management of the organisation. ▪ The conferment of the necessary rank upon the subject, in the day-to-day activity of the organisation and all its organisational units (not just IT).
Required technical resources	▪ A system ensuring security of the website against cyberattacks. ▪ A server adapted to store data of users of the service – necessary requirements being as set out in up-to-date technical standards and the law. ▪ An office of the Project Team supplied with Intranet access. ▪ Necessary computer equipment for the Project Team.
Time needed	▪ The time to introduce the practice will depend on the number of services being offered to society and clients by the given unit of public administration. ▪ The development and introduction of the platform for the public organisation may last up to a year and a half. ▪ Introduction of the practice should be a stage-wise process, with the first services on the website needing to be available after around 9 months.

Knowledge and experience		▪ Future users of the Internet platform put up by public administration should have basic knowledge of the public services it is possible for them to avail of. ▪ The Project Team should comprise 5–8 citizens (diversified and representative), as well as 10–15 representatives of organisations/firms from beyond the public sector.
Cooperation		The knowledge and experience of other organisations (public especially), good practices.

MESSAGE FOR THE HEAD OF THE ORGANISATION

It is not the strongest of the species that survives, not the most intelligent that survives. It is the one that is the most adaptable to change

– CHARLES DARWIN

Introduction

Citizens are now used to the fact that the great majority even of SMEs, to say nothing of large corporations, **render their services online**, sometimes allowing **clients to co-create their projects and services,** with a view to individual needs being taken into account to a greater degree. Banks, advisory firms, online shops, project workshops and law firms – all of these **have transferred a great part of their activity on to the Internet** – the pandemic only served to accelerate a trend that was already apparent.

And since **the citizen** can satisfy core needs (like management of money, planning recreation and leisure, and having purchases and shopping delivered to the place of residence)**, there is a natural expectation that the services the administration is in a position to supply might also be received in the same way – as far as possible by way of the Internet.**

Even if legal, social, security-related or other considerations ensure that the above is not fully possible at present (there for example being no elections run entirely online), **the range of possible services or part-services whose provision can take place remotely is becoming wider and wider, day by day, since the techn(olog)ical possibilities for that are in place**. At the same time, all organisations – be those businesses or in the public sphere – have rapidly become aware that **the "in-advance" designing of services that**

does not take account of the needs of what are often diverse users is no longer something that can be said to comply with objectives. **The participatory development of public services** is thus a phenomenon denoting **from-the-outset** inclusion of users in the process by which services take shape in general, even as specific ways of supplying them are then developed. Only users, motivated by their needs, interests, experience and life-situations of the given time or moment **can be fully counted upon to find ways of optimising services**, whether that is the issuance of some document or the training that a Job Centre can provide.

The administration must of course bear in mind the **constitutional aspect of equal access to services**, e.g. irrespective of place of residence or level of education. Nevertheless, the described means of shaping services **can ensure account is taken of many specific features of utilisation, with no harm done to the pursuit of the above principles** (as with hours of work of an office, additional information important for given groups of stakeholders, assistance for groups with disabilities and so on).

Aim of the practice

The aim of the practice is **to increase the number of services provided online by public administration** in respect of citizens and the private sector. Cooperating with citizens, firms, organisations in society and even hackers, public organisations can engage in the more rapid development of modern online platforms, with account taken of the input of **potential users**. The cost and time taken over introduction will be much reduced thanks to from-the-outset participation of **future users** in **the (re)design of public services**.

Which actions does the practice encompass?

The forming-up of groups of future users with a view to feedback on the project being obtained represents one of the key steps in the implementation and pursuit of this practice. Future users form an advisory team for the unit of public administration.Their tasks will include:

- **sharing of thoughts and experiences** on the to-date use of services provided via traditional routes, with preliminary ”prototyping”, with the Project Team, of services that are to be rendered online;
- **the suggesting of solutions** for introduction by the Project Team and public organisation;
- **testing of the website** containing the administrative and public services from the moment its first version appears and is made available to users.

A group may also express different or distinct (meaning new, non-standard or even ostensibly ”wild”) **expectations in relation to platforms,** and **supply feedback on services** accessible to them – as regards not only IT functionality, but also the services themselves, i.e. their **shape, authorisation, legal conditioning and so on**.

An Internet platform should offer citizens and organisations the following core functions:

- access to an account designated for the citizens or private organisation;
- facilitation of the submission of applications online with an electronic signature;
- contact with the unit in public administration;
- online verification of identity.

A key feature of the Internet platforms of units of public administration is **security in the face of cyberattacks** – the stake is **continuity of the rendering of services, the safeguarding of information and personal data, and the image of the** public office.

A logical augmentation of the practice under description should be the **development of a comprehensive e-profile for the citizen**.

This kind of profile allows the citizens to access a wide variety of citizen-related information at a single portal, with the aid of a single log-in and password, along with access to the opportunity to have administrative or societal issues dealt with online. A necessary security feature might be to ensure at least two-stage authentication of log-ins.

The comprehensive e-profile for the citizens ought to include:

1. instructions on how to use;
2. the matters capable of being dealt with by offices online, i.e. the organising of a passport, driving licence, etc.;
3. a patient’s medical data, including reminders regarding prophylactic testing, information on medicines, and warnings as regards food products and so on;
4. information from the system, based on citizens data, relating to obligations and entitlements. This might be information on whether or not a person has children – meaning information as to whether the citizen can apply for the *500+* payment, along with practical instructions as to how the application can be submitted;

5. information on the need to update, for example identity documents;
6. the Polish Census (*Narodowy Spis Powszechny*), with the system informing the citizens regarding the obligation for everybody to be censused.

Outcomes for the public organisation:

- **an online platform** that ensures that the citizens and private organisations have access to services provided by the given unit in public administration;
- **an increase in the number of services** of public institutions that are available online;
- **an increase in levels of satisfaction** of the public and private sector with services rendered by public organisations;
- **intensified cooperation** with firms of the private sector thanks to their inclusion within the group of potential users.

Indicators of the effectiveness of the practice

To gauge approximation to the objectives assumed for the given practice, it is possible to apply the measures listed below, which we can term **indicators of the effectiveness of the practice**:

- a (percentage) index relating to **the number of services rendered** publicly which the unit of public administration **makes available via the platform**;
- **an increase in the number of citizens really making use of the services** offered electronically, e.g. possibilities to be vaccinated, prophylactic medical testing;
- **an index of the satisfaction** manifested by citizens and private organisations as regards the services provided via the platform – as obtained using questionnaire results;
- a (percentage) index comparing the **number of projects implemented and pursued in cooperation with private organisations** (e.g. in given branches) following introduction of the practice as opposed to prior.

Risks and barriers

Key challenges and threats to the introduction of good practices in the public sector:

- **cybersecurity**;
- the maintenance of balance between **the safeguarding or securing of data and the provision of access to the platform and the facilitation of its use**;
- legal limitations as regards **profile data being made available**;
- **employees' attitudes** to change;

- **the training of employees** as regards the new ways of rendering services;
- **the trust displayed by** citizens and private enterprises in organisations, of key importance especially in the first days of operation of the new system (platform).

What next?

Self-questioning

Ask yourself the following questions:

- **How to stimulate imagination and creativity** among users testing the platform?
- **What questions should employees** (and experts) of a public organisation **know how to reply to**?
- How to ensure **representativeness of a group of future users** from the point of view of the **societal makeup** of real future users (in terms of age, gender, profession and place or residence)?
- What could go wrong, and **what do we do if things go pear-shaped**?

Interesting examples, implementations and indications

Digital public services: How to achieve fast transformation at scale

(In a nutshell) ac cording to McKinsey:

- Digital public services are essential.
- Digitalisation is a challenge for the entire governmental administration.
- There is an intensification of the global movement in the direction of the digitalisation of public services.
- The architecture of ICT is to ensure users a satisfactory outcome (meaning also rapid and cheap).
- An effective measure can involve the "agile laboratories" to manage the sheer complexity that stakeholders and public services entail. Agile ways of working in ICT are introduced with a view to the experiences of citizens being improved.
- Access to public services can be as easy as online purchasing.

Public administration, please remember!

Summary

The biggest part of Digital Transformation is changing the way we think – **Simeon Preston**

Inspiring thoughts

When digital transformation is done right, it's like a caterpillar turning into a butterfly, but when done wrong, all you have is a really fast caterpillar – **George Westerman**

Don't be fooled by some of the #digitaltransformation buzz out there; digital transformation is a business discipline or company philosophy, not a project – **Katherine Kostereva**

SYNERGIA – in one sentence

There is no alternative to digital transformation. Visionary companies will carve out new strategic options for themselves - those that don't adapt will fail.– **Jeff Bezos**

ATTENTION! GOOD PACTICE

Cooperation with stakeholders in the process regulating operations of the fin-tech sector

KNOWLEDGE PILL

Aim of the practice	Cooperation between units in administration and representative of the financial sector, with this seeking to put transparent, as well as citizen- and entrepreneur-friendly regulations in place
Origin?	The use of ICT in the public sector
When to apply?	When organisations need highly-specialised stakeholder knowledge in order to resolve a regulatory problem for which they are responsible
Results foreseen	Better regulation as regards the fin-tech sector guaranteeing the public interest
Inputs not to be ignored	Training in the identification of stakeholders and cooperation with them
Risks to watch out for	Excessive subordination to regulated interests, as well as a dominating influence exerted by a single stakeholder
3 key actions	A logical and transparent process by which to include stakeholders in the regulation of an issue
Key (not sole) measure of success	A reduction in the time taken to create regulations concerning citizens and enterprises, with a simultaneous increase in levels of satisfaction among these stakeholders as regards the way in which public consultations over regulation are run

Level of difficulty of the practice	Moderate ●●○
Required financial outlays	▪ The cost of promotion, and of convincing people to participate in this way of working (in the initial phase of introduction of the practice). ▪ The cost of organising meetings for stakeholders (lower where meetings are online).
HR required for implementation	▪ A team (2–5 strong depending on the numbers of stakeholders) with which to manage cooperation with representatives of firms in the financial sector. ▪ Representatives of stakeholders (lawyers, experts) expressing a desire to cooperate as regulations are being created.
Key organisational activity that will be required	▪ The support of leadership in the organisation. ▪ Care to ensure that employees of public organisations are competent partners in dialogue with the regulated sector – as safeguarding the public interest (selection of the right people).
Required technical resources	▪ Necessary computer equipment for the team managing the cooperation with representatives of the firms from the financial sector. ▪ Necessary computer equipment and programs allowing for meetings online, or else rooms in which meetings in person can be held.
Time needed	It may take 2-8 months to bring in the practice, depending on the formula adopted for the meetings with stakeholders, numbers of same, and the methods chosen for the joint taking of decisions.
Knowledge and experience	Stakeholders – and in particular representatives of the fin-tech sector (as regards the technology operating in support of the financial services) have the knowledge necessary to regulate the financial sector, and representatives of public administration should not depart from this level of competence, or else should be supported by outside experts.

Cooperation

With interested parties is a key element of this practice. It is important for account to be taken of as large a group of stakeholders as possible – where these are representatives of firms belonging to the financial sector, as well as their clients, organisations in government, banks, and so on.

Introduction

Today, **cooperation between public administration and the private sector is regarded as one of the core preconditions underpinning economic development**, and the possibility for economies to function in a competitive world economy.

In general, the state can be seen as creating the conditions and regulations for business activity, while within this framework the private sector ensures goods and services that are of a fundamental or key nature, or else much desired by clients. **The financial sector**, in line with its role *vis-à-vis* the **"circulating blood of the economy"** may contribute to economic and social development, or may end up dragging the economy (or indeed society or the state) behind it or down with it, even into the chasm of financial and economic crisis. It is for such reasons that **rules regulating the financial sector are of a specific nature**, with states for example establishing independent regulatory bodies (like Poland's Financial Supervision Authority – *Komisja Nadzoru Finansowego*), or else standing guard over client rights in the sector, as through the Polish *Rzecznik Ubezpieczonych* (Commissioner or Ombudsman for the rights of the insured). The financial sector, which includes banks, exchanges, pension funds and insurance companies, must meet **high risk-management standards when it comes to transparency and guarantees**. In turn, this is an area of the economy that has now become highly specialised as regards financial instruments now operating and the knowledge necessary if these are to be managed.

In the interests of citizens, public institutions (including those in a regulatory role) need to engage in certain projects pursued by private entities, even if just to be **proactive in foreseeing regulatory problems** that can conceivably appear in connection with the introduction of new instruments and technologies in the sector.

An example of proactive cooperation with outside firms comes from Africa. M-Pesa Mobile **planned to bring in contactless payments by telephone in Africa.** *M-Pesa* is the operator of a phone network, while only banks could bring in new means of payment. Today, these are financial services pursued using a mobile phone. The service was set up in 2007 by *Safaricom*, along with *Vodacom*, as the largest operator in Kenya and Tanzania. The client keeps money on a special bank account from which transfers can be made (to shops or other individuals), with purchases then being made and services availed of in a shop context, through the sending of an SMS.

At the stage of proposing the innovation, *M-Pesa* turned for support to the governments of African countries. The phone network operator received consent for its financial operations in Kenya and Tanzania, because the introduction of these kinds of methods of payment went some way to resolving certain problems connected with transfers in the countries in question.

The governments took on the patronage of the solution of certain technological, legal and IT-related problems (mainly associated with databases), as well as the use of AI in cooperation with a firm announcing the innovation, as well as the banks, whose services were first and foremost involved. One problem surrounded the use of a database accessed with the help of AI.

Aim of the practice

The aim of the practice is to achieve and foster **cooperation between units of public administration and representatives of the financial sector,** with a view to transparent and user-friendly regulations being generated for citizens and enterprises.

As can be seen here, the objective is a kind of **balancing of interests**: coming first are all those clients of the institutions under consideration, but secondarily possibilities for action are put in place, above all allowing financial institutions to operate in such a way that they can multiply the savings of clients conferred upon them, or else guarantee compliance with the demands of those taking out insurance. This can be seen to have a positive influence:

- in building **trust and confidence in the public organisation** – on the part of the sector subject to regulation and enjoying the status of client of financial institutions;
- **on technological development and knowledge as regards technology (including AI) in public administration**;
- **in lowering costs** of developing and implementing regulations, making them more suitable, even as there is no unnecessary (overdeveloped, over-confusing) regulation;
- **in reducing the amount of time** devoted to determining provisions – through their cooperative preparation, by way of joint resolving of problems, and not merely a bargaining for interests between administration and the regulated sector.

Which actions does the practice encompass?

This practice entails cooperation with **representatives of the sector** of finance with a view to **fin-tech-sector regulations being devised and good practices introduced, along with standards for how to proceed**. Of key significance here is the engagement of stakeholders of different groups, with these representing:

- governmental organisations, in particular regulatory bodies, and those acting in the name of client protection (as institutions involved in supervision and audit, or officials acting in defence of consumer rights, and so on);
- banks;
- the fin-tech sector itself;
- firms in ICT;
- citizens – i.e. the clients of firms operating in the finance sector, as well as their representative offices.

The involvement of interested parties should be **voluntary**. With a view to more interested parties being engaged, cooperation **by way of online methods** should be provided for and facilitated. As this practice is being ushered in, problems in cooperating with representative of the finance sector can be resolved through **application of stepladder techniques** – with these being methods making it easier for group decisions to be arrived at effectively. The aim here is to ensure that the ideas from all members of a given "community" (e.g. of finance-sector firms, or of clients) are available / accessible to the group.

The technique comprises steps as follows:

1. Identification of all key stakeholders, for example using the methods described under the practice of the **"stakeholder ecosystem"**.
2. Presentation of the regulatory problem to all stakeholders, with the various aspects highlighted. The regulatory problem may be a future one – for example one that arises as new technologies are applied.
3. **Dialogue with the first stakeholder**, with a view to ways of joint resolution of the problem being found.
4. The augmentation of the talks with a second stakeholder, with a renewed attempt made to establish jointly how to resolve the problem.
5. Further **inclusion of successive stakeholders in the talks**, with joint establishment of solutions on each occasion.
6. The taking of a decision on the way to solve the problem.

7. Each **successive "rung" of the ladder** (bringing in further key stakeholders) denotes renewed discussion of the problem, with account taken of what was established at the previous stage.

The role of public entities lies in the **management of the process in such a way as to ensure that the order in which stakeholders are added will not have a decisive influence on the study of the problem from a large number of different perspectives**. The regulator will be inclining people to modify stances under the influence of the new stakeholders that have just joined, with simultaneous striving to ensure that problems identified at an earlier stage are taken account of. What is of key importance as cooperation between organisations manifests itself **is an indication regarding cooperation** arising from the side of the public organisations in regard to such managers standing for the public interest and the protection of the interests of citizens and the state and not at the same time convinced of a dominant role and of the need for full control over the devising of regulations, and not taking account of and ignoring the remarks of entities in the finance sector. Thanks to cooperation based on the map of the ecosystem, all units, firms and **organisations in the project are of similar significance, are treated equally, and engage in the joint negotiations of the conditions of joint action.**

This form of regulation represents **a kind of "auto-commitment"** of all parties to the action or conduct set out – precisely because these have been developed jointly. We are therefore dealing with a kind of **"fair-play agreement"** for which regulations constitute the only legal form, with the most important thing being the joint resolving of the problem. The keys to the success of this practice are:

- transparency of activity of all participants;
- a readiness to solve projects jointly, and the skills necessary for doing that (in a process that may be helped along by moderators);
- equal treatment of stakeholders, with account taken of their roles;
- the devoting of an appropriate amount of time – which is nevertheless devoted to joint resolution of the problem rather than conflict-generating bargaining or behind-the-scenes lobbying.

Outcomes for the public organisation:

- the forging of cooperation between public administration and stakeholders;
- a reduced average amount of time to develop regulations;
- a reduced average cost of developing regulations;
- greater stakeholder engagement;
- the developing of regulations that are "friendly" from the points of view of both representatives of the finance sector and citizens;
- enhanced confidence in public organisations;
- facilitated future cooperation between units of public administration and enterprises as further regulations are drawn up and other problems solved.

Indicators of the effectiveness of the practice

To gauge the degree of approximation to assumed objectives of the given practice, it is possible to apply the following measures, which are termed indicators of the effectiveness of the practice:

- **number of people cooperating** over the practice, with the number of stakeholders being particularly important;
- **the ratio (percentage) of the average time to make regulations ready** after introduction of the practice as compared with before;
- the ratio (percentage) of the average cost of the regulatory solution after completion of the practice as compared with before;
- **the level of satisfaction of stakeholders** with the cooperation, as determined by research.

Risks and barriers

The key challenges or threats to the introduction of good practices in the public sector:

- **collusion** between interested parties;
- **a lack of willingness** of some groups of stakeholders to engage in joint work as such, or to work with certain other group(s);
- **non-equal treatment of** stakeholders, with politicisation of the process (which is guided by criteria that are political);
- the selection of **methods of decision-making** suitable for the number of stakeholders and their experience;
- the emergence of **conflicts between and among** stakeholders.

What next?

Self-questioning

Ask yourself the following questions:

- What features, knowledge, experience or attitudes do you need to cooperate with stakeholders?
- What is it worth knowing about the most important stakeholders, their interests, stories and values? What matters to them?
- What might go wrong, and what do we do if things fail to work out?

Interesting examples, implementations and indications

Polska Izba Ubezpieczeń **(the Polish Chamber of Insurance) joined** Związek Banków Polskich **(the Polish Bank Association), in agreement with** Urząd Komisji Nadzoru Finansowego **(the Office of the Polish Financial Supervision Authority)**, in devising a good practice as regards Credit Protection Insurance. Self-regulation is to augment the amended *Rekomendacja U*, which the UKNF has been working on.

Public administration, please remember!

Summary

The specialist nature of the regulation does not preclude **cooperation and dialogue**. Complex things are rarely understood by one person or organisation. By cooperating, you take certain risk, but in fact you are doing more **to share out the risk**.

In a variable and unpredictable world there is no knowing whom it may be necessary to cooperate with, and who we may meet **when the need for that arises**.

For further reading:

Prawo.pl

Inspiring thoughts

Coming together is a beginning. Keeping together is progress. Working together is success – **Henry Ford**

Only strength can cooperate – **Dwight D. Eisenhower**

There is a very real danger that financial regulation will become a wolf in sheep's clothing – **Henry Paulson**

SYNERGIA – in one sentence

Teamwork divides the task and multiplies the success – **unknown author**

ATTENTION! GOOD PACTICE

Digital documentation in public institutions

KNOWLEDGE PILL

Aim of the practice	To increase the use made of ICT in public organisations through the digitalisation of documentation
Origin?	The use of ICT in the public sector
When to apply?	▪ When access to public services needs facilitating ▪ When the supply of services need to be made possible at a distance from the place of provision ▪ When the time needed to supply services needs reducing ▪ When new generations of citizens are requiring more of us
Results foreseen	The development of functioning ICT systems in an organisation
Inputs not to be ignored	Necessary ICT infrastructure
Risks to watch out for	Cybersecurity and the need to safeguard personal data
Key action	A strengthened team in relation to ICT
Key (not sole) measure of success	Greater efficiency of the organisation in the achievement of objectives

Level of difficulty of the practice	Moderately difficult ●●○
Required financial outlays	▪ in remunerating new members of the ICT team; ▪ on new programming and technologies; ▪ on servers from external suppliers of services – given the need to store things in the Cloud.
HR required for implementation	▪ An ICT Team responsible for administering data, managing access to documents, and bringing in updates and further facilitations in relation to the digitisation of documents. ▪ A Controller responsible for the protection of personal data. ▪ Leaders of teams or ICT personnel supporting employees as equipment for the digitisation of documents is brought in.
Key organisational activity that will be required	▪ The determination of the scope of the digit(al)isation work, and its timetabling. ▪ The training of employees.
Required technical resources	▪ An office for the Team supplied with computers, the Intranet and Internet, as well as servers on which data may be stored. ▪ Programming and technology and high-quality scanners. ▪ An external server or store in the Cloud.
Time needed	It should take about six months to bring in the practice.
Knowledge and experience	The ICT personnel will be monitoring the digit(al)isation work, and training the staff as regards the use of new technologies.
Cooperation	Between members of the ICT team and other employees of different units, as well as with an outside firm that has a documents store in the Cloud that can meet the need of a unit in public administration.

No more misquoted forms, lost invoices, redundant entries, missing checks, or delays caused by incomplete paperwork

– BILL GATES

Introduction

The digitisation of documents and broader digitalisation of documentation combine to represent an essential step if the “electronic office” and the “digital administration” are to be ushered in. And this trend would seem to be **an irreversible one**, even if there are both defined risks (of cybercrime and unwarranted surveillance) and cases (around the world) of flawed public projects in digital transformation having been brought in. The assessment of the degree of penetration of ICT into the work of administration represents an **element by which the effectiveness of today’s states is appraised**, while digitalisation (also of public administration) is taken as attesting to **the competitiveness of an economy**[1]. So, for several year now the European Commission has, for example, issued reports in the form of Digital Public Administration factsheets[2]. These discuss the changes ongoing in the public administrations of European states when it comes to the digital transformation. A 2022 report also presents the rather wide-ranging and far-reaching ways in which this transformation has already been pursued in Poland[3]. While the share of the population using the Internet to make contact with public bodies in Poland is actually lower than average for the EU, **the values assigned to the indicators regarding Poland have been clearly on the rise in recent years**. While the 2022 figures for Poland and the EU respectively were 46% versus 57%, the situation back in 2014 was reflected in a 25% figure for Poland as set against 47% for the Union. When it comes to the share of people using the Internet to send off completed forms to Polish offices, the gap is still smaller, as the 40% figure noted for Poland compares with 45% EU-wide[4].

A large part of **the 2022** Statistics Poland Report on Poland’s information society is devoted to public administration, when it comes

1 On this subject: A. Terlizzi: *The Digitalization of the Public Sector: A Systematic Literature Review*, w: *The Italian Journal of Public Policy* 16(1):5-38, April 2021.

2 https://data.europa.eu/en/news-events/news/digital-public-administration-factsheet-2022-out

3 Digital Public Administration factsheet 2022 Poland.

4 Digital Public Administration factsheet 2022 Poland, p. 4.

to both the use of electronic tools to manage within units of public administration, and the supply of services to citizens[5].

The aforesaid *Statistics Poland* Report can supply **information as regards both the relatively basic manifestations of the digital transformation in Polish and those of a more-advanced nature**.

The former can be taken to include:

- **Internet access** in units within public administration,
- **The supply of employees** of units in public administration with mobile devices,
- **The use of intranets** within units of public administration,
- **ICT training** at units within public administration,
- Electronic inboxes and the use of systems for the **Electronic Management of Documents** at units within public administration.

In turn, more-advanced manifestations of the digital transformation of Polish administration might be:

- the adoption of policies or strategies **to make open public data** (including in registers) more accessible,
- the application of the tools of **Business Intelligence[6],**
- the supply **of apps allowing for uploads on to mobile devices**,
- the use of the **Cloud Calculator** in units of public administration,
- the furnishing of citizens with the possibility to participate in **online public consultation and votes**,
- the facilitation of the process whereby citizens **can see to administrative matters** online, and also gain access to public services in the same way.

However, irrespective of whether we are dealing with basic or advance applications of ICT in public administration, the core issue here is the **move over from paper forms of work of the office to digital forms**, which is to say that paper documents have their places taken by various forms of electronic ones.

Aim of the practice

This practice seeks to increase the use of ICT in public organisations through the digitisation of individual documents and the digitalisation of documentation in general. The digital management of

5 *Społeczeństwo informacyjne w Polsce w 2022 r.* Głowny Urząd Statystyczny / *Statistics Poland*. Warsaw December 2022, pp. 41–72.

6 In line with the definition, business intelligence (BI), otherwise business analysis, is a process entailing the processing of available data into information, with obtained information then being processed on into knowledge that can facilitate action.

documentation in a public institution is the result of technological progress, but also a condition if citizens' requirements are to be met. The latter, seeking rapid and more straightforward service, anticipate that units in public administration will achieve a decisive **increase in the number of online forms that may be filled in**, with other documents of various kinds also being **made available** via online portals. Public organisations seeking to match up to these demands should **bring in an expanded digitalisation**.

Which actions does the practice encompass?

The activity of units of public administration bringing in the practice takes in:

- **digitisation** of the documents in public administration;
- **the introduction of OCR** (*Optical Character Recognition*) technology – i.e. technology that allows for the optical recognition of characters to be found in graphic or printed files, as well as hand-written documents[7];
- **the use of hypertext** – basically normal text in which certain words can special emphasis and are coloured differently from remaining characters. These then constitute hyperlinks connecting with other documents[8];
- **The introduction of machine-learning algorithms** – the codes here serve to facilitate exploration, analysis and understanding of complex datasets. Each algorithm is a finalised set of clear, step-by-step instructions that a computer can give effect to, with a view to a defined objective being pursued and achieved. The objective of the machine-learning algorithm is to establish or find patterns that employees can make use of in the categorisation of information, as well as foresight[9];
- **the publication of forms** to be filled in pdf format, available through the *Adobe Acrobat* program;
- **the supply of database modules** to stakeholders – **citizens** will be able to use the bases to the extent that they are made available by the given unit;
- **enlargement of the IT team**, with the main objective of managing access to documentation and streamlining the digitalisation process.

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7 https://www.ironmountain.com/pl/resources/data-sheets-and-brochures/o/ocr-what-is-it

8 http://mumelab01.amu.edu.pl/Teoret/wstep.html

9 https://azure.microsoft.com/pl-pl/resources/cloud-computing-dictionary/what-are-machine-learning-algorithms/

A key issue as the practice is being put into effect is **the protection of personal data**. Some documents accessible in the base of the unit within public administration will contain citizens' data, hence the base will need **two-step authentication as well as encoded files**. The task of the unit in public administration is to **put firewalls in place in their own systems**, so as to confer protection against cyberattacks.

Target outcome in the public organisation

- **digit(al)ised resources** of public documents and easier access in consequence;
- the reduced use of paper documents and a reduced amount of office space needed to archivise documents;
- increased **use of ICT**;
- **enhanced security in advance of** cyberattacks;
- an increase in **citizen satisfaction** with the activity of units in public administration, thanks to a large number of forms and documents being accessible online;
- **an enlarged ICT team**;
- **new methods for the digit(al)isation of** documents/documentation, i.e. OCR technologies, hypertext, algorithms for machine learning, forms to fill in.

Indicators of the effectiveness of the practice

To measure the degree of approximation to the objectives assumed for the practice, it is possible to apply measures as follows, which we can term indicators of the effectiveness of the practice:

- **an indicator showing increased use of ICT** in the unit operating within public administration – the measure might be for example the number of digitalised processes, the number of documents made available in electronic form, the number of posts in which work is done with the aid of ICT tools;
- an indicator portraying **the results of a study on satisfaction** with services run among citizens who make use of the said services (as offered following introduction of the practice).

Risks and barriers

Key challenges and threats to the introduction and pursuit of the practice in public sector:

- access to **funding**,
- **cooperation between the IT unit** and other employees of units of public administration,
- **the security of personal data** and compliance with rules on the accessing of personal data,
- **the quality of scanned documents**,
- **resistance to change** among employees – and some of the clients – of public administration.

What next?
Self-questioning

- Have I **prepared employees** for digitalisation?
- How to modify habits?
- Will **instructions on filling in electronic documents** (and, for example, saving, storing, editing and signing) be clear for citizens?
- Do all clients react in the same way to digitalisation? **How to inform and encourage different groups?**
- In the event of a cyberattack, do I have **procedures by which to ensure continuity of activity** as regards digit(al)ised resources and services?
- What could go wrong, and what do we do when things fail to work out?

SYNERGIA – in one sentence

The pace at which people are taking to digital technology defies our stereotypes of age, education, language and income – **Narendra Modi**

Interesting examples, implementations and indications

- Recommendations from the OECD in regard to effect strategy in the digitalisation of public administration (*Recommendation on Digital Government Strategies*).
- **An OECD handbook for E-leaders concerning digital management of administration** (official title: "The E-Leaders Handbook on the Governance of Digital Government 2021"). The OECD promotes this by noting how the book draws on the experience of member states and partner states, and relates to what needs to be taken account of as a framework of public management is divided in regard to the digital administration. That means coverage of contextual factors, institutional models and political levers. But the handbook also has its practical side, offering an easy-to-use set of instruments where decision-makers are seeing to ensure greater maturity of the digital administration.

Public administration, please remember!
Summary

At the heart of digitalisation is constant communication – with stakeholders, users and experts.

Inspiring thoughts

Think of digital transformation less as a technology project to be finished than as a state of perpetual agility, always ready to evolve for whatever customers want next – **Amit Zavery**

Automation applied to an inefficient operation will magnify the inefficiency
– **Bill Gates**

Additional literature for the area of process management and its good practice(s)

Basic

- D. Holmes, *Big data*, Łódź 2021.
- J. Surma, *Cyfryzacja życia w erze big data. Człowiek, biznes, państwo*, Warszawa 2017.
- S. Wawak, K. Woźniak, *Wspomaganie informatyczne zarządzania*, (w:) *Podstawy organizacji i zarządzania. Podejścia i koncepcje badawcze*, red. A. Stabryła, Kraków 2018.

Poland and the public sector

- *Administracja uczelni wobec nowych wyzwań. Cyfryzacja procesów, profesjonalizacja obsługi studenta*, red. K. Górak-Sosnowska, R. Pajewska-Kwaśny, Warszawa 2019.
- A. Lewandowska, D. Szymańska, M. Korolko, *Cyfryzacja w miastach. Idea, koncepcje i wdrożenia*, Toruń 2020.
- G. Rydlewski, *Rządzenie w epoce informacji, cyfryzacji i sztucznej inteligencji*, Warszawa 2021.

How to books

- R. Nafkha, *Informatyczne systemy zarządzania w praktyce*, Warszawa 2014.
- B. Wachnik, *Wdrażanie systemów informatycznych wspomagających zarządzanie*, Warszawa 2016.

Specialist

- W. Bartkiewicz, A. Pamuła, P. Czerwonka, *Współczesne narzędzia cyfryzacji organizacji*, Łódź 2020.
- *Cyfryzacja a przedsiębiorstwo*, red. M. Poniatowska-Jaksch, R. Sobiecki, Warszawa 2020.
- *Cyfryzacja w zarządzaniu*, red. A. Laskowska-Rutkowska, Warszawa 2020.
- J. Gołuchowski, *Technologie informatyczne w zarządzaniu wiedzą w organizacji*, Katowice 2017.
- J. Janczak, E. Szczepaniuk, W. Krzemiński, *Systemy informatyczne wspomagające zarządzanie w organizacjach*, Warszawa 2019.
- J. Kisielnicki, *Systemy informatyczne zarządzania*, Warszawa 2013.
- *Technologie informatyczne w zarządzaniu kapitałem ludzkim w organizacji*, red. M. Smolarek, Katowice 2017.

English-language

- J.S. Green, S. Daniels, *Digital Governance: Leading and Thriving in a World of Fast-Changing Technologies*, Routledge 2019.
- Y. Che Chen, *Managing Digital Governance: Issues, Challenges, and Solutions*, Routledge 2017.

3 Good practices – problem-solving and implementation

Getting to know a good practice is only a first step

The practices presented in this *Mini-handbook* are in fact **readied methods by which the quality of the work of organisations might be raised.** Nevertheless, **acquaintanceship and even familiarisation with these practices, and then the decision to actually apply them, are still just steps embarking down a long road**. Their pursuit in a given organisation – and in response to a specific problem or issue arising – means a process that demands the deployment of both people and resources. That means to say that a kind of **project is being pursued**, and **a problem being solved**, and that by definition suggests **change in the organisation**. But even as we seek to solve one problem by pursuing a given practice, we must count on this meaning **different further problems needing to be tackled**.

This is true for many aspects to the operations of organisations, such as the communicating of the good practice, and its influence on what have thus far been the objectives of the organisation and the ways it which has chosen to manage people. **A great part of the practice put forward in this publication might equally well serve better implementation** (as with problem-solving – via the method of 6 steps or strategic narration).

The focus in this chapter is on **two issues**:

1. Practical recommendations in regard to **the introduction of new solutions or practices** in an **organisation**.
2. The analysis and **resolution of problems that may arise during the introduction of a** practice – from the moment of first acquaintance through to full incorporation into the daily work of the organisation.

Presented below in a synthetic manner are **selected recommendations and tools relating to the ushering-in of change in administration and the solving of different problems that emerge**.

Giving effect to good practice[1]

The ushering-in of each undertaking (obviously with a view to it ending in success) has to ensure that account is taken of several core premises. Firstly, we may face the phenomenon of the so-called **implementation gap** – meaning that a good idea being had and change being made a reality are features well separated, with space for activity that – where *not* engaged in – will mostly ensure that the

1 This part *i.a.* invokes the literature on the implementation and management of change – so see the bibliography in the relevant chapter.

idea remains on-paper only, and do far worse than that, given that a flawed attempt at introduction offers a demotivating example that may well thwart (any) further attempts at bringing in other improvements. Secondly, and as alluded to already, **introduction of something pretty much always means changing something** – so that denotes **change management**. Thirdly, **support in an organisation for planned change is not an obvious thing to be taken for granted**, thus denoting and requiring measures acting in support of the proponents and their ideas, notably **the building of a coalition backing change**.

It is of crucial importance that there be **thinking about the introduction of the practice from the very outset**. If this is when people in an organisation start to think, this is (obviously?) much **better than doing so right at the end, or – even worse – as change is underway** (and first difficulties make themselves felt). The ushering-in and management of change **must be as much a key, inherent component of a project as the other elements and aspects** revolving around type, resources and communication. This must be so given the close connections.

A key part of change management is **coping with people's fear or resistance**. The best strategy for that would typically entail **communication, participation, encouragement and support**[2]. But the effectiveness with which change is brought in in an organisation is equally **dependent on** the idea of the project to be introduced **making sense**, and on there being **a strategy (methodology) in place for the full pursuit of the change involved**. Change management is a **collection of techniques making it possible for a target group of people (including a whole organisation) to be brought through a process of change**. The focus is on change being **planned for and then pursued**.

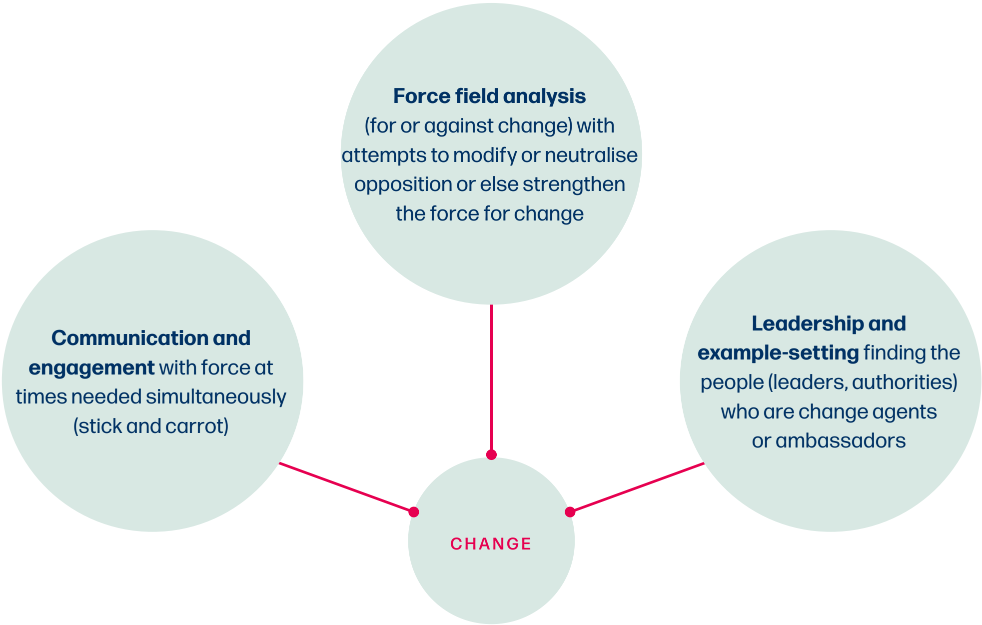
Change management nevertheless links up closely with **such other areas of management as strategic management, project management, communication, people management and leadership**. Thus, strategic management or project management both harness techniques from change management, even as these also draw on people management or communication. The reasons for resistance to change include lack of knowledge and / or competence, loss of

2 *Oxford Dictionary of Business and Management*, Oxford University Press 2016, p. 108.

position, the lack of resources, a specific culture and perceived risk. Techniques in change management include[3].

Change instruments[4]

Handbooks and guidebooks on the introduction of projects (and the associated change management) are anything but rare.



But in this place, we draw on the recommendations as regards project implementation and change in administration that are on offer from British author **Michael Barber**. He was a Chief Advisor to the Secretary of State (i.e. "Minister") responsible for education and educational standards during the first (1997-2001) term of Prime Minister Tony Blair. In the second-term administration of 2001–5, Barber's role was as **a Chief Advisor on the pursuit of all**

3 For a broader treatment, see: R.E. Quin, S.R. Faerman, M.P. Thompson and M.R. McGrath, *Profesjonalne zarządzanie*, and notably its chapter entitled *Funkcja innowatora. Zarządzanie zmianą*, Warsaw 2007.

4 These and other change tools are inter alia mentioned in: Zarządzanie zmianą i okresem przejściowym, Harvard Business Essentials, Warsaw 2003.

For further reading, see:

M. Barber, *How to Run a Government so That Citizens Benefits and Taxpayers Don't Go Crazy.*

government programmes – meaning **the PM was his immediate boss**. Accountability for cooperation with government agencies to ensure effective implementation and pursuit of Blair's priority programmes (e.g. in **health, education, transport, policing, justice and immigration**) was thus at the heart of the work. The book on his experiences that he wrote under the title *Instruction to Deliver: Fighting to Reform British Public Services* (2008) was deemed by the *Financial Times* to be one of the best books about British government for many years. In a further book: *How to Run a Government So that Citizens Benefit and Taxpayers Do Not Go Crazy* (Penguin Books 2015), we are supplied with 57 rules on how to bring in government projects. All of these will not be cited here, but an indication can be given regarding **the key areas of implementation**, as well as the recommendations that look particularly suitable or helpful in the ushering-in of new good practices in public administration. First and foremost these have the virtue of truly relating to **public administration**, and arising out of practical government experience with change and its management.

M. Barber recognises, as key areas of introduction:

1. The intelligent planning of change,
2. Being in possession of clear priorities,
3. Having a thought-through strategy by which to achieve introduction,
4. A high level of organisation and preparation of change-oriented procedures,
5. Creative problem-solving in the course of the process of introduction,
6. Care taken to ensure the irreversibility of change that we care about.

Interesting recommendations on the introduction of projects and change is also to be found in (Chapter 1 of) the book referred to previously from Marcial Boo and Alexander Stevenson, entitled *The public sector fox*[5]. Pointed to in that context are key skills and competences when it comes to the effective pursuit of projects

5 Marcial Boo had a high-level post in the British public sector, *i.a.* being involved in the introduction of the *Skills for life* strategy, and leading programmes seeking to curb levels of crime and terrorism. He formerly held the post of Director for Strategy and Communications at the National Audit Office and Audit Commission in the UK. In turn, Alexander Stevenson is a consultant in the public sector for local-governmental and governmental authorities in the UK, as well as being a journalist, i.a. as author of the book *Public Sector: Managing the unmanageable* (*Sektor publiczny: zarządzanie niezarządzalnym*, 2013). That brings in the management experience of 50 leading public-sector managers in the UK. The book addresses the challenges that managers in the public sector are faced with on a daily basis, as well as focusing in on the skills needed to counteract those problems. Experience drawn on here comes from work in

in the public sector. A **"fox"** operating in that sector ought – among a plethora of skills – to be able to plan well, by which **a strategy borne in mind may be transformed into something practical and doable / achievable**.

Recommendations regarding the pursuit of projects in the public sector[6]:

Determining the direction (a clear objective and stage).

- Divide up **the challenge into tasks, and those further into things to do**, with a logical order assigned, and in line with criteria like impact on the objective, difficulty of implementation, and certainty of the contribution to task completion.
- Plan **timings for these objectives, stages and actions, taking into account any mutual linkages** (so as to think about ordering). Realism should be applied here, with a certain "buffer" of spare time left in place. Where necessary, negotiate and plan time for testing, as well as remembering about unforeseen events.
- Plan **scenarios** vis-à-vis **those unexpected events** that might arise. Plan for the risk – i.e. for things that do not go as one might wish; and assess the significance of each risk.

Funding: can I afford this?

- The successful pursuit of the **objective must be feasible financially / affordable** from the organisation's point of view, but value for money will also need to be clear as regards the outcomes. The cost should be overall, but also by reference to each of the more important component tasks. A project must be **realistic in cost terms**. If the costs prove greater than had seemed likely, there will be a need to **select priorities, to find savings, or to seek other sources of funding**. It is worth planning a reserve at the level of, say, 10%.
- People: who is needed to ensure that full effect is given to the project.

a dozen and more Ministries, as well as hundreds of different local governments, schools, institutions in higher education, Labour Offices, regulatory bodies, inspectorates, police forces, prisons, the military and even MI5.

6 We also encourage readers to avail themselves of the recommendations on project implementation in the public sector from author Michael Barber – a former advisor to UK Governments – who authored *How to Run a Government. So that Citizens Benefit and Taxpayers Do Not Go Crazy* (Penguin Books 2015). No fewer than 57 rules for the introduction and pursuit of government projects are set out there.

- First and foremost think about **your immediate team**, all the people who are close – in terms of what **competences** will be essential, also in terms of **the combination** thereof present in the team as a whole. If some are lacking, strive to make good the deficit.
- Identify **key actors** of key significance from the point of view of the success of the project. Decide who might play the role of sponsor (be that a Minister or key Director), as well as how that person might actually be in a position to help. Remember about stakeholders – other organisations, clients or suppliers of services, and the social partners. Strong ties with these need to be built, as well as an attitude founded upon openness.
- It is possible to consider founding a **project advisory council** formed from those who can help contribute to the success of a project.
- Think about a **"Devil's Advocate"** for the project (who might also be known as a "challenger") – this person might in fact be the internal auditor.
- Seek to **delegate** responsibility to others, or **confer** it upon others.

Tasks: who does what.

- Allocate all of **the tasks to the right people, with responsibility assigned**. Everyone should understand their obligations. Where people involved are not official subordinates, co-workers of those enjoying the formal status of partner, seek to **incline those people to cooperate and help out, working to convince them** that cooperation with you is in fact in their interest. Ensure that there is intensive communication with all of these people.

Monitoring: from where and how will I know I am on the right course?

- Determine **the means of measuring progress with the project**. Monitor the indicators assumed for the situation. **Reports should be short and practical,** offering the kind of information that brings us to objectives and sub-objectives, key financial data, the nature of what has been achieved during the reporting period, what key personnel and partners will need to be informed about, the "**milestones**" that are to be achieved in the nearest future, risks and problems and the key people in the project that ought to be aware of them. Document the main things that have been decided. You can use project-management programming, as well as make comparisons with other organisations giving effect to similar projects.

M. Barber – *Jak kierować rządem. Tak żeby obywatele skorzystali, a podatnicy nie zwariowali* – recommendations on how to usher in change in the public sector (and basically a translation of Barber's 2015 book *How to Run A Government: So that Citizens Benefit and Taxpayers Don't Go Crazy*)

THE AREA OF IMPLEMENTATION AND CHANGE IN A PUBLIC ORGANISATION	RECOMMENDATIONS AND ACTIONS
Objectives	▪ Understand well the potential factors giving rise to the desired change. ▪ Set a small number of well-designed objectives and focus in on them.
Stakeholders of change	▪ Consult with others, without resigning from the ambition to achieve change. ▪ Put in place a "coalition" of allies managing the introduction and implementation work.
Resources	▪ Build potential in order to achieve your objective. ▪ Do a review of the capacity of the organisation to achieve agreed objectives. ▪ Make decisive investments in people's skills.
Organising implementation	▪ Prepare a plan of introduction. ▪ Strengthen the "implementation change", meaning all of its links, be those institutions, organisational units, or people within them upon whom the implementing steps depend. ▪ Check whatever can be checked. ▪ Recall that "drift" is the worst enemy of actual introduction.
Monitoring	▪ Routine meetings and "inventorying sessions" as regards implementation generate false deadlines. ▪ Collect data and ask questions – the presence of data ensures that work is done. ▪ Do a full annual review of implementation work. ▪ Learn how to make active use of experience.

THE AREA OF IMPLEMENTATION AND CHANGE IN A PUBLIC ORGANISATION	RECOMMENDATIONS AND ACTIONS
Problems	▪ Check out perverse or unintended consequences of a project. ▪ Foresee problems at the introduction stage. ▪ Produce an accurate diagnosis and categorisation of problems in terms of their intensity.
Leadership	▪ Nothing can take the place of disciplined political leadership. ▪ Prepare information for the leader.

For M. Barber, an important issue is the psychological attitude adopted which, when appropriate, **facilitates the achievement of change**. Even so, the turn to readers stresses the following **"mental" factors attendant upon success** with change. Put straight, in terms of orders, we have:

1. Appreciate the **gap** between your **aspirations** and the unvarnished **reality**.
2. Remove all the **excuses** "from the table".
3. In respect of change, understand **what is the wood** and **what is the trees**.
4. **Stick with the change!**

Resolving problems as good practices are being introduced

This short point seeks to signal **methods of problem-solving** (or **resolution**) at every stage to the introduction of a practice – all the way from the simpler ones through to the more-complex. The methods are only indicated as there is obviously no room here for detailed descriptions, though we do refer to the literature available, as well as to numerous online sources that offer extensive presentations of the methods.

The problems that may appear in connection with the decision to introduce a practice can be more or less complex, and of differing natures (relating to people, resources, information, organisational culture, time). However, the scheme followed for the simple approach may be relatively universal, with the method proving its worth in most situations.

The key elements to coping with problems take in[7]:

1. The involvement of key people in problem-solving.
2. Understanding of the situation.
3. The identification of the sources of the problem.
4. The taking of the decision as to whether and when to act.
5. The development of solutions and a plan for effective action.
6. The introduction and pursuit of an action plan, until such time as the problem is dealt with.

Success can be achieved **through the application** of **the 6-steps method** presented in Chapter II (entailing recognition, definition, difference between the present situation and the desired one, objective, analysis of the problem, possible solutions and criteria relevant to their selection).

7 Such as M. Stevens, *Rozwiązywanie problemów*, Warsaw 2000.

It is most typical for problems arising as action seeking to change the situation that has been in place up to now is resorted to, to relate to:

1. **Mistaken perceptions** as regards the problem situation (due to stereotyping, over-hasty drawing of conclusions, pigeonholing, labelling and so on);
2. **Emotion** (risk avoidance, excessive appetite for risk, luddite-style rejection of innovation, and over- or under-criticism);
3. **Intellect** (a lack of knowledge or information, a lack of methodology deployed in analysis and activity, a lack of creativity, and wrong interpretation);
4. **The skill to resolve problems** and bring in solutions[8].

A. Smalley assigns management problems to **4 categories**:

1. Troubleshooting (that involves the removal of flaws).
2. Gap from standard (that involves the elimination of departures from the norm).
3. **Target condition** (and its achievement as far as possible).
4. **Open-ended** (which denotes the ushering-in of innovation)[9].

In cases 1 and 2, the solutions are above all **reactive and short-term ones**, wherein an ongoing situation is reacted to, by reference to existing procedures and management systems. Solutions here do not really seek to achieve organisational change or major innovation, whereas they do work towards **a restoring of the situation** that had been (put) in place earlier and continues to be seen in terms of its being **the binding standard** (as regards results and procedures). In the case of **situations 3 and 4** – which we are dealing with when an organisation is experiencing the introduction of a new practice or means of management, solutions should be more **active and creative**.

Where the situation is of this kind, it is important that – alongside the 6 steps – we determine the background or context, which means showing important information and methods of checking upon re-

8 For a broader treatment, *ibidem*, pp. 19–29.

9 A. Smalley, *Cztery typy problemów i sposoby ich rozwiązywania*, Wrocław 2018, pp. 1–35.

sults and outcomes, such that these can allow for a determination as to whether an organisation is on the right road or not.

An organisation ought to ponder whether existing processes, activities, practices and so on need, for example, **removing, linking up and consolidating, remodelling, strengthening, streamlining or simplifying, returning or restoring, reducing and limiting or enlarging-extending-expanding, adapting or further using albeit in pursuit of other objectives, with a view to another situation or state being arrived at**. The **project approach** may also be added in here (the needs and real experiences of users, prototyping and testing)[10]. The application of good practices detailed in this handbook should take account of that aspect of streamlining or the bringing-in of innovation.

The solving of problems in regard to the introduction of good practices may also relate to different stages of an undertaking – all the way through from the moment of planning to improve something to the stage of in-practice implementation and pursuit.

Presented in the table below are the **most-often applied and recommended methods of dealing with different problems** at different stages of activity connected with the introduction of good practices.

THE PROBLEM SOLVING GAME	METHOD	WHAT IT CAN ACHIEVE
Gathering data	▪ Data sheets, and check sheets, diagrams and matrices ▪ Process maps	▪ Determining the facts as regards problems, noting deviations and departures, correlations and other dependent relationships among the data ▪ Understanding processes and planning how they might be overhauled

10 For a broader treatment, *ibidem*, pp. 91–142.

THE PROBLEM SOLVING GAME	METHOD	WHAT IT CAN ACHIEVE
Problem analysis	▪ Of cause and effect ▪ The 5 why questions ▪ Pareto Analysis ▪ SWOT Analysis / Force Field Analysis ▪ Diagrams showing dependent relationships – matrices, kinship diagrams ▪ Logic trees	▪ In-depth analysis of the causes of problems ▪ The search for the source issue ▪ The identification of main problems ▪ Presentation of all key factors impacting upon a problem ▪ Causes of the problem ▪ Problem analysis and cause-seeking ▪ Identification of the sources of a problem
Generation of solutions	▪ Brainstorming ▪ Force Field Analysis ▪ Mind maps ▪ The method of the Six Thinking Hats	▪ Creating new ideas ▪ Analysis of supportive forces and of change among those who oppose ▪ Idea-generation ▪ Creative thinking and the search for solutions
Decision-making	▪ Achieving consensus ▪ Comparing pairs ▪ Using a decision-making sheet ▪ Using a priority matrix	▪ Gaining acceptance for solutions ▪ Establishing what the priorities for action are ▪ Assessing alternative solutions with a view to decisions being taken
Planning the introduction	▪ Critical Path Analysis ▪ The Gantt Chart	▪ Planning and monitoring the efficient course of activity ▪ Planning and monitoring of progress with activity
Improving and perfecting	▪ PDCA (Plan – Do – Check – Act) ▪ PIPM (the Process Improvement Priority Matrix) ▪ SMART (specific, measurable, achievable, relevant, time-bound)	▪ The resolving of problems, followed by introduction ▪ The identification of the weakest processes and determining of priorities for action ▪ The establishment of worthwhile objectives

Table drawn up by reference to:

S. Smith, *Techniki pokonywania problemów*, Gliwice 2004.

Also worth using are: T. Proctor, *Twórcze rozwiązywanie problemów. Podręcznik dla menedżerów*, Gdańsk 2002;
K. Watanabe, *Problem – rozwiązanie. Proste metody na trudne problemy*, Flashbook 2010.

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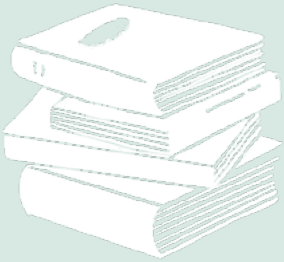

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On SYNERGIA, management and leadership one more time, at the end

From the idea of **synergy** it is a short hop to such fine things as teamwork, joint action and harmony; as well as alliance, symbiosis and unity, plus such phrases as joint effort, team effort, etc.

This handbook has sought to propose **good practices that can be implemented, pursued, and put into effect** in offices of the public administration, as well as to indicate **particular tools, plus further sources and aspects of inspiration** for those thinking on about how public organisations might be further improved – as regards particular spheres of their management. By using examples, inspirations and above all the in-practice output of participants of KSAP's SYNERGIA Project, it has been possible to show that **management practice is universal in nature**, even though there will always at the same time be a need to think about **the specific features / nature of public administration**.

The nestor of American political scientists, Prof. **Graham Allison** of Harvard's J. F. Kennedy School of Government was the author of such key books as *Destined For War: Can America and China Escape Thucydides's Trap?* (2017), or the penetrating 1971 analysis of the 1962 Cuban Missile Crisis entitled *Essence of Decision: Explaining the Cuban Missile Crisis* (1971). And when asked once about the differences between management in the private and public sectors, he responded:

> *They are fundamentally alike in all unimportant respects.*

Even if that is a certain simplification (!), and even if the development of management in administration has led to a closer approximation of many management practices, those starting a read of this publication devoted to transfers of such practices into administration – often from the business sector – **will probably need reminding (even if they are already public-sector managers) that management in the two sectors does indeed differ significantly**.

In the first place, management in public administration is a form taking place in **a stormy environment not far from politics. Furthermore, the stakeholders involved here are very numerous and diverse and almost by definition "political"**, while politics (and even policy-making) do entail laws different from those of management in its pure form. Public authority is at times an arbitrator where the above interests are concerned, but at times also a party.

Second, **"synergy"** is indeed **of key importance in the public sector**. This is taken to denote several factors or agents (even things like medicines or muscles) working together to engender action greater than the sum of the individual items.

Less generally, from the term or idea of "synergy" we **can soon find ourselves surrounded** by such concepts as **"public value"**, the interests of groups in society, the public interest, society's objectives and goals, and the legal framework for rule-based activity, as well as constitutional principles.

Third, an assessment of the effects or results of management must often take account of **criteria** that are only of secondary / lesser importance in the private sector, such as equality before the law and social justice, ethics in public life and so on. There are also here **variant measures** of success different from those typical for firms, like profit or share value. Most objectives of public strategy are **not of a financial nature**.

And ultimately, management in the public sector means **a very broad scope of activity – whole branches, regions, groups of citizens, the entire state, organisations of an international or regional-integration character, or even the whole world**.

Let us nevertheless focus on what it may be **worth "taking" from the private sector, as somebody works on in public administration**. That would first and foremost be **innovation, and a focus on and striving for outcomes and results**, meaning not solely procedures. But then there is that **healthy respect for financial resources, as well as orientation towards the client** (also recipient of services, not just goods); and also an incessant process of circulation and transfer of management practices, new ideas and attempts made to improve the organisation.

So a linking of public value with the focus on innovation and the transfer of good practice might really yield benefits of importance to the public, to society. And that is indeed synergy.

Beyond that, the time during which effect was being given to KSAP's SYNERGIA Project was September 2019 to December 2023–and thus nothing remotely like a "normal" period. Rather those times represented something particular or exceptional –

and at the very least a genuine "time of crisis" that hit the public sector in every state in the world, including those participating in the Project. The Covid-19 pandemic, leading seamlessly into the War in Ukraine, but now also Israel at war; and not forgetting economic crisis, inflation, visibly worsening problems with climate, the now-fast-advancing role of AI and thus the associated opportunities and threats inherent in the "new reality" that now faces public managers. In the book *Crisis Management: Leading in the New Strategy Landscape* (2020), William R. Crandall, John A. Parnell and John E. Spillan as authors stress that those managing the public sector and today's states are confronted with the phenomenon the former PM of the UK Gordon Brown terms (also in a brand new book) **"permacrisis"**. These authors feel that terrorism remains a crisis, while the natural crises we knew already need even more combating than before. And the crises are of course supranational, even as the media and the Internet seem to act to intensify the sense of crisis. Globalisation anyway denotes risk-taking and facing up to crises between states, economies and societies.

The authors analysing the above crises at the same time underline how **human error underpins nearly all of them**. But on the bright side, that means the social and management sciences might be in a position to seek out solutions that will help with the mistakes, and reduce the probability of more being made … or at least the consequences. **In this case too, the circumstances speak of a bright future for good management practices**.

In our Project, the knowledge passed on by our consultants and experts has combined with numerous autonomous inspirations to point to the idea that practices noted here – as well as others not dissimilar – can and do gain **application in the public sectors of many states**. At the same time, the SYNERGIA Project and handbook draw attention to the **interdependence of the different practices, and areas of management**. Whether public or private, the organisation needs to be **one integral whole**, and not **a loose federation of areas of operation, or worse a row or array of "silos"**. For what happens in one part has an influence on other parts. And happily, that is true not only of negative managerial phenomena, but also **good practices**. The role of these goes beyond the concrete task in the given place in the organisation, for there is here a sowing of a seed of conviction that "**it can be done", with real-life examples attesting quite well to that**. The mission of the manager and leader is to understand and draw benefit through actions seeking to convince an organisation that it is worth changing, and that that is actually doable; *i.a.* by drawing on the outcomes achieved by others, the knowledge on that which is available out there, and certain other pointers and indicators.

So synergy (from the Greek συνεργία, denoting cooperation) is a known word, and one people are quite willing to reach for – even if we can see it is not yet overused or clichéd, not even in management. The word arises where the talk is of **the activity of many individuals, groups, teams and firms**.

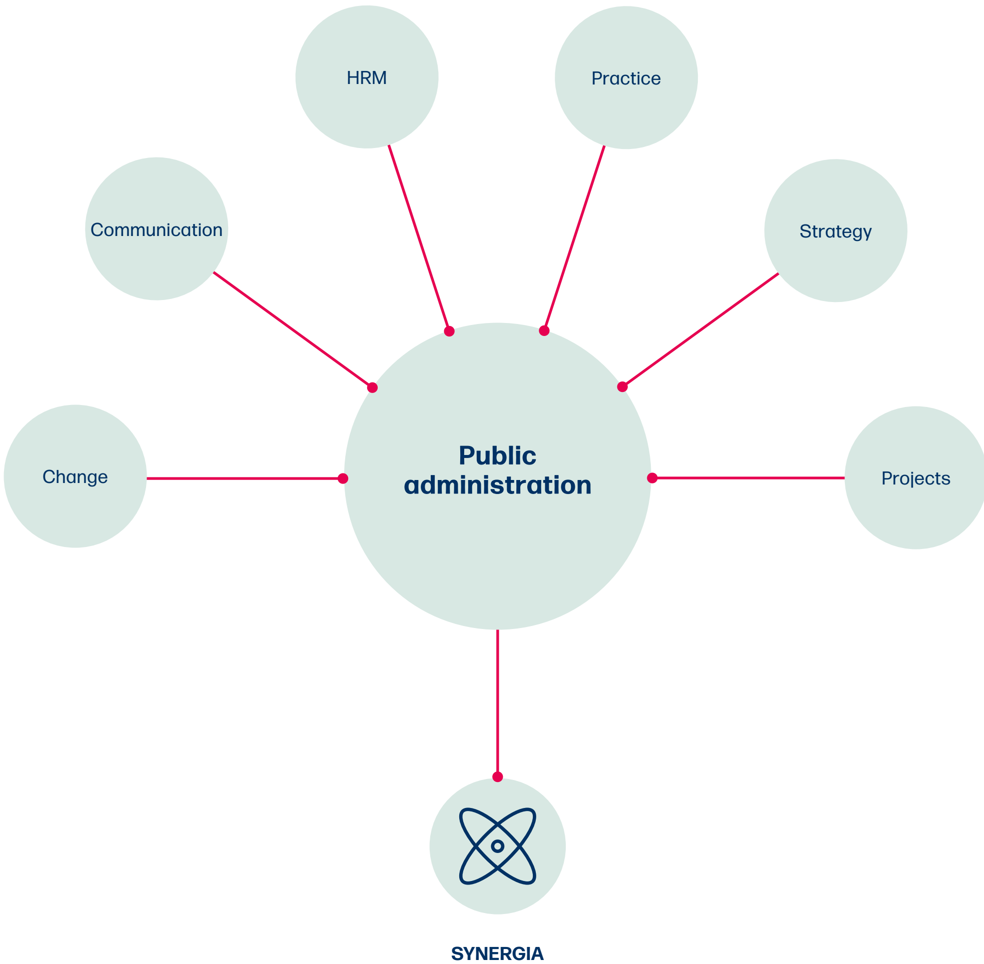
But is that **synergy** indeed properly and truly understood – more than just a nice bit of "decoration", of the kind that are not lacking in **management** (we need only to think of "effectively", "efficiently" and "innovatively", or even "sustainably"). Such words do not always deliver much concrete content, and not-rarely are more about image than things measurable.

No chance or need to address all that here at the end, but surely worth devoting a couple of words to the bases behind the SYNERGIA concept in the context of a name for a Project that brings together good management practice recommended for use in public administration. These several sentences, while not eschewing the warning function, are mainly aimed at **encouragement to joint action**: with synergistic management practices, teams operating synergistically in public administration and state institutions, and so on.

To **social psychology, synergy** is actually some joint action of various different factors leading to an **effect that is greater than the sum of the different / separate component actions or activities**. That means working together to give effects that are **new, and / or greater than before**. That is mutually-augmentative action achieved through cooperation and synchronisation. And the outcome – from the organised work of a team – is greater than the sum of the parts, with that synergy giving rise to **an average organisational outcome that is benefit raised** beyond what it would otherwise be.

This operates at the level of the individual team member, working alongside others in the same situation, and achieving more than would be possible by individual, separate action, even when multiplied by the total number of individuals involved.

In turn, in management, we can be seen to be dealing with **synergy**, where (...) **effects / outcomes / results are disproportionately**



greater or better, when compared with the situation of each entity operating separately. In business, we are therefore dealing with synergy when several firms or a group **work together and achieve greater success than they would when working alone**. Also possible here is a situation in which (…) the pursuit of several projects simultaneously yields greater benefits (profits) for the organisation (i.a. lower unit costs of operations) than would accrue if each project was done separately, or say, consecutively. This might for example reflect the joint commissioning of resources for projects, but also, say, the hiring of machines, or availing of expert knowledge, in the name of **several coincident and concurrent undertakings**.

The pure sciences (say chemistry) see synergy as the "mutual **reinforcement of action / activity** of several substances present side-by-side in a given environment". For good or ill, pharmacology recognises that two (or several) medicaments of weak action in a patient may **give a stronger effect when deployed in tandem / combination**.

In a technology context, synergy is present when **several detached / separate(d) items of information on a certain event carry little substantive content when alone**. But put together, **the information allows for an understanding of the entire event**, thanks to logical linking of facts that even allows for the filling of information gaps.

And the Polish-language *Internetowa Encyklopedia Zarządzania*, addressing the term synergy from a management point of view, holds that the notion is mainly applied managerially to enterprises or units within them, where **a possibility exists to raise success levels and beneficial outcome of work**, even as the overall level of knowledge is also raised. The Enyclopedia feels that cooperation and joint action are denoted, with this generating enhanced effect, even as **the costs of activity may be reduced**. SYNERGIA is also what happens when organisational resources and behaviour are combined together, even as there might be both pluses and minuses in there.

! Public administration, please remember!

Alongside what has been cited above, is it possible to add something more that makes sense when it comes to management in public administration? Mainly it would be to say that: **synergy** of action among units of public administration is of benefit to the public interest and the wellbeing of society, hence that **synergy** of action among several public units is not for them alone, but something that **translates into external benefits** – synergy in society too.

! And also a core warning

All the above said, the aforesaid *Encyklopedia Zarządzania* does also warns us against a "negative synergy", which would logically have to mean that a team generates an effect smaller or lesser than would be the case if all its members were working alone! In this case, 2+2=3. **This notion** is indeed generated as a kind of warning, but we still need to realise that the core assumption behind our Synergy (SYNERGIA Project) – i.e. cooperation and the bringing-together of many factors – is something that can stand in opposition to both of these achievements if it is not well-managed.

So here is a key managerial task for the manager of good practices. For good management alone might not always be enough – especially where organisations are larger and more complex. Rather, we need to add to the above **effective leadership** from the leader who directs or is supportive of the introduction and pursuit of a practice. While the skills and conduct in leadership and management may well **overlap**, we here offer a clear schematic representation of what might be expected in the two areas of running an organisation, with a view to support being extended to the objective that is the introduction and pursuit of a given practice.

The introduction and pursuit of change / projects / strategies / practices is a key role.

Below several further conceptualisations of what directors, managers and leaders might be doing when it comes to change and innovation being ushered in. Hopefully, there will be something for everyone here!

The key roles[1]

MANAGEMENT	LEADERSHIP
▪ Possession of a strategy by which to achieve objectives. ▪ Supervision over the direction of activity. ▪ Influence exerted over an organisation's key processes that lead to the achievement of objectives. ▪ Rapid decision-making. ▪ Action, activity and change.	▪ Generation of a high level of energy as regards operations within the organisation. ▪ Pressure for change. ▪ Constant recall of further prospects in the midst of everyday activity. ▪ Involvement – example-setting, personal contribution, the winning of proponents, relations.

1 Developed by reference to: M. Thomas, G. Miles and P. Fisk, *Kompetentny CEO. Metody efektywnego działania dla menedżerów najwyższego szczebla*, Warsaw 2009.

MANAGEMENT	LEADERSHIP
▪ A focus on key factors. ▪ Standard-setting in regard to activity. ▪ Care taken of resources and skills. ▪ A focus on resources for goals. ▪ A dumping of unnecessary projects, procedures and burdens. ▪ Team-building and the development of cooperation and joint action. ▪ Quick wins among outcomes. ▪ The securing of resources, skills and support, and the anticipation of outcomes. ▪ Construction of a management information system.	▪ Generation of a sense of community. ▪ A focus on values most important to key stakeholders. ▪ Accountability for projects. ▪ Consequences in action. ▪ The taking of tough decisions. ▪ Motivation and motivational goals, shaping of a vision and symbolising change. ▪ Communicating with – and listening to – others.

The key roles and skills of the manager[2]

PERSONAL MANAGEMENT	MANAGERIAL SKILLS
▪ Just and fair treatment. ▪ Motivating people and encouraging their involvement. ▪ Managing the effectiveness and efficiency of staff. ▪ Coping with difficult people. ▪ Supplying feedback. ▪ Perfecting by managing. ▪ Care for the development of employees.	▪ The exercise of supervision and coordination. ▪ Planning, priority-setting and delegating. ▪ The exerting of an effective influence, and mastery of the arts of persuasion and negotiation. ▪ Building relations with a superior and making progress with policies in the organisation. ▪ Change management, risk management, conflict management and crisis management. ▪ Project management, time management and stress management. ▪ Organisation-building. ▪ The chairing of meetings as well as participation.

2 Developed by reference to: M. Amstrong, *Vademecum jeszcze lepszego menedżera. Kluczowe techniki i umiejętności menedżerskie od A do Z*, Poznań 2017, pp. 13–358.

PERSONAL COMPETENCES	MANAGERIAL SKILLS
▪ The achievement of progress, assessment of own effectiveness and introduction of innovation. ▪ The development of emotional intelligence, assertiveness and networked activity. ▪ The development of strategic skills, as well as those in rational thinking, problem-solving and decision-making. ▪ The skill to listen and communicate. ▪ The skill to overcome failure and the effects of incompetence. ▪ The skill to participate in recruitment procedures as both interviewee and interviewer.	▪ The skill to proceed in an economically sound and rational manner, and prepare cost-cutting financial plans. ▪ The skill to make project justification ready. ▪ The skill to draw up plans, programmes, projects and reports. ▪ The skill to analyse balances and indicators (financial, but not only).

Andrew Turnbull on leadership

Andrew Turnbull (b. 1945) is today a British (House of Lords) politician, but was for most of his life a Civil Servant of the Crown, who rose to the top post of Head of the Civil Service and Cabinet Secretary in the years 2002–2005.

What do we expect from public leaders?

Lord Turnbull writes of leadership as the facilitation of contribution-making from everybody in an institution or network of institutions. That means (at all levels) direction-setting and then involvement with, and the inspiring and motivating of, others. In fact the leader has no choice but to operate by engaging others at different levels, and in more and more diversified networks. However the author notes the great complexity of public-sector leadership in general, and civil-service leadership in particular – something any development of leadership must take account of. That means attaching key significance (in any public leadership role) to the determining, achieving and measuring of outcomes. What officials bring to the table is their professionalism, knowledge and longer perspective; even as Ministers inject urgency, as well as that most priceless public political legitimacy and popular mandate, plus the associated contact with citizens. None of that should ever be turned on its head or usurped. Turnbull further notes that a precondition for public leadership is recognition that different forms of leadership are in fact required (...).

Key activity at the highest level of public leadership takes in:

- **encouragement to innovate** through leadership in **entrepreneurialism;**
- **the devising of control frameworks** acting in support of risk assessment and management;

Further reading:

The New Public Leadership Challenge, ed. S. Brookes and K. Grint, Palgrave MacMillan 2010, Chapter 8,

Lord Turnbull: *What Do We Expect of Public Leaders?*, p. 121.

- the setting of **strategic objectives** that are clear to all, of significance throughout the public sector, and attainable;
- support for the achievement of goals through the **securing of appropriate resources (both financial and human)**;
- **review of the results** as a core modality in the learning organisation;
- **the establishment of values and standards** for the organisation through the committed involvement of people at all levels;
- efforts to ensure that the organisation's **commitments** *vis-à-vis* **internal and external stakeholders are both understood and met**.

Through implementation of the practices presented in this publication, the manager in public administration will be faced with **a choice of action from among the many taken each day, with the aim being to increase the likelihood of success** of the project that the ushering-in of good practice represents. **The key here is the skillful combining of leadership with management**.

And it is precisely that (as well as courage and consideration in changing the civil service and its officials with the aid of good practice in public administration) that the Reader is hereby wished by both the whole SYNERGIA Project Team, and the author of this Handbook.

Final, final inspiration

- *WHAT IS SYNERGY, and How Can It Help My Management?* by Jennifer Bridges

Scott Belsky: *Making Ideas Happen: Overcoming the Obstacles between Vision and Reality:*

- Distinguish between action and e-mails.
- "Ownerless" actions will never be put into effect.
- There is no value in exhaustive note-taking.

List of authors of quotes used

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- **Isaac Asimov** (1920–1992) – American science-fiction writer and philosopher of Russian-Jewish origin, also Professor of Biochemistry.
- **Joshua Becker** – author of *Wall Street Journal* and *USA Today* bestsellers.
- **James Belasco** – American management theorist and bestselling business author.
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- **Warren G. Bennis** (1925–2014) – American psychologist and renowned expert on leadership theory.
- **Joseph "Joe" Biden** (b. 1942) – US politician becoming 46th President of his country.
- **Ambrose Gwinett Bierce** (1842–1913) – American journalist, satirist and novelist, aphorist and sceptical philosopher.
- **Brittany Burgunder** – certified professional "life coach" specialising in eating disorders.
- **Chris Burkmenn** – American specialist on social media, creator of Internet shows, and manager.
- **Tony Buzan** (1942–2019) – British writer and consultant on education and creative thinking. Pioneer of mind-mapping.
- **James Francis Byrnes** (1879–1972) – American politician, Democrat Governor of South Carolina and one-time Secretary of State.
- **Karol Capek** (1890–1938) – 20th-century Czech writer of prose and dramas.
- **Kyle Martin Fitzgerald Chandler** (b. 1965) – American actor, film producer and director.
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- **Winston Leonard Spencer Churchill** (1874–1965) – British politician, statesman, speaker, strategist, writer and historian, and painter – twice Prime Minister and Nobel Prizewinner.
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- **Ronald Harry Coase** (1910–2013) – British economist and 1991 winner of the Nobel Memorial Prize in Economic Sciences.
- **Confucius** (551–479 BC) – Chinese philosopher and founder of Confucianism.
- **Thomas Crum** – author and presenter on harmony between body and mind, conflict resolution and stress management.
- **Anton Pavlovich Czekhov** (1860–1904) – Russian novelist and playwright, and one of the leading lights of his country's literature.
- **William Edwards Deming** (1900–1993) – American statistician and theoretician of quality management.
- **Peter Ferdinand Drucker** (1909–2005) – American lecturer and expert on management.
- **Joe Dumars** (b. 1963) – American basketball player, and twice NBA champion with his *Detroit Pistons* team. A World Champion in 1994.
- **Albert Einstein** (1879–1955) – Nobel Prize-winning physicist.
- **Ralph Waldo Emerson** (1803–1882) – American poet and essayist.
- **D. Esty** (b. 1959) – Yale Law Professor and pro-environment politician who headed Yale's
- Center for Environmental Law and Policy in New Haven.
- **Eurypides** (ca. 480–406 BC) – one of Ancient Greece's most outstanding playwrights.
- **Henry Ford** (1863–1947) – American industrialist, engineer and founder of the *Ford Motor Company*.
- **John Kenneth Galbraith** (1908–2006) – American-Canadian economist, advocate of Keynesian economics and interventionism.
- **Mahatma (Mohandas K.) Gandhi** (1869–1948) – Indian lawyer, philosopher, politician and statesman, who is regarded as one of the co-founders of modern India.
- **William "Bill" Henry Gates III** (b. 1955) – American IT expert, entrepreneur, philanthropist, *Microsoft* co-founder and ex-President of its Board.
- **Andre Gide** (1869–1951) – French prose-writer and (1947) winner of a Nobel Prize for Literature
- **Seth Godin** (b. 1960) – American author of books on marketing, as well as blogger and popular speaker.
- **Nikolai Gogol** (1809–1852) – Russian writer, poet, dramatist and publicist – of Ukrainian origin.

- **Peter Guber** (b. 1942) – American manager, entrepreneur, pedagogue and author.
- **Robert Higgs** (b. 1944) – American economic historian representing the Austrian School and anarcho-capitalism.
- **David Hockney** (b. 1937) – British painter and illustrator.
- **Sherlock Holmes** – character in and hero of novels and criminal tales written by Sir Arthur Conan Doyle.
- **Russel L. Honore** (b. 1947) – retired Lt.-General who was the 33rd Commanding General of the US First Army.
- **Elbert Green Hubbard** (1856–1915) – American writer, publisher, artist and philosopher.
- **Clive Robert Humby (b. 1955)** – British mathematician and entrepreneur in the field of data analysis and business strategy.
- **Aldous Huxley** (1894–1963) – British author of novels; essayist and poet.
- **Herminia Ibarra** – Cuban-born Professor of Organisational Behaviour at the London Business School.
- **William James** (1842–1910) – American philosopher, psychologist, psycho-physiologist, psychologist of religion and pioneer of humanistic psychology and phenomenology.
- **Mieczysław Jastrun** (1903–1983) – Polish poet presenting reflective-philosopheric and moralistic lyricism; also translator of French, Russian and German poetry.
- **Steven Paul Jobs** (1955–2011) – one of the three *Apple Inc.* Founders, and its former CEO and Board President.
- **John Paul II** (1920–2005) – Polish Roman-Catholic cleric Karol Wojtyła, Pope in the years 1978–2005. Saint of the Catholic Church.
- **Michael Jordan** (b. 1963) – American basketball player mainly in “shooting guard” position, six-time NBA Champion and twice Olympic Gold Medalist.
- **John Fitzgerald Kennedy** (1917–1963) – American politician who was the (assassinated) 35th President of the United States.
- **Henry Kissinger** (b. 1923) – American politician and diplomat, Harvard Professor of Political Science.
- **Michał M. Kostecki** (b. 1946) – Professor of Economics, founder and Director and Professor of Switzerland’s Enterprise Institute.
- **Jozef Ignacy Kraszewski** (1812–1887) – Polish writer, publicist, publisher, historian, encyclopaedia-writer, social and political activist.
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- **Stanisław J. Lec** (1909–1966) – Polish poet, satirist and aphorist.
- **Bruce Lee** (1940–1973) – American actor, director, martial-arts master and instructor of Chinese descent.

- **Patrick Lencioni** (b. 1965) – American publicist, writer, and author of guides to doing business.
- **Klaus Leopold** – IT expert and author of the book *Rethinking Agile*.
- **George Ch. Lichtenberg** (1742–1799) – German Professor of Physics, thinker, and author of atheistic and free-thinking aphorisms.
- **Abraham Lincoln** (1809–1865) – American politician, becoming (assassinated) 16th President of the USA.
- **Halford Edward (H.E.) Luccock** (1885–1960) – American Methodist Preacher and Professor of Yale University.
- **Niccolo Machiavelli** (1469–1527) – somewhat infamous Florentine lawyer, philosopher, writer on politics and historian, who was one of the most-outstanding exemplars of Renaissance political thought.
- **Nelson Rolihlahla Mandela** (1918–2013) – Politician and recipient of the Nobel Peace Prize from South Africa, who was its President in the years 1994–1999, having been a leader of the anti-Apartheid movement.
- **Horace Mann** (1796–1859) – American pedagogue and politician, educational reformer and first voice for public education in the USA.
- **John C. Maxwell** (b. 1947) – speaker, coach, trainer and author on leadership.
- **Angela Merkel** (b. 1954) – German politician trained in physics who led the CDU party in the whole 2000–2018 period, and was Chancellor of her (reunified) country from 2005 through to 2021.
- **Michelangelo** (1457–1564) – Italian Renaissance-era sculptor, painter, poet and architect.
- **Narendra Modi** (b. 1950) – politician, and Prime Minister of India from 2014 through to the present.
- **Montesquieu** (1689–1755) – philosopher, lawyer, Freemason and writer in Enlightenment France.
- **Jawaharlal Nehru** (1889–1964) – leader of the Socialist wing of India's Congress Party in the struggle for independence from Britain; and subsequent Prime Minister of his country.
- **Ronald Harold Nessen** (b. 1934) – White House Press Secretary under President Gerald Ford.
- **Michael Novak** (1933–2017) – American political scientist, economist, theologian, US Ambassador and close associate of Ronald Reagan.
- **Blaise Pascal** (1623–1662) – French mathematician, physicist and philosopher of religion.
- **Louis Pasteur** (1822–1895) – French chemist and pioneer of microbiology.
- **Jared Polis** (b. 1975) – American (Democrat) politician.
- **Bob Proctor** (1934–2022) – Canadian lecturer and author of books on psychology.

- **Beth Ramsay** – founder of the Brilliant Women Community – a networking organisation bringing together female managers and motivational speakers, as well as women in general.
- **Emanuel James Rohn** (1930–2009) – American entrepreneur, author and motivational speaker.
- **Franklin Delano Roosevelt** (1882–1945) – American politician, 32nd President of the USA.
- **Donald Henry Rumsfeld** (1932–2021) – American politician of the Republic Party, *inter alia* Secretary for Defense under Pres. George W. Bush.
- **R. Rushing** – Director responsible for regulatory and information policy at the Washington-based Center for American Progress.
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- **Charles „Charlie" W. Scharf** (b. 1965) – American investment-banker and manager
- **David J. Schwartz** (1927-1987) – American motivational writer and personal-development trainer.
- **Seneca** (4 BC – 65 AD) – rhetor, writer, poet and Stoic philosopher of Ancient Rome.
- **Michele Jeanne Sison** (b. 1959) – American diplomat.
- **Thomas Sowell** (b. 1930) – American economist and Professor of the Hoover Institute at Stanford.
- **Ralph Stayer** – Director-General of *Johnsonville Foods, Inc.* and founding partner of *Leadership Dynamics*, a consulting group specialising in change.
- **Alan Stern** (b. 1957) – American engineer and planetary scientist.
- **Marilyn Suttle** (b. 1960) – manager and author of business books.
- **Tacitus** (ca. 55 AD – ca. 120 AD) – Roman historian.
- **Nassim Nicholas Taleb** (b. ca. 1960) – American economist, philosopher and trader, of Lebanese origin. A Master of Natural Sciences with a Doctorate in Management.
- **Leo Nikolayevich Tolstoy** (1828–1910) – Russian novelist, dramatist, literary critic, thinker and pedagogue.
- **Mark Twain** (1835–1910) – American writer of Scottish origin, satirist and humorist.
- **Melchior Wańkowicz** (1892–1974) – Polish writer, journalist and publicist.
- **William Arthur Ward** (1921–1994) – American motivational writer.
- **Andy Warhol** (1928–1987) – American artist, who was a leading exponent of *pop-art*.
- **Jack Welch** (1935–2020) – American entrepreneur who was a manager at *General Electric*, in fact known as the "Manager of the 29th Century".
- **Oscar Wilde** (1854–1900) – Irish poet, prose-writer, playwright and classical philologist.

- (**James) Harold Wilson** (1916–1995) – British Labour Party politician, twice Prime Minister of his country.
- **William Butler Yeats** (1865–1939) – Irish poet, dramatist and philosopher.
- **Amit Zavery** (b. 1971) – engineer, IT specialist, head of the *Google Cloud* platform.
- **Hilary Hinton ”Zig” Ziglar** (1926–2012) – American writer, salesman and Christian motivational speaker.

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(b. 1968), Official in the Polish Civil Service and manager in the governmental administration, working in cooperation with the education, NGO and consulting sectors.

Currently working in the Team at the Chancellery of the Prime Minister of the Republic of Poland's Government Analysis Centre responsible for the Analysis of State Structures. At different times in the past, he held various managerial, advisory and expert posts at the PM's Chancellery, as well as at the Ministry of the Economy and Labour RP. He represented his country on the OECD's Public Governance Committee, as well as in EUPAN – the European Public Administration Network. In the years 2008–2014, he was responsible for projects to modernise the Civil Service, also serving as Editor-in-Chief of Poland's Civil Service Review (*Przegląd Służby Cywilnej*). He sits on the Programme Council of the Polish quarterly for public management entitled *Zarządzanie Publiczne*.

Interested in – and publishing on – public management and public policies, political and administrative systems, lobbying, conflict resolution and public participation, he is also a co-author of *Encyklopedia Administracji Publicznej* (Ed. J. Itrich-Drabarek, Warsaw 2019).

A graduate in Political Science of the Silesian University, and of the National School of Public Administration (KSAP); as well as of the Warsaw School of Economics (City Management and Urban Policy) and the University of Warsaw (European Integration). Dagmir has been a co-worker of KSAP for many years now, lecturing there and at one time leading the School's Public Administration and Law Training Block.

At one time he also presided over the KSAP Alumni Association (*Stowarzyszenia Absolwentów*).

For the author, participation on KSAP's SYNERGIA Project has proved a challenge, a pleasure, and an opportunity for further self-development.