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## The concept of strategic management in public administration Koncepcja zarządzania strategicznego w administracji publicznej

**Abstract:** *The concept of strategic management in public administration is the process of identifying and implementing strategies across the organization. It involves the use of all possible resources to perform tasks and strategic objectives. Interpenetration areas such as finance, research and development and effective strategy management determine the effective management of public administration. The concept of strategic management lists a number of developed guidelines to assist in the effective management of human resources. The overriding priority is the lasting improvement of quality of life for present and future generations. Discussing strategy in the public interest you should be aware of all management processes that includes planning, organizing, coordinating and controlling.*

**Keywords:** strategic management, public management, public administration, human resource management, strategy

**Streszczenie:** *Koncepcja zarządzania strategicznego w administracji publicznej jest procesem identyfikacji i implementacji strategii całej organizacji. Polega na wykorzystywaniu wszelkich możliwych zasobów do realizacji zadań i celów strategicznych. Wzajemne przenikanie się takich obszarów jak finanse, badania i rozwój oraz efektywna strategia kierownictwa warunkują skuteczne zarządzanie administracją publiczną. Koncepcja zarządzania strategicznego wyróżnia szereg wypracowanych zasad pomocnych w skutecznym zarządzaniu zasobami ludzkimi. Podkreśla się, iż nadrzędnym priorytetem, jeśli chodzi o sferę publiczną, jest trwała poprawa jakości życia współczesnych i przyszłych pokoleń. Omawiając wymiar strategiczny w kontekście publicznym, należy pamiętać o wszystkich procesach zarządzania, tj. planowaniu, organizowaniu, koordynowaniu i kontroli.*

**Słowa kluczowe:** zarządzanie strategiczne, zarządzanie publiczne, administracja publiczna, zarządzanie zasobami ludzkimi, wymiar strategiczny

### Introduction

„Actually, public administration is increasingly getting an important area for economists and it is developed at economic universities. At the same time, it does not get less important in the process of civil servants' education, it becomes a necessary element of the education of managerial staff. This specific time requirement is understandable and necessary if one considers the role and the

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distinctiveness of the public sector in today's market economy"<sup>3</sup> – J. Hausner notes.

Evolution of tasks that are tasks of the human resources department determines that they use more and more advanced recruitment and selection tools, it means assessment systems, motivation, employee development, job description, or job evaluation. Most HR departments focus on their operational activities to support the immediate needs of the company in the area of human resources management. This traditional approach to the management of human resources can be seen as a collection of many unrelated practices<sup>4</sup>.

Strategic management in the area of human resources management distinguishes the following areas of conduct<sup>5</sup>:

- choice of the task and transfer to subordinates of the generally formulated task;
- transfer to subordinates (if necessary) executive instructions (about the way of doing the task);
- creating motivational situations for subordinates and creating conditions to do the task;
- supervision and control, making sure the task is done.

The aim of this article is characterisation of the strategic management concept in public organization, the presentation of important processes of strategic management in public organization and analysis of the analytic approach on the example of a public university.

### **Concept of strategic management in public administration**

Effective public administration must have a strategic sense. Adoption of appropriate strategy needs the connection of appropriate actions which allow stability in managing, adaptability and full integration of the whole system with the environment<sup>6</sup>.

Strategic management is the process of defining and re-defining strategies in reaction to environmental changes or with intention of overtaking, and even triggering these changes and its associated implementation process, where the resources and capabilities of the organization are so well-positioned to meet the long-term goals of development, and to secure the survival of the organization in an uncertain situation<sup>7</sup>. Strategic management is an analysis of existing options and creating new options of strategic actions in public organization on the market, and strategy according to competition<sup>8</sup>.

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<sup>3</sup> J. Hausner (ed.), *Administracja publiczna*, Wydawnictwo Naukowe PWN, Warszawa 2005, p. 7.

<sup>4</sup> A. Boselie, G. Dietz, C. Boon, *Commonalities and contradictions in HRM and performance research*, "Human Resource Management Journal" 2005, no. 15, p. 16.

<sup>5</sup> A. Pakuła, *Prakseologiczna interpretacja pojęcia zarządzania*, [in:] *Nauka organizacji i zarządzania*, A. Chrisidu-Budnik, J. Korczak, A. Pakuła, J. Supernat (eds.), Kolonia Limited, Wrocław 2005, p. 244.

<sup>6</sup> I. Penc-Pietrzak, *Analiza strategiczna w zarządzaniu firmą. Koncepcja i stosowanie. Jak realizować wyznaczone cele stosownie do okazji i zagrożeń występujących w otoczeniu?*, Wydawnictwo C.H. Beck, Warszawa 2003, p. 7.

<sup>7</sup> R. Krupski (ed.), *Zarządzanie strategiczne. Koncepcje, metody*, Wydawnictwo Akademii Ekonomicznej, Wrocław 2007, p. 48.

<sup>8</sup> D. Faulkner, C. Bowman, *Strategie konkurencji*, Gebethner i S-ka, Warszawa 1998, p. 14.

In strategic management in public administration it is very important to use rules, so-called 7F<sup>9</sup>:

- focus, focusing of strength and resources on performance and achievement of goals;
- first, being first in changes and answers for environmental challenges;
- fast, quick adaptation of structures, procedures, people and relationship to the environment, quick learning and anticipation of the client's expectations;
- flexibility, adaptability, flexibility of mind, organization of activities around the strongest sides, outsourcing, adhocracy and flexibility as an organizational value;
- friendliness, being friendly according to people and the environment, creating an organization which is oriented on people and protects their workplaces, improving the quality of their lives at work and beyond;
- fairness, fairness and nobility in action, fair and just behaviour, building trust and respect on a good reputation and authentic identity;
- feasibility, the feasibility of the tasks, evaluation of common and realistic concepts of development, consolidation of the partnership relations, the creation of a system for optimizing the achievements of human teams and organizations.

What is more, it is worth noticing description features of strategic management in public administration in comparison with management of other organizations<sup>10</sup>.

1. Factors of environmental impact:

- lack of economic market results; dependence on government funding allocation;
- external audit on the part of the political authorities: expanded and intense formal and legal constraints resulting from legislative oversight, administrative hierarchy, control bodies and courts;
- more intense external political influence.

2. Transactions between organizations and their environment:

- engagement in production of goods and taking actions in which private organizations usually do not want to engage;
- often forced, monopolistic and inevitable character of activities;
- often the broader impact and symbolic significance of governmental activities;
- the actions of public managers are undertaken by the public, rather than the private sector, by the media, interest groups and regulators;
- higher needs than in the private sector in terms of justice, sensitivity, honesty, openness and accountability.

3. Organizational roles, structures, and processes:

- greater ambivalence, diversity and conflict of purpose;
- differences in general managerial roles in relations to their political and expanded character, a greater amount of meetings and interventions by interest groups and political authorities, crisis management, the need to balance external political relations with internal managerial functions;

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<sup>9</sup> J. Penc, *Sztuka skutecznego zarządzania*, Wydawnictwo Oficyny Ekonomicznej, Kraków 2006, p. 144.

<sup>10</sup> H.G. Rainey, Y. Han Chun, *Public and private Management Compared*, [in:] *Public Management*, E. Ferlie, L.E. Lynn, Ch. Pollitt (eds.), Oxford University Press, 2005, p. 92-95.

- diverse aspects of administrative management and leadership practices, such as: less autonomy and flexibility in making decisions, weaker power over subordinates, greater reluctance to delegate power, more frequent rotations caused by elections and political nominations in the highest positions. It causes difficulties in the realisation of goals and implementation of innovations;
- different forms of public organization, often seen as more bureaucratic;
- processes of making strategic decisions under greater emphasis of interventions and the involvement of external authorities and interest groups;
- differences in the structure of incentives, greater administrative limitations and fewer employees' perceived performance;
- the structure of values and motivation which is on the side of employees and public managers is other than in the private sector. It means among others the relatively lower rank of material incentives and the lower level of satisfaction of public managers;
- frequently raised, though not universally accepted, is the thesis of a lower propensity for innovation and efficiency in public organizations than in the private sector.

It can be said that proper strategic management directly influences the results and effects of the work of all public service organizations<sup>11</sup>. Successful implementation of all processes in strategic management results in the attainment of the adopted objective or objectives of the public service<sup>12</sup>.

### Processes in Strategic Management of Public Administration

The strategic dimension in public administration for all management processes is planning, organizing, coordinating and controlling.

Managing in public administration is understood as the process of planning, organizing (by means of the appropriate means), leading the official and controlling work, whether properly completed, according to previous findings. It should be remembered that processes should interact with each other<sup>13</sup>. Considering management in the context of public management one should bear in mind the management interference of the public authority which encompasses<sup>14</sup>:

- administration, it means regulating current affairs and performing management activities;
- performing the owner's duties: acquisition, disposals, mergers;
- allocation of public funds which are at the disposal of public authorities;
- monitoring and evaluation of functioning units.

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<sup>11</sup> K. Brendzel-Skowera, O. Seroka-Stolka, *Influence of the strategy of sustainable development on companies functioning*, [in:] *Interdisciplinary approach to sustainable development*, R. Lescroart, P. Pachura, T. Nitkiewicz (eds.), ISI Pierrard, HEC du Luxembourg, Virton 2007, p. 51-59.

<sup>12</sup> I. Turek, L. Preisner, *Rola znaków środowiskowych w strategii przedsiębiorstwa*, [in:] *Proces wdrażania rozwoju zrównoważonego w przedsiębiorstwie*, T. Pindor (ed.), Wyd. Ekon. i Środ., Białystok 2005, p. 216-224.

<sup>13</sup> J. Partyka-Pojęta, *Zarządzanie w organach administracji publicznej*, Wydawnictwo Marka, Chorzów 2004, p. 59.

<sup>14</sup> F. Kuźnik, *Stare i nowe koncepcje zarządzania publicznego w strukturach samorządu terytorialnego* [in:] B. Koźuch, T. Markowski, *Z teorii i praktyki zarządzania publicznego*, Fundacja Współczesnego Zarządzania, Białystok 2005, p. 71.

The strategic management path concept is distinguished by four basic planning stages<sup>15</sup>:

- financial planning which aims to maintain the budget, and the distinction is the annual budget;
- long-term planning which aims predicting the future, the distinction is the multi-annual budget, the definition of financial needs and analysis of deviations;
- strategic planning which aims at strategic thinking, and the distinctions are strategies;
- strategic management which aims to create the future, and the distinctions are appropriate management rules helpful in the realisation of the strategy and value system and climate to achieving the goals.

Organizing as another succession of the management process in public administration is connected with setting goals, division of work and combining activities. The direction of work should be subordinate to the set goals. At the same time, it is important to consider the possibility of modification of goals during the realization of the task if necessary. Planning tasks involve defining their depth and scope. Depth determines the degree of control over one's work (tempo, methods, workflow). On the other hand, the scope of the task sets out the number of actions and the frequency of occurrences. The fewer activities, the smaller the scope of the task<sup>16</sup>. The activities of public administration in the scope of organization include: workplace design, division into departments, changes in organizational and public structures, establishment of organizational regulations, instructions and other patterns with different degrees of formalism applicable in typical situations<sup>17</sup>.

Coordination in public administration is supervising through the chief executives activities of human teams in pursuit of the objectives. An important role in this area is played by managers, for example, whose role is to motivate employees in an effective way.

Controlling public administration is the last managing process and it should consist of the characteristics<sup>18</sup>:

- official: official control is an ex officio control, it plays an important role in the control system, all the activities of the administration should be subject to it, and there should be externally audited checks;
- activity: control activity should manifest itself in a wide range of subjects, in integrity and diligence, strive to detect and remove all possible irregularities;
- impartiality: the assessment of the controlled activity should be objective, to ensure that a sufficient number of independent audits should be performed;
- proportionality: all administration activities should be covered by the control, the control apparatus should not be over-developed, the frequency of control is moderate and depends on real needs;
- expertise: the supervisor should have the knowledge and experience even beyond the necessary control, or at least sufficient to it;

<sup>15</sup> H. Emans, *Lektion für Strategien*, „Manager Magazin”, No. IX, p. 5.

<sup>16</sup> J. Szreniawski, *Wstęp do nauki administracji*, Oficyna Wydawnicza VERBA, Lublin 2004, p. 30.

<sup>17</sup> B. Koźuch, *Zarządzanie publiczne...*, op. cit., p. 62.

<sup>18</sup> Z. Duniewska, B. Jaworska-Dębska, R. Michalska-Badziak, *Prawo administracyjne, pojęcia, instytucje, zasady w teorii i orzecznictwie*, Wydawnictwo Difin, Warszawa 2000, p. 371-372.

- efficiency: it should be guaranteed by a team of legal means and institutions which lead to effective revision of the disclosed deficiencies.

Analysing the process of control in the public administration from a wider point of view, internal and external control is taken into consideration. External control includes: state control of the administration, it means control of the public administration by courts and tribunals, administrative jurisdiction, common courts, Supreme Court, Constitutional Court, State Tribunal, State control organs and law enforcement: Supreme Audit Chamber, Ombudsman, control by other state authorities, non-state control of public administration. Internal control includes inter-ministerial control, departmental control and internal audit.

When managing public administration it should be remembered that the process of public service is based on the procedure of an organized approach by H. Le Chatelier and it consists of the following stages<sup>19</sup>:

1. Identify the packet of public services according to possessed resources and indications of society. This package must be consistent with the objective (or objectives) adopted for implementation by public authority with political decision-making, social-economic doctrine and social contract concluded. Public services must therefore fulfil a specific purpose, which results from the functions performed by the public authority.
2. Study of legal, political, social, economic, financial, technical and ecological conditions to implement the accepted package of public services. Analysis of demand and supply of services to determine the degree and extent of service absorption by the public. Diagnosis of service delivery – degree of satisfaction. The purpose of these activities is to comprehensively examine the terms of public service delivery and the factors that currently and in the future affect the process of providing these services.
3. Preparation of resources related to the provision of public services, taking into account the division of resources into personal, material, financial, organizational (procedures). There is the choice between providing services with personal units and outsourcing certain services. There is a division of public services into services provided exclusively by public authorities (reserved for performance by public authorities) and services that can be provided by entities outside the public sector.
4. Physical realisation of the package of public services by specific stakeholders for the public.
5. Monitoring, control and making decisions. It is based on the analysis of the accounting records of financial and economic operations that occurred in the past, their settlement in time and the recognition of the effects.

### **An example of a strategic approach in a public university**

As an example of the implementation of the strategic approach, it is possible to indicate the Częstochowa University of Technology – a public higher education institution, which, upon approval of resolution number 24/2016/2017

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<sup>19</sup> Following: T. Pszczołowski, *Organizacja od dołu i od góry*, Wydawnictwo Wiedzy Powszechnej, Warszawa 1984, p. 352-353.

the Senate PCz of December 14, 2016 is implementing successively the Development Strategy for 2016-2020. Thanks to the appropriate programme of strategic activities, the university has adopted goals in terms of<sup>20</sup>:

– Education: enhancing the attractiveness of study programmes, tailored to the needs of the contemporary information society, ensuring a high quality of education, internationalization of university offerings, development of international and national mobility of employees, students and doctoral students, enhancing the attractiveness of studying, introducing a flexible organization of studies.

Programme of selected strategic activities in this field:

1. Updating the programme offer in response to changes occurring in the technical sciences, social needs and the labour market.
2. Creating interdisciplinary cross-sectional education programmes.
3. Analysing the state of the programme offer through consultation with internal and external stakeholders and graduates.
4. Extension of the offer of postgraduate studies and further training courses addressed to external stakeholders.

– Research: intensifying research and increasing the commercialization of their results, striving to increase the category of units in parametric evaluation, increasing international cooperation in the sphere of science and research, intensifying the cooperation of universities with self-governments and economic entities of local and regional importance.

Programme of selected strategic activities in this area:

1. Development of a system to ensure and improve the quality of education (organization, communication, supervision and evaluation) with the participation of internal and external stakeholders.
2. Conducting a regular assessment of the learning outcomes achieved in the individual fields of study.
3. Motivating research-teaching and didactic workers to realize educational processes at the highest quality level. Publicize information on individual accomplishments in this area.
4. Increased participation in national and international scientific networks.

– Human resources: maintaining the proper structure of human resources, developing human resources, streamlining work processes.

Programme of selected strategic activities in this area:

1. Periodic analysis of the state of human resources in terms of external and internal conditions.
2. Planning of human resources which aim is to realize didactic and science processes in a proper way and a positive financial result maintained by the university.
3. Improving quality, performance and discipline of work.
4. Improving the qualifications of administration and maintenance staff through job-related training at scheduled positions.

– Infrastructure and its equipment: development of infrastructure aimed at increasing the quality and extension of the research and didactic offer of the uni-

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<sup>20</sup> Uchwała nr 24/2016/2017 Senatu PCz z dnia 14 grudnia 2016 r. - Strategia Rozwoju PCz 2016-2020.

versity, rationalization of real estate management taking into account investment needs, development of ICT infrastructure.

Programme of selected strategic activities in this area:

1. Development and implementation of rules for the use of existing research and teaching infrastructure of the university, including inter-faculty cooperation in this area.
  2. Development and implementation of an investment policy of the university that takes into account research and teaching needs, an economic account, and the ability to gain sources of funding.
  3. Development and implementation of a procedure for periodic balancing of wealth potential with the needs arising from tasks in the area of didactics, science and commercialization of knowledge (giving grounds for acquiring or renting unnecessary assets).
  4. Development and implementation of a plan for the expansion and modernization of university-based and faculty elements of IT and ICT infrastructure.
- Finances: improving the system of planning and the system of ongoing monitoring of revenues and costs, and optimizing them for the individual organizational units of the university (system based on the principle of devolution of responsibility for the university's economic performance), maintaining and acquiring new sources of revenue, digitization of existing procedures in finances, public procurements, realization of projects.

Programme of selected strategic activities in this area:

1. Elaboration of criteria for assessing the effectiveness of the didactic activity of Częstochowa University of Technology (budgeting costs of particular fields of study, developing methodology of calculating education costs).
  2. Implementation of internal rules for assessing the economic effectiveness of development projects.
  3. Sealing system and effective collection of fees for educational and other services
  4. Balancing the budgets of all organizational units.
- Management: Strategic planning and leading to the formulation and implementation of goals and plans at the lower levels of management, streamlining the organization of the university.

Programme of selected strategic activities in this area:

1. Formulation, together with Rector, Vice-Rectors and Chancellor, mission of the Częstochowa University of Technology.
  2. Setting with the Rector, Vice Rectors and Chancellor, strategic objectives.
  3. Elaboration, along with the Rector, Vice Rectors and Chancellor, the Strategic Action Programme.
  4. Formulating of recommendations for streamlining the organization of work processes.
- Marketing: monitoring and researching the environment of the university and creating databases enabling effective influence on it, defining the marketing directions of improving the assortment, prices and distribution of educational and scientific services provided by the Częstochowa University of Technology, designing and implementing marketing campaigns in the field of integrated promo-

tion mix with particular emphasis on Internet communication channels with the environment.

Programme of selected strategic activities in this area:

1. Analysis of demand for educational services of the Częstochowa University of Technology.
2. Designing and implementation of advertising activities.
3. Suggesting changes in the distribution of educational and research services provided by the Częstochowa University of Technology.
4. Designing and implementation of direct marketing activities.

The basic areas of activity of the Częstochowa University of Technology are to cover the Częstochowa region, Poland, Europe and selected non-European countries. By implementing the idea of lifelong learning, the school will direct its educational offerings not only to candidates for study but also to people in other age categories. In the development of educational and scientific activities, directions and trends developed within European cooperation will be taken into account. The creativity, knowledge and skills of the Częstochowa University of Technology workers and its graduates will contribute to the development of Częstochowa, Poland.

## Summary

It is noted that "the role of government and self-government administration and other public organizations is changing. Just like businesses, organizations are increasingly getting more and more requirements connected with streamlining its operations. However, this process is not accompanied by a significant increase in the competence of those responsible for the implementation of extended tasks. One of the hallmarks of the current situation is the increasing importance of the regions of the country and of local communities in meeting the needs which are important from the point of view of the public interest. Meanwhile knowledge and management skills in organizations involved in the provision of widely understood public services are disproportionately low in relation to the scope and importance of the activities entrusted to them. It is similar in many non-governmental organizations"<sup>21</sup>.

Summing up, it is stated that strategic management in public administration means taking action by the state authorities which can bring the desired course of phenomena and processes which will result in a continuous improvement in the quality of life of contemporary and future generations. It is also acknowledged that the main task of state organizations is to achieve the basic objectives and assumptions, while respecting the principle of rational management<sup>22</sup>.

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<sup>21</sup> B. Kożuch, *Zarządzanie publiczne. W teorii i praktyce polskich organizacji*, Wydawnictwo PLACET, Warszawa 2004, p. 9.

<sup>22</sup> A. Zalewski (ed.), *Nowe zarządzanie publiczne w polskim samorządzie terytorialnym*, Szkoła Główna Handlowa w Warszawie, Warszawa 2005, p. 76.

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