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Strategy and development of organizations in the management of public administration Strategia a rozwój organizacji w zarządzaniu administracją publiczną

Abstract: *The development has an overarching character as a concept for creating strategic objectives and priorities for the organization in public administration. The important role of strategy is well known, both in traditional and modern management. The development strategy of the organization in the meaning of public administration takes into account the use of knowledge to analyze current and future activities and predicting the possibility of changes occurring in the environment. Knowledge of human resources management, improvement of methods and tools, enhances the effects of work organization, relationships and promotes the implementation of previously assumed strategic tasks. Continuous development in the activity of public institutions also affects the external evaluation and contributes to improving the quality of provided services.*

Keywords: strategic development goals, traditional strategic analysis, modern strategic analysis, public strategic management, management in public administration

Streszczenie: *Rozwój ma nadrzędny w administracji publicznej. Strategia rozwoju organizacji w kontekście administracji publicznej uwzględnia wykorzystywanie wiedzy do analizy bieżącej i przyszłej działalności przy uwzględnieniu zmian pojawiających się w otoczeniu. Warto zauważyć, że polityka w zakresie zarządzania zasobami ludzkimi oraz doskonalenie metod i narzędzi w poszczególnych obszarach poprawia efekty organizacji pracy, stosunki międzyludzkie oraz sprzyja realizacji przyjętych wcześniej zadań strategicznych. Nieustanny rozwój placówek publicznych wpływa też na ich ocenę zewnętrzną i przyczynia się do poprawy jakości świadczonych usług.*

Słowa kluczowe: strategiczne cele rozwoju, tradycyjna analiza strategiczna, nowoczesna analiza strategiczna, publiczne zarządzanie strategiczne, zarządzanie w administracji publicznej

Introduction

“The intensity of change in the world around us makes organizations face the challenge of creative search for solutions that improve their functioning and, consequently, build competitive advantage in a difficult and demanding market that depends on the dynamics of globalization processes. It means that organizations are forced to improve methods and tools which improve manage-

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ment systems. Their effectiveness and ability to improve the performance of an organization depends on a number of factors, among which, these play an important role: interpersonal interaction, high level of knowledge and abilities of members of the organization, efficient flow of information, a proper understanding of the competitive nature of a given industry, on whom its future depends largely³. These are the factors that directly or indirectly influence the development of the organization. Development is directly related to the adoption of a proper strategy by a public institution. As a result, the effectiveness of managing a public institution can be provided by a well-structured strategy that should be geared towards the achievement of goals, mission and vision. This is related to maintaining the organization on the market and with some stability to the environment. In the turbulent external environment its formulation is often a condition for development. The management of the organization plays a major role in it, their task is to anticipate the environment, to know the market requirements, to be flexible in relation to the prevailing changes, or finally identification of threats⁴.

The purpose of this article is to explain the basic terminology connected with the strategy and development of a public organization, discussion on strategy connected with the development of actions in a traditional and modern management dimension, and indicating an example of the management of public school as a priority in the actual and future perspective of its functioning.

Strategy and organization development – basic terminology

“Development of an organization is a long-term process of changes inside the company, and in its surroundings. The term of organizational development of an enterprise is connected with sequential and mutually dependent changes of the state of things, running on time, in which sequential changes are ordered. The development in organization can be considered in categories of progress, recession or stagnation”⁵.

On the other hand, the Human Resources Vocabulary defines it as a strategy that seeks to transform beliefs, attitudes, values, and organizational structures in such a way as to adapt to new technologies, market requirements, and environmental challenges. This concept is linked to such terms as employee development, team development, system thinking, openness to change, team learning, building a shared vision⁶.

According to A. Puto, “the development of enterprise can be treated as a variable that depends on many factors, and is an important issue. Its essence refers to the essential role and importance in providing the company with long-lasting and effective working conditions. Every company at the moment of setting

³ S. Brzeziński, J. Gajda, A. Rzepka (eds.), *Wiedza - Kapitał Ludzki - Gospodarka*, Wydawnictwo Wydziału Zarządzania Politechniki Częstochowskiej, Częstochowa 2016, p. 5.

⁴ 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.

⁵ *Encyklopedia zarządzania*, https://mfiles.pl/index.php/Rozwój_organizacyjny [dostęp 25.03.2017].

⁶ T. Listwan (ed.), *Słownik zarządzania kadrami*, Wydawnictwo C.H. Beck, Warszawa 2005, p. 134.

up and starting a business is trying not only to survive but strives to develop its business and thereby strengthen its position on the market"⁷.

The development of a public organization is inextricably linked to the strategy of action. A public-sector strategy is the adoption of specific concepts to the actions connected with managing operations in several branches and in several markets⁸.

When talking about strategy, it is necessary to interpret strategic management, which is a process of information and making decisions, its purpose is to solve the key problems of public institutions, their actions, their survival and development with regard to the environment and key factors of their productive potential⁹.

The process of strategic management in a public organization consists of¹⁰:

1. strategic analysis:
 - analysis of the environment,
 - analysis of the company,
 - assessment of the strategic position of the company in the environment;
2. strategic planning:
 - considering different strategic options,
 - selection of goals and means of implementing the strategy,
 - developing a strategic plan;
3. implementation of the strategy:
 - adjusting procedures and organization structure,
 - information-decision processes,
 - strategic control.

Every public institution must have a strategy of functioning which is previously fixed. Among detailed actions connected with the development of the organization which are taken by managers in public institutions we can distinguish¹¹:

- valuable contribution to strategy development;
- questioning the status quo to improve business performance, especially where it depends on employees;
- making discussion easier among managers in the most important issues connected with managing people and introducing changes where necessary;
- predicting environmental problems (for example, new legislation) and problems inside the organization (for example, shortage of human resources) and offering solutions tailored to the needs of the company;
- providing the resources needed to meet current business needs and teamwork for future needs;

⁷ A. Puto, *Czynniki hamujące rozwój współczesnych małych i średnich przedsiębiorstw*, [in:] *Współczesne problemy zarządzania małym i średnim przedsiębiorstwem*, O. Seroka-Stolka (ed.), Sekcja Wydawnictw Wydziału Zarządzania Politechniki Częstochowskiej, Częstochowa 2013, p. 23.

⁸ R.W. Griffin, *Podstawy zarządzania organizacjami*, Wydawnictwo Naukowe PWN, Warszawa 2005, p. 246.

⁹ A. Stabryła, *Zarządzanie strategiczne w teorii i praktyce firmy*, Wydawnictwo PWN, Warszawa-Kraków 2000, p. 13.

¹⁰ M. Romanowska, *Zarządzanie strategiczne firmą*, CIM, Warszawa 1995, p. 14.

¹¹ P. Reilly, T. Williams, *Strategiczne zarządzanie zasobami ludzkimi. Rozwijanie potencjału organizacji dzięki funkcji personalnej*, Oficyna Wydawnicza a Wolters Kluwer business, Kraków 2009, p. 175-176.

- participation in creating the brand of the employer and its implementation in the organizational unit;
- encouraging employees to engage in work and build social capital in collaboration with their managers;
- hitting the organization's fire points, so solving real problems of a company that require intervention of human resources, at the same time, not imposing the best practices on human resource management only because of the rules. Finding ingenious and practical ways to prolonged or complex problems;
- discovering weak points in processes of people management, for example on the basis of analysis of questionnaires organized among workers, problems communicated to the contact centres, and information about absences, resignation and overtime transmitted by line managers;
- manage risk by ensuring that your organization complies with the law and at the same time dismiss the concerns for legal repercussions to enable the proper functioning of the company;
- being a trusted listener in difficult management issues and delicate personal matters;
- coaching or mentoring fellow managers, especially in the case of newcomer managers;
- improving the image of strategic partners in terms of their usability and credibility in the eyes of the management;
- seeking ways to improve the quality and effectiveness of human management in the whole organization by integrating the actions of individual people.

It can be stated that managing in public administration is based on defining the balance and conditions of its scope in material and social terms, inside and outside, and on the influence of the public organization on the environment and subsystems. Basic tools of restoring the balance are: strategy, development, structure, procedures and organizational culture. The main function of managing is thus effective activity which aims to achieve the organizational balance in public administration. It is constantly interrupted by external and internal processes¹².

Strategy and development in managing a public institution in a traditional and modern dimension

The particular interest of public institutions is the choice of the development concept as a chosen strategy of action. In this regard, often the institution has many doubts and dilemmas, it is connected with the path of development and the formulated priorities. The most important attributes associated with the development of institutions in public administration are¹³:

- embedding the concept of development on universal norms, rather than on paradigms, which are relative and critically conditioned;
- relationship to capital – taking into account the three capitals (economic, human and natural) with the superiority of human capital, not economic;

¹² R. Krupski (ed.), *Zarządzanie strategiczne. Koncepcje, metody*, Wydawnictwo Akademii Ekonomicznej, Wrocław 2007, p. 81-82.

¹³ B. Piontek, *Strategiczne cele i priorytety rozwoju – ujęcie teoriopoznawcze*, „Przegląd Organizacji” 2016, no. 10, p. 51.

- growth process considered as a component of the development process and not as an independent category whose outcome may be development but may also be inequalities;
- relationships between capitals: one of them cannot be developed at the expense of the other;
- ways of managing individual capitals;
- strategic planning or its appearances;
- indication and development of strategic industries;
- indication of strategic economic areas;
- correct understanding of the efficiency category and its application in line or not with the nature of rated entities and phenomena;
- use of the metrics to measure both the process of development and of growth;
- adherence to quality parameters which are appropriate taking into consideration the size of economic and non-economic changes in the process;
- supply and demand management- key areas of development;
- choice between a concept adopted from the outside or built from the bottom up;
- choice between sovereignty and the integration of the country in economic, social, and institutional dimensions.

Managing an institution in public administration is connected with the choice of analytic strategy: traditional or in its new dimension¹⁴.

The basis for traditional strategic analysis is complexity, depth and prospective character. The complexity of managing a public institution is that in a complex environment, you never know where the decisive challenges will come from. It is about recognizing components of development determinants, including macros, micro dotting, and internal potential of the organization. The principle of profundity is that only knowledge that is adequately detailed, accurate, tested, and consistent has significant value in designing development concepts. Any deficiencies in knowledge can cause you to miss out on finding the right strategy. In the context of prospective assumptions, the future of the public institution will not result from the continuation of the current trends, as the continuity of development processes is increasingly broken, even the most accurate diagnosis of the current situation, from the point of view of shaping future development is very little.

On the other hand, the key assumptions of strategic analysis in the new realities of strategic management are speed, selectivity and intuition. Developing a system for the development of effective action involves the acquisition of knowledge dynamically, without delays in actions, based on early signals, often unnoticed by the competition. Selection of information is also very important because it allows the institution to focus on the most important matters and to reject the less important. The ability of analytical diagnosis of the situation, such as the use of specific tools and instruments, to accurately describe the future reality is also important in the management of public institutions. The choice of appropriate strategic analysis depends on the managers of the public institution, its modes of operation, the conditions of its internal and external environment.

¹⁴ A. Kaleta, *Między tradycyjną a nowoczesną analizą strategiczną*, „Przegląd Organizacji” 2016, no. 3, p. 4-7.

Example of public University development

The management of higher education nowadays is gaining a new dimension. The university is required to be fully engaged both within the organization itself and into consistent relations with the environment. That is why, it seems necessary for the university to be innovative, follow trends, undertake entrepreneurial activities, marketing, orientation on knowledge, human capital, quality, social responsibility, local and regional development, labour market students, business and institution's needs¹⁵.

Częstochowa University of Technology (PCz) is an excellent example of a dynamically developing public institution with its 86 years of tradition. The University is constantly developing on the following issues¹⁶:

- in the perspective of 2020, it will realise intelligent growth, it means to develop a knowledge-based economy, that is, creating modern technologies;
- strengthen cooperation between the science and technology sector in the implementation of applied research and the implementation of innovative technologies, which should translate into increasing the competitiveness and innovation of small and medium-sized enterprises, as well as large companies, cooperating with universities; The implementation of these goals is possible because of the support of programmes co-financed by the European Union, and in particular the Intelligent Development programme and regional operational programmes for scientific and industrial consortia, clusters and technology platforms;
- co-operation with the University is possible (the potential of University cooperation at almost every level of technological readiness in many areas) covering many areas of National Smart Specification defined by the Ministry of Economy;
- intensification of cooperation with previous economic partners;
- development of academic Staff (in the past few years there has been a significant increase in scientific advancement, created by the change of regulations on degrees and scientific titles);
- increasing employees activity in areas which are important from the point of view of departmental parametric evaluation;
- increasing effectiveness in raising funds from national and EU funds for research and development activities;
- initiation and support in creating inter-faculty science centres with accredited research laboratories;
- intensification of marketing actions on domestic and foreign markets;
- increased activity in: research and analysis of the marketing environment, choice of target markets and marketing mix, which include integrated promotion mix;
- marketing research which allow better understanding of needs and requirements of potential and current customers as well as opportunities and dangers which come from the environment;

¹⁵ J. Gajda, S. Cichoń (ed.), *Problemy zarządzania współczesna uczelnia – ujęcie wieloaspektowe*, Wydawnictwo Wydziału Zarządzania Politechniki Częstochowskiej, Częstochowa 2015, p. 3.

¹⁶ Fragments of the speech of the President of Częstochowa University of Technology, prof. dr hab. Norbert Sczygiol, at the beginning of the academic year 2016/2017, „Politechnika Częstochowska – pismo środowiska akademickiego”, 2016, no. 61, p. 2-3.

- covering new market segments and maximizing their potential;
- increase the share of the Internet, including social networking sites, in promotional campaigns;
- shaping the image of the university on the basis of a rich public relations instrument;
- changes in assortment, quality and distribution of educational services and pricing strategies;
- being open to the needs of the Częstochowa region and the whole country in research, education and different forms of advising;
- supporting students' initiatives which cover didactics, cultural areas, sport, entrepreneurship, scientific movement and social activities;
- creating such educational conditions for students so that graduates of PCz are not only appreciated and employed on the labour market but also constitute a model for other universities.

Summing up the above conditions, it can be seen that the development of the Częstochowa University of Technology is an absolute priority for its own in its present and future prospects.

Summary

A. Puto claims that: „every company wants not only to be on the market as long as possible but also to develop. To get this, it undertakes activities aimed at increasing and improving its sales offer, adapting to the changing needs of consumers, introducing more innovative manufacturing methods and gaining a leading position on the market. Unfortunately, changing conditions in the environment of the company can make it more difficult or even impossible to gain the required objectives. That is why the management cannot passively look at these situations, it has to counter them and create conditions for the continuous development of the organization”¹⁷. Institutionalization of entrepreneurship provides some guidance in shaping the content of particular strategies, in particular: the type of entrepreneur, the image of the whole organization, process of creating the strategy, looking at the environment, strategic attitudes, learning, strategic leadership, key processes of business, the main organizational media¹⁸. The concept of strategic management on human resources plays a key role in this aspect. At the same time, the development of human resources in the context of university gets different, multidimensional importance, it translates into academic degrees, giving prestige in the national and supranational dimension. There is a view that there is a community of interests between employees and employers. Employees identify with the organization and managers try to create appropriate conditions for their effective development. Staff development is connected with the development of the entire organization¹⁹.

¹⁷ A. Puto (ed.), *Determinanty funkcjonowania i rozwoju współczesnych przedsiębiorstw*, Sekcja Wydawnictw Wydziału Zarządzania Politechniki Częstochowskiej, Częstochowa 2013, p. 5.

¹⁸ M. Majowska, M. Bratnicki, J. Strużyna, *Strategiczna perspektywa przedsiębiorczości organizacyjnej i polityk wynagrodzeń*, www.ipiss.com.pl, p. 119 [dostęp: 27.03.2017].

¹⁹ B. Urbaniak, A. Rogozińska-Pawelczyk (ed.), *Strategiczne zarządzanie zasobami ludzkimi a kształtowanie stosunków pracy*, Wydawnictwo Uniwersytetu Łódzkiego, Łódź 2010, p. 9.

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