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ACTIVITIES IV  
**Fundamentals of public management**

**Ladies and Gentlemen,**

Last time, we explored the perspective of management as seen from the organisational and management sciences. We now turn again to the public sector.

In the simplest terms, public management is about designing and implementing public policies [**Hausner 2008, p. 48, cited after: M. Kulesza, D. Sześciło 2013, pp. 18 - 19**]. And what is public policy? - As M. Kulesza and D. Sześciło, it should be understood as an intended and purposeful process aimed at the implementation of general assumptions in individual areas of public life, which may result from the policy of those in power. In turn, their aim is to satisfy social needs, even more broadly - the needs and interests of the state [**Kulesza, Sześciło 2013, p. 18**].

I think that it will not be wrong to say that public policy is in a sense the same as administrative policy. For, as J. Jeżewski notes, it serves as a programmatic indication of how to shape the administration and its operation for preconceived goals [**Jeżewski 2013, p. 299**]. However, two differences were pointed out by M. Kulesza and D. Sześciło. First, the term "public policy" is more associated with the Anglo-Saxon trend and is more related to the legislative power, while "administrative policy" is more strongly associated with the executive power. Secondly, "public policy" actually does not refer to "policy towards administration", which is included in "administrative policy", as it focuses on influencing outside administration [**Kulesza, Sześciło 2013, p. 19**].

D. G. Osborne wrote that three elements are necessary for the advent of better governance: the will of the politicians, efficient administration and the participation of the people [**Osborne 1991, no. 10, p. 44**]. C. Alfred and Jr. Aman, writing in the context of the USA, pointed out in turn that the growing fashion for deregulation and the application of market concepts to legal regulation will not be able to supplant administrative law understood as public

law. As they added, the market has been and will be treated as a tool for regulation, but we will not return to the 19th century and the individualism of that time [Alfred, Aman 1992, no. 10, p. 65]. As it will turn out later - they were right.

New public management was a response to the economic recession of the 1970s. First, there was an emphasis on using mechanisms and instruments specific to the private sector. The most widespread concepts include managerialism, market-oriented bureaucracy, entrepreneurial government and business-like management. What they all have in common is a focus on administration, actions based on results rather than procedures. Secondly, there is a belief in a market approach, i.e. the use of the mentioned private sector instruments in the public sector [Mazur 2003, 2005; p. 57 - 58].

However, J. Przedańska aptly emphasises that suggesting the observation of positive experiences of other countries (let us add, with a different legal and legal-administrative tradition) may be disastrous, as it exposes one to an error of induction, especially due to sometimes less and sometimes more different social systems. Similarly, when it comes to the legal system. This, in turn, complicates the matter in the perspective of even not only the public subjective rights of citizens, but the compliance with the Constitution in general [Przedanska 2009, p. 411 - 412].

D. Sześciło noted that there is a lack of voices unequivocally confirming the advantages of the new public management. However, there is no lack of critical remarks. Moreover, the author points to the lack of unambiguous criteria that would make it possible to determine the degree of readiness of the administration in a given country to undergo such reforms [Sześciło 2014, pp. 51 and 55].

Another strand of public management is public governance. This concept emerged in a wave of criticism of the new public management in the 1990s. It is also known as "participatory public governance" or "governance without government".

We are dealing here with two fundamental assumptions: **1)** the replacement of the traditional, hierarchical system of governance by a less hierarchical one, which at the same time has limited sovereignty - especially at the central level, **2)** the existence of complex networks of interdependence between the various centres of state, economic and social power, as well as mechanisms of collective decision-making and social consultation. However, public authority retains its validity and remains an active participant in the mentioned relations [Mazur 2003, 2005; p. 62].

"Participatory governance" is based on the so-called network theory, which is linked in turn to network structures. These structures consist of horizontal linkages between different public and private sector actors. The cooperation of partners in such networks is initiated by the public administration. In turn, the fruits of this cooperation should by definition benefit all network participants [**Malecka-Łyszczek 2014, p. 48**].

The above necessarily leads us to the issue of joint administration. J. Supernat emphasises in this context the evolution in the forms of action that the public administration bodies had to undergo. For they can no longer rely only on themselves. The achievement of public goals requires cooperation with the private sector. Intersection of public and private law norms is also unavoidable [**Supernat 2008, p. 163**].

As the same author wrote, a particular manifestation of co-administration is the direct cooperation of administrative bodies of the European Union Member States, responsible for the implementation of EU law in a particular field, and the European Commission within the framework of obligatory, cross-border networks of public administration bodies. Examples here include the European Competition Network or European networks of regulators in infrastructure sectors [**Supernat 2008, p. 165**].

Finally, it is impossible to disregard the words of J. Blicharz and L. Zacharko that: "however effective public administration is extremely important, the process of public sector managerialisation should be connected with the way it is put into practice, with the ethics of public life". [**Blicharz, Zacharko 2020; p. 835**].

It seems that the evidence for the implementation of the above "ethical reflection" is neoweberism, which, in my opinion, seems to be more a modifying and complementary current in relation to "participatory governance" than a completely separate idea. Neoweberism, however, combines the experience of the classical weberian administration based on bureaucracy, not characterised here, but mentioned to some extent in the first classes, with the experience of "new public management" and "participatory governance". The effect of this is to combine classical administrative procedures with maximum efforts to provide citizens with quality services [**Charzewski 2018, p. 203**].

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