
Preface

Public management is undoubtedly acknowledged area of management science but too narrowly empirically researched. First, it results from the fact, that until recently large part of economists has proclaimed views, that the macroeconomic level, equal to macroorganisational level of national economy, belongs to the area of pure economics. Second, it results from practice, where the majority of representatives of economic sciences in the discipline of management have mostly dealt with macroorganisational level in their research. Thirdly, public management is being developed also in the Faculties of Law and Administration, which on the one hand introduces the legal and administrative approach, which broadens possibilities of scientific generalisations; on the other hand it not always finds a fertile ground in the more hermetic management science.

Today, it can be said with full responsibility that both macroorganisational (state) and megaorganisational (global) level can and need to be discussed from the perspective of the management science. It results both from the development of international corporations and empirically the existence of global structure of corporational control confirmed in 2011 by the scientists from Swiss Federal Institute of Technology in Zurich. It also results from changes on the global stage, where on the basis of various bilateral or multilateral agreements certain socio-economic, commercial or intentional communities are created at international level, with various models of participation, accountability and public management. Significant in this process is also a fact that realisation of fourth traditionally understood management function, namely control providing measurement of economic and organisational efficiency of operation of state's institutional system within the macroorganisation, is possible only in terms of macroeconomics.

Like before, man tried to manage a given tribal community, so today's public management is an integral part of the processes of existence or destruction of a given state. It does not matter if these were despotic, slave, feudal, socialist or capitalist states with all of its forms—in all of them the better or worse understood forms of planning, leading and control occurred—from Vatican having 800 citizens, which is the smallest city-state in the globe to the most populous in the planet—China, from Democratic Republic of Congo—the poorest state on Earth, to Qatar, where income per capita is the highest in the world, from Afghanistan, constantly torn by wars since 1979, to Greenland—autonomic, yet dependent from

Denmark—who has never in history waged a war. At the same time, there are different management techniques and tools. People in power in the given state try to introduce such practices, which will allow them to reach their goals. But those goals, more often achieved by nihilisation of values and disinformation of the society, very often cater to specific interests of a selected group of people or corporations. Realisation of common good, at least to ensure respect for the person as such, prosperity in the sphere of dignified life and peace—characterised by safe and just order—can more often resemble the provision of partial good, where there is a conflict of still public goods with the already private ones.

Thus, this book is a proposition of filling the cognitive gap in terms of both theory and practice. The work consists of six chapters, which were constructed in such a way that they present the state in chronological order as the main subject of institutional understanding of the organisation in the context of new institutional economy. The research methodology included the triangulation of methods, which combined content analysis and critical overview of subject literature with diagnostic sounding.

According to classical understanding of management by R. W. Griffin, J. A. F. Stoner, R. E. Freeman and D. R. Gilbert, the focus of research was directed at analysis of such functions like planning (and decision making), organising, leading (that is leading the people) and control.

Public management is researched by approaching D. North and O. E. Williamson's perspective of new economy treating state as organisation with formal and informal institutions. Such approach allowed references to various levels of research of socio-economic organisational processes directed at theoretically developed management analysis (foreground) and resource allocation mechanism analysis (using J. M. Buchanan's social choice and public choice theory and public interest in welfare economics, analysis of institutional environment within theory of regulation and property right (directing the focus on J. M. Buchanan and G. Tullock's efficiency of economic operators and decision collectivism) and analysis of social environment in formal institutions within social evolution and change of economic structures during the whole period of political transformation in Poland, that is since August 1989.

Within quality empirical research of 12 Polish Prime Ministers, conducted in 2012–2013, the nomothetic approach with diagnostic sounding was used. The interview consisted of six standardised open questions. All questions were additionally defined each time during an individual interview in a free form, but still directed at the issue. Depending on the needs of respondents and proper reference to the discussed issues, the interviews took from 40 min to 3 h and were electronically registered after receiving the respondents' consent. In the research procedure, especially secondary, the method's drawback regarding limitations of intersubjective verifiability of information was eliminated by its physical verification in majoritarian form. At the same time, the knowledge of various political environments came from the respondents as well as author's experience from long-term practice in public organisations allowed to adopt a horizontal concept of public management.

The main goal of the work is empirical verification of public management realisation from the perspective of the experience of former Prime Ministers in Poland.

The main research problem was formulated in questions:

What is the perception of public management from the perspective of the experience of former Prime Ministers in Poland.

Due to the adopted methodology and institutional understanding of state, the detailed issues were formulated as questions:

1. What is the perception of state in understanding the organisational form of society?
2. In what way is the practical planning realised in state management?
3. What is the evaluation of state organisation capabilities in practice?
4. Which elements of state management process should be seen as the most difficult?
5. What is the perception of evaluation of degree of realisation of own planned actions in relation to actually undertaken actions?
6. What kind of power and management capabilities does the Prime Minister have in practice?

Recognition of the problem situation and collected and studied research materials allowed to adopt the following working thesis:

The perception of public management from the perspective of experience of Prime Minister is determined by the period of governance and conditioned by the security of predictable parliamentary majority.

Taking the general character of working thesis into consideration, in the context of details of adopted issues, the detailed theses were also determined:

- T1: State is perceived as the basic and the most effective form of organisation of society.
- T2: Constant search for compromises and decision-making dilemmas regarding systematic correction of plans are inseparable element of planning process in public management.
- T3: The principle of inertia of public institutions is a major cause of organisational inefficiency and low evaluation of capabilities of organising the state in practice.
- T4: Conflict of interests and lack of motivation are the most difficult areas in state management.
- T5: The degree of realisation of planned actions in relation to actually realised ones depends on the efficiency of actions of the whole Council of Ministers and the ability to control the whole management process.
- T6: Prime Minister's scope of power is vast, but strongly determined by the quality of political party structures and meritorious expert's support.

The first chapter presents the state as the form of organisation of society. It analyses differences between coping and managing and finally presents new definition—also within the opposite approaches.

Planning and decision making in public management is a topic of the second chapter. It presents the essence of planning as the basis of management as such, decisions and their classifications, and conditions their consequences and changeability during the difficult period of political transformation.

The third chapter focuses on the possibility of organisation of state from the institutional and system perspective. It refers to the Equilibrium Law and new institutional economy—discusses the order and institutional rules, emphasising the relation between institution and network connection. It presents the state's organisational system and its main models, including multi-level model of management in European Union.

In the fourth chapter, the management and leading in public organisations is presented with focus on the approach oriented at intellectual capital on macroorganisational level. The network determinants of public leadership, information and disinformation in leading process and examples of global leadership crisis were discussed.

The fifth chapter discusses fourth management function, namely control. Due to a still erroneous interpretation of basic notions, the effectiveness and efficiency in control process were presented. The main indexes of control at the macroorganisational level were discussed; finally, the efficiency of diagnosis of the state and management capability measurement was presented.

The sixth chapter presents the practice of governing and public management. It includes the characteristics of empirical research with the necessary definition of main measurements of development of Poland in 1989–2015 congruent with International Monetary Fund's GFS methodology. The undoubtedly exceptional value of this chapter is the presentation of sounding research in analytical and holistic version—interviews with all Polish Prime Ministers, who governed between 1989 and 2007. In the global scale, it is the only comparison of consequent Prime Minister's perception of the broadly defined public management in a given state. It regards the state under political transformation, which in general perception was economically successful, however not without mistakes. Some of them could have been avoided.

Here I would like to thank all the Polish Prime Ministers, who took part in the research: Tadeusz Mazowiecki, Jan Krzysztof Bielecki, Jan Olszewski, Waldemar Pawlak, Hanna Suchocka, Józef Oleksy, Włodzimierz Cimoszewicz, Jerzy Buzek, Leszek Miller, Marek Belka, Kazimierz Marcinkiewicz and Jarosław Kaczyński. It is with regret that, despite numerous invitations, the currently governing Prime Minister Donald Tusk did not take part in the research, which undoubtedly would have enriched the whole science and practice and presented broader spectrum of approaches and management dilemmas in the consequent years of governance.

I would also like to thank my Colleagues from the scientific community, both national and abroad, for numerous discussions and reviews, which for me were a source of considerations and further inspirations in works on this book.

Public management has become a normative scientific discipline, which more than ever requires the search for dynamic efficiency within creative entrepreneurship of public institutions. The economy, then, requires a state, but institutionally efficient one, which on the one hand will provide a proper allocation of public resources and on the other hand will increase social utility in all dimensions. Thus, I hope that this work will be a profound contribution to reflection on the role and meaning of public management, both scientifically and in practice.

As the author, I take full responsibility for the book's imperfections, which I have certainly not avoided, and ask the Respected Readers for understanding and constructive criticism.

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Public Management

Theory and Practice

Raczkowski, K.

2016, XVII, 235 p. 23 illus., 4 illus. in color., Hardcover

ISBN: 978-3-319-20311-9