

HUMAN RESOURCE MANAGEMENT IN THE PUBLIC SECTOR. THE CHALLENGES OF THE INDUSTRY 4.0

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Purpose: The aim of the article is to present the issues of underinvestment of public administration bodies and its impact on problems related to human resource management. The article presents the consequences of underinvestment in public administration and other organisations in the budgetary sphere. The inference was based on the example of one of the state institutions.

Design/methodology/approach: Ethnographic research methods were used in the project. 51 interviews were collected based on a partially structured scenario. The survey was conducted in 17 public administration units (with employees of various management levels and regular employees) and among the recipients of these offices.

Findings: The research results clearly show the devastating effect of low wages on employee motivation. The collected field material indicates the specific negative consequences of under-financing in the entire area of human resource management.

Research limitations/implications: Despite the significant scale of the diagnosed problems, the authors are aware that it will be difficult to implement the recommendations formulated in the text in conditions of high inflation. However, in order to avoid the diagnosed risks, the strength of the remuneration offered should be taken into account at the stage of designing the institution's budgets. We are also aware that there are significant income inequalities within the public sector, so our recommendation should not be treated as a one-size-fits-all solution.

Practical implications: The implementation of the proposed solutions in the examined institution may significantly improve the involvement of employees. It will also have a positive impact on their overall motivation to work. The effect of these actions can positively affect many processes taking place in the organisation. Overall the image might improve.

Social implications: Practical changes could improve the image and prestige of the organisation. Moreover, changes might increase the social awareness and responsibility which is crucial for the public institution.

Originality/value: The problem of under-financing of the public sector is not new, but its value comes from the conditions of a overheated labour market in Poland, which raises many new, unprecedented risks for public sector organisations.

Keywords: underinvestment of public administration, consequences of underinvestment, human resource management, ethnographic research methods.

Category of the paper: Research paper.

1. Introduction

The focus of the article is social reality in the public sector. The work undertaken in this sector is usually associated with employment stability but, unfortunately, also with lower earnings than in the private sector. In one part of this sector, namely the civil service, the average total gross salary was PLN 7,419, i.e. 7.8% more than in 2020. However, taking into account the inflation rate (5.1%) in 2021, the real growth of salaries in the civil service was much lower and amounted to 2.6%. In the national economy, it was 9.6% nominally and 4.3% in real terms according to the Report of the Head of the Civil Service on the state of civil service and on the implementation of its tasks in 2021 (*Sprawozdanie...*, 2021). Moreover, in 2021, the average salary in more than half of the offices (1,005) employing members of the civil service was lower than the salary in the national economy (PLN 5,663 gross). This is an increase of 11.5% (104 offices) compared to 2020 (*ibid.*). The salary situation of teachers or doctors was no better. The minimum remuneration of an appointed teacher in 2022 is PLN 3,445, i.e. only PLN 435 above the minimum wage.

Is it possible to build education, health care and state support services based on such salaries to meet the expectations of taxpayers? It seems not. This means, therefore, that a certain paradox occurs between expectations and the financing of the public sector. It is the result of, *inter alia*, a neo-liberal trend in public administration management which assumes that the lower the costs (more limited participation of the State in the economy), the better. However, the issue of low funding is not confined to offices but also holds true of the aforementioned education and health care. New Public Management called for the use of business tools and techniques in the public sector. The efficiency of state institutions was to be achieved through decentralisation and managerialization (Pasieczny, Rosiak, 2021). The question that naturally arises in this connection is how to encourage professional managers to work in the public sector for salaries that are offered there. Due to a narrow pay table successively flattened in recent years under the project of increasing the minimum wage to PLN 4,000 gross in 2023, the problem with recruitment of professional managers concerns not only top but also middle management.

Meanwhile, cost cuts that bring the average wage closer to the minimum wage in some government institutions must lead to a lower quality of supply of public services. The problem of underinvestment in administration is not a new topic. However, it deserves special attention at present. Firstly, it is because the labour market has become an employee's market, which means that even very efficient private companies have trouble with recruiting employees. Secondly, the described salary levels are offered in the period of high (in excess of 10%) inflation in Poland, which additionally adversely affects the assessment of job offers in the public sector. With low unemployment that has remained below 5% since 2017 (Eurostat data), the main advantage of work in the public sector, i.e. employment stability, is no longer relevant.

The aim of the article is to provide some insight into underinvestment in many public sector organisations and its impact materialising as problems with human resource management. The specific objectives are:

- to reveal real effects of underinvestment in public sector organisations,
- to show the level of awareness of employees who function in conditions that make it difficult for them to perform their current duties,
- to present the main challenges for HRM, such as protracted and inefficient recruitment, on-boarding and knowledge succession processes in organisations, resulting from the low attractiveness of such workplaces for young employees.

Our inference is based on the example of human capital management in a public sector organisation.

2. Literature review

In our paper, we have adopted two research perspectives. The first one concerns technological changes taking place in today's world and the challenges they pose to society and contemporary organisations. The fourth industrial revolution (industry 4.0) deserves attention due to three unique features that distinguish it from previous breakthroughs: the speed with which changes are occurring (evolution at an exponential rather than linear pace), their scope and depth, and systemic impact. Hence, this revolution is pressing for changes in entire systems (Schwab 2016). Its foundation also lies in digital solutions. One of the concepts to implement industry 4.0 in organisations is digital transformation. From the perspective of management science, it is, however, incorrect to believe that technology plays a major role in digital transformation (Frankiewicz, Chamorro-Premuzic, 2020) since IT solutions are relatively easy to acquire. What is much more difficult is to adjust processes, develop talents and new skills in organisations, close the gap between demand for and supply of talents, and – when this is achieved – to manage them appropriately. Why is it difficult? Because it involves systemic issues and these are not easy to design.

The second research perspective concerns employee motivation systems. An employee's motivation depends on the possibility of achieving the main goal, namely receiving a reward that will meet the employee's specific needs. Well-motivated people have a clearly defined goal and are willing to take action to attain it (Armstrong, 2009). Nonetheless, an employee's motivation depends not only on goals or remuneration. What is also very important is employees' expectations, i.e. how they assess the probability that they will receive a decent remuneration. The greater control employees have over the means of achieving their goals, the greater their motivation will be. This implies that remuneration systems in which wages

depend on efficiency, competences, contribution or skills can increase employee motivation. However, there are certain conditions:

- 1) employees should know what they will receive in return for their efforts or achievements,
- 2) employees should know that what they can get is worth having,
- 3) employees can expect to receive it.

Money is one of the most important motivators. It fulfils various roles for various social and employee groups. It is money that attracts the best specialists to enterprises. Money in the form of wages is a source of employee income, an indication of the standard of living, social security, a determinant of the sense of worth, and recognition of talents, skills and qualifications. Thus, wages in the form of money ensure positive motivation, but not because people need and want money. Money makes people appreciated for the work they do. So money is an expression of recognition. The salary makes it possible to live at a lower or higher standard, it is often also perceived as a determinant of employees' achievements and of how the employer assesses them (Kopertyńska., 2009).

In practice, all employee needs correspond to the basic levels identified by Abraham Maslow, i.e. physiological, safety, belonging, esteem and self-actualisation needs (Maslow, 2022). The relationship between work and physiological needs is obvious. It is mainly thanks to work that people acquire means to satisfy them. Safety needs are activated in new situations. When taking up the first job in life, employees are concerned about whether they will cope with unknown responsibilities or whether they will be able to adapt to a new social environment. New situations generate uncertainty, sometimes even fear. In older workers, concerns about their unfitness for work may increase. In the organisation in question, these issues are of particular importance as a clash of generations can be observed there – vast knowledge and experience accumulated as resources of older employees on the one hand and the need to recruit new, younger people who could find their feet at work on the other. This is a source of conflict in that institution. The next level of the hierarchy – the need for affiliation (belonging to a group) – is related to the social nature of an individual and is manifested in the search of a positive bond with other people. According to Maslow, the needs of belonging are especially strong in young people. This makes their situation even more difficult if they are not accepted or are rejected by a group of older workers. This clash of expectations and reality is one of the reasons for high turnover of staff who have been employed for less than a year. Therefore, during professional adaptation, great importance should be attached to creating conditions that facilitate the formation of positive bonds between new and long-term employees in organisations.

The significance of people's need for esteem depends heavily on the type of culture. The contemporary Western culture is success-oriented – it shapes and strengthens the pursuit of excellence, success, career and accomplishment in any field. Most people work for money. This is because money is one of the most universal means of meeting other needs. The need for esteem is no different in this respect. Indeed, many people treat the amount of their salary as

a measure of recognition of their profession, education, skills and work performance. The desire to increase income and the willingness to demonstrate external signs of prestige largely affect their motivation to work. The direction of this impact, however, is conditional on many other factors such as, for example, real and perceived income growth opportunities through increased earnings and the latter through improved performance, actual and perceived opportunities to acquire the desired goods. The same goes for any organisation.

Using the pursuit of social esteem as a driver of motivation to work also involves building attractive career development paths (patterns) for organisation members. They make everyone aware of the possibilities and conditions of promotion. They also form a basis for comparing individual instances of success or failures.

The last group of needs – self-actualisation – is related to the pursuit of employees' interests and their use of potential opportunities in the environment. By taking actions connected with a personal passion and interests, employees develop. The satisfaction of this need results in good performance, without linking the employee's own activity directly and too closely to the level of earnings. An employee self-actualising at work is reluctant to change the type of job and carries out tasks regardless of temporary difficulties. Self-actualisation is related to employees' satisfaction with the very action that they like to perform and their participation in the creation process rather than with the end result and evaluation (praise, reward). An important condition conducive to self-actualisation of employees is to allow them adequate (from the point of view of the needs and capabilities of an enterprise) freedom of action.

That is why effective systemic solutions in the field of remuneration are so crucial as they affect many other dimensions of organisations. A defectively designed or poorly managed remuneration system becomes a de-motivator for employees of organisations, thus ceasing to properly serve its elementary functions. A remuneration system should fulfil the following functions (Borkowska, 2001, p. 21):

- attracting employees to work (base salary in line with job valuation and market remuneration reviews, performance-related variable salaries, additional benefits, a link between the remuneration system and the organisational culture),
- maintaining employees at work (deferred (long-term) remuneration, profit sharing, gainsharing, cafeteria remuneration),
- stimulating employees to work efficiently (flexible pay tables based on wide wage brackets, variable remuneration depending on performance),
- stimulating employees to develop professionally (remuneration based on competences, variable remuneration depending on performance, additional benefits targeted at employee training).

In knowledge-based service companies, the most valued feature of remuneration is its uniformity throughout the organisation (for all employees), both in terms of principles and amounts. In the case of such companies, remuneration systems are built in a consistent manner because the value of human capital is high and equal (Urbaniak, Bohdziewicz, 2013).

If the remuneration system does not fulfil a given function (or worse, several functions), it may seriously disrupt the functioning of various other organisational systems. The most severe negative consequences of no or upset motivation systems include dysfunctions in job valuation and construction of pay tables and dysfunctions of bonus systems (Oleksiak 2013). In order to avoid the basic dysfunctions of such a system, people designing it should remember about the following:

- linking the remuneration system with the company's development strategy and human resource management strategy,
- the foundations of such a system should be adequately explained and communicated to all employees,
- components of the remuneration system should depend on the employee's performance (base salary, bonuses, rewards) as much as possible rather than, for example, on the duration of employment (e.g. with regard to increases in base salaries or rewards),
- each remuneration system should rest upon an appropriate job valuation process leading to flexible pay tables (Borkowska, 2001).

It is worth pointing out that for younger generations of employees, non-material factors are becoming more and more important as well. As shown by the Randstad survey (2022) conducted on a sample of 35,000 employees from 34 countries for the Millennial (Y) and Post-Millennial (Z) generations, the values of the organisation are also vital. A significant proportion of the respondents (43%) indicated that they would not take up a job in an organisation that acts contrary to their social and environmental beliefs. Development also matters: 85% of the respondents would get involved in educational and development programmes if such an opportunity arose. At the same time, as many as 41% of Generation Z respondents declared that they would quit their job if it did not fit their concept of personal life.

The fulfilment of these basic principles and expectations of employees can be a starting point towards avoiding major dysfunctions of the remuneration system and developing an efficient motivation system (Oleksiak, 2013).

3. Research Method

The study we present was a part of a bigger research embracing 17 public administration units. Even though the main scope of the conducted research (wasn't focused on..) didn't concern financial issues, they appeared as a very significant one and had impact on many other dimensions of organisation.

Ethnographic research methods were used in the project. In general, 51 interviews were collected based on partially structured scenarios (Appendix 1). The method was a semi-standardized open interview with non-structuralized questions. We chose to have the scenario

to increase the possibilities of analysing the results. The interviews were conducted with employees of various management levels and regular employees and among the recipients of their services. We present the structure of the sample in Appendix 2. After gathering the data the field material was coded (with Atlas.ti program) and categorised afterwards. In this process the topic of this paper emerged amongst all the other issues.

The work under the project was planned in accordance with the principle of triangulation: methodological, theoretical and the researcher's (Denzin, 2012). The researcher's triangulation criteria were satisfied through the participation of eight researchers in the study and analyses of the field material. Researchers represented various organisational units of the Faculty of Management, University of Warsaw, and had diverse knowledge, professional experience and research interests. In order to coordinate the work, the team met regularly, and a certain level of work standardisation was to be achieved by creating solutions such as an ex-ante list of issues for interviewers. To implement the principle of methodological triangulation, the following techniques for collecting data and information about the organisation were used: field research (interviews), literature analyses, desk research (organisational data analytics) (Konecki, 2000).

4. Empirical Material

In this section, we will present some extracts from the collected empirical material concerning the work motivation of employees of the examined institution. In general collected material was very wide and complex. We aim only to present a small part of findings embraced with one category: human resources. We classified certain codes into this category: competencies, workers' motivation, motivation tools, low salaries, low pay gap, unequal workload. In this paper we will focus specifically on quotes regarding too low remuneration, the issue often raised by interlocutors. In line with the adopted methodology, we will present a few selected quotes that most accurately illustrate the phenomenon in question.

Systemic solutions are undoubtedly a challenge for the employer, namely a public sector organisation. Even if the heads of individual units have the will to increase the remuneration of their employees, they are not empowered to do so. This is noticed by employees who perceive the promotion path as very unattractive. Each promotion, if any, involves a barely noticeable change in salary. Many people openly regret this.

And somewhere I heard that money is, I don't know, in the seventh position when it comes to job satisfaction. Well, despite everything, it seems to me that our offices, however, flounder in this regard and our office is underrated in this respect and this causes frustration, not only in me, but also among employees. Differences are too small between someone who has just started work and someone who has been working for many years, and it also bothers me as a manager. Because, by the way, of course, the boss [...] decides who gets how much, but I,

maybe not all managers do that although they can and I take this opportunity to once a year file a request, for example, to arrange a rise, a change in grade. This career ladder is strictly limited here and if someone jumps from [a specialist] to a senior [specialist], it is not that someone who is [a specialist] cannot sleep because of it, because if I was a senior [specialist], I'd earn a thousand zlotys more, for example. These are such small differences that it is not important to anyone, it is only for my ego to jump to another position, because I won't feel it financially anyway. The disproportion between a manager and an employee is small, the disproportion between someone who has just started work and someone who has been working for twenty years at a position, regardless of whether [specialist] or senior specialist, is too small [UNIT 13 EMP 04].

What can be noted is that systemic solutions are necessary to improve the situation. Low salaries do not result from bosses' bad will but from the adopted statutory regulations. A poorly designed pay table and minimum wage discourage employees from taking their own initiatives or even from performing their daily duties in a due manner.

Although I don't know how, because the government's announcements are very fine that, well, the minimum wage will go up, right? But what about the wages of the others, because today we don't have such ... Well, this will be flattened now, as two thousand six hundred comes in, it seems, right? So, a [specialist] who has worked for five years will have two six hundred and the one whom I will hire will also earn two six hundred, would you like to work in such a team? Because I wouldn't. And the young certainly wouldn't, so this is the most important challenge and it isn't just about our [organisation] [UNIT 13 EMP 01].

A defective remuneration system severely affects other dimensions of the organisation, leading to problems with recruitment or on-boarding. Low salaries attract less qualified employees for whom the on-boarding process takes longer. They also cause distraction and reduce the efficiency of employees, for example because they consider alternative sources of earning.

Motivation, well, the greatest motivation is financial motivation, then everyone will focus on what to do, not on looking for a job [UNIT 15 EMP 04].

Thus, demotivation of employees who are no longer involved in current operational work or in activities improving the functioning of the organisation grows. With low wages, such individual activities and efforts simply lose their relevance from the employee's point of view. Therefore, some of them eventually decide to change jobs and take this step and leave the organisation. The effects are visible to the naked eye – increased staff turnover and a significant number of vacancies. The cost for the institution is huge: the organisation invests a lot and the market quickly absorbs qualified employees.

Managers of individual branches openly talk about the difficulties in acquiring new staff, especially highly qualified employees. Taking into account the professional characteristics of the new generations, it is becoming more and more difficult every year. Filling positions with

qualified staff is a huge challenge. The lowest-paid jobs of the lowest level often remain vacant for a long time.

Here, this [department] has really dedicated staff. Maybe it looks a bit different with these very young recruits, but this, let's say, this age group above forty or thirty something are employees who really identify with the organisation [UNIT 13 EMP 02].

The financial dimension of the organisation thus affects most organisational areas. The above-mentioned situations mainly concern the physical, tangible ramifications of poor management of employee remuneration. However, the poor pay table also has a symbolic meaning in terms of values. Employees who are badly or poorly paid suffer mental damage. The interlocutors felt a loss of dignity, depreciation of their own position and humiliation.

As we are talking about the fact that money gives satisfaction, but also during these trainings it was also concluded that in order for an employee to be satisfied with the job, they must feel good in this job, and above all we, if we work with an external client, it matters a lot, in my opinion, how we are perceived by the entities we inspect. And I'm not just talking about [workers] who ... Well, there are also now, these class disproportions among [workers] are also significant, there are those who are very rich and those who are very poor. It is more and more evident that large, large-scale [enterprises] are being established where there are entrepreneurs, not [specialists]. And with such entrepreneurs, we, as inspectors, don't feel comfortable arriving in a twenty-year-old car, writing a report, well, not through carbon paper any more, but by hand [UNIT 13 EMP 04].

The effects are therefore devastating, and even worse – long-term and hardly reversible. This is noticed by employees who are aware of such shortcomings in the organisation. They feel the injustice of having invested much in their own education and the inappreciation of this fact by the market, by the employer. When starting higher studies, employees expect a certain rate of return on this initiative. The lack of a positive, measurable reaction from the organisation demotivates them quite significantly.

[...] it is work related to studies. It was also important to me that these studies were not in vain, that you studied for five years, you leaned not to subsequently work in a profession that is not related to this at all, but for this education to be somehow used. Well, money, I can't say that it motivates me, because it's moderate, not to say poor, although theoretically it's supposed to improve, but that's what they say every year, so this is constant pitch [UNIT 15 EMP 02].

Salaries, yes. Here, this is a weakness, for sure. Here, my colleagues really have poor motivation to work, because you know that you have to make a living, and here it's painful [UNIT 06 EMP 03].

At the end of the presentation of the research material, we would like to draw attention to how aware the employees of the examined institution are. They realise the problem of low wages and also see multidimensional negative effects of a malfunctioning remuneration system.

If our wages increased, the motivation would be completely different, right? Everyone would go to work like a wind, and not “oh my, I have to go to this work again” [UNIT 10 EMP 01].

In this regard, it is important to have a positive attitude towards potential changes and improvement of the organisation's performance. Employees see opportunities for change and appreciate every step towards improvement.

... when it comes to money, I have to say yes, money actually motivates and the motivation system has to be there too. In fact, every motivation system has to be very well thought-through, even this financial motivation system, because people have to know what they get money for, when they get it and when they can get it [UNIT 15 EMP 01].

Summarising the presented material, we shall quote an opinion of the customers of the organisation in question. The quote shows how important remuneration is not only for employees within the underfunded organisation but also how negatively it affects its image outside.

Well, we can be aware that we can't expect miracles from officials, right? Because they are only officials who are supposed to have, just like a policeman on the road, rules, to know what rules they have to follow and to act accordingly. If [the Institution] has the same guidelines and people change their attitude in [the Institution] and start to be better paid, because how these people are paid is pathetic, I think that all this has a chance to progress very quickly. What is needed is just will. And frankly speaking, the most important thing will be political decisions [CLI 13].

5. Discussion & Conclusions

On the basis of the research carried out, it can be noticed that underinvestment of public sector organisations can be a serious problem for contemporary organisations. It has a negative impact not only on job satisfaction of employees. It can even generate additional costs related to, among others, lengthy recruitment and on-boarding processes. It also poses a threat to knowledge succession. A negative impact of apparent savings is also visible to the customers of organisations, who perceive organisations' inefficiency also through the problems ensuing from the limited resources at their disposal. Meanwhile, it is easy to notice a certain paradox. On the one hand, taxpayers usually expect the public sector staff to be highly qualified, efficient, professional (including objective) and committed, meaning able to devote themselves. On the other hand, they expect low operating costs from the financing bodies (central or local government). This makes us reflect on whether the low funding of public sector organisations actually leads to the efficient management of taxpayers' money. Perhaps more funding in this sector would contribute to a more efficient use of public funds? A change of the operational

paradigm of public sector organisations would therefore also require education of the society to make it aware that a high quality of goods and services usually does not result from very limited funds allocated for the operations of organisations. We realise that for this to become possible, many other conditions must be met such as employment transparency, especially at higher management levels.

Furthermore, it is worth noting that the challenges posed by new generations to all organisations, including private ones, also require expenditure, i.e. on efficiently functioning HR departments which will be able to ensure not only financial motivation but also personal development of employees. It is some consolation that new generations (Y and Z) are willing to work even for lower wages if they consider that the operation of the organisation is consistent with their values.

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Appendix 1

Scenario for the institution (original version)

	Zagadnienia	Pytania
1	Pytanie otwierające	1. Jak wygląda codzienna praca: najważniejsze zadania realizowane w typowym dniu pracy?
2	Strategia organizacji	2. Jakie są w Pana/Pani opinii główne cele długookresowe organizacji? (<i>Po co istnieje instytucja?</i>) 3. Jak Pan/Pani ocenia znajomość tych celów przez pracowników instytucji 4. Kim są główni partnerzy zewnętrzni i wewnętrzni instytucji? (np. usługobiorcy: zrzeszenia, producenci rolni, urzędy, producenci środków ochrony roślin [importerzy])
3	Najważniejsze procesy	5. W jakich procesach organizacyjnych badany uczestniczy? (przy jakich najważniejszych zadaniach organizacyjnych Pan/Pani uczestniczy) 6. Które z tych procesów/zadań są kluczowe dla działania organizacji?
4	Struktura	7. Czy są jakieś działy/komórki, które są nadmiernie obciążone pracą? Jeśli tak, to dlaczego są one nadmiernie obciążone? 8. Czy coś utrudnia Panu/Pani sprawne wykonywanie swoich obowiązków? 9. Czy istnieją bariery współpracy wewnątrz instytucji?
5	Wydajność pracy	10. Które obszary organizacji potrzebują najwięcej zmian podnoszących wydajność, a które najmniej? 11. Na czym polegałyby te zmiany?
6	Możliwości usprawnień i problemy	12. Jakie są podstawowe wyzwania Pana/Pani pracy? 13. Co można byłoby usprawnić, żeby praca była łatwiejsza? 14. Czy występują niedoskonałe lub nietrafione procedury, które warto eliminować?
7	Relacje wewnętrzne	15. Czy występują problemy w tych relacjach? Jeśli tak, to jakie? Jak są rozwiązywane?
8	Interesariusze wewnętrzni	16. Bez których pracowników organizacja nie mogłaby dobrze funkcjonować? Dlaczego? 17. Jak oceniasz przepływ informacji w organizacji? (czy przypominasz sobie sytuację, w której ograniczony przepływ informacji utrudnił realizację Twoich zadań)
9	Usługobiorcy	18. Jakie można wyróżnić grupy usługobiorców? Która z nich angażuje najczęściej czasu i środków? 19. Które grupy usługobiorców najlepiej oceniają współpracę z instytucją? A które najgorzej? 20. Z którymi grupami usługobiorców najłatwiej się Państwu współpracuje i dlaczego? 21. Co jest najważniejszą przeszkodą w sprawnej współpracy z usługobiorcami? 22. Skąd biorą się pomysły na nowe usługi?
10	Motywacja	23. Jakie czynniki motywują Pana/Panią do pracy?

Scenario for the clients (original version)

	Zagadnienia	Pytania
1	Pytanie otwierające	1. Jak wygląda Pani/Pana dotychczasowa historia współpracy z instytucją?
2	Współpraca	2. Jak ocenia Pani/Pan dotychczasową współpracę z instytucją? 3. Co najbardziej ceni Pani/Pan w tej współpracy? Proszę o podanie przykładu? (silne strony instytucji) 4. Co trzeba by zmienić, żeby Pani/Pana współpraca z instytucją była w pełni satysfakcjonująca? (słabe strony instytucji) 5. Jak ocenia Pani/Pan reakcje instytucji na pojawiające się przeszkody/problemy? Proszę o podanie przykładu. 6. Co zajmuje najwięcej czasu w relacjach z instytucją? (obszar, proces, czynność) 7. Jakie elementy współpracy z instytucją są dla Pani/Pana najtrudniejsze? 8. Jakie elementy współpracy z instytucją są dla Pani/Pana najważniejsze? Dlaczego?
3	Komunikacja	9. Z jakich kanałów komunikacji Pani/Pan korzysta współpracując z instytucją? 10. Co jest dla Pani/Pana najistotniejsze w komunikacji z instytucją? Dlaczego? 11. Jak ocenia Pani/Pan komunikację pod względem szybkości reagowania/skuteczności przekazu? 12. Jak ocenia Pani/Pan reakcję instytucji w momentach zwrotnych? Proszę o podanie przykładów. 13. Jak wyobraża sobie Pani/Pan idealną dla Pani/Pana organizacji komunikację z instytucją (prosimy o opis procesu, wymienienie elementów komunikacji...)?
4	Rozwój	14. Czy i jak ewentualnie instytucja może Pani/Panu pomóc zwiększyć skalę produkcji oraz eksportu? 15. Jakie widzi Pani/Pan bariery i zagrożenia (związane z działalnością instytucji) w zwiększaniu skali produkcji oraz eksportu? 16. Co instytucja mogłaby zrobić, aby zwiększyć szanse Pani/Pana organizacji na rozwój produkcji oraz eksportu?
5	Pytanie podsumowujące	17. Co by Pani/Pan dodał, żeby pomóc w rozwoju Pani/Pana współpracy z instytucją?

Appendix 2

Structure of the sample

Province	Number of interviews
Greater Poland	5
Lodzkie	6
Lublin	5
Masovia	10
Świętokrzyskie	5

Interlocutors from the institution

Recipient (client)	Number of interviews
Greater Poland	3
Kuyavia-Pomerania	1
Lodzkie	2
Lublin	2
Masovia	10
Pomerania	1
Warmia-Masuria	2

Interlocutors outside the institution (recipients)