

## INTEGRATED MANAGEMENT IN PUBLIC ADMINISTRATION: A CONCEPTUAL MODEL

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**Purpose:** The purpose of the article is to review concepts of public management and develop a conceptual model of integrated management in public administration. It also aims to assess the progress of work on public administration office development strategies and gain insight into the opinions of civil servants regarding management in their units. Considering the changing public needs and reformative challenges, it is crucial to gain insight into how new management concepts can enhance the efficiency and quality of public services.

**Design/methodology/approach:** The article includes a literature review of Polish and international sources and an analysis of regional and local development strategies, along with public administration office development strategies. Moreover, the author sent official requests for information to selected public administration offices from March to May 2025. The responses were analysed qualitatively and quantitatively. The insights were enhanced with a survey among civil servants conducted between April and June 2025.

**Findings:** The analyses revealed a low prevalence of formal strategies for developing public administration offices. Although public administration offices publish local development strategies, there are no documents specifying their internal objectives or priorities. Such deficits can lead to managerial inefficiency and limit the offices' adaptability. Therefore, it is crucial to implement public administration office development strategies to achieve effective planning, resource allocation, and progress monitoring. If deployed, the integrated management model can provide a foundation for designing management systems in public administration.

**Research limitations/implications:** The article identifies limitations caused by the lack of internal strategies in public administration offices. The study is a preliminary effort aimed at collecting basic data and initial respondent opinions as a starting point for further, more detailed analyses. Future research might attempt to devise tools for diagnosing integrated management in public administration and assessing the need for such a system.

**Practical implications:** The integrated management conceptual model for public administration offices may be a foundation for designing an integrated management system for public administration. Such a system can enhance office operational efficiency and better address the needs of citizens.

**Social implications:** The study can contribute to public policy and improve the quality of life for residents by enhancing the efficiency of public services and promoting better adaptation to the needs of local communities.

**Originality/value:** With its integrated management model, the article offers a new perspective to public management research. The model can be useful for public administration practitioners and researchers.

**Keywords:** public service efficiency, development strategy, public sector innovation, governance models, qualitative and quantitative analysis.

**Category of the paper:** research paper.

## 1. Introduction

Management in the public sector is a critical area of research and practice. It evolves in response to changing social needs and reforms. L.E. Lynn (2007) identified key periods in the history of public management that have shaped it into what it is today. The 1970s witnessed the emergence of research driven by a new public policy school in the United States. In contrast, public administrations in Europe and New Zealand underwent managerial reforms aimed at improving their efficiency. While the turn of the nineteenth century sparked a boom in political sciences, especially cameralism in German-speaking countries, the verge of the nineteenth and twentieth centuries was a time of intense research on modern administration in the USA. Still, the roots of bureaucratic management and administrative doctrine reach back to Antiquity and the Middle Ages, when they first emerged in China, Asian empires, and the West. In Poland, the concept of efficient public management was first introduced in the early twenty-first century. However, its operating principles remain poorly investigated, which is detrimental to the quality of public services and administrative efficiency (Bogacz-Wojtanowska et al., 2016).

Therefore, the primary objective of the article is to review concepts of public management and develop an original conceptual model of integrated management in public administration. It also aims to assess the progress of work on public administration office development strategies and gain insight into the opinions of civil servants regarding management in their units. The aim is pursued with the following research questions:

- What concepts can be found in the evolution of public management?
- What are the advantages and flaws of new management concepts for public administration?
- What is integrated management in public administration?
- What are the municipality's development strategy and the public administration office development strategy?
- Do public administration offices in Poland have official development strategies for themselves as organisations?
- Is there a need to improve strategic planning at the public administration office level, and is it necessary to promote and deploy an integrated management system?

The questions are addressed through a literature review of Polish and international sources and an analysis of regional and local development strategies, along with public administration office development strategies. The study was complemented with official requests to selected public administration offices for information on whether they had strategies for their organisational development. A survey in public administration offices provided additional insights.

### **1.1. Evaluation of management in public administration. A literature review**

Public management is necessary because of reformative challenges in administration, focused on economic aspects of public finance and improvement of the quality of public services (Kozuch, 2005). Public organisations, with their specific system of objectives and values, are unlike private businesses. Defining public management is a complex task, which means researchers offer diverging approaches (Kozuch, 2004; Hausner, 2008; Glińska et al., 1996; Pollitt, Bouckaert, 2000; Izdebski, Kulesza, 2004; Stawasz, Banachowicz, 2013; Romaniuk, 2010).

The scope of public management can be defined based on the collective needs of the public and the tier of management. Romaniuk (2010) identified management in public administration (municipal, district, and voivodeship levels), economic (including public finance), public security, health, education, and culture. He also proposed the notions of micromanagement and macromanagement.

Public management today is evolving towards decentralisation and deconcentration, from centralist structures to polyarchal designs. The rejection of the concept of the state as the organisation with a monopoly on coercion leads to changes in public administration models, which are no longer ideally bureaucratic in the Weberian sense. Modern-day approaches focus on coordinating collective activities, governance, and effective change management, the latter being indispensable although not always obvious (Hausner, 2008). Therefore, public management calls for an interdisciplinary approach and multi-pronged research. The new social order brought changes to administrative structures, while decentralisation and expansion of local self-government concepts significantly guided the modern approach to management in the public sector (Wawrzyniec, 2011). Historically, public administration operations have followed diverse management models. The literature points out the traditional bureaucratic model (old public management), New Public Management, and other concepts (such as the public governance model, or new public service). These models are stages of the evolution of administration management, and their boundaries constantly move towards consecutive steps (Piotrowska, 2011).

Permanent changes in administrative models began in the nineteenth century with the emergence of the ideal bureaucracy model. M. Weber confined public administration to the framework of strict legal mechanisms, which was both beneficial and detrimental to the economy of a given territory. Bureaucratic administration is unbiased, objective,

and transparent. Still, when the model dominates, administrative efficiency declines, and there is a corresponding decrease in focus on improving economic indicators (Kudłacz, Mazur-Kurach, 2015).

The ideal bureaucracy model, as described by M. Weber in *Wirtschaft und Gesellschaft* (1965), defines three types of legitimate authority: rational (legal), traditional, and charismatic (Hausner, 2008). Rational authority is founded on legal rules, traditional authority draws on tradition, and charismatic authority is based on belief in an individual. According to Weber, the ideal public administration is impersonal and characterised by a clear hierarchy. Its competencies are precisely defined, and it is constantly monitored (Gawroński, 2010, p. 39). Bureaucracy, being a group of professional civil servants, operates within a formalised framework of rules, which makes it an efficient type of organisation (Mazur, 2002). However, Weber noted the difficulty with achieving an ideal bureaucracy and compared it to utopia, sliding towards dystopia. Bureaucratic issues, such as overregulation, monotonous work, and limited creativity, can be detrimental to efficiency (Mijal, 2016). Although F. Taylor's theory supported Weber's model, both models have flaws, such as scattered authority and poor cooperation (Hausner, 2008). Critics such as Parsons and Shils (1951) and Merton (1957) highlighted the dysfunctions of bureaucracy, while von Mises argued that democracies were ineffective (von Mises, 1944). Crozier (1973) emphasised the waste of resources and motivation in bureaucratic structures.

The criticism drove a search for new management models, which gave rise to New Public Management (NPM) in the 1970s and 1980s in the United Kingdom and the USA (Zalewski, 2006). New Public Management combines private sector management methods with public administration, focusing on results, decentralisation, and market mechanisms (Rudolf, 2010). The primary principle of NPM is 'minimum of the state, maximum of the market'. This implies that state interventions should be limited, and public management should be based more on market mechanisms (Steurer, 2007).

The critique of traditional public administration centred on the 'policy-administration dichotomy', declaring bureaucracy ineffective (Svara, 2008). New Public Management offers diverse approaches, such as efficiency, decentralisation, search for excellence in management, and public-service centrism (Nawojczyk, 2015). Its main components include managerial approach, precise performance metrics, results monitoring, and reorganisation of public structures (Hood, 1991). The deployment of NPM entailed several reforms, including political decentralisation, reorganisation, and contracts and franchises to separate operational and political accountabilities (Marchewka-Bartkowiak, 2014). The faulty concept of NPM has been redefined in recent decades (Raczkowski, 2015). Despite its flaws, NPM has considerable advantages, such as the introduction of market mechanisms, which can improve the public sector's efficiency, and deployment of new managerial methods, like the Common Assessment Framework (CAF) and Institutional Development Planning (IDP) (Szumowski, 2012).

In light of the above, NPM requires that public organisations have clearly defined objectives, while traditional organisational arrangements offered no objectives or very vague ones. Another conclusion is that the changes in public management discussed above have improved the operational flexibility of public organisations, allowing them to address citizen needs more effectively. They also paved the way for improved operational efficiency, mostly through decentralisation and stimulated vendor competition.

The dynamic surroundings of public organisations exert an increasing impact on their operations, as they must be ever more open to interactions with third parties to enhance managerial efficiency. They must learn how to manage relationships with public, grassroots, and private partners to gain access to their resources and use them for the benefit of the public. These stakeholders affect the city or regional development, while local authorities can actively use their potential to further the local development (mobilisation strategies). This perspective on the organisation, especially its openness and the urge to collaborate, is the critical component of the next model for public administration management: the Public Governance model. Its primary premises include the growth of social capital, the development of civil society, and the wide engagement of the public in drafting and deploying development strategies (Rudolf, 2025).

The concept of public governance was the foundation for defining the New Public Services model. It focuses on citizens and civil society, where civil servants provide support rather than control (Denhardt, Denhardt, 2000). Unlike NPM, which is built on market principles and individual interests, New Public Services considers citizens to be active participants, not mere passive targets of services (Bourgon, 2007). This model emphasises service to the public. The public interest is a result of a social dialogue. The central values for the New Public Services are civil democracy, civil society, organisational humanism, and the theory of dialogue. New Public Services is proposed to lean on such critical ideas as service to the citizens, strategic thinking, and accountability (Perry, 2005). Critique of NPM gave rise to New Governance. This approach emphasises cooperation among various actors, including the public sector, private sector, and NGOs, and highlights public participation (Rhodes, 1996). It is also perceived in the context of New Public Governance (NPG) (Osborne, 2006). Additionally, it can be identified with Good Governance. The definition of Good Governance in international institutions was shaped primarily by international organisations and governmental bodies operating in the global context, such as the World Bank (the Concept of Good Governance) and the United States Agency for International Development (USAID) (Prokopowicz, Kwasek, 2017).

## **2. Integrated management in public administration as a response to current challenges**

Integrated management is a single management system that integrates all subsystems and processes into a solid, comprehensive structure, facilitating operations guided by unified objectives. People in charge of enterprises ensure growth also by combining processes, procedures, and practices aimed at implementing policies. These actions should achieve policy goals more effectively than a multi-system approach. Integrated management is a formalised and cohesive management system conforming to two standards. It facilitates the effective and simultaneous management of multiple subsystems by devising and pursuing a unified policy (Gorzelany-Dziadkowiec, Smutek, 2020).

In management, system integration refers to the process of bringing together all organisational components so that they can effectively utilise their resources. The appropriate distribution of tasks among the subsystems is central to the process. The DNA and Pyramid models contain the important components of the organisational system and can be used to design integrated management in public administration (Morgan, 1997). According to the concept of an integrated management system by Bleicher, the organisation grows on three levels: normative, strategic and operational management. All the tiers are equal, interweaving, and interacting with one another. Acceptance of the systemic definition of organisation has led to a model with three subsystems: normative, strategic, and operational. Integrated Public Management (IPM) can be defined as a comprehensive and original management model that combines key components, including mission, vision, organisational policy, and analysis of micro-, macro-, and competitive environments, to guide plans and strategies of public administration offices. The model also covers motivational systems, organisational culture, information systems, structure, decision-making, leadership, and psychosocial framework conducive to change, which supports effective and harmonised operations of public administration in response to public opinions and needs (from residents, staff, and local institutions and organisations). The IPM concept—positioned at the operational level—is designed using the DNA model discussed in detail by Gorzelany-Dziadkowiec, Smutek (2020). This is the tier of everyday operations in pursuit of strategic goals. Such elements as motivational systems, organisational culture, and structure are critical for operational management efficiency. The model of integrated management in public administration is founded on a clearly defined mission and vision, serving as the basis for all efforts of the public administration office.

In the context of public administration offices, it is crucial for the concept of IPM to distinguish between local or regional strategies and office development strategies, which are often confused. Regional and local strategies aim to ensure continuous improvement in the quality of life and attractiveness of the area. They are planning documents that define the

objectives, priorities, and directions for growth at both the local (municipal) and regional (provincial) levels. The implementation of regional and local development strategies is largely determined in public administration offices, where management plays a decisive role. Offices, just like businesses, need organisational development strategies. The strategies are plans for implementing the vision and mission, covering several years. The purpose of the strategy is to structure future tasks so that available resources can be utilised more effectively and efficiently. Such a strategy enables the association or foundation to pursue its vision and achieve its mission objectives effectively. Organisation development strategy is an extensive document. The first step should be to discuss the period the strategy will cover. The strategy period can be the same as the vision period, but the strategic time horizon is usually shorter to make it specific and feasible. The most common programming periods are two or five years. A public administration office development strategy is a document that should be drafted at the strategic level of IPM.

### **3. Materials and methods**

#### **3.1. Research area and process**

As demonstrated by Kożuch and colleagues (2021), advanced research on changes in public management is necessary. Poland embarked on the path towards efficient public management in the early twenty-first century. However, its operating principles remain poorly investigated, which is detrimental to the quality of public services and public administration efficiency (Bogacz-Wojtanowska et al., 2016, p. 7). In the context of integrated management, public administration has to be more sensitive to the needs of residents, citizens, and entrepreneurs. The model's central goals are partnership, consultations, and efforts converging on social needs. Cooperation between authorities and stakeholders is essential for efficient management, regardless of the level: international, national, regional, or local.

The empirical study focuses on public administration offices, which are public administration bodies, organised assemblies of personnel and material assets that support these bodies in their public tasks (Izdebski, 2001). In the context of human resources, public administration offices often lack proper HR procedures, which limits their abilities to plan, recruit, and support employee development (Dziurbejko, 2006). Polish public administration offices face challenges brought by centralistic practices that hinder their operational performance. As a result, local offices often focus on providing services to authorities rather than serving the citizens (Zawicki et al., 2014). Note that public administration—just like business and NGOs—has a significant impact on the quality of life of citizens who are its clients (Hausner, 2008).

The first stage of the study was to gain a complete insight into the available knowledge and past research on management in public administration. A comprehensive and multidimensional view was developed through a systematic review of Polish and international literature on key theories, models, and empirical studies in public management. The analysis was then expanded to include deliberations on the concept of integrated management in public administration, as well as a detailed identification and description of the notions of regional and local development strategy and public administration office development strategy. This helped distinguish between the two and identify their relationships within the context of public management. This approach helped reveal diverse theoretical frameworks and practical challenges of implementing effective management systems in the public sector.

The next stage involved assessing the progress in drafting development strategies for voivodeship and marshal offices in Poland. The author investigated whether voivodeship and marshal offices in Poland have official organisational development strategies. The author requested the information and documents on strategies for public administration office development from all 16 voivodeship offices and 16 marshal offices. This stage involved official requests for information to individual public administration offices sent between March and May 2025. The author conducted qualitative and quantitative analyses of the replies to identify the scopes and types of the documents.

Moreover, the author administered a preliminary survey among municipal civil servants between April and June 2025 to gain insight into their opinions on office management and to initially verify the research assumptions regarding integrated management in public administration. The survey targeted employees from three municipalities with diverse characteristics: rural, urban, and urban-rural. A total of 81 respondents participated, allowing for the collection of varied opinions and experiences representing different types of local government units.

Due to the limited geographical scope and the number of participants, this sample cannot be considered fully representative of the entire population of public administration employees in Poland. Nevertheless, the selection of municipalities with diverse profiles provided a cross-sectional view of the situation in different administrative contexts, offering a valuable foundation for further, more comprehensive research. The results of this preliminary study helped identify key areas requiring in-depth analysis and contributed to refining the research tools used in subsequent stages of the project.

The use of a mixed-methods approach in this study stems from the need to obtain a more comprehensive and multidimensional understanding of the phenomenon under investigation. The literature review enabled the identification of theoretical foundations and existing concepts related to public administration management. The analysis of official documents allowed for an assessment of the current state of formal regulations and strategies operating within public administration offices. Meanwhile, the survey provided empirical data directly from administrative employees, which helped verify and complement the findings derived from the



literature and document analysis. This combination of qualitative and quantitative methods facilitates data triangulation, enhancing the credibility and reliability of the study's results.

The final stage involved devising and proposing a conceptual model of integrated management in public administration that encompasses the normative, strategic, and operational aspects of public administration functioning. These analyses have led to conclusions and practical recommendations aimed at supporting managerial efficiency, improving the quality of public services, and strengthening the adaptability of public offices to dynamic socioeconomic environments.

### **3.2. Results**

The responses to official requests for information demonstrated that a vast majority of voivodeship offices and marshal offices did not have official organisational development strategies. Most voivodeship offices reported having no office development strategies (including those in Warsaw, Kraków, Wrocław, Poznań, Łódź, Lublin, Rzeszów, Białystok, Olsztyn, Szczecin, Katowice, Kielce, and Bydgoszcz). Marshal offices in these voivodeships also had no strategic documents to support their development.

In many responses, the civil servants reported pursuing tasks under applicable law, internal regulations, action plans, or quality policies, all of which are not comprehensive office development strategies.

Some offices had documents similar in nature to development strategies: Integrated Management System Policy (Marshal Office of the Małopolskie Voivodeship), Quality Policy (Marshal Office of the Łódzkie Voivodeship), Work Road Map and Strategic Goals for 2025 (Pomorskie Voivodeship Office in Gdańsk), Human Resources Management Policy and Gender Equality Plan (Marshal Office of the Pomorskie Voivodeship). These documents often define the office's mission, operational objectives, or selected development areas. However, they are not comprehensive development strategies.

One voivodeship office confirmed having an official development strategy: the Lubuskie Voivodeship Office in Gorzów Wielkopolski. The strategy, designed in 2021 by a special project team, outlines the office's mission, vision, and strategic objectives. It is available via the Public Information Bulletin. The Marshal Office of the Mazowieckie Voivodeship in Warsaw was working on a development strategy consistent with the concept of balanced scorecard for the public sector. The same office already had the Strategy of the Marshal Office of the Mazowieckie Voivodeship in Warsaw for 2018-2022.

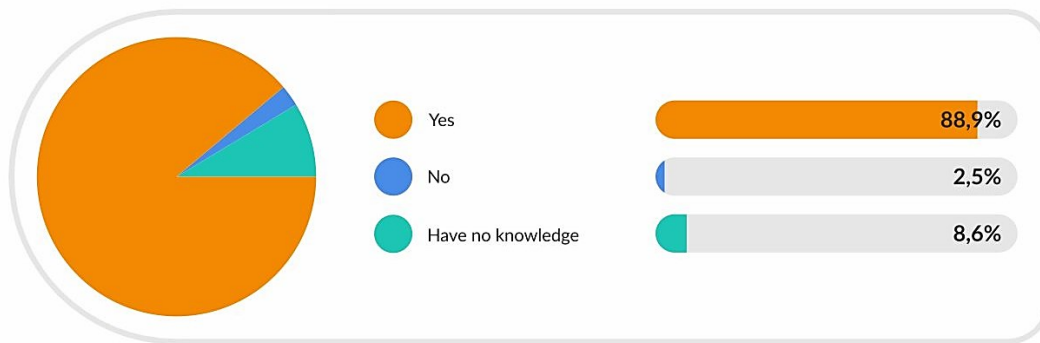
Some responses mentioned voivodeship development strategies, but these documents are not development strategies for public administration offices as organisations. The Marshal Office of the Śląskie Voivodeship pointed out its voivodeship development strategy 'Śląskie 2030', but had no office development strategy. Other offices also often mentioned strategic documents for voivodeships, which did not concern office development.

The results revealed a substantial gap in the formal strategic planning regarding the development of public administration offices in Poland. Despite the increasing role of strategic management in the public sector, most offices do not have comprehensive strategic documents to guide their organisational development. Instead, public administration offices employ internal regulations, quality policies, operational plans, or human resource management documents. The only exceptions are the Lubuskie Voivodeship Office and the Marshal Office of the Mazowieckie Voivodeship in Warsaw, which exhibited a formalised approach to the development of the offices as organisations, which can be considered model good practices for other public administration offices. The analysis of the development strategies shows that only two of the 16 voivodeship offices employ integrated public management. These offices have visions and missions integrated with strategic goals. In terms of operations, they invest in human capital, enhance workplace relationships, and prioritise human resources development. This suggests the development of unique DNAs that distinguish these two offices.

Lack of an office development strategy may limit the potential for long-term planning, adaptability, and effective asset and process management. On the other hand, documents such as quality policies or work plans indicate efforts to improve the effectiveness and quality of office operations. This raises the question: why did only two voivodeship offices (about 6% of the sample) have office development strategies? Is it because of low awareness among office managers regarding the importance of such documents? Or perhaps ignorance of the fact that a municipality development strategy is not the same as an office development strategy? Do people in charge fail to appreciate the need to draft and implement integrated public management? Is there a need to improve strategic planning at the public administration office level, and is it necessary to promote and deploy an integrated management system? In light of the above, the author conducted preliminary original research.

The respondents in the survey of municipal office employees, who were asked to express their opinions on office management, were mostly clerks (63% of the sample). The next most numerous group were administrators, representing 23.5% of the sample. Specialists amounted to 13.5% of the sample. This sample composition reflects the diverse profile of the group, which comprises employees engaged in operational tasks, managers, and specialists, thereby enhancing the multidimensional view of management in municipal offices. The survey was preliminary in nature and anonymous. It was conducted in March 2025 in three different municipalities: a rural, urban, and mixed rural-urban municipality. The survey covered 81 respondents.

Figure 1 shows that nearly 89% of respondents confirmed that the municipalities had a municipal development strategy. As many as 8.6% of respondents were unable to answer the question, while 2.5% reported having no development strategy in their municipality.



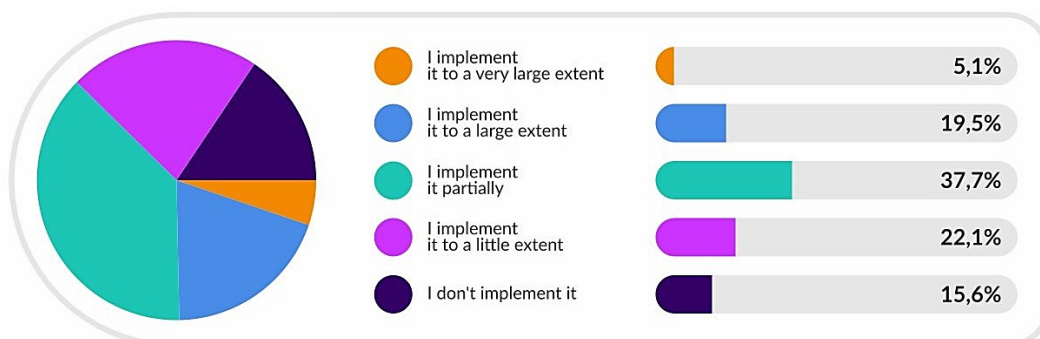
**Figure 1.** Existence of a municipality development strategy.

The respondents' answers regarding their knowledge of a municipality development strategy are shown in figure 2.



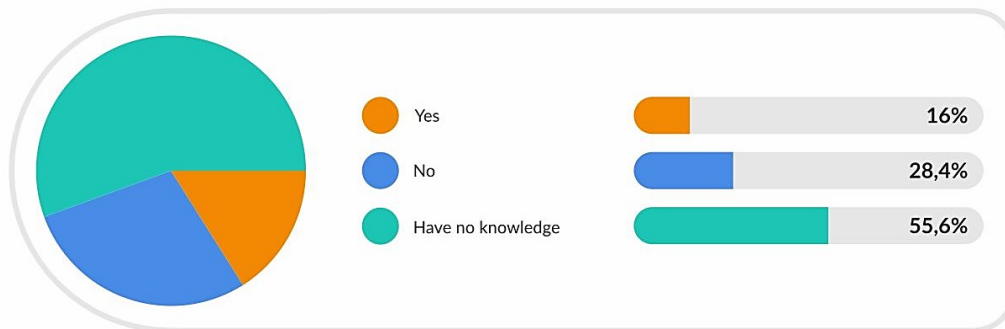
**Figure 2.** Familiarity with the municipality's development strategy among office staff.

The data in figures 2 and 3 indicate a diversified awareness and implementation of municipality development strategies. Although most respondents declared themselves to be very or partially familiar with the strategy (71.6%), this does not necessarily imply its active implementation. As many as 37.7% of the civil servants reported not implementing the strategy as part of their duties or implementing it to a minor degree. The same share reported partial implementation, and 24.6% reported that they had implemented the strategy to a large or very large extent.



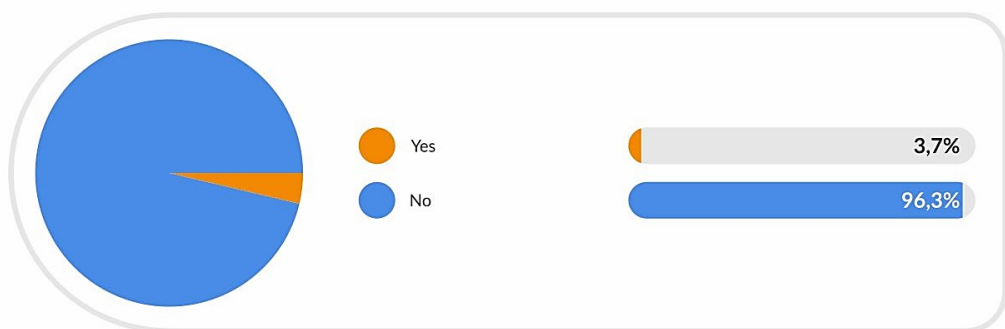
**Figure 3.** Implementation of the municipality development strategy among office staff.

One survey question concerned the existence of an office development strategy. The answers are presented in figure 4. The results suggest that relatively few public administration offices have their individual office development strategies. A staggering 84% of respondents indicated that no such strategy existed in their office or that they were unaware of it. This result may be a sign of either the lack of internal strategic planning or considering the municipality development strategy as the sole document guiding the office's efforts.



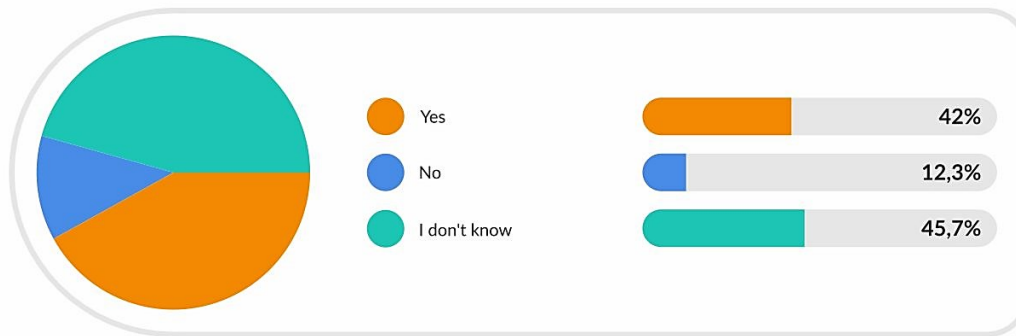
**Figure 4.** Existence of an office/organisation development strategy.

The next crucial issue is the differentiation between a municipality development strategy and an office development strategy. The results summarised in figure 5 demonstrate that a minuscule group of 3.7% of respondents see no difference, while 96.3% of the sample are aware that these are two different documents.



**Figure 5.** Perception of a municipality development strategy and office development strategy as the same document.

The next area investigated is the staff's awareness of the office's mission and strategic goals. The results are presented in figures 6 and 7. The analysis of awareness of a mission and strategic goals (figures 6 and 7) demonstrates that a total of 58% of respondents believed their office had no mission or could not answer the question. The same applies to the existence of strategic goals; 49.4% of respondents reported having no strategic goals or lacking knowledge on the topic. This suggests that not all investigated administration bodies had clearly defined internal goals and missions, which are critical to effective management and the pursuit of public tasks. Their lack can be harmful to the cohesion of organisational efforts and employee motivation.

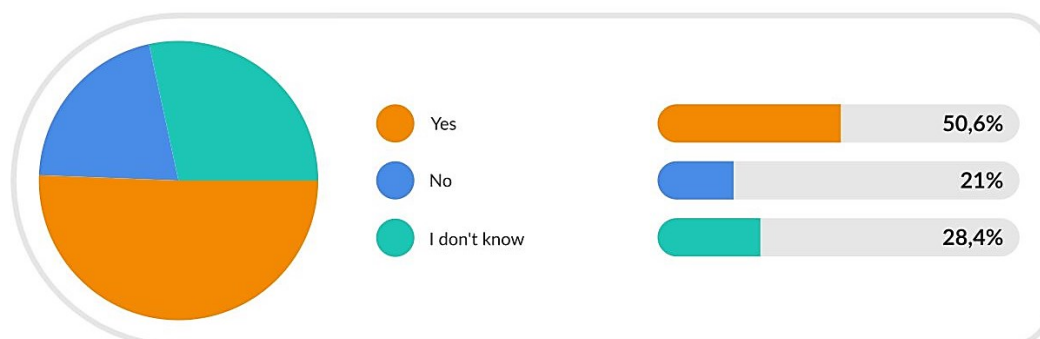


**Figure 6.** Awareness of the office's mission among staff.

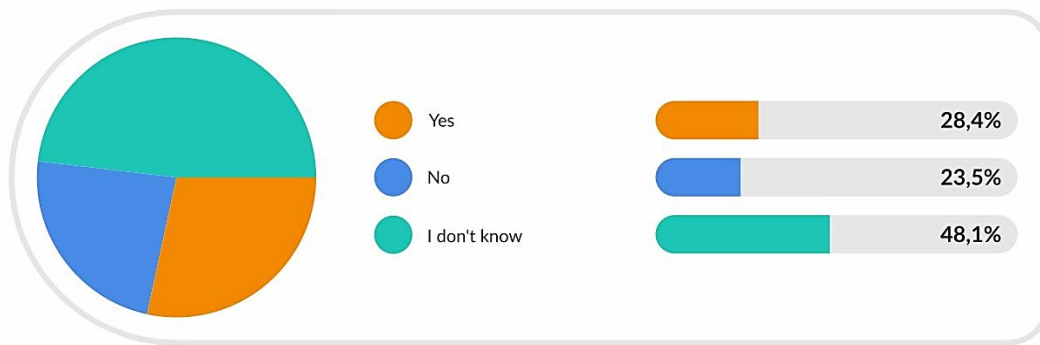


**Figure 7.** Awareness of the office's strategic goals among staff.

Soft components are very important in public management. The civil servants were asked whether their offices had soft management components or integrated management. The results are presented in figure 8 and 9. The results of the diagnosis of soft management and the presence of an integrated management system (figure 8 and 9) indicate a limited use of comprehensive managerial tools in the offices. A substantial 49.4% of respondents reported a lack of knowledge in this regard or indicated that their offices did not employ soft management components. Moreover, only 28.4% of the civil servants reported having an integrated management system in their workplace, while 71.6% believed there was no such system or were unaware of it.



**Figure 8.** Diagnosis of soft management in the offices.



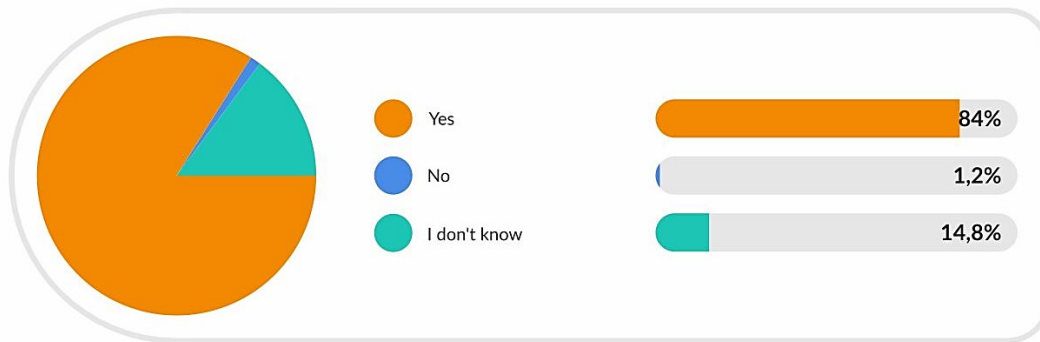
**Figure 9.** Presence of an integrated management system in the offices.

The results on the effects of an integrated management system on public administration office efficiency are shown in figure 10, which demonstrates that most respondents appreciate the potential benefits of an integrated management system, indicating the possible functional improvements. According to more than 91% of the participants, such a system would improve the office's operational efficiency to a very significant and significant extent or partially.



**Figure 10.** Perceived impact of an integrated management system on office efficiency.

Answers to questions concerning requirements for people in charge of public administration offices and the need for support for change are summarised in figures 11 and 12, which show that the deployment of modern management systems requires both adequate leadership competencies and organisational and training support. Lack of the support can be a severe barrier to the implementation of innovative managerial solutions. Eighty-four per cent of respondents emphasised that the deployment of an integrated management system requires that people in charge of the office employ a participatory and consultative management style, which empowers staff to participate in setting objectives, planning, and problem-solving. More than 75.3% of the civil servants believed support for change is necessary when an integrated management system is being deployed.



**Figure 11.** Leadership style requirements linked to the deployment of an integrated management system in public administration offices (participatory and consultative management style).

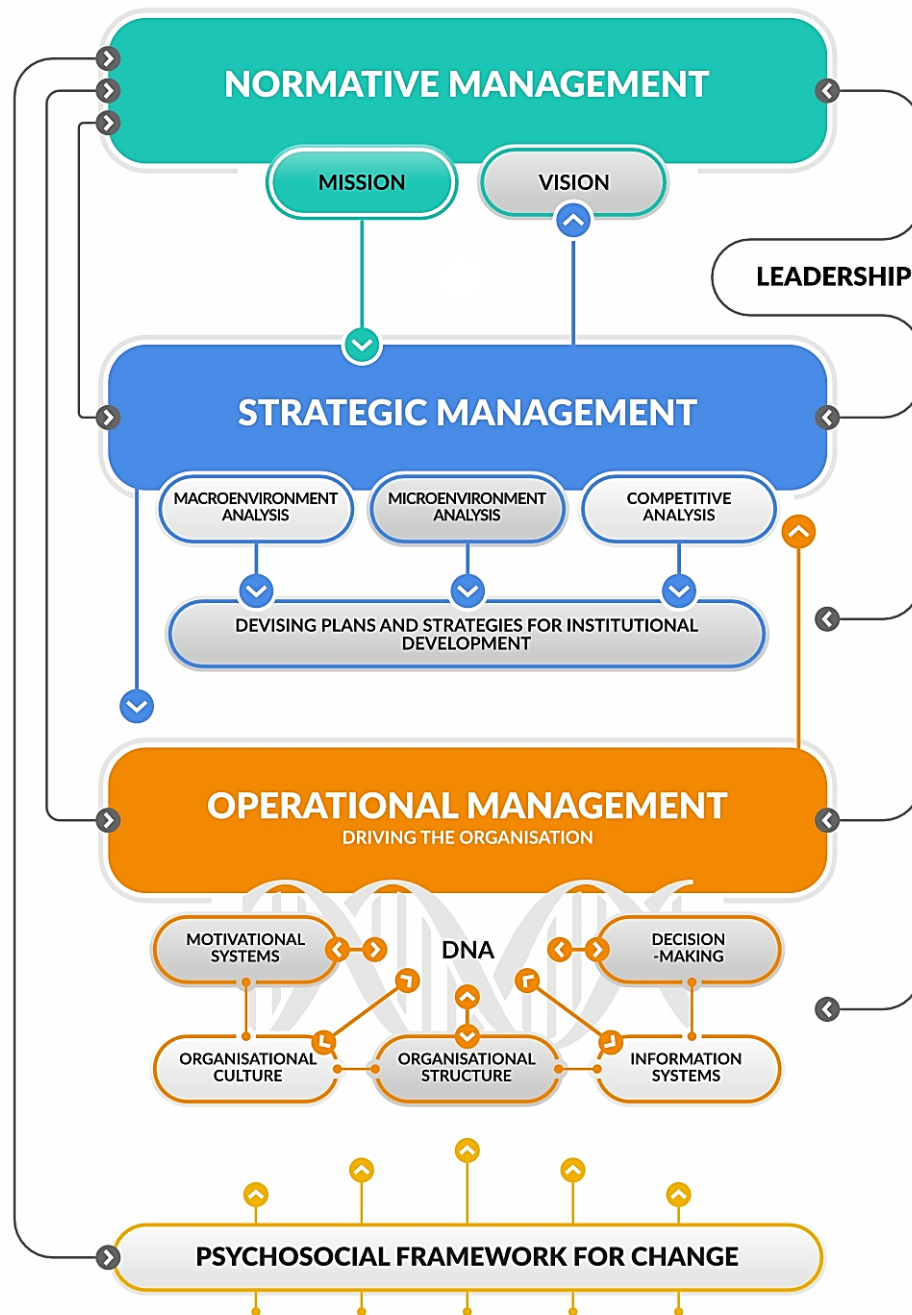


**Figure 12.** Need for support for change during the deployment of an integrated management system.

In summary, the results indicate the need for stronger strategic planning in public administration offices, as well as the promotion and deployment of integrated management systems encompassing both hard and soft management components. Furthermore, staff education and training efforts are recommended to enhance the competencies necessary for effective change management.

#### 4. Integrated management in public administration. A conceptual model

Considering the evolution of public management and the need to adapt business management methods to the constraints of public administration, the author proposes a conceptual model of integrated management in public administration, as shown in Figure 13.



**Figure 13.** Conceptual model of integrated management in public administration.

Source: original work.

As shown in Figure 13, integrated management is based on three tiers. The mission defines the organisation's purpose, while vision sets the development vector. The next highly relevant aspect is organisational policy, comprising principles and guidelines for public administration office operations consistent with the mission and vision. The mission, vision, and organisation policy make up the normative tier of management. The next tier, strategic management, involves environmental analysis, planning, and strategising. The study encompasses both the microenvironment, including local constraints and stakeholders, and the macroenvironment,



comprising external factors such as regulations and social trends. Competitive analysis can identify opportunities and threats. Using these analyses, the public administration office can develop plans and strategies that align with its mission and vision. The strategy is the cornerstone guiding how the office intends to attain its objectives. The last tier of integrated management is the operational level. It includes motivational systems designed to enhance staff engagement and job satisfaction. Motivation is central to operational efficiency. The next component of this tier is organisational culture. It influences how employees cooperate and pursue the office's goals. Good leadership is necessary to promote a positive culture conducive to change. The DNA code, which is theoretically located at the operational tier, is linked to the strategic and normative tiers. The strategy must consider the potential of the subsystems and identify areas that require change. However, any changes require proper organisation and assets. Leaders and managers must ensure a motivational system and effective internal communication, focusing on understanding the causes of reluctance towards change, rather than merely eliminating resistance (Centkowska, 2015). The role of leadership and the psychosocial framework for change that support innovative processes when building material, institutional, and intellectual infrastructure of regions was discussed by Gorzelany and colleagues (2019). To summarise this part of the study, IPM is crucial for creating new public services that focus on citizens and civil society, where civil servants provide support rather than control.

## 5. Conclusions and recommendations

To summarize, this section presents the main findings of the study along with practical recommendations aimed at enhancing management practices within public administration offices. The analysis reveals shortcomings in strategic planning and the application of integrated management tools, emphasizing the importance of developing comprehensive strategies and leadership styles that promote flexibility and efficiency. The conclusions and recommendations that follow are intended to assist policymakers and administrators in improving the effectiveness and responsiveness of public sector organizations.

1. **Official development strategies for offices are rare.** Most of the investigated offices do not have dedicated, comprehensive strategic documents for organisational development, indicating a gap in strategic planning within public administration.
2. **Operational documents and quality policies guide the functioning of public administration offices.** They often pursue their tasks in accordance with internal regulations, operational plans, and quality policies. However, these are not strategic development documents, which may be detrimental to long-term and efficient management.

3. **Office development strategies are necessary.** It is recommended to devise and deploy public administration office development strategies that improve efficiency, adaptability, and functional transparency of public administration.
4. **The soft components of management and the integrated management system are important.** The results indicate that comprehensive managerial tools, such as a diagnosis of soft management components and integrated management systems, are seldom used, despite being critical for improving the operational efficiency of offices.
5. **Change and an appropriate leadership style need to be supported.** The deployment of an integrated management system requires that managers employ a participatory and consultative management style and provide organisational and training support necessary for the effective implementation of innovative solutions.
6. **Efficiency can be improved thanks to a conceptual model of integrated management.** The proposed model, based on three tiers of management (normative, strategic, and operational), may serve as a foundation for a public administration management system design that promotes aligning office efforts with citizens' needs and enhancing their efficiency.

In summary, the study reveals the need for the development of formal development strategies and the implementation of integrated management systems within public administration offices. Emphasizing the importance of both hard and soft management elements, the proposed conceptual model provides a structured framework to support management within the office. The adoption of participatory leadership styles and the provision of adequate organizational support are crucial for the successful implementation of change. Ultimately, these measures can significantly improve the efficiency, transparency, and citizen-centeredness of public administration, contributing to more effective governance.

It is worth noting that, the present study does not encompass an analysis of political factors such as resistance to reforms, power asymmetries, and stakeholder conflicts, which frequently accompany organizational change processes within the public sector. Incorporating these dimensions constitutes a significant avenue for future research, facilitating a more comprehensive understanding of the complexities and challenges inherent in the implementation of reforms in public administration.

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