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The philosophy of the newest development strategy in the public management in Poland: analysis of concepts and results of implementation

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Abstract: Aims: The purpose of the research is to provide a philosophical justification for institutional and functional innovations in the public administration sector of Poland in the context of the balance of nationally authentic and globally European administrative and managerial development. The objectives of the research are focused on the transformation of traditional managerial strategies interpretation to an innovative public administration paradigm in terms of two socio-philosophical dimensions: the format (the work of the governing sector transition to information technology dominance) and the content (the adherence to democratic guidelines in the interaction of government, business, and citizens). **Methodology:** To achieve the goal and objectives of the study, both the classical methodological arsenal of general scientific methods (mainly rationalistic and analytical) and innovative methodological approaches of a synergistic type, namely the self-organisation and the interdisciplinarity, are used. **Results:** The results of the study identified the following priority vectors of development of the public administration sector in Poland as a member state of the European Union: in the institutional cluster - democracy and rule of law; in the functionality segment - pragmatism and innovation. The governance sector in a developed country is designed to provide such targeted socio-cultural elements as accessibility, equality, unity, diversity, and authenticity. The tools for achieving a high level of social development in the modern philosophical and worldview picture of the world are: digitalisation, communication, technologisation, and pragmatism of the management process.

Scientific Novelty: The scientific novelty of the study focuses on the correlation of traditional and innovative characteristics of management strategies in the developing countries in the socio-political, socio-economic, and cultural aspects (on the example of the case of the public administration sector in Poland). **Conclusion:** The maintenance of a balance between the normative and regulatory components of the state administrative structure and creative and innovative individual elements contributes to the formation of a holistic paradigm of civil society that acts as a guarantor of compliance with humanistic and value-based guidelines in the process of the community socio-cultural development (local or global).

Keywords: philosophy of management, management, management strategies, public leadership, institutional management, the functionality of the public sector.

Introduction

Poland is a country that strives for the widest possible involvement in all initiatives of global socio-cultural development; however it retains a certain cultural and mental tradition. The attempts to preserve the authenticity of cultural development leave an imprint on the processes related to the public administration sector. The state, business, society - all these clusters are transforming in accordance with the requirements of the time - that is, they are implementing value transformations in an effort to achieve standardised management decisions. Nevertheless all this activity is consistent with state policy and supported by civil society only if there is no threat to the national existential identity.

The low level of social engagement is one of the problematic issues accompanying the transformation of Poland's governance system (Kempa & Kozłowski, 2020). Only recent tense events in international socio-political life have stimulated the Polish society to realise the need for a clear management vertical at all levels. It can become the only effective mechanism in the event of an existential threat to the state or citizens.

For Poland, the transition to democratic principles and a market economy has become a common process in such cases, during which the value paradigm based on the dichotomy of rights and responsibilities has been actualised (Witek-Crabb, 2019). The governance system is also subject to this contradiction. The governance experience of Poland in the early twentieth century is an example of the correlation between rights and responsibilities in a transforming society - with all the complexities, contradictions, peculiarities, and opportunities.

Research Problem

The research problem of the study is focused on resolving the imbalances that have arisen in the Polish society in the formation of a new management paradigm. On the one hand, the managerial experience should retain a share of the national and mental dimension. It will be expressed in the functional practicality of managerial activity. On the other hand, it is important for Poland integrating into the European unified model of public sector management, which leads to a strict adherence to the institutional aspects of the European-type management paradigm.

Research Focus

The management system proposed by the philosophy does not focus on the institutionality (which is inherent in classical management experience), but also includes the practical and everyday factor of the conditions where the management is directly implemented. At the same time, the management philosophy rejects the functional approach to managerial activity, rejecting the transformation of the management process into a fixed set of norms, orders, and control. The purpose of the management

model is not limited to the principle of “management for the sake of management” but extends to the formula: “management for success”.

Research Aim and Research Questions

The purpose of the research is to interpret the philosophy of governance as a process and system (based on the case of Poland), which are fundamental conditions for the existence of statehood and civil society and form a barrier against existential threats. The research objectives are focused on two key dimensions:

- the format of Poland's management model in the twenty-first century as a synergy of a nationally oriented organisational and structural model and the European institutional management paradigm - focus on the unification of management experience;
- the content of the management process of the public sector, which determines the practice-oriented activity that correlates the principles of traditional social development and innovative elements associated with globalisation and technologisation of the modern socio-cultural space.

Literature Review/Theoretical Overview

The scientific and philosophical discourse concerning the problem of the public sector management in Poland is represented by a significant number of works that directly investigated the problem of management in the Polish society or were indirectly related to the transformation of the management model in Europe in recent decades. A separate cluster of scientific works on this topic can be considered the study of the peculiarities of the national-cultural and socio-cultural dimension in the formation of the value and organisational aspects of the management paradigm. The philosophy of management is guided by the elements familiar to philosophical comprehension. Their keys are axiological, methodological, and logical guidelines. Particularly, Zahariadis (2007) emphasises the importance of such a principle as managerial logic. It is clear that rationalistic principles are prioritised in the construction of management paradigms that should be a model of clarity and certainty. The scientific and philosophical interpretation of management emphasises the prerequisite of the continuity of this process (Olejniczak et al., 2019). A governance system can be considered verified only if it is unchanged and sustainable. The institutionalisation is a key characteristic that is inherent in virtually all dimensions of management activity. If the governance system is able to function under different socio-cultural conditions (favourable or unfavourable for society), it forms an existential understanding of the sustainability and resilience of the state, civil society, private property, etc.

Piotrowski (2020) considers an effective and innovative management system as an integral element of the development of a new type of society. The active management should become the key to transformation and change, providing the society with holders of power or governing the authority at the state, commercial, and public levels. The achieving of the management work effectiveness of is possible only when the results of the work are stated (Kumar et al., 2020). Therefore, a great variety of information on the effectiveness of the public, private, or civil sector is obtained directly from the indicators and characteristics of the work of public institutions at all levels, reports of private and commercial companies, as well as the impact and status of NGOs in Poland.

Mattei et al. (2021) conducted an audit of the transformation of management decisions in the public sector over the past four decades. The results of the study indicate the absence of radical transformations in the field of governance, even during years of socio-political instability. This means that the management activity is characterised by certain inertia in its functioning. That is, the algorithm of changes in the management paradigm involves the actualisation of institutional transformations, which are gradually implemented in the practical and functional dimension.

In the current study, materials on management models and practices from other socio-cultural environments, sometimes radically different from Polish society, were used. Particularly, analysing the peculiarities of the public sector management system formation in African countries (Okanazu et al., 2019), it is noted that, despite the relative similarity of institutional dimensions, the functional expression of managerial activity in everyday life has significant differences. The reason for this is many factors, including: the general level of development of society, the level of technologisation, socio-historical and cultural, and mental features, etc.

Research Methodology

General Background

Among the innovative principles of the management system, Fuglsang & Hansen (2022) propose the principle of framing that avoids the double interpretation of the same semantic emphasis in the management activity. Elements such as the learning process, the restrained space, and the democratic involvement are the defining methodological guidelines within which the formation of a progressive management paradigm is carried out. Management principles will be clear and effective only if their theoretical and methodological guidelines and practical dimensions are unambiguously interpreted directly in the public sector.

Kuzior & Lobanova (2020) emphasise the importance of using the modelling method in the study of management processes. Particularly, hypothetical and deductive modelling, mental modelling, systematisation, and generalisation contribute to the formation of integrity in the interpretation of managerial experience as a phenomenon and the management system as a mechanism. If applying a forecasting method that meets the requirements and challenges of the time, then there is every chance to develop a universal methodological approach to the development of a management strategy, the basics of which are proposed in this article.

Among the key principles of the public sector management in Poland and the European Union are the following aspects: the minimisation of harmful human factors in the process of management activity; the optimisation of organisational and structural segments of the work of a public or private sector manager; the diversification of management services for the civil service and private organisations (Mikielewicz et al., 2020). This is how a pluralistic methodological approach is achieved, using the principles of interdisciplinarity and multiculturalism. In the proposed study, the problem of institutionality can still be interpreted by the classical scientific and methodological arsenal, but it is more appropriate to use an interdisciplinary approach to study the dynamic components of the functionality of the management system.

Given the disparity between the centres and periphery of Poland in terms of the concentration of economic power, the human resources, and the infrastructure development, Dudek & Wrzochalska (2019) propose a differentiated approach to the ways of implementing an innovative management solution. It is clear that in the economic or cultural centres of the country, there are much more opportunities to use new formats of public sector functioning. Methodologically, the algorithm of the management paradigm is unchanged in terms of components and format, but there are significant differences (and sometimes even discrepancies) in the chronology or sequence of implementation of management innovations. The current study also takes into account the peculiarities of using management models depending on the administrative environment in which they are implemented.

The collection of data concerning the problem of the public sector management is marked by the active use of the information and digital potential of modern society. Quite a few social factors interfere with the functioning of the management system in the modern world. One of these components is the information support of management activity. Surowiec et al. (2020) allocate a separate mission to media policy that shapes the public opinion about the governance system in general.

Research Results

Poland is a country that underwent dramatic changes at the turn of the twentieth and twenty-first centuries and needed to organize a new public sector management structure. Public authorities, commercial and private organizations, civic structures - all these institutions needed new principles of management organization. The Polish society inherited not entirely positive impressions from the previous era, so the change in management experience was not superficial, but involved fundamental transformations in both the content and format of management activity.

The new guidelines for the Polish management paradigm were the management philosophy of the European Union, which has proven its effectiveness and ability to integrate in the new environment for decades. That is, the management system characteristic of advanced European countries has proven its viability in countries that have just joined this community and are at the stage of developing the civil society, new public and private structures.

An important concept of managerial activity characteristic of the European Union is the concept of organisational culture (Gorzelany et al., 2021). The organisational and structural feature of the management cluster in Poland is the focus on corporate mechanisms in the private-public sector and the principle of consolidation of state-owned management bodies (Bonet & Zamorano, 2021). These trends are the result of globalisation processes in the civilization dimension and attempt unifying the European Union's governance model.

The managerial culture is gradually enriched with new components, developing in unison with new socially significant trends. Particularly, Kowalska (2020) notes the change in the principle of sustainable development by innovative trends in the scientific and worldview picture of the world. This reorganisation has not only functional characteristics but also concerns a change in the structure of the management paradigm. The economic diversity is supplemented by factors of social welfare, environmental development, technological compatibility, etc. Pietruszka-Ortyl (2019) identifies the organisational culture as a key factor in competitiveness. As innovative management solutions are used much more actively in the private sector, this has led to certain imbalances in the efficiency of management of the private and public clusters.

The public administration system in Eastern Europe is complicated by a number of demographic and socioeconomic problems (Farelnik, 2020). In the context of socio-cultural turbulence, the public sector is under much greater pressure from citizens. The dynamics of managerial activity in a modern developed country must meet the requirements of the times and be able to cope with growing problems and contradictions in society, the state, or cultural life.

The model of transformation of the management model in the economy was driven by the financial turmoil in Poland that began in 2008 with the global financial crisis (Jakimowicz & Rzeczkowski, 2019). As the experience of successful recovery from the crisis shows, the proposed management strategy proved to be effective in the economy, which gave impetus to its integration into other areas of social activity.

Innovative approaches in the management system are usually first introduced in the economic sphere (Dźwigoł et al., 2021). The circular economy, green economy, and regenerative economy are innovative concepts that use a qualitatively new model of governance at all levels. This is a kind of testing of the effectiveness and feasibility of management paradigms, which are subsequently extended to other areas of social activity. Miśkiewicz et al. (2021), analysing the popular European concept of carbon-free development, point out that such guidelines make changes to the philosophy of management and the worldview of the management team.

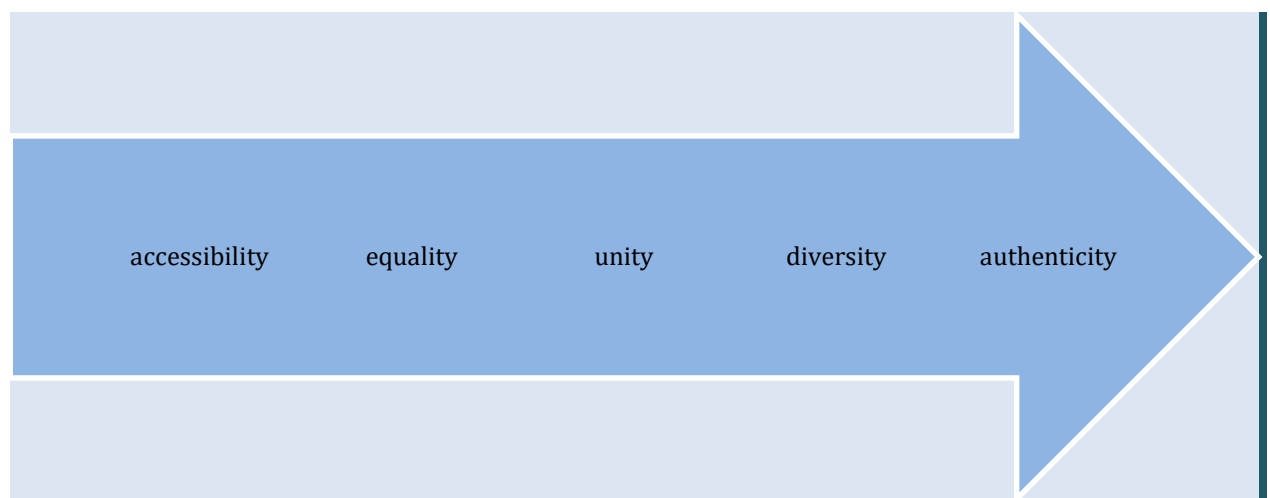
Mikołajczak (2020) notes the tendency to create so-called hybrid organisations that solve different problems and have different structural origins, being both state bodies and using civil society resources in their activities. Such innovative organisational formats are becoming the basis for changing the governance institutional framework.

The diversity of management activity formats is a feature and, at the same time, an advantage of the European philosophy of management that is currently being established in the Polish society. Differentiation of management experience principles ensures flexibility of the management model. This has a positive effect both for the managerial level, which can solve issues of varying complexity and for citizens, who can diversify the delegation of their problems to different management structures.

It is important for the development of the governance paradigm to comply with the socio-cultural purpose (see Figure 1).

Figure 1

The philosophical and axiological vector of the modern European system of governance



Source: author's own development

The importance of the institutional dimension of the public administration is to prioritise not only the practice-oriented segment but also the strategic elements of the development of this cluster of social development organisation. Pasaribu et al. (2021) emphasise that strategic management is the key to creating a competitive environment in all areas of public activity.

Poland, as a country that fully shares the values of the European Union in the development of the management system, is successfully integrating into the pan-European unified management model. At the same time, Karpińska & Croissant (2020) note a kind of scientific and practical paradox of the governance system, which is typical for many countries of the European community. Institutional

changes are being implemented according to a common model in all countries of the region, but functional practical manifestations have specific national, cultural, and mental characteristics.

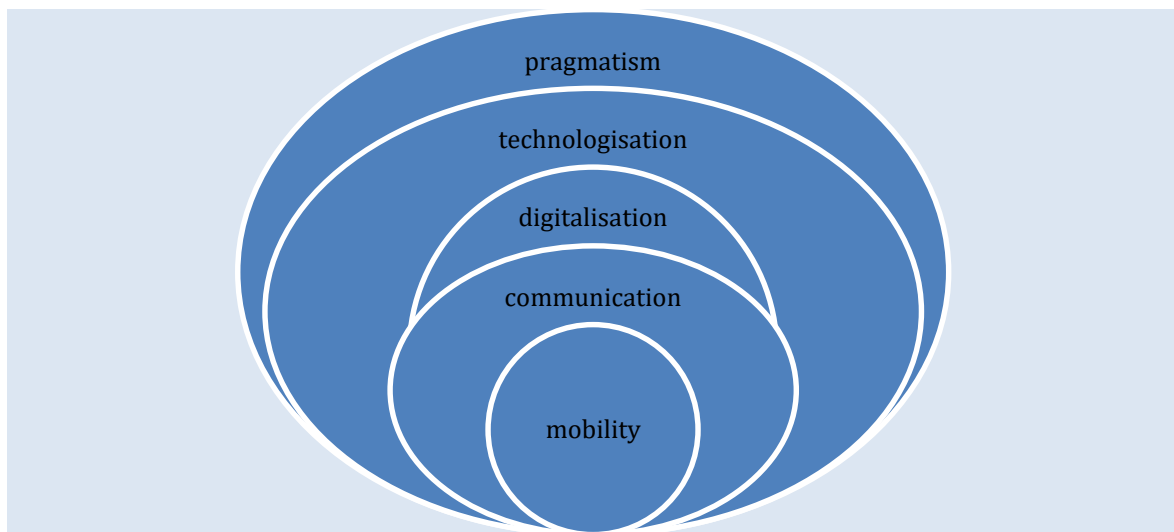
One of the factors that contribute to the construction and functioning of an effective management paradigm in the public sector is the processes of social integration (Meyer & Sroka, 2021). The mobility of society is a striking feature of modern life in a European country, which is expressed in the economy, education, and culture. Such social activity is also inherent in Poland, so the management experience is forced to take into account these current features of social development.

The dynamism of scientific and technological progress has formed a number of threatening factors to the observance of the humanistic principles of the socio-cultural space. According to Saniuk et al. (2022), the dehumanisation can begin the process of eliminating people from decision-making processes. Such a managerial paradox is a significant existential challenge to civilization. Until now, everyone has been enthusiastically watching the efficient performance of human tasks by technology. However, the situation may become completely unpredictable if the technology itself gives the command.

The management paradigm of the modern European space is permeated with innovative elements (see Figure 2).

Figure 2

Innovative tools of management experience of a modern European country



Source: author's own development

Expanding the subject of research on the focus of management on the subject of civic engagement, the concept of talent management is distinguished (Kravariti & Johnston, 2020). This is a fundamentally new approach to management activity, which involves not just the formal and linear provision of management services but serves as a mechanism and tool for achieving goals for an active and self-sufficient member of society. The principles of self-organisation allow transferring a part of the management cluster directly to a person who is able to solve their complex issues. When there is a need for a structural management dimension, a clear algorithm of its work and maximum involvement of a person (not just a manager) in this process are proposed.

Gomes de Sousa et al. (2019) emphasise the rapid increase in information technology elements in management work, which provide advantages in the provision of administrative services of various

kinds. Ziemia (2021) provides ICT elements with the ability to ensure the sustainability of public authorities and private entities in a changing the socio-political and socio-economic life. Ślusarczyk & Haque (2019) established the relationship between the information and technological development of the 4.0 format and the increase in management productivity. Based on a comparative analysis of the transformation of management models in Canada and Poland, the researchers concluded that the ICT segment ensures the avoidance of biases and contradictions in the process of recognising the need for change and the preparatory process for changes in the management format.

ICT technologies and interactivity are tools for achieving a high level of efficiency in management work. The formation of the concept of “e-government” is a priority for most countries that are trying to develop in the context of the scientific and technological progress of civilization (Androniceanu et al., 2020). Continuing to consider the problem of digitalisation of the public administration sector, a group of researchers (Androniceanu et al., 2022) notes that this process is not aimed at the narrowly focused goal of improving the functioning of the governance system. Innovative e-government and the digitalisation of services have a broader purpose, such as reducing corruption, avoiding duplication of tasks, and social progress.

Domańska-Szaruga (2020), defining the culture of governance, adds the concept of the “risk management culture”. The principle of maximising the probability of achieving a result is proposed for public, private, and non-governmental organisations. A full-fledged result can only be achieved through a combination of sustainable planned activities and dynamic changing conditions.

Discussion

At the current stage of its development, the society has reached the level of technological (to a greater extent) and digital (to a lesser extent) maturity. As a result, the social governance system has undergone a mutually-reversible process of adaptation to new conditions (Kafel et al., 2021). The digitalisation has empowered all stakeholders who are directly or indirectly involved in the public sector. The digital maturity opens up prospects for total openness of the public or civil sector while providing more mechanisms for institutions to implement regulatory functions in society. The article notes the openness of society to the integration of digital and technological tools into the governance system. The main reason for this trend is the active use of ICTs in everyday life that contributes to the understanding of the use of technology in the management format of the public sector.

Stroińska (2020) points to changes in methodological approaches to the management of public organisations, which avoid the usual focus on procedural dimensions, focusing on human processes. In fact, there is a philosophical and ideological paradigm shift where a person is a dominant factor in social processes. This anthropocentricity only confirms the philosophical and axiological vector of the modern European governance system, highlighted in the research results.

Bombiak (2020) points to the inclusion of social and environmental issues in the overall management paradigm of sustainable development that is a dominant feature of modern civilizational progress. This position contradicts other researchers who note that the rapid development of all spheres of social development, driven by innovative scientific and technological transformations, initiates a shift from the principle of sustainability to the paradigm of dynamic change. For a management model, such a disposition is a rather difficult task in terms of the organisational structure and model of development of public sector management (public, social, economic, cultural, etc.).

The governance system in European countries such as Poland or Hungary is going through a stage of reengineering social relations. It leads to a reassessment of the traditional values of society. Lendvai-Bainton & Szelewa (2021) point to signs of a new authoritarianism or authoritarian neoliberalism that

offers new governance models. Varga & Buzogány (2021) warn against the populist influence on governance processes to obtain political dividends from society. Such trends are inherent in the modern radical socio-political wing of Eastern European countries and require special attention from the scientific community, as there is a need to respond quickly to threats and potential harm that can be provoked by an unjustified reorientation from the values of the European community.

The problem of the governance system in Poland is exacerbated by the lack of a clear and coordinated spatial organisation by the state authorities, which was the result of ineffective administrative reforms in the 1990s (Niedziałkowski & Beunen, 2019). The governance system in Poland at the beginning of the twenty-first century found itself in a paradoxical situation, as it actually broke the connection with the previous governance system (not national but imposed from outside) and began integrating into the pan-European governance model. Thus, the national and mental characteristics were eliminated from the paradigm of managerial experience. And this is already a threat to the philosophical and axiological understanding of managerial activity.

A promising area of research is an attempt to partially return to the nationally oriented principles of managerial experience while maintaining the vector of integration into the pan-European managerial paradigm. This approach is important in the context of a balanced public sector management system. Preserving the share of authenticity in the management model contributes to a better understanding by citizens of the principles of management activity in general that contributes to its efficiency and quality.

Conclusions and Implications

As a result, the philosophy of public sector management in Poland and in the European community as a whole has several key institutional and functional guidelines that determine the content and format of the management system and the peculiarities of management experience as a process:

- In the early twenty-first century, Poland began a complex process of establishing a new format of the management system. It was tested and demonstrated its effectiveness in the countries of the European Union in the second half of the twentieth century and met the general slogan of the European community – “unity in diversity”.
- The public administration sector covers almost all spheres of public life in Poland and involves the organisation of work of public authorities, commercial private structures, and civil society organisations that are active in management.
- The Polish society is characterised by a tendency of balancing the pan-European principles of public sector management organisation and authentic principles of management experience, which are synergistically combined in unified formats and targeted socio-cultural priorities.
- The innovativeness of management processes is primarily associated with the active use of information and communication technologies and the digital environment in the functioning of management structures and the comprehensibility of these tools for the general public.
- The key principles of the modern innovative management system are to ensure pragmatism and mobility of management decisions, which corresponds to the paradigm of dynamic development of society and requires flexible rather than linear competencies of the management level.
- The purpose of the management activity remains a popular socio-cultural element, ensuring human-dimensional principles of social development (accessibility, equality, diversity, authenticity).
- The institutionalisation of management organisations should meet the requirements of democracy and the rule of law as key philosophical and axiological principles in the global dimension of the European Union and in the national manifestation in Poland.

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