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Research paper



Public Management in local government units in the example of the municipality of Mstów

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Abstract

Today's units of local government is identified not only with the power that is necessary for the realization of public tasks but above all, it is accentuated by the importance of meeting the needs which are important from the point of view of the community, including the Management processes.
The purpose of this work is to present a smooth and effective public management process carried out by the municipal government of Mstów. This municipality applies practical New Public Management instruments in building and implementing the regional development strategy. The article was prepared on the canvas of literature studies on the management, organization, and planning of universal services of a public interest and analysis of the statistical data collected by the municipality.

***Keywords*: :** *Public management; development strategy; municipality; local government units; public administration*

1. Introduction

Regional and local development measures taken by the modern administration fully play a key role in local government management. The Initiative Municipal authorities, their creativity, and skills depend, whether process management take the right direction and will be carried out with the pre-established strategy [2]. Appropriately adapted to the specificities of the organization or territorial unit, the appropriate management methods and the involvement of regional and local communities can help in the dynamic development of the municipality and improve the quality of life of citizens [1].
A look at local government in the context of the evolution of organizational and management theory clearly directing thinking about modernizing the hitherto used approach to the management of public funds [10]. The reorientation of management in local government, in line with New Public Management, defines public management as a process of co-administration/interaction with all actors in this area, creating conditions for the local development of the economy and to build a positive value for the region [4].
Currently, the units of local government are identified not only with the power that is necessary for the performance of public tasks, but above all emphasize the importance of meeting the needs that are important to the community, and therefore in management processes [7].

The aim of this work is to present a smooth and effective public management process conducted by the municipal government of Mstów. This municipality applies practical new instruments of public management in the building and implementation of a regional development strategy. The article was prepared on the canvas of literature studies on the management, organization, and planning of universal services in the public interest and the analysis of the statistical data collected by the described municipality.

2. Management public in local government units

Term *Public management* is interpreted in the light of many aspects of life and therefore lacks unanimity in defining [5]. Problems arise from the difficulty of identifying both the subject and the subject, because of their multitude and diversity.
Thus, the public management process is examined from the perspective of two angles: the objective and the subject. In this approach, public management is the public sector or public goods (Public goods have two main features: firstly, it is impossible to exclude anyone from the possibility of using them, secondly it is difficult to measure the degree of their consumption so as to be able to estimate the unit value of consumption). [6]. The subject of this process is a team of independent institutions and organizations. In relation to the approach in question, this should be understood as focusing on the activities representing the public sector. The subjective approach arises from the kind of problems posed to the solution, resulting from institutional complexity and public sector decision uncertainty. An expression *public* is the opposite of a word *private* [4]. It should be clearly emphasized that the purpose of commercial or business organizations is to achieve profits, most often expressed in money. On the other hand, the aim of the activities of local government, which implements the tasks of the public management process, is the good of society and therefore a large group of different entities [11].

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The public sector is thus an area of action of the State in which public goods are produced. This sphere is not merely limited to the institution of the state. Public sector actors and wizards are organizations that are part of the social and private sectors [16]. A key role in the creation of public policy is attributed to government offices and at lower levels, to local authorities (Territorial organizations are: state, county and municipality. The parent organizations are International organizations such as the European Union and the United Nations). An inherent feature of the modern public sector is the transparency of the actions taken, i.e. the activities that are carried out in this area should be transparent, while information on ways of dealing, implementing or producing goods should be available to all [12].

Modern units of local government decide on the performance of certain public tasks in the community. The public nature of self-government activities forces local authorities to open planned goals by developing a variety of forms of engagement of citizens[13]. The authorities must be as close to the citizens as possible and communicate with the local people that the purpose and the essence of the policy of the local government is to satisfy the current collective needs of the population through the provision of universal service [7].

In this article, it is adopted, as B. Kożuch claims [9], that public management, within the narrower sense, involves the management of public entities. On the other hand, by analyzing public management from a broader perspective, it refers to ordinance of public affairs "irrespective of the way in which the process of meeting public needs is organised, namely whether public organisations. They satisfy public needs directly, producing goods and services, or indirectly through various institutional arrangements, e.g. subsidisation of private enterprises or non-governmental organisations, which can be a direct provider of public services" [9].

The public management process takes into account the needs of people who cater for various goods and services. Public services include public goods whose rights to use cannot be excluded. Regardless of the number of persons using the goods and the number of services provided, the quality of all the public cell is expected to be determined [8]. Management at regional and local level is a special area of interest within public management, i.e. management of self-government units. Territorial management is an effective and efficient control of the organisation's external and internal resources in order to achieve pre-existing demands [12].

As adopted by the Polish Government in the 2013 year "Country development strategy for year 2030" one of the main priorities is: application of the manager's management model in public administration and the adoption of dialogue as a method of develop solutions for the essential elements of socio-economic life [15] ((New Public Management introduces a managerial approach to governance in the public sector, with a focus on coordination between public institutions, on dialogue with the citizen, periodic reporting and accounting for the projects carried out, Task-specific approach, interest in the end-customer's services). Consequently, local government units are required to undertake a task-related approach in the planning of projects, e.g. they draw up financial planning, a task-specific budget, and a management review schedule. The strategic objective of local governments is also the application of the coregulation solutions, which began to develop in Poland only from 2008. Its instruments include: public consultation and a broad-ranging PPPs, including cooperation in science and business. One of the instruments that has recently gained in increasing popularity is the citizens' budget (participative) initiated by local and regional authorities[15].

Therefore, local authorities are obliged to carry out tasks through certain functions: activation, regulatory, alokacyjne, police, management and service. Depending on the level at which a particular entity is located, the priorities of the activity change. For example, at local level, service functions are the most important, i.e. the provision of public services [10].

At the regional level, activation functions are very important, implemented through the creation and implementation of projects and solutions aimed at the comprehensive development of the entire region. A major role is attached to the self-organization of the inhabitants, on the assumption that the people of the community know the best they need. This is why it is important to continue to develop various forms of cooperation between public authorities and local non-governmental organisations [5].

3. Public Management of the Mstów municipality example

3.1. Characteristic of the municipality [16]

The The municipality of Mstów extends to approximately 120 km2 and lies in the northeast part of the district of Częstochowa, in the Silesian Voivodeship, on the Krakowsko-Częstochowa plateau (Jura Krakowsko-Częstochowa). The agricultural area occupies 79%, including fruit orchards, and the forests are 13%. Administratively, the municipality forms 21 villages (18 villages). Through its territory runs the Voivodeship Road No. 786, which runs through the provinces: Silesian, Świętokrzyskie, connecting DK91 in Częstochowa with DK73 in Kielce. The district roads also run through the municipal area: S 1005 Rędziny-Jaskrów, S 1007 Jaskrów-Siedlec, S 1024 Kłomnice-Mokrzesz, S 1028 Mstów-Karczewice, S 1037 Mstów-Srocko, S 1038 Zawada-Małusy Wielkie, S 1039 Mokrzesz-Zalesice, S 1040 Częstochowa-Srocko-Wodząca (Kobyłczyce), S 1041 Małusy Wielkie-Turów, S 1043 Brzyszów-Olsztyn, S 1044 Małusy Wielkie-Zarębice, S 1060 Marianka Rędzińska-Wancerzów, S 1077 Rzerzęczyce-Wancerzów. Passenger connections are provided by bus services.

The population of the municipality Mstów at the end of the 31.12.2016 year was 10 783 people. In the years 2012-2016 the population increased by around 1.4%. This has contributed to the economic development of the municipality and the favorable conditions of housing.

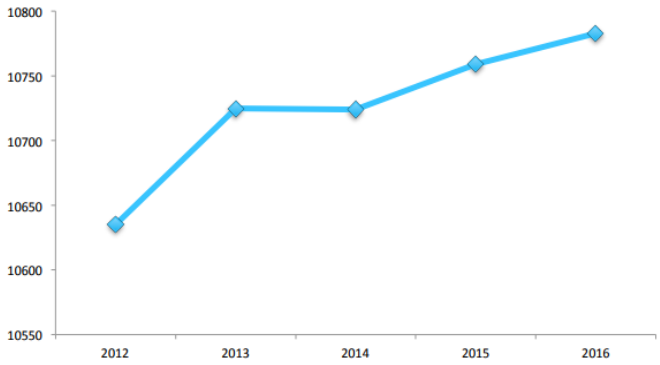


Fig. 1: Population formation in the municipality of Mstów in the years 2012-2016. Source: own work based on [16]

As far as the municipal landscape is over 60% of the municipality area lies within the boundaries of the Eagles ' nests Landscape Parks. The limestone terrain of the hills, fields, orchards, forests and rivers of Warta is a paradise for cyclists, hikers and canoes. The pride of the Mstów are the modern recreation and sports areas around the rock of Love and the Szwajcer's Mountains, which include sports fields, walking alleys, children's playgrounds, covered barbecue areas and a sandy beach above the reservoir Tasarki. Over the last 5 years the largest number of unemployed people from the municipality of Mstów, registered in the district Labour Office, have been recorded in the year 2013:594 persons and since then this number underwent reduced to 275 people at the end of 2016 years. The proportion of the unemployed in the

working age population amounted to at the end of the period analyzed: 4.0%, including women: 4.1%.

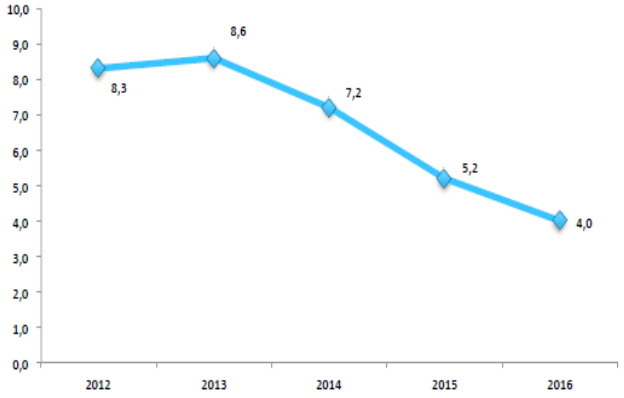


Fig. 2: The proportion of unemployed persons registered in the District Labour Office in the number of working age populations in the municipality of Mstów between 2012 and 2016 in %.
Source: own work based on[16]

The Mstów municipality has been reporting a low percentage of unemployment compared to national unemployment for many years (the country's average unemployment rate is 4.7%). In the municipality of Mstów dominate individual farms with a large fragmentation of land and small Size. The average area of the farm is about 3.54 hectares.
According to the general agricultural census of 2010, the number of all farms was 1.978 PCs. located on the surface of the 7.014, 23 ha including agricultural activities: 1.495 PCs. (i.e. 75,6% farms) In the area: 6.407, 26 ha. Among the active prevailed farms operating at 1-10 ha: approx. 72% of the total. More than 58.7% of agricultural holdings cultivate cereals (mainly rye) and almost 30%-potatoes (per 139.49 ha). Farm animals, on the other hand, account for 76.6%. The most economic animals are poultry, dust and swine. At the end of 2016 year in the municipality of Mstów acted 782 entities of the national economy entered in the state register of companies (REGON), including: 96.7% of them (756 units) belonged to the private sector.
evel-2 Heading: A level-2 heading must be left-justified and numbered with an Arabic numeral followed by a period.
Level-3 Heading: A level-3 heading must be numbered with an Arabic numeral.
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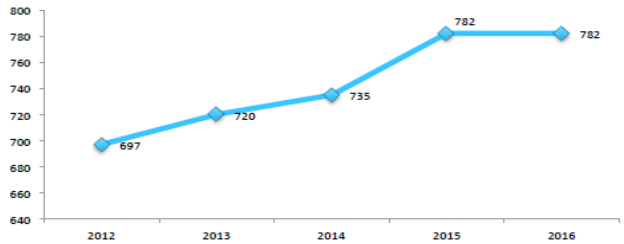


Fig. 3: The formation of the number of national economy entities entered in the register (REGON) in the municipality of Mstów from 2012-2016
Source: own work based on [16]

Among the public prevailed, the state and local government units of budgetary law – 84% (21 of the 25 entities). In the private sector, dominated individuals who are engaged in economic activities, i.e. 88.4% of the total private entities. The largest company in the village is DEMAR, known for its footwear and mining plant "Latosówka", which is part of the construction materials group CEMEX-Poland. Between 2012 and 2016, the number of entities in the national economy increased by more than 12% due to the increase in the number of individuals carrying on business and commercial companies. An increase in the economic activity of its inhabitants has been observed in the municipality area in recent years.
The municipality in recent years has also become known for its production of fruit.

3.4. Public management of the Mstów municipality example

Mstów Municipality effectively conducts public management activities. The local government strategy Mstów directs its strategies towards increasing the efficiency of public administration by [16]:

- setting specific objectives and monitoring results;
- setting better service standards;
- reducing red tape;
- putting emphasis on the coordination of activities between public institutions;
- defining public service tasks and values,-recognizing citizens ' needs, working with society;
- significantly streamlining the management process, raising the importance of the mission of self-government;
- intensive public-private cooperation.

The basic condition for the development of the municipality is the achievement of the objectives of the Community development Strategy Mstów 2017-2025 and the continuous monitoring of the effects, expenditure and funding sources of the measures taken in the scope of the specific programs.
The municipality of Mstów, in developing its development strategy, presented public service priorities, giving the time at which it should be implemented [10]. All trace objectives, taking into account internal and external conditions, with the active participation of the local community. The following tables illustrate the priority areas, objectives and directions of development of the municipality of Mstów.

Table 1: Priority I. Infrastructure, the environment and Space

Strategic Goal	**MSTÓW-Municipality with developed communication and technical infrastructure, raising the environment and the organized public space**
Operational goal	I.1. Development of communication and technical infrastructure
Action Lines	- construction and modernization of water and sewerage infrastructure - development and reconstruction of the road infrastructure including the associated infrastructure - extension of the walking and cycling path system - development of public transport infrastructure
Operational goal	I.2. Ecological development of solutions contributing to the improvement of the environment
Action Lines	- implement solutions to reduce low emissions, like building thermo-modernization of public and residential buildings, modernization of street lighting, use of renewable energy sources (installations with a power of 40kW) - development of the waste management system and the segregation and recycling of waste, decommissioning, and wild "rubbish dumps" - removal and disposal of asbestos-containing products - flood protection, fire-fighting and the reduction of the effects of natural disasters - promoting environmental education and pro-environmental attitudes among people

Operational goal	I.3. Revitalization of degraded areas and objects
Action Lines	- renovation and preservation of cultural heritage sites - development of degraded areas - reconstruction, modernization and adaptation of degraded facilities for the purpose of the inhabitants - development of social, assisted and protected housing
Operational goal	I.4. Improving Internet access and developing public e-Services
Action Lines	- building and developing broadband networks -building public Internet access points -and hotspots -developing public e-services through the implementation of IT solutions for the provision of public services by electronic means -digitization of public resources with the provision of public online access

Source: own work based on [16]

Table 2: Priority II. Quality of life of the inhabitants

Strategic Goall	**MSTÓW-a municipality of high quality living, with access to the highest standard of public services**
Operational goal	II. 1. Improving access to social and health services
Action Lines	- improving access to quality medical services - promotion of health and active lifestyles and the establishment of a health prevention system, including action to reduce diseases and civilization addictions, taking into account demographic changes - stworzenie efektywnych form wspierania aktywności zawodowej, sprzyjających wzrostowi zatrudnienia i zmniejszenia bezrobocia - increased access to a wide range of support for the various social groups, including children and young people and the elderly - providing high quality care services for children and other dependent and older people - improving access and meeting the poorest dwellers ' housing needs - implementing solutions to improve public safety
Operational goal	II.2. Increased integration and social activity of people
Action Lines	- Implementation of local activity programmes - Improving the quality and increase of the offer) including the number of events organised) in the field of sport and recreation, providing opportunities for leisurely leisure - Support for NGOs ' activities
Operational goal	II.3. Strengthening the educational potential of the municipality
Action Lines	- creating new places in kindergartens - improving the educational offer of schools (such as: curricular and compensatory classes, scholarship traineeships, teacher training) - raising the standard of educational establishments - the use of information and communication technologies in education
Operational goal	II.4. Providing an attractive cultural offer
Action Lines	- improving the quality of cultural offers addressed to different social groups - development and improvement of the standard and equipment of cultural institutions

Source: own work based on [16]

Table 3: Priority III. Entrepreneurship and Tourism

Strategic Goal	**MSTÓW-a municipality of high quality living, with access to the highest standard of public services**
Operational goal	II. 1. Improving access to social and health services
Action Lines	- improving access to quality medical services - promotion of health and active lifestyles and the establishment of a health prevention system, including action to reduce diseases and civilization addictions, taking into account demographic changes - stworzenie efektywnych form wspierania aktywności zawodowej, sprzyjających wzrostowi zatrudnienia i zmniejszenia bezrobocia - increased access to a wide range of support for the various social groups, including children and young people and the elderly - providing high quality care services for children and other dependent and older people - improving access and meeting the poorest dwellers ' housing needs - implementing solutions to improve public safety
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Action Lines	- Implementation of local activity programmes - Improving the quality and increase of the offer) including the number of events organised) in the field of sport and recreation, providing opportunities for leisurely leisure - Support for NGOs ' activities
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Operational goal	II.4. Providing an attractive cultural offer
Action Lines	- improving the quality of cultural offers addressed to different social groups - development and improvement of the standard and equipment of cultural institutions

Source: own work based on [16]

By analyzing the main statistical indicators, on the background of the Silesian region and the district of Częstochowa, the municipality of Mstów is characterized primarily by a favorable demographic situation (a positive balance of migration, a lower middle age of the inhabitant, a lower participation age), lower levels of unemployment, the participation of social assistance persons, or the development of residential housing [16].

The authorities of the municipality of Mstów are oriented towards economic development through the use of the municipality's investment values and its advantageous location. The municipality of Mstów is a thriving municipality, over the past years has developed a very good form of public management in this self-governing unit. Local authorities (council and municipality) shall,

in agreement with the local residents, conduct the affairs of the municipality of Mstów in such a way as to best prosper on the background of other entities and to be a competitive organization among other. It must be mentioned that tourism, infrastructure, land-based development, culture, education and sport are at a good level, but there are always roads/new ways of improving them, in order to meet citizens ' needs and to improve standard of provision of services. The municipality of Mstów is actively looking for new sources of financing and opportunities for development, demonstrating entrepreneurship and creativity. This type of action would greatly improve the efficiency and functioning of the municipality among the local community.

4. Conclusion

The municipality of Mstów uses new elements in public management, thus increasing the opportunity for dynamic socio-economic development. These factors/elements are among others: a Strategic approach to the local economy, a leadership that combines the resources of various actors and people to achieve common benefits, as well as a correct diagnosis of the state of the municipality, county or province and local community SWOT analysis, provision of services and assistance where no one is able to meet the needs of the local community. Local government influences the economic development of the region by means of financial instruments but also by means of non-financial instruments. These listed as second in order are related to the law of real estate, planning, public procurement law, spatial management, the Law on Education, sport, public roads, culture, tourism, protection of environment and agriculture. Thus, the municipality of Mstów, which is the basic local government unit, undertakes extensive and active measures to promote regional economic development. Instead of passive exercise of mainly statutory responsibilities, more often recorded is an initiative in search of new opportunities for development, new sources of investment finance, and support for new areas of the economy. This type of attitude provides the municipality with an adequate rate of development and importantly creates the expected standard of living for the inhabitants. Mstów efficiently and effectively recognizes and meets needs and reliably provides services to its residents.

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