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The Changes of the Organisational Behaviours in the Light of the Self-Government Offices Modernisation

Summary: The changes of the organisational attitudes in the light of the territory self-government office modernisation require constant improvement of the administration office activity and adaptation to the constantly rising changes. The administration units go from the traditional model of administration towards the model of the new public management and the new public co-management.

The aim of the following essay was an attempt to identify the changes in the organisational attitudes and their influence on the possibilities of the local self-government offices modernisation.

Keywords: changes of the organisational, public administration, the local self-government, Human Resource Management.

Introduction

Implementation of the constant improvement systems into the activity of the administration offices allows one to adapt to the constantly rising changes. The self-government administration undergoes various challenges connected to the growth of the number of public services offered. Most of the advisory and training programmes, that advertised new organisational and managerial solutions, were directed to this administration. The choice and type of activities are influenced by definite circumstances, factors and possibilities offered by the interactions of the local policy operators on the socio-economic processes. Within the competitive market conditions they are determined by the challenges of the 21st century, related to the progressive globalisation of the economy, dissemination of the informative civilisation, growth of the importance of knowledge as an important factor of the economic growth. It results in appearance of the need of ac-

tive participation of the self-government, the need to manage the development processes. The competence of the self-government are sufficient as a tool of administration unit management, however, in the globalisation era and the growing competitiveness are insufficient to manage its development.

The aim of the following essay is an attempt to identify the changes in the organisational behaviour and their influence on the possibility of local self-government offices modernisation.

1. Organisational behaviours – the core and meaning

The organisational behaviour means the attitudes and actions of people within the organisation. Considering the notion of the organisational behaviours, one must underline the joint character of actions in the organisations. The behaviour of a person in the organisation should be considered in the light of social relations that take place there. The characteristics of the organisation are as follows: purposeful, planned, conscious character of its tasks, the internal order (organisational order), organisational structure where social positions and roles of its members, values, norms and principles governing the behaviour of the organisation's members are its elements; pointing to the organisation as a sub-system of the surrounding environment. The Organisations as the multi-personal systems are constituted by the following sub-systems:
1) the aims realised by the organisation and resulting tasks,
2) people with their individual and group aspirations and behaviour role models,
3) material and technical equipment,
4) structure, i.e. the rules governing the division of tasks and responsibilities for their realisation, authority and related responsibility, and information.

The character of the mutual relations forejudges the features of the particular sub-systems and organisation as a whole. The behaviour of people in the organisation should be considered in the light of the technical needs of the organisation and the needs of people. The organisational roles of the particular members of the organisation are settled by the binding organisational structure through the rules of work division and allocation of power to make decisions. The behaviour of people in the organisation influence the way that it operates. Among the factors influencing the behaviour of people one can point to the soft factors, including: competence, skills, abilities of people, relations as a whole and all the relations between them, norms, models, desires and values followed. Those factors create the organisational atmosphere and its culture, clearly influence the motivation and efficiency of its members. The other group of factors are named as hard ones, i.e. material, technical and financial. The conditions of functioning of the contemporary organisations cause that the condition that must be compulsory fulfilled is the ability to adapt itself to the constantly changing ambient conditions.

The public organisations are separated from the surrounding environments and at the same time connected to it. The general surrounding of the organisation is made by the operators that the activity of concerns the organisation. However, the internal environments is constituted by the top management, employees and organisational culture. Those element influence directly the realisation of the main goal. The external environment sets the range of administration activity and the areas where they may influence its activity in the economic, technical, socio-cultural and legal and the political, international aspects [26].

The public administration i san organisation operating on the basis of and within the boundaries of allowed by the law competence. It is related to politics, has an impersonal and imperious character, hierarchical subordination and constant and stability of entrusted tasks to the professional and competent personnel are dominant there [11]. The public administration that functions in the public sector offers goods and public services, is a complex entity differentiating itself by the specific system of goals and values, and relations with the surrounding environment. The main goal of its activity is the current and constant fulfilment of collective needs through the provision of services that are widely available [25].

The basic notion in the management process of the territory organisation is the public administration seen as an instrument of the territory management. It is characterised by the dual character, because on the one side it is an operator of the executive authority that applies various tools in order to reach the goals, but on the other side it is an instrument in the hands of the political authority [6]. The aims of the territory management and execution of the public authority may be included in three groups of public aims [20]:
1) social and political aims – fulfilling the needs of one's own community,
2) economic goals – reinforcing the functioning of the territory organisations,
3) environmental goals –managing the space: the natural environment and the cultural one of the territory units.

Public administration means a set of organisational and executive activities, actions and ventures taken in order to realise the public goal by various operators, bodies and institutions within the range and forms governed by the law [7].

Organisation of work at the public administration office is based on the organisational structure specified in the organisational statute of the office. The public administration is characterised by the specific organisational structure with the clear division of positions, verticals, sections, departments and independent cells. Such a construction of the office activity provides bigger efficiency of work.

The office employees influence the organisational structure, both formally by deciding on the acceptance of solutions included in the valid organisational documentation that results from the law rules, and informally – through ad-hoc and situationally-conditioned changes in the division of work, decision-taking authorisation and the information flow. Such changes are the result of the situa-

tion in the office that is related to the level of competence of the employees, their experience, family situation of some of them, vacations and others. On the other hand, the organisational structure influences the employees.

The basic rules of public administration system functioning may be formulated as follows [19]:

1) the local authorities act as the self-government chosen by the general election,
2) under the territory self-government one may distinguish between the decision-making and executive body,
3) the self-government bodies have a proper organisational structure, employ the personnel prepared to the realisation of the tasks and services,
4) the aim of the territory administration functioning is the fulfilment of the needs of the territory community members and the *non profit* activity,
5) the equality of all the citizens to the public services is a basic value that is followed by the territory administration.

The public administration systematically stretches the range of the services provided for the citizens and coordinates many problems of the development on the local level. It caused a great increase in the employment rate and development of the self-government structures. The basic resource of the public administration gained from the surrounding environment are the people having necessary competence and proper knowledge. The appropriate choice made to fill the executive and clerical job positions decides on the regularity of office work. The legal regulations set the rules of recruitment to the job positions in the offices. It allows one to avoid a situation when the vacancies are presented with the omission of the public and open recruitment. Thus, employment planning is of crucial importance, the choice of people to the job posts, introduction of the new employees into their duties, taking care of their professional development, creating the promotion paths. The organisational culture, creation of human resource management strategies, participation of the employees in the management and development of their skills promote the above.

The public administration, that serves the menial role for the society, is a team of people who perform the specified services for and in the name of the society. It is a work involving public service, requiring certain predispositions and resignation from the benefits offered by the commercial companies. The attitude of the regular employee of the administration office influences the character and the way of functioning and the image of the whole administration. The core of the public administration offices is the bureaucracy seen as a system of attitudes of the administration workers. In the bureaucratic organisation the major goal is the follow the rules, and not conducting the particular issues [17]. The bureaucratic attitude is mainly related to the provision of safety and the sense of the power of the apparatus itself. The opposite of this attitude is presented by the public service, where the employee also acts accordingly to the law, but his behaviours is regulated by the set of norms dealing mainly with the focus on the

public interest, full of clarity of the decisions and actions taken, differentiation between the public and private spheres, individual responsibility for the taken decisions. It guarantees the effective and fair working style and a friendly system of power execution presented to the citizen.

The system of democratic elections of the self-government authorities, that is valid in Poland, contributes to the different formulation of the strategic programmes that describe the complex mission of the civil society. The managerial positions in the territory administration (mayor, provost, president) are staffed with candidates chosen in direct elections. The public administration also employs on the basis of an appointment or a contest. Considering the tasks realised for the particular job positions one may draw the conclusions on the competence necessary to efficient running of the office.

2. Orientation to the innovative management in the self-government administration

Lately, one emphasises that the increase of the efficiency of management in the self-government administration, and in bigger extent – public one, is dependent on those changes that are of innovative character. The innovative changes in the managerial sphere are mostly featured by the great radicalism, adequacy to the new theories and concepts, step changes of the activity conditions, the technological break-through, the ability to create the effects corresponding to the newly set mission. Thus, currently the efficient public management is characterised by the innovation [10].

Simple emphasis on the need of innovation in the light of the administration modernisation is known for some time. In the American literature [4] the innovation was seen e.g. in the light if theories and concepts of the organisational changes and the intervention policy, and the conditions of innovation creation in the public organisations, including the public enterprise. One pointed that the importance of the decision-making process of the budgeting, management based on the results and the role of innovation in the processes of reformation and co-management.

The innovations in the public administration management are defined as a creative ideas introduces to the practical management and directed to solving the persistent problems of public management [1]. The innovation is an act of creation and implementation of the new way of achievement of the real results or increase in the work efficiency. It may include new elements, new configurations of already existing elements, radical change or moving away from the traditional ways of acting. It concerns the new services, political conceptions and programmes, new approaches and processes.

The innovation processes taking place in the public administration are of similar, though specific, logic just like in case of the market products [24]. It is presented as follows: the innovative ideas and the pressure exerted by the citizens on the public organisations to be managed in an innovative ways, are influenced by the socio-economic needs, and at the same time the new technical-organisational possibilities, mainly the technological ones. The first are induced by the reformative processes of the public administration, and the second ones lead to the research-and-implementation studies, and finally to implementation of the innovations. The first successful implementation of an innovation in one of the public organisations, e.g. the unit of the territory self-government , evokes the process of those innovations spreading into other units of the public administration, where its acquisition takes place i.e. permeation of the innovations.

Thus, in the light of the innovations in the management one may talk about the innovative model of management in the public administration, including the self-governing one [16]. It shows some similarities to the newest concepts of public management i.e. the public co-management knows as *public governance*, and the new public service (*new public service*), nonetheless, at the same time is varies in its range, change characteristics and the complexity degree.

The fundamental assumptions of the innovative model of the public management are enclosed in the democratic theory, ideas of civil society, in the development based on the knowledge and social capital, and in the conceptions of organisational changes management. The basic mechanism of achieving the set goals is focusing on the innovations at strategic goals setting, provision of the conditions to cooperate on the inter-organisational and inter-sector level, effective coordination of the public policies and within the programmes and undertakings realised with different partners. There is an aspiration to balance the political, economical and ecological rationality.

The important elements in the management systems are the electronical instruments, in case of the public management, described as e-administration. Analysing the application of the e-administration elements one can differentiate between four levels differing with the degree of their complexity, starting from the one-way information passing (1), next the two-way communication (2), to the use of the instruments during the whole transaction, i.e. from the moment of notification of the need to realise the service (the internal and external operations), and finally to e-democracy, interoperability and problem-free integration of the public administration units with the citizens. Such a diversity allows to differentiate between the following levels of the e-administration: 1. Informative, 2. Interactive, 3. Transactional, 4. Transformational.

In the light of the above, one can notice that the public services performed via electronic ways, such as the internal communication in the units of the central public administration, including institutions dealing with: taxes, social insurances, civil registers and area registers, public access points, including the access

of schools to the internet; showed that the e-administration on the proper level is the one including the area registers, social insurances and the access to computers at schools. Many other disciplines lack the e-services or they are at the lowest (1) level. It concerns particularly: health systems, vehicle registers, judiciary, e-administration portals, educational portals, taxes and public orders. As a result of one can notice just single innovations instead of compact introduction of the public e-services.

3. Modernisation of the territory self-government offices – role and principles

Among the properties of the organisation, as the major one, it may be pointed to their dynamics – constant process of changes taking place in the organisation and between the organisation and its environment. The conditions of functioning of the contemporary organisations lead to the state when a necessary condition is to develop the abilities to do the internal modifications, and one of the factors of competitiveness is the ability to quickly identify the changes taking place in the environment so as to use properly the outcomes resulting in consequence of the above. The factors that cause the necessity to change are of an internal and external character. The external factors require to meet the challenges of an economic, quality, technological, ecological and social nature. The internal factors, however, result from the maturity process of the organisation, evolution of its culture, strengthening the informal relations, growth of the experience of the organisation members, change of the employees's attitudes. The attitudes of employees should be seen as relatively fixed, environmentally conditioned, attitude of a person towards somebody else, other phenomenon, situation [13].

The communication is of great importance in the management process. It fulfils a very important role, and very often it is a factor that decides on the success of a change. The aim of the communication is to allow the members of a group to meet the prospect of changes, argumentation for the necessity and range of changes, facilitation of the evolution of the views of the organisation members and dissemination of attitudes and behaviours that foster changes.

In the local administration functioning one can point to the deficiencies based at [19]:
1) bureaucratic style of work of the employees in the hierarchical structures,
2) when employing the specialists in particular disciplines of service provision, one ignored their management training,
3) focusing on the budget limits when realising some tasks,
4) poor cooperation with the structures not subordinated hierarchically.

Together with the change of the economy management system, there are constant changes taking place in the sphere of public administration unit man-

agement. They seek to limit the costs of the administration activity, increase its effectiveness and efficiency in realisation of the goals through the introduction of managerial methods tested in the economic operators. Such reforms are described as modernisation due to the evolutionary character of changes, modernisation and adaptation of actions, techniques and methods of management. Such an attitude towards modernisation means a gradual introduction of changes in the organisations. Taking the above into consideration, one may adopt the following meaning of the modernisation term [12]:

1) dissemination of various technical and technological innovations already made,
2) any changes leading to the more modern and perfect forms of organisation of the particular system, community or authority,
3) a series of directional and evolutionary changes of the society, system or the organisation.

Modernisation of the public administration, that has vast resources, is extremely difficult. In order to carry it out, one must provide some specific conditions. It is a must to prepare a logical draft of the desired changes. It is a very important type of a resource that determines the realisation of the public programmes. The modern management loses the hierarchical character, and it is being based on the net relations and cooperation of horizontal character to the greater extent. In order to carry out the public administration modernisation, one must set the desired changes, the way that it will be conducted and the outcomes of the process. The process of the public administration modernisation requires its initiators to behave in a partner-like manner towards the environments and institutions that are necessary for successful conduction of the process. The matter is to reach the comprise relating to the aims and mechanisms of the administration reforms among the partners, without whom one cannot conduct this process successfully. The reforms that are of legal and territorial character must be supplemented with the problems connected to the management of the public affairs. What the author means, is the model of the new public management, because one can notice the deficiency within the range of bureaucratic management model transformation in the new management model. One must emphasise, that this change can take place when the reform of the administration will be of a system-like and strategic character, and not the instrumental one. The modernisation and a great improvement of public administration cannot be achieved without the prior setting goals and effects that are aimed for.

The 5.2.1 sub-operation Modernisation of the management in the self-government administration included in the Operational Program of the Human Capital that aims at the growth of the quality of the public services done by the office at the level of a territory self-government and the improvement of politics and programmes that are of a local and regional range. The sub-operation is an element of the 5.2 activity – Strengthening the potential of the self-government administration. Within the sub-operations realised as:

1) the projects directed to the improvement of the citizen service and the modernisation of the management of the self-government administration, includes e.g. improvement of the quality, increasing the availability of the public services done by the offices of the self-government administration, implementation of the management authorities into the public administration at the level of the whole organisation, including the quality management or the evaluation of the functioning level and development of the offices, and in the chosen aspects of its functioning,

2) the projects directed to the improvement of the Staff competence by e.g. support of the HR and training departments as the centres of the human resource management, promotion and implementation of the rules, mechanisms and procedures strenghtening the clarity of the administration and improving the level of the ethical culture of the HR staff, general and technical trainings,

3) the projects that cover the strengthening of the regulative and analytical abilities, including the strengthening the abilities of the self-government units in the range of proclamation of the local law acts, preparation, implementation and evaluation of the local strategies.

The quality of the public services is a result of applied management methods which aim at improvement of the quality of the local community's life standard. The key priority of the local authorities is also use of the public services to taking care of the economic operators. The modernisation of the local administration also deals with the administrational, communal and social services provided directly to the receivers, but also the improvement of the organisation's activity in order to create the conditions fostering the economic and social development within given local community. The local community and economic operators show a pressure to introduce the changes and expect the local authorities to provide the proper conditions for implementation of those changes. However, the local authorities and the administration employees should be characterised with the management skills. The abilities to function in the social, political and economic relations are necessary, because the units of the local administration are the units of the political characters, realising the aims of the local communities.

Development of the management skills is related to the possibility of a bigger interest in the strategic attitude in the management of the self-government unit. Within those units one can notice the rise of the interest in the methods like: strategic management and planning, strategic management of finances and investment in the short and long time period, territory and communal marketing, and also the efficiency of their application related to the greater abilities of the employees. The bigger interest is now given in the units of the self-government units to the project management. It is related to the active engagement of the local authorities into stimulation of the local development. The effectiveness of the above methods requires the unit employees to use the proper knowledge. The ef-

fectiveness of the administration management modernisation is conditioned not only by adaptation of the organisational culture to the environment conditions, but also the degree of the external pressure exerted by the higher-level units. The local administration should introduce the changes in a constant manner in order to fulfil the requirements resulting from the changes in the surrounding environment.

Moving away from the administration and searching for the new concept resulted in the rise of the approach named as the new public management (NMP). The specifity of the management in the public management is to e.g. apply the specific methods and management tools, that can be divided as follows [14]:

— methods and tools of a conceptional preparation – creation of views, setting the mission, choosing the aims and priorities of the local development, establishing the strategy,
— methods and tools of controls – principles and procedures of subordination to the external control, procedures of the internal control,
— methods and tools of animation – the motivational systems, social mobilisation, public-private partnership, support of the local initiatives.

The territory administration functions within the range of the public sector, and thus, it is formed within the hierarchical structures, where supervision structures function that apply to the idea of the territory self-government and protect the autonomy of the self-government communities. The partner-like structures decide on the modernity of management in the self-government systems.

Despite of the limits and imperfections of the previous management solutions, the public administration develop itself intensively. Currently, the major effort is given to the establishment of the system of effectiveness and efficiency indicators, so as to be able to evaluate objectively the actions of the public administration, compare them and improve. The measurement of the effects is the basis for the further actions leading to the establishment of the organisations learning thanks to the acquisition of the ability to analyse the situation, set the goals and implement the tasks resulting from them. The acquired knowledge allows them to introduce changes in the functioning of the organisation and the transformation of the relations with the surrounding environment. The previous years show the increase in the application of informative technologies in the administration. It is used to make records, store and process the information on the financial and property resources. The programmes supporting the management and facilitating the electronic communication and more coomonly applied nowadays. It fosters the availability of the services, provides equal access to them, limits the individual attitude toward the issues, improves the communication, can be used to the electoral and consultive actions. It present the inhabitants with the information of the actions taken by the local administration and gives the possibility to evaluate it. The common acces to the information reduces its costs, provides better publicity of actions, increases the possibility of the citizens

to take part in setting the directions of the development. It creates the conditions for the partnerhisp expressed in the social dialogue [21].The higher level of information available to the citizens leads to the increase of the requirements related to the efficiency of administration bodies functioning and pressure exerted at searching for the new solutions.

Using the market mechanisms and the management methods of the commercial companies involving mainly handing over the authorities to the really managing managers, limiting the hierarchy executed, developing the new directions of the public administration reforms, co-management. It supports the decentralisation of the authority that adaptos various forms of the citizens engagement into the activity of the administration units. Such a conception is a result of the changes taking place in the surrounding environment and the diversity of the society, where the public organisations operates. In this situation the strategy of the public authorities should be made with the great participation of the society representatives and the interest groups with the use of the public choice concept postulating striving towards the achievement of the maximal benefits for the given local community.

The public administration activity undergoes the systematic evaluation made by the local communities. One can notice many irregularities in the management of the public funds, low level of the services provided, disappointing communication on the verge: citizen-office. It is, among others, a factor determining the pressure exerted at the increase of the efficiency of its functioning, i.e. the modernisation resulting from the civilizational, political and social changes taking place in the surrounding environment.

The participation of Poland in the international organisations lead to the internalisation of the management processes. The membership in the European Union requires the adaptation of the public administration functioning to the European standards. It results from the connection of effectiveness of the union politics implementation with the institutional potential of the government and self-government administration. The proper administrational frames are established in order to absorb efficiently the union resources, implementation of the civil service system and increase of the institutional abilities to adopt the community law [5]. Currently, one may observe the process of power dispersion to different economic and public operators at various levels and in different spheres [5]. The public sector moves away from activity in some of the spheres, leaving them for the private or non-governmental sector. The private sector often cooperates, or even, replaces the public administration in realisation of its tasks [18].

The contemporary models of management in the public administration, give the key meaning to the ability of the organisations to operate in the changing surrounding environment conditions and adaptation to them.

One of the basic conditioning of the public administration effectiveness is establishment of the proper organisational culture. The organisational culture is

determined by various factors of internal and external character. Among the factors being inherent in the surrounding environment that shape the organisational culture are: the branch where the organisation operates in, social-cultural variables, economic variables, regulative and legal trends on the technology, the character of the competition. For shaping the organisational culture within the organisation important are: mission and vision, history of the organisation, size, strategy, structure, technologies used, preferred management style. Whereas, the members of the organisation shape the organisational culture by bringing in their own contribution like their values, needs, education and the professional and life experience [9].

The biggest influence on the shape of the organisational culture have the management Staff and the employees of the organisation. The management staff acting for the organisation is a role model for the employees, shows them the direction of the organisation development and intensively incorporates the employees into the activities. Together with the development of the activity grows the number of employees, the motivational system is being formalised, new systems of evaluation are formed. The considerable discrepancies in the range of the given organisation's culture may hinder the proper communication. Thus, the process of employees socialisation is of great importance – acquisition by him the norms, values and role models that are valid within the social environment [23].

The organisational culture is dependent not only on the features of its employees and itself one, but also on those that the environment has. The bigger the dynamics in the environment, the bigger the need to distinguish oneself from the competitors. The regular functioning of the organisation is conditioned by its efficiency in the rate of reaction to the changes and ability to adapt itself to those changes.

The organisational culture as a tool used for shaping the attitudes of the subordinates does not require any additional actions taken by the top management of the office, thus, it is relatively cheap, and based on the influences that is exerted by the society on the employees (acceptance or exclusion) and in connection with the above, it is rather effective one, because the environment can execute the obedience of the acquired norms and values. One must, however, add that the norms and role models set by a given culture must be in accordance with the organisation's expectations included in the strategy. The clerk's way of working, their engagement and interest in the petitioners problems, preparation to work may become the factors of a possitive or a negative reception in the society.

In practice, one can notice actions in the functioning of many administration offices that the moral evaluation would result as a negative: provision of services that are of poor quality, using the blackmail and threats, loobing, delays in the realisation of tasks, corruption. The ethics of the behaviours in the organisation should be discussed on few angles [13].The first of them deals with the ethical aspect of the professional activity of the office management Staff that is obliged

to make decisions and undertake the actions that are in accordance with the ethical requirements. It applies to the creation of the safe working environment, proper division and work organisation and application of the motivational systems that evoke motivation, initiative and efficiency, providing at the same time fair payment. The other sphere is constituted by the ethical aspects of the employees work, such as honesty, loyalty, orientation at work, personal culture showed in the contacts with the other members of the organisation and the petitioners. The third sphere is: ethics in the contacts with the representatives of the organisation surrounding environment (petitioners, other organisations).The procedures of the organisation resulting from its culture that can influence greatly the strengthening the ethical or non-ethical attitudes of the employees. The factors that favour the non-ethical attitude are inherent the employees minds and they result from the work load (working hours), financial problems of the employees, attempts to realise simulatenosuly work and fulfill other needs (e.g. the family), and personality disorders. The factors that provoke the non-ethical behaviours apply to the organisation's attributes: faulty system of the communication within the organisation, mistakes made in management, strong pressure exerted at results, organisational culture that promotes strong competitiveness and insufficient resources [13].

The change in the behaviours of the public managers often is difficult due to the resistance showed when faced with any novelty. Creation of the conditions for implementation of the modern management methods in the public administration management offices requires overcoming the old systems and structures. One of the conditions is the acquisition of personnel Staff that have great competence, orientated at innovations and being creative. It requires the provision of proper payment level, conditions for development, powers to act and legal security [3]. The creation of the type of the clerk that is modern and comprehensive, who follows the ethical standards and values obeyed by the organisation is one of the basic conditions during conducting successful reforms in the public administration. The administration employee should interpret precisely the valid regulations and legal norms, knew the rules of the rational finance management, has the ability to carry out dialogues with the society [22].

The issue of HR Staff management is a crucial one in the modernisation of the public offices. If one observes the practices, he may conclude that in the realisation of this process there are quite a lot of shortcomings, what can be an evidence of the deficiencies related to the not fulfilling the requirements related to the organisation of the open contest of recruitment and competing for given office positions in the self-government administration [2]. The basic problem in this range is the low degree of HR processes formalisation, showed in lack of or not following the set rules of proceedings. Undoubtedly, it has e negative influence on the efficiency of the offices functioning, where the decision-makers decide in the HR issues on the basis of non-essential criteria. Employing the staff

that is known to the recruiter without any clear rules and principles of HR management is a result of a chaotic organisational culture, that leads to the lack of approved by the employees values, mainly those related to the professional ethics.

The direct elections of mayors and president allow them to act independently and manage the self-government unit. On the same time, the concerns related to the process of equipment people with great powers that are not responsible, do not habe proper knowledge, can influence negatively the functioning of the administration body by rise of various irregularities. The studies of many authors [8] that in the mayors's opinions the supervisors of the offices should be the local leaders to the great extent, having the political support for their actions, rather than the management specialists, characterised by the management knowledge and competence. The efficient office means the efficient unit management. The change of the HR Staff and incontinuity of the authorities due to the elections often is an obstacle. Thus, one may assume that purposeful undertaking the steps to stabilise the actions of the self-government Staff through e.g. establishment of the civil corp of the self-government employees, at least for the key activity disciplines requiring the high degree of specialisation (e.g. the management of the local development, finance management) and setting the education standards for given positions.

One of the basic instruments that start and organise the behaviour of a person in the organisation is the motivation seen as a set of actions directed to effective encouraging of the employees to take and realise the expected goals, functions, tasks, and acquiring the attitudes and behaviours preffered by the motivator. The set of factors influencing the strength of motivation can be divided into three groups: diversity of people and their needs, the working environment (professional activity) and the ways and principles of acting applied in a given organisation [13].

The evaluation of the applied in the public administration offices types, effects of its activity and employees attitudes shows that a very important, from the financial costs of organisation functioning point of view, are the material motivational resources (payments, prizes, bonuses, promotions, lump sums). Nonetheless, a very important role in the motivational system is given to the non-material motivators that bring recognition and appreciation, such as congratulation notes, awards at the self-government galas, participation in the management through delegation of tasks, possibilities to educate onself and so on. The impact of those instruments on the employees is slower but more permanent and stronger. Motivating with money is simply buying the motivation – effective but of short duration [15].

The system of the office employees motivation constitutes a programme oriented at the employees of a relatively constant employment character and from its roots it is applied for some longer period. The mayor, as the employer, employees people, entrust them some tasks and competencies. The benefits as-

cribed to a given job positions are constituted mainly by the constant elements (basic salaries, functional benefits, employment rate benefits, jubilee awards, social provisions). The changing elements are only supplementary to the above benefits.

Conclusion

The direct aim of the public administration modernisation is the strengthening of the social interactions through establishment of the local communities and passing on them the competencies responsible for fulfillement of the collective needs. The rights of the self-governing administration resulting from the act regulations, allow one to take decisions in may issues dealing with the citizens and the whole territory community. The range of competence at the community level is quite a wide one. The limits and boundaries met by the local authorites may be eliminated by influencing the budget or financing the tasks with the non-budget funds. Using those possibilities depends greatly on the initiatives and the knowledge of the public administration and self-government bodies employees.

Thus, contemporary the modernisation of the self-government units takes place in the conditions where one goes from the traditional administration towards the new public management models and new public co-management.

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Zmiany zachowań organizacyjnych w kontekście modernizacji urzędów samorządowych

Synopsis: Zmiany zachowań organizacyjnych w kontekście modernizacji urzędów samorządu terytorialnego wymagają ciągłego doskonalenia działalności urzędów administracji oraz przystosowania się do stale pojawiających się zmian. Jednostki administracyjne przechodzą od tradycyjnego modelu administrowania do modelu nowego zarządzania publicznego i nowego współrządzenia publicznego.

Celem niniejszego opracowania jest próba identyfikacji zmian w zachowaniach organizacyjnych i ich wpływu na możliwości modernizacji lokalnych urzędów samorządowych.

Słowa kluczowe: zmiany organizacyjne, administracja publiczna, lokalne urzędy samorządowe, zarządzanie zasobami ludzkimi.