

## MANAGER'S QUALIFICATIONS IN MUNICIPAL PARTNERSHIPS

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**Abstract:** Managing a modern enterprise demands good and professional managers, hence nowadays a lot of attention is paid to managers' qualifications. The issue of qualifications in a municipal partnership is a leading factor in a dynamically changing surrounding. The objective of the article is to present a catalogue of manager's qualifications showing general qualifications and specific qualifications resulting from a specific roles which the managers of municipal partnerships play. In the article there is presented both factual and postulated catalogue of company manager's qualifications in the light of own researches led on 12 municipal partnerships. Based on them, it was shown that the essence of the managers of municipal companies lies in their professional, political and ethical qualifications and it answers the political, social and economic challenges of the partnership's surrounding.

**Key words:** Qualifications, skills, character, manager, municipal partnership, public subject

### Introduction

In the presently active enterprises, managers are of great importance, as they are the ones who create the success of the organisation. Reformed economy in our country needs a new type of a manager of a municipal partnership, who has a comprehensive and continuously updated knowledge as well as skills allowing managing an organisation in changeable conditions. A modern partnership manager should be a creative, bravely acting and undertaking decisions person, who is open to innovations, innovative and open to increasing his own qualifications. Qualification requirements which the managers face are at the basis of the dominant aspects of their work. They are of the basic meaning for the value of the enterprises which the managers are in charge of. From the point of view of the communal partnership, taking into consideration external and internal conditions, manager's qualifications are vital, as they are unique qualities of the enterprises.

### Qualifications

The notion of management qualifications reaches the beginnings of the 1980s, when the American Management Association started initiating actions aiming at describing a profile of a qualified manager. As a consequence, there was a definition formed by R. Boyatzis, who assumed that it is "a set of individual characteristics which belong to such different areas as skills, motives, personal qualities, predispositions or the self-picture and own social role, or are the set of

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the acquired knowledge [2]. He proved that the success of a man is decided by a set of factors, which include personal characteristics, motives of actions, experience or behavioural characteristics. He divided qualifications into the threshold ones, which are the basic qualifications required at a given post, and discriminatory, which allow differentiate people who have better results from those who have worse. The first group is made of knowledge and skills, while the other one by attitudes, motives and values [2, 24].

Managers fulfilling roles given in the partnerships are supplied with appropriate qualifications, which are described as a range of authority and powers, and duties of a given body to fulfil actions described by the regulations. Qualified, i.e. entitled to act, decide, prepared to give opinions and to assess. In accordance with J. Penc's approach [20], qualifications make a range of rights, duties and responsibilities of a manager ascribed to his position and required in practice. According to M. Hostein [6] qualifications are understood as a certain range of authority and right to act and decide, without forgetting that these authority and rights can be given only to those people who have the required qualifications and skills to bear responsibility.

In the collection of definitions of the notion of qualifications, it is also worth including the concept which describes them as a range of knowledge, skills and responsibilities, the range of authority and rights to act.

In the subject literature [36] there is a lot of place devoted to qualifications presentation in two grasps – general and detailed. Qualifications in general understanding include:

- potential which helps reaching certain results [1],
- range of rights, authority, someone's knowledge, skills or responsibility [9].

Qualifications in a detailed understanding:

- the sum of knowledge, skills, experience, attitudes and employee's readiness to act in given conditions, hence also the ability to adjust to changing conditions[32],
- employee's professional skills considered in relation to their position or their possibilities in relation to other kinds of activity [15],
- established sets of knowledge and skills of typical behaviours, which can be used for new learning [14].

For the needs of our considerations, it is practical to accept the characterisation suggested by T. Rostowski [27], who assumed that qualifications are knowledge, skills, talents, styles of working, personality, principles, interests and other characteristics which used and developed in the process of work lead to reaching the results in accordance with the organisation's strategies.

### **Managerial Roles as Determiners of Manager's Qualifications**

A manager must be eager to manage – to fulfil appropriate managerial roles [16] understood as tasks to complete. Tasks completed by managers are specific and much different from tasks of other employees. In P. Drucker's opinion [3] a manager has five basic tasks in an organisation. They are:

- tasks of setting complex and partial goals, passing them on the subordinates and deciding what to do to complete them,
- tasks of organising work and structure, the choice of people,
- tasks of motivating and informing the co-workers,
- tasks of measuring, analysing effectiveness and assessing it,
- tasks of initiating and creating human development.

Each of these tasks categories is difficult and complex, which sets certain requirements concerning manager's knowledge, professionalism and responsibility, as well as flexibility of actions. In connection with the changes which take place in management, the requirements which managers face are continuously increasing. According to J. Penc [21], "even now managing a company is becoming complicated and demands using scientific methods. In the future, it will be even more complicated, as the complexity and changeability of the surrounding, as well as the company itself, will increase. It will demand the ability to identify and associated a bigger number of changing factors, systematic approach and predicting." Requirements that managers face are connected with efficient realisation of tasks given to them, and further, effectively playing certain roles in the organisation.

In the theory of managements, there are usually distinguished three types of managerial roles. A very detailed interpretation of these roles was suggested by a Canadian specialist on management, H. Mintzberg. He defines roles as organized sets of behaviours and among three basic duties of a manager, he distinguishes their ingredients. In the typology of the author it is possible to separate a triad of the basic managerial roles (duties): interpersonal, informative and decisive. The interpersonal role means fulfilling representative, leading and integrating roles. The essence of the roles includes representing the company externally, leading company's personnel, employees' assessment, motivating them, keeping the network of connections in and outside the enterprises. The informative role means constant collecting of information necessary for management, its selection, analysis, assessment, passing it to appropriate cells and people in the enterprises, creating the image of the enterprises. Completing these tasks, the manager plays the role of an observer, propagator (a popularising person), spokesman. As far as the decisive role is concerned, H. Mintzberg [18] enumerates the following tasks: leading negotiations with the contractors from the outsider, initiating and introducing changes in the enterprises, solving problems and conflicts between subordinates, undertaking decisions concerning priorities in distributing resources. In the process, a manager appears in four roles: negotiator, mediator, administer and development stimulator.

Typologies of the manager's roles presented in the modern organization and management literature differ from a classical division. It is a sign of deeper changes in the nature of a manager's role, who appears to be "a person in the middle of the activity, where attention needs to be moved all the time from one object, problem, person to the other. It is a picture of an insecure world, where true

information moves together with a gossip and speculation (...). It is not a picture of a manager who calmly controls, but of a person dependent on many people (other than subordinates), who with the interactions should be created; of a person who must learn how to make exchanges, negotiate and make compromises" [34]. Today these roles are extended and enriched, they are becoming more active and creative. They are changing in a social, professional and efficient way. The art of making the right decisions is the most vital quality of a manager. It is difficult to imagine a manager who does not have such skills.

The tasks of managerial personnel of an enterprises may be formulated by emphasising the circumstances which at a given time and in given conditions as especially important, even decisive for the enterprises.

Taking into consideration a special character of the municipal partnerships, it is necessary to refer to the roles which are suggested within the idea of the public management. Classifying a capital municipal company as a public subject has its supporters and opponents. Managers in a public (art. 2 point 1 of the act on public and private partnership – in accordance with this regulation the public subject should be understood as:

*a) a unit of a public finance sector in the understanding of the regulations on public finances,  
b) other than described in letter a, a legal person, created in a specific aim of meeting the needs of a general character which is not of industrial or commercial character, if the subjects as mentioned in this regulation and in letter a, separately or together, directly or indirectly through another subject:*

- *finance it in more than 50% or*
- *have more than half of shares or interests, or*
- *supervise the managing body, or*
- *have the right to appoint more than half of the supervising or managing body,*
- c) associations of subjects as mentioned in letter a and b;*

Analysing the quoted regulation, it needs to be remembered that a municipal partnership is not a unit of a public finance sector in the understanding of the act on public finances. The possibility of its existence as a public subject is in the second of the mentioned subpoints – concerning so called public law institutions. It needs to be noticed that not every municipal partnership will have such a character. As shown, it concerns only those partnerships which cumulatively meet the following conditions:

- 1) having legal personality,
- 2) meeting the needs of general character which do not have industrial or commercial character,
- 3) financial or organisational dependence on the public sector.) subject should, apart from the traditional roles, fulfil the additional ones [31]. Following the idea of the public management, the following roles belong to them:
  - an architect (builder) of the consensus,
  - a person popularising local matters,
  - an interpreter of local values,
  - an example of the ethical conduct,
  - co-performer of local authorities.

In the first role, the manager should: "hear" different interests of social groups and try to consider them in a decisive process. Needs, problems, potential benefits of each group of stakeholders should be expressed in a relative process of decision making.

A role of a person popularising local matters means communicating to the community the aspects and conditioning its functioning [31].

As an interpreter of local values, a manager interprets values important in the life of a whole local community, not individual groups. He/she identifies vital values in the life of a local community remembering that they should reflect the interests of a whole society, not limited by the interest of a given group.

A manager should be an example of an ethical behaviour fulfilling another specific role. He/ she should be an example of the perfection in the area of morals, models and standards of behaviour.

A manager who builds a strong network of connections with the local community is a manager who co-performs the local power. He/ she allows diagnosis and, as a result, the answer to the expectations.

As a result of the fact that managers fulfil new tasks, the character of the manager's work is changing. "(...) Senior managers move from administrative and monitoring position to the role of supportive coaches, while the executive managers overtake the roles of institutional leaders" [26].

New roles make it possible for the managers to bring greater value to organisations. Modern roles are more distinguished, managers should see possibilities and use opportunities. New roles require new qualifications.

In a situation where we deal with managers' qualifications maladjusted to the challenges of the external and internal surrounding of an enterprise, the phenomena of stagnation appears. Companies which employ qualified managers have appropriate conditions to develop. They improve their economical situation, market position and they create new quality. (...) The reputation of a company to a great extent is a derivative of professional managerial actions" [29].

### **Qualifications of a Modern Manager of a Municipal Partnership in the Theory and Empirical Researches**

For years practitioners and theorists have been wondering if there exists a universal catalogue of qualifications of an effective manager. One of the first skills model of Katz [26] distinguishes three groups of managerial skills: technical skills, social skills and conceptual skills. In case of the senior executives, it is important to have interpersonal skills and self-managing skills. Analytical skills and skills connected with quantitative data processing are important, yet not sufficient [26].

In the subject literature there are presented varied sets of qualities which should characterize a manager [17]. In Edgar H. Schein's opinion, managers must be distinguished by the following qualifications: [30]:

- high level of perception and understanding of the surrounding reality and themselves,
- high level of motivation which enables active participation in the learning process and changes,
- emotional strength, necessary in the area of managing their own worries, as well as other',

- new skills of cultural data analysis, assumption identification, which have the right to exist as well as those which function incorrectly and the analysis of the processes which develop the culture of work organisation,
- willingness and the ability to involve others and receiving their active participation, as the tasks to solve are becoming more and more complex and information is too widespread for leaders to deal with them effectively on their own,
- willingness and ability to share the power and rights to supervise in accordance with the skills and knowledge of people.

Chris Prahalad [25] believes that a manager, for more efficient work, needs to be equipped with the skills and characteristics connected with the system thinking. A modern manager must develop a conceptual thinking in such a way that allows seeing connections between individual elements and looking ahead. The manager should have a skill to perceive a whole problem, the synthesis of the prior and secondary information and, what is vital from the point of view of a manager of a municipal partnership, to balance private and social interests.

The next group of qualifications concerns acting in a multicultural surrounding. Managers should be constantly ready to learn new technologies, economical practices and cultural assumptions. As knowledge becomes outdated quickly, a manager should constantly provoke the possibilities of science. He or she should be of high behaviour standards, aiming at the best possible efficiency, and should be responsible for his/ her own and subordinates' actions [17].

Managing a company demands from the senior executives the courage to aim at creating an enterprise which functions more efficiently and in which there are changes introduced. Managers should reach quickly to the appearing changes, look for them in order to use them, even if it demands undertaking risky decisions [23]. A qualification which should distinguish a manager is entrepreneurship, present in a form of an initiative in undertaking new actions reflecting manager's own ideas. A vital skill of bearing the risk as a readiness to undertake and complete new projects, a skill of recognising and using emerging chances and acting uncommonly in circumstances when everyone else works in a routine.

It is stated that it is not possible to talk about one set of qualifications "(...) which fully encompass the mastery of the manager's role and that there are many skills specific for individual managerial posts which influence the effectiveness of the played roles" [5, 26]. It is possible to identify a catalogue of common qualifications, as well as to create a list specific for a given enterprise. There is a catalogue of qualifications which are necessary in all the conditions, such as learning, adopting, predicting, anticipating and managing changes. As managers work in different conditions there are needed characteristic sets for requirements for them set by the external and internal environment of a given organisation.

The range of qualifications of the senior executives in the municipal partnerships is characterised by its specific character resulting from qualifying these enterprises as public subjects. Qualifications of the managers of municipal

partnerships are knowledge used at work, experience, predispositions and abilities to reach goals aiming at realizing public interest.

The catalogue of qualifications specific for the managers of municipal partnerships includes:

- using in managerial work the knowledge on the most important areas of management in the public organisations,
- experience, abilities and predispositions to reach the goals of a public organisation,
- the ability to act in a professionally ethical way,
- cultural and organisational values,
- social sensitivity [13, 33, 10].

According to B. Kozuch [11] the desirable qualifications of managers include:

- self-awareness of characteristics and qualifications distinguishing the managers of municipal partnerships,
- ability to set strategic goals in the conditions of a big variety of stakeholders and to complete the goals in accordance with the public interest,
- fluency at creating conditions for co-operation,
- ability to participate in social life,
- motivation to undertake actions for others.

Specific character of the qualifications of the managers of municipal partnerships results from the necessity to set goals as expected by the citizens, special relationship with the environment and specific management values.

The reality of the functioning of managers show that the future will bring the increase of expectations which they will be facing.

### **Empirical Researches**

In order to refer to the qualities of managers in a practical view, there were conducted researches. The main objective of the researches was to distinguish the components of the manager's qualifications in municipal partnerships.

The researches were conducted among senior executives of 12 municipal partnerships, in which the share of the town equals 100%. The researches covered 16 managers of the municipal partnerships, who were the members of the management boards. The researches were of a pilot character and will be continued on a bigger group of respondents in the municipal partnerships of the north-west Poland. The basic objective of the researches was to diagnose a set of qualifications characteristic for the managers of the municipal partnerships.

The used research tool was a survey questionnaire, which was sent electronically. Based on the suggested catalogue, the respondents were asked to indicate which features a modern manager of a municipal partnership should be characterised by. Managers could also propose their own qualities, which are vital from the point of view of their work.

In the opinion of respondents, the most important quality of a modern manager is entrepreneurship, which is made up of such characteristics as

efficiency, involvement, resourcefulness, creativity and initiative. A manager should be independent.

The researched also paid attention to the requirement of professionalism and having updated knowledge as well as the need to constantly supplement it. The results show that preparation to work in changeable conditions is a must. It is also necessary to be courageous and active at introducing new solutions. The managers are also aware of the need of professional preparation and modern knowledge on management. The bigger the knowledge, the easier it is to form practical skills as well as attitudes and behaviours required in the work process. Thanks to their knowledge, managers are sure of what to do, how to do it and in what order. "Knowledge explains why we undertake these not different actions, we look for connections, dependences, it also shows which activities we should pay special attention to" [36].

The most important qualities, i.e. knowledge and experience, supported by individual creativity in coming up with new solutions and instruments used in management, make a recipe for success of a modern manager. "(..) Specialistic knowledge and skills in co-operation (...) are more and more often recognised as the most important instrumental qualifications of the public manager" [11].

Also important are negotiating skills, as in the modern economic reality the skills of efficient communicating and negotiating are, in the respondents opinion, qualities which help reaching the goals of the partnership. Not less important is experience, which allows avoiding mistakes in management and in making decisions. Experience as a component of the set of qualities is of great importance because the lack of experience may result in bad decisions and may lead to the company's loss.

According to the managers, technical and conceptual skills as well as interpersonal skills are very important components of the qualifications. Managers' choice of skills from the presented triad was determined by the type of services that the municipal partnership provided for the citizens. In case of an enterprises which was dealing with properties and collecting local fees, interpersonal skills were found more important than other mentioned. In case of managers in charge of companies dealing with communication, respondents favoured technical skills.

The respondents valued highly also the necessity of watching moral standards and behaving in accordance with the etiquette. However, they do not think it is something specific for the managers of municipal partnerships. Being fair and just while acting was assumed to be in accordance with the modern assumption of the economic activity. The researched similarly assessed the attitudes at work thanks to which people are positive towards their duties, they are motivated to reach the goals of their company and have good relations with their subordinates. The managers assumed that it is a range of skills necessary in every enterprise.

Next features noticed by the researched were self-confidence and consistency in acting. Manager's functioning in changeable conditions and complexity of the management process determine the necessity to be firm and steadfast in undertaken challenges. Acting in the high changeability conditions makes managers leave the schematic actions for the high flexibility. In the light of the received results, it needs to be assumed that a manager is a creative, prone to risky and innovative actions person, who fulfils the tasks believing the undertaken actions are appropriate to fulfil the goals of the company.

The managers harmoniously decided that people managing municipal partnerships have characteristics and skills specific as compared to the people managing other commercial law companies. Opinions expressed by senior executives concerning the qualifications and their specificity are of declaratory character. The most important area distinguishing managers of municipal partnerships is the ability to co-operate with stakeholders, other organizations (public and from the business world) as well as the skill of meeting the needs of citizens with the interest of the whole community as a priority. As far as knowledge and experience are concerned, managers of municipal partnerships must have it also in the area of politics, authority and conflicts. The respondents expressed their opinion stating that it is one of the most important qualifications of a manager of an organization which meets the needs of the citizens and which co-operates with public institutions. Political skills of a manager of a municipal partnership consist of his/ her ideas and interests. The respondents did not point directly to the mentioned qualification as a key one. The skills of co-operating with other organisations is another group of a specific abilities which are conditioned by legal regulations and concern the specific character of work of manager of municipal partnerships.

### Summary

In the subject literature there are attempts to describe a profile of qualities of managers of the senior ranks. However, it seems impossible to set straightforward features which should characterise managers in a partnership. The complexity of a managerial job, changeability of the surrounding conditions, as well as many-sidedness of the market processes allow accepting general guidelines concerning the image of different managers. Analysing the subject of the catalogue of qualifications, it is necessary to pay attention to different determiners. In the range of this work, the determining factor is the status of a public organization. Functioning specifics of municipal partnerships justifies undertaking actions aiming at diagnosing a characteristic catalogue of qualifications of the managers running these organisations. There is a common area of the catalogue of the qualities of business managers and municipal partnerships managers. The most important qualifications of modern managers of municipal partnerships are knowledge, experience and readiness to learn. It concerns both the areas common

for the managers working in the range of meeting public needs and business managers, and specific issues concerning politics and authorities.

In this work, because of a pilot character of researches, there are presented only chosen problems concerning the analysed problem. The researches require continuation in order to provide more detailed conclusions, allowing a more thorough description of an area of specificity of the qualities of managers in municipal partnerships.

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#### KWALIFIKACJE MENADŻERA W PARTNERSTWACH KOMUNALNYCH

**Streszczenie:** Kierowanie nowoczesnym przedsiębiorstwem wymaga dobrej i fachowej kadry zarządzającej, dlatego obecnie dużo uwagi poświęca się kompetencjom menadżerów. Zagadnienie kompetencji w spółce komunalnej jest czynnikiem wiodącym w dynamicznie zmieniającym się otoczeniu. Celem artykułu jest przedstawienie katalogu kompetencji menadżera wskazując na kompetencje uniwersalne oraz kompetencje specyficzne wynikające ze szczególnych ról jakie pełni kadra zarządzająca w spółce komunalnej. W artykule zaprezentowano aktualny i postulatywny katalog kompetencji menadżera w spółce w świetle badań własnych w 12 spółkach komunalnych. Na tej podstawie wykazano, iż istota menadżerów spółek komunalnych zawiera się w ich kompetencjach zawodowych, politycznych i etycznych oraz odpowiadania na polityczne, społeczne i ekonomiczne wyzwania otoczenia spółki.

**Słowa kluczowe:** Kwalifikacje, umiejętności, charakter, menadżer, partnerstwo komunalne, przedmiot publiczny.

### 经理的资格的市政的伙伴关系。

**摘要：**管理的现代企业的要求很好和专业管理人员，因此现今很多关注是支付给管理人员的资格。市政的伙伴关系的资格的问题是在周围的动态变化的一个主要因素。本文的目标是提出一份目录的显示一般资格和市政的伙伴关系的管理人员发挥的具体作用所引起的特定资格的经理的资格。在文章中那里提出事实和假设目录的公司经理资格根据自己重新搜索带领 12 市建立伙伴关系。基于这些，它显示了市政公司的经理的本质在于其专业、政治和道德的资格和它回答的政治、社会和经济挑战的伙伴关系的周围

**关键词：**学历、技能、性格经理、市政的伙伴关系、公共的子项目。