CONDITIONS AND POSSIBILITIES OF CREATING A COMMUNICATION SYSTEM WITH THE PUBLIC BY PUBLIC ADMINISTRATION INSTITUTIONS

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Abstract

The paper deals with the issues concerning creating and managing communication system with the public by public administration institutions, focusing on gminas. Thus, analyzing unique functions realized by the gminas, the author has emphasized the necessity of implementing principles of a Customer Relationship Management concept. Next, the relation between the CRM concept and the idea and measures in the field of public relations has been scrutinized. As a result, the author has analyzed the ways and principles of using various communication channels with the public, showing conditions and possibilities of their implementation by the gminas.

Keywords: communication system, public administration, gmina, Customer Relationship Management, public relations instruments.

1. Introduction

Operations of public administration institutions are based on two major, unique functions which are being realized simultaneously. On one hand public offices, by making administrative decisions, are entitled to enforce some actions on citizens. From this perspective it can be stated that these institutions are on an *executive* position. On the other hand, however, public administration offices have been founded in order to fulfill citizens' needs, similarly to the way a private company tries to fulfill the needs of its customers. Moreover, public administration is financed through the public budget. Thus, it can be concluded that it is the inhabitants of a country (or a region) who founded these institutions in order to serve various services for them. From this point of view it might be said that a public administration realizes a *service* function.

It is absolutely crucial to realize the two functions with equal attention, in other words – to make sure that they are balanced, especially that the executive function does not dominate over the service one.

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A fundamental factor which allows realizing and sustaining a strong position of the service function is active implementation of the policy of creating and managing positive, concise image of public administration institutions. In this context, one of the key instruments is a communication system, including a well thought-out client service (Knecht, 2006).

Moreover, it seems extremely important to be aware of the fact that in case of gminas (understood as local authority offices), although there does not exist a direct competition between them at a legal level (each one operates in a different region), these local institutions *do* compete between one another at other levels. All gminas put an effort to attract to the area various groups of the public.

Definitely, one of the most important groups are both current and potential investors (Maćkowska, 2005). It is an obvious fact that every region has a priority (within the confines of a local strategy) to improve economic aspect of local life. Big number of investors which set up their businesses, build plants and other companies in different industries, means bigger possibilities for the region to lower negative social and economic trends such as low public budget incomes or high unemployment rate. From investors' point of view, however, the region must be perceived as friendly and reliable. They must cooperate with well qualified local civil servants and the message sent to them by using various public relations tools must be clear and, of course, positive. Only in this way will investors get interested in some particular region.

Another group that gminas are interested in are the potential, future inhabitants of the region. In the process of deciding whether to settle down in some area, people consider and carefully scrutinize various features of the potential location, e.g. adequate road infrastructure, easy access to such institutions as a kindergarten, a hospital, a school, etc. These services are provided and managed by the local administration.

The last key group which local authorities are interested in attracting are the tourists. This quite unique group of people who visit some particular region expect adequate service. It seems important to be aware of the fact that nowadays possessing exceptional natural environment potential is not enough. This element must be accompanied by modern, well developed tourist infrastructure. Local institutions ought to take into consideration the fact that they may host various demanding visitors. All of them expect high standard of services, including events promoting local culture, which nowadays are sought-after and appreciated.

The abovementioned groups may contribute to the social and economic development of a region. For local authorities it seems essential to take up measures which will meet the groups' expectations. In these contexts concentrating on building a positive image of an institution and a region

by using public relations instruments and creating concise communication system seems undisputedly fundamental. These actions taken up by public administration ought to be well planned and coordinated.

Taking all those aspects into consideration, the author of the chapter on gminas, made an attempt to analyze conditions and possibilities of creating such a system in public administration institutions according to the principles of a Customer Relationship Management concept.

2. Idea and principles of Customer Relationship Management concept

Studying definitions of a Customer Relationship Management concept it may be concluded that although different authors emphasize different elements, their idea is the same. Thus, CRM is understood as a process whose objective is to build client's loyalty by creating and managing relations with them (Baran & Galka, 2013; Frąckiewicz & Rudawska, 2005). These relations are built as a result of a concise communication system, whose essential elements are public relations instruments, such as client service, media relations, a web page, etc. As a result of implementation of a Customer Relationship Management concept, a public institution is able to coordinate all elements of the process of the interaction with a client (Storbacka & Lehtinen, 2001).

More profound scrutiny of this philosophy is possible by looking closer at the main principles which constitute the fundament of the CRM approach:

1) Making an effort to make a client satisfied pays off – this idea is strictly connected with the basic principle of the so-called market orientation. Public office ought to concentrate on fulfilling the needs of people whom it serves. It is very important to stress that such behavior corresponds with realization of the abovementioned service function.

At this point it seems vital to say that to be able to put this rule into practice, an institution must possess the knowledge about what the real needs of its clients are. Therefore, an effective and concise system of communication is an absolute must. First of all, gminas ought to analyze who their clients are, divide them into groups (mostly according to the division shown earlier in the text) and identify their crucial features. Only in this way a public institution is able to design and adjust their services to its clients' real expectations. Thus, the communication takes place in different phases of relations with clients – the first stage of designing the service enables to learn what their needs are. The second phase ought to be perceived as the very process of providing the service. It is a chance to gain direct information whether customers are taken care of properly (by analyzing that

- very process). However, this is not the last phase. It is important to remember that the relation with a client should also cover the time *after* the service has been provided. Of course, an institution can use such tools as questionnaires or interviews, but the feedback can be received also by being active in the Internet and initiating a dialog with a client. As a result, thanks to getting information about clients' satisfaction, an institution is able to change the service, improve its quality and efficiency (Yeshin, 1998).
- 2) Relation is built by communication apart from the presented rules of communicating with a client at every stage of the process of providing service, it is vital to try to develop personal relation with every person. Nowadays it is not enough to make a general segmentation of customers, there is a need to know the individual needs of each particular client and, as a result, to satisfy them in a more efficient way (Stone et al., 2002).
 - Naturally, such measures are quite complicated and it is not possible to customize all elements of a public institution's services. However, gminas are in a privileged position, because it is definitely easier to customize service than a product. During the process of providing services a client must have a direct, and very often personal, contact with an institution. Hence, it is a lot easier for a gmina to adjust the service to every specific need of a customer (an inhabitant, an investor, a tourist). The other aspect of the analyzed principle is the need to be available for a client in different channels of communication. It is crucial that the customer has the comfort that they can contact an institution anytime they wish. Of course the most efficient channel in this respect is the Internet.
- 3) Look at things from a customer's perspective this principle reflects very well the idea of market orientation. For an organization it is essential to understand a client's perception of the institution and its role. The service ought to be designed in such a way as to be able to match the client's needs. In other words an institution should not focus on providing services which they are able to produce (here the most important are the resources which an institution possesses, e.g. the knowledge of people employed in an organization), but on services which are expected by a customer. So, an institution must first identify a client's needs and, basing on this information, design adequate service. Naturally, it means that an organization ought to carry out marketing research and gain information through the system of communication with customers.
- 4) Losing clients begins with losing their trust this principle is especially true regarding public administration institutions, because their possibilities of using advertisements to attract different groups

of the public are limited, unlike private companies. In order to attract the public, gminas must concentrate on creating and managing their image. Thus, they must use mostly public relations tools. It means that the institutions ought to focus on creating and realizing a long term strategy of managing positive image.

As it was stated earlier, the three major groups of interest are the investors, inhabitants and tourists visiting the region. Regarding investors, they must be assured that local civil servants possess high qualifications. These virtues are visible e.g. through local public offices' successes. This aspect triggers off investors' interest in the region. In other words – it is the *image* itself which at the very beginning plays a crucial role in the process of initiating cooperation with local administration – if the perception of some region were negative, investors would not become interested in it and they would not contact gmina's representatives at all.

Regarding potential inhabitants of some particular region, similarly to investors, most often the first incentive which makes the inhabitants become interested in some particular area is not such aspect as infrastructure, but the *image*, the opinion of the place, which is expressed by the public. The people who are searching for a new place to live first get to know opinions about the region, and only if they are positive, do they decide to get into more detailed analysis of the place.

The last group, which ought to be of interest to the local offices, are the tourists. This very specific group also gets attracted to a region (or a town) mostly by positive images of these places and some expectations that are created by this perception. Of course the crucial role in the process of preparing adequate infrastructure for this group (tourists attractions, hotels, information system etc.) is that of the local administration.

Thus, investors, inhabitants and tourists constitute key groups which local institutions ought to be interested in. The groups contribute considerably to the social and economic development of a region. However, most often the initial stage of their interest is sparked off by a positive image of the chosen place. Therefore, measures taken up in the field of public relations seem unarguably fundamental. At this point it is essential to stress that this first impression is only the beginning. After those groups of public finally visit and stay in the region, it is absolutely crucial to do everything to sustain the initial good impression. To be able to do it efficiently, however, there is a need for a concise system of communication with these

- people and a professional approach to exploitation of public relations instruments. Measures realized according to PR strategy ought to have a long term character and it is important to initiate dialog with the abovementioned groups. In other words, the communication must have a form of an exchange of information. Thus, only a well thought-out image management system may allow building a strong image of a region and, as a result, create loyalty of the public.
- 5) Competitive advantage is built from scratch—which means that public administration institutions should perceive image management as a process. Image itself is built from various small elements, both visual (e.g. a crest, interior design of offices, a dress code) and non-visual (different forms of direct and indirect contacts with clients), and it is a subjective perception. It is vital to be conscious of the fact that this positive perception may be easily damaged by one negative event (Flieger, 2013). What is worse, rebuilding positive image (after it has been dramatically worsened) takes a long time—it is very difficult to regain trust of the public, it is always built in a long term. Taking all those aspects into consideration it must be emphasized that creating and sustaining a strong positive image is possible only if there exists a concise system of its management. Only in this way it is possible to control all the elements and factors which constitute the perception of an organization.

After a profound analysis of the definition and principles which lay at the heart of a CRM concept it may be concluded that its idea is very similar to the philosophy and rules of creating and managing an institution's image. In other words, it appears that it is very much comparable to public relations measures. It is the public relations idea in which the necessity of implementing well thought-out, intentional, systematic measures is stressed. Its objective is to create long term, mutually beneficial relations. Public relations is based on a dialog and it is supposed to build relations through explaining, understanding, creating bonds (Altkorn, 2004). This approach also underlines the necessity of being sincere and communicate only true information, thanks to which atmosphere of trust appears. As a consequence, a gmina's client becomes loyal to the institution (Newsom et al., 2013).

Thus, it seems that public relations approach, similarly to a Customer Relationship Management, is focused on building long term, honest bonds between an institution and its clients. A vital role is played by a positive image of an organization and a client's conviction about a gmina's good intentions and care of mutual benefits. However, it must be emphasized that the CRM concept concentrates on achieving its goals by building and managing a concise *communication system* on various levels. What is important, a gmina's activity in those channels is mainly non-commercial,

which means that the public institution does not exploit such instruments like advertisements (which constitute a commercial message). The accent is put on non-commercial contacts, on initiating a dialog which aims at explaining all customer's doubts and educating about all aspects of an institution's activities, tasks, and objectives.

Moreover, it seems worth mentioning that implementing such a strategy of communication with a client brings one more benefit – a positive bond with a customer makes them considerably more eager to recommend an institution (and a region) to other people. It is the high level of trust which sparks off such a behavior.

Analyzing and juxtaposing the CRM and public relations concepts with reference to public administration institutions' activities and objectives it is important to underline that there are visible and at the same time important differences in possibilities and fundaments of PR measures between public offices and private companies, which results from the fact that the nature of public institutions is considerably different to private organizations. The main differences are:

- different hierarchy of objectives in case of public administration offices, the utmost objective is to show what matters the institution deals with and, as a result, to build the atmosphere of high assessment and social acceptance of their actions. However, the level of trust and support does not have any influence on the office's position in the administrative system, neither has it an impact on its funds nor is any department's existence in danger. In case of private organizations, the ultimate goal is to generate profits. Thus, creating a company's image is only the way to secure financial stability,
- motivation of both parties public administration seems *obliged* to undertake actions concerning image management, especially in terms of being a source of information about public institutions' actions and initiatives. Also, it is an ethical responsibility; since public offices are financed by tax payers, it is their duty to prove that they operate in a legal, effective and honest way. Also, the decision of private companies to undertake any actions concerning image management is conditioned by possibilities of increasing their profits.
- difference concerning the initial public interest of both organizations the unique combination of mentioned-earlier authority and service functions sparks off a permanent interest of public institutions. Those features make the public constantly monitor and judge the job performed by civil servants. In case of private companies, such initial interest does not exist. Generally, for the public it does not make any difference whether any private organization appears on the market or not. As a result, companies are forced to conjure up such curiosity themselves.

- the threat from the competition analyzing statutory foundations of public administration institutions it appears that they do not have any real competition, since each office operates in independent, separate fields. In this context, the competition between them does not exist. Concerning private business, of course the competition in most cases is very strong. This difference leads to another interesting consequence as a result of lack of competition, public offices may cooperate with other departments to a vast degree, they are able to exchange information and practical experiences, create associations to achieve common objectives. On the other hand, private businesses are left on their own very few competitors would find a good reason to start cooperation.
- consequences of mistakes in creating positive image in case of public institutions, the ultimate result of negative image means just the decrease in trust. For private companies the consequences may be considerably more perilous they may lose the market share and even go bankrupt (Giedrojć, 2004; Flieger & Flieger, 2011).

It is important to be aware of those differences, since they show more profoundly the conditions in which public administration institutions operate and, as a consequence, they let us understand what factors those offices must take into consideration in the process of building a communication system within the CRM concept.

Finally, it ought to be emphasized that the possibility of implementing CRM ideas by public offices is also determined by assumptions of different traditions of public administration. In this context it seems appropriate to mention two major models – Continental European and Anglo-Saxon. The first one is rather conservative, rational, based on strict law principles and public officers whose main objective is to obey formal regulations (Chandler, 2000). The Anglo-Saxon approach, on the other hand, is far more liberal, basing on decentralization (Painter et al., 2010). This model seems definitely more supportive regarding implementation of CRM principles. It is enough to mention that the Anglo-Saxon model constituted a ground for New Public Management concept (Horton, 2006) which developed into Public Governance (Lisiecka et al., 2011; Smith, 2004).

3. CRM as an IT system

In addition to the previously stated definitions and principles of a Customer Relationship Management concept it is important to stress that this idea might be analyzed from two different aspects. First of all, CRM is perceived as a kind of a business philosophy – all measures of a company dedicated to a client. The second way of perceiving this concept presents CRM as an IT

system, which ought to be understood as a supporting tool for client service. Thus, as a computer system it consists of three major elements:

- 1) Operational (also called a 'front office') it serves two main purposes. Firstly, an operational aspect covers all activities of a public institution connected with *direct* client service, including:
 - registering visits of a public office's clients e.g. date, time, purpose of a visit, result of a service,
 - managing contacts with clients,
 - creating offers for an office's clients which is especially important in case of investors and tourists.

Secondly, it is responsible for an automation of all basic business processes, depending on a structure and tasks of a particular public office.

- 2) Analytical (known as a 'back office' or 'strategic') this element is responsible for gathering, storing and analyzing information about an institution's clients. This information is the subject of a thorough statistic scrutiny. As a result, a gmina is able to prepare and adjust its services to fulfill clients' needs better. The results of this analysis ought to be used by the marketing department, especially people responsible for managing the image of the organization.
- 3) Communication (also known as 'interactive') this aspect serves the purpose of creating and managing a sort of a communication centre, which integrates all channels of communication with different groups of the public. This element connects the two abovementioned ones, allowing flow of information, which of course is one of the crucial aspects of a process of creating and managing any organization's image. It is also important to remember that this system enables efficient every-day service of an office's visitors.

4. Communication channel with the public

Serving inquirers

One of the absolutely fundamental elements of a public administration office's communication system is direct contact with clients. It has a crucial meaning in terms of creating its image. Therefore, it is so important to carry out thorough scrutiny of this element, plan it and ensure it works efficiently.

Undoubtedly, the key element of the system is the civil servant, because he is the representative of a public administration and has direct responsibility of dealing with inquirers' matters. It is important to realize that there are two main aspects which constitute a professional servant (Giedrojć, 2004). First of all, administration office workers must possess profound knowledge concerning both their position and also the structure and regulations relevant

to the whole institution. They are expected to be able to handle clients' administrative matters competently and effectively. However, professional knowledge should be accompanied by another element – civil servants' appropriate behavior. In other words, they must posses unique features of character. Firstly, it is important to be helpful in coping with inquirers' problems, outgoing and friendly. At the same time they ought to be emphatic and patient. What is more, all their actions should be characterized by high ethical standards. Office workers also must be resistant to stressful situations, inevitably occurring while serving inquirers. Thus, they must be assertive, which means that civil servants have the right to stand for their rights, but they cannot hurt clients' feelings and dignity. To sum up, both adequate qualifications and good behavior constitute a professional civil servant. It is vital to realize that *both* these elements must be implemented together – only then the whole process of serving inquirers will be genuinely professional and it will support the communication system.

Another element influencing positive direct relations with a customer is the so-called front line. It consists of two aspects: a help desk and a navigation system. A help desk is a kind of reception situated at the very entrance to an institution. It ought to be run by a professional servant who must have thorough knowledge about the whole institution, all the issues which are dealt with there and about the characteristic of all processes taking place in all departments. The idea of a help desk is to be able to serve inquirers right there and provide them with all the information and documents they may require. A receptionist should have all most common forms and be willing to help clients to fill them in. So, they should serve as middlemen between a customer and a particular department. It serves two vital purposes. Firstly, a client is served with no delay and in one place, which influences their satisfaction. Secondly, other office workers do not have to be involved in the process of coping with an inquirer's problems. As a result, it increases their effectiveness, since they can concentrate on other duties.

The second element of the so-called front line is the navigation system. It is supposed to communicate how to reach every place and department in the whole institution. The abovementioned reception is the first element of the system. However, it must be supported by a system of clear signs showing directions, rooms, floor numbers, etc. It is essential to remember that this sign system cannot be limited only to the interior of the building, but it ought to also cover its surrounding. A concise system should create the situation in which a client is *led* to the institution (Giedrojć, 2004).

In addition to those ways of serving a gmina's clients, this communication ought to be supplemented by written materials – they may take a form of brochures, leaflets, catalogues, newsletters etc. All of them allow

communicating both fast, short messages, and more complex information, for example about economic or social characteristic of some region, which surely will be appreciated by investors and tourists.

Summing up the analysis of all the elements of a front line, it may be said that it is supposed to build a service model in which each inquirer will feel well informed, supported and taken care of.

Web page

Analyzing the channels of communication with a gmina's clients, nowadays one of the most important indirect tools is the internet. Nowadays web pages, e-mails, newsletters constitute a very natural and common source of information and a communication tool. For administration this instrument might be a very efficient and convenient channel of communication (Flieger, 2014). Firstly, a webpage of some gmina provides the public with information permanently. As a result, it enables inquirers to adjust their contacts with an office to their daily routine. Moreover, they can choose and download documents and forms, and send them back if necessary. So, it saves time enormously. From a gmina's point of view, running their own webpage serves another vital purpose regarding building an efficient communication system - an office is able to publicize information without involving the media. It may have a form of a press service, informing about recent projects, events or an institution's successes. As a result, a public office becomes independent of any go-betweens and messages sent to gminas' customers may be more precise (Flieger & Popławski, 2013).

Media relations

Undoubtedly, one of the crucial channels of communication used by public administration ought to be the media. It is well known that media have a significant influence on the public and create its opinions. Therefore, for administration it is absolutely vital to start cooperation with them. It is important to realize that both parties have the same general goal, which is informing the public about an institutions operations and what is happening in a region. Mutual awareness of this objective seems essential to establish long, fruitful cooperation on a firm basis.

At this point is seems important to stress that in order to build effective relations with the media, public administration officers ought to learn the specification of a journalist profession (Giedrojć, 2004). The work environment is very stressful and complicated, journalists work very fast (especially in electronic media), there is a big competition in the media business. As a result,

journalists are expected to master their skills and, as a consequence, improve effects of their work. Moreover, there is a question of ethical and social aspect of their profession. All those features create very demanding and unstable work environment. Thus, public administration offices should be aware of it and adjust the cooperation to this specification. Then the mutual objectives regarding communicating information to the public can be reached effectively.

There are different ways of maintaining contact with the media within the gmina's communication system. In case of daily contacts, public administration institutions use mostly telephone conversations or meetings in order to discuss currents matters. Apart from these typical ways, there are the so-called 'comments', which is a form of a public institution's reaction to the events or problems that the public is currently interested in. More complex forms of contacts with the media include an interview and a press conference, which are organized mainly in order to inform or comment more profoundly on local issues. Regarding all those ways of communication with the media it is important to emphasize that mutual relations ought to be based on professional, formal contacts with mutual respect (Flis, 2007).

No matter which instruments are used in media relations, however, the principles regarding how to create and send a message are similar and universal. Firstly, there is a general and absolutely crucial rule which says that public officers cannot tell lies. Misleading journalists deliberately is unacceptable. If this fact is publicized, it may lead to enormous damage to a gmina's image.

Moreover, it is extremely important that the message sent by an institution is interesting and current. Only such characteristic of the news can be valuable for a journalist. Otherwise, they will lose interest in the public office and, as a consequence, the communication channels will not be used actively.

Apart from these principles, public institutions' civil servants ought to learn how to plan and manage conversation with the media. There are various rules concerning the process of giving information, such as justifying refusals of answers, providing only information which is checked and verified.

One of the most important ways of communicating with the media is a press conference. The main rule is to organize a conference only if there is some really important local issue to discuss. In other words – the subject of a conference should be current and attractive enough to prepare complex and concise message. Another principle is connected with preparing adequate press conference materials. They should include not only the information directly connected with the subject of the very conference, but also more general information which shows a wider picture of an institution (information regarding other important fields of a gmina's activities, completed projects, recent successes, etc.). It is an opportunity to stress an institution's role in local life and development.

Sponsorship

At the very beginning it ought to be emphasized that there are *two* kinds of sponsoring activities in which a gmina has a possibility to get involved. First of all, there is the typical financial sponsoring – in this case an institution allocates money in local undertakings, e.g. charity campaigns, financing scholarships, meals for children, sportsmen or artists. Secondly, however, local administration may get involved in such initiatives by the so-called institutional support (Giedrojć, 2004). It consists of various kinds of non-financial help. For a gmina the most common tool is connected with managing municipal infrastructure. For instance, local institutions can make available commune buildings, telecommunication appliances, means of transport. Moreover, a gmina can provide people with different kinds of advice, for instance legal advice concerning all administrative matters, organizational and expert advice regarding solving problems connected with setting up one's own company (Flieger & Flieger, 2011).

Researching various sponsorship opportunities, it is crucial to emphasize that such activity may constitute an important element of a communication system built by a public administration institution. In this way the public is provided with the information about initiatives supported by a gmina, it shows what priorities this office has. As a result, involvement in sponsorship helps create a strong, positive image of the public administration in a very effective way.

5. Conclusion

Taking into consideration characteristics of a gmina (understood as a public administration institution), especially the need to perform the service function, it seems natural that there is a necessity to build a concise communication system. The system ought to allow fast and high standard interaction with all groups of the public, each of whom has a different characteristic and requires specific approach. Only by adjusting channels of communication and the very content of messages to each of them a public office is able to fulfill its inquirers' needs effectively.

What is extremely important, it seems that the system in question should be based on principles of a Customer Relationship Management concept. Looking closer at the idea it appears that the rules of CRM are very much similar to the foundations of the measures realized within a public relations concept (Deszczyński, 2011). They both focus on creating strong, positive long term bonds with an organization's clients. As a result, the scrutinized communication system ought to exploit all typical PR instruments.

Moreover, it is vital to stress that the whole system can and should be supported by IT applications, which have been designed and implemented within the CRM approach. These tools constitute a basis for a clear, easy and logical organization of all communication channels with an institution's clients.

Thus, it appears that a gmina has possibilities of creating a concise, effective communication system with its inquirers, basing on a Customer Relationship Management concept and using public relations instruments. Such system constitutes a base for realizing an institution's tasks and functions and, as a consequence, for professional and effective fulfillment of the clients' needs and expectations.

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