

Review Paper

Change Management and Implementation of Changes in the Field of Public Administration

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ABSTRACT

The relevance of the research problem is determined both by the theoretical significance of the study of managerial aspects of organizational changes in public administration organizations, and by the practical tasks of improving the mechanism for their implementation. Based on the evolutionary method, the existing theoretical and practical approaches to change management offered by the management theory are described, and the prospects for their application in the field of public administration are assessed. Agile paradigm is presented as an underlying one for addressing challenges of VUCA-world with regard to public administration.

HIGHLIGHTS

- The article is devoted to the analysis of approaches and vision of change management and change implementation in public administration sector based on NPM paradigm.
- The results demonstrated the necessity of Agile approach application, which would enable flexibility, multifacedness, and integration, needed for successful public administration in VUCA-world.
- The practical significance of the study is that, building theoretical connections and conducting more in-depth empirical and comparative investigations on change processes, it suggests an agenda for the study of change management in public organizations that emphasizes its multifaceted nature.

Keywords: Change Management, Public Administration, Public Service Organizations, NPM, Agile

The concept of “change management” has acquired a dual meaning. It is used to designate both a special type of practical management of an organization and a special area of scientific knowledge that solves the problem of studying this specific management activity and developing practical recommendations for its improvement. Management as a social and practical activity has many aspects, each of which is aimed at creating, ensuring the functioning and development of organizations. Change management, according to reputable consultants, is currently the most sought-after management technology. This

represents the most difficult ‘art’ of leadership and requires great skill (Baude, n.d).

Change management acquires particular relevance to modern organizations that are faced with the need to implement deep, almost permanent changes. The ability to manage change, modify any element of the organizational structure or processes,

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ensures the adaptation of the organization to a dynamic, constantly changing internal and external environment (Ross, 2020). Thus, it has become a key factor in the survival and success of modern organizations in the long term. This is also true for public administration organizations, especially in the context of New Public Management (NPM).

Change management in the traditional sense is a structural move to the transition of individuals, teams, organizations, and any organized system from the current state to the desired future state. The purpose of this process is to empower the participants in this system to accept and support change in their current environment the ecosystem (Arivazhagan et al. 2023). Change management is one of the most important factors in the successful development of any organized system. Accordingly, it is very important to first understand what changes can occur in this system, and what needs to be done to get the expected result.

In public administration, changes most often take the form of reforms of an appropriate scale. Macro-level reforms are carried out in any area, covering it completely and thereby changing the integral system of society due to a change in its institutions. Meso-level reforms cover systemic components within one sphere and are aimed only at its structures. Finally, micro-level reforms have a point orientation within one sphere, affecting other spheres only indirectly and to a minimal extent. It is also worth noting that the reforms have acquired characteristic features from different areas of scientific knowledge (Byrkovych et al. 2023). From an economic point of view, reforms have characteristic features, namely: a special organization, implementation “from above”, legitimacy, and a focus on serious changes in social relations or certain spheres of life of society and the state (Ward, 2017). Taking into account the philosophical point of view, it is possible to supplement the above signs of reforms: this is the transformation, goal-setting and conscious focus of the activity itself on the modification of the object, a special way of changing the social object, the implementation of changes by power structures, the management of these changes.

Meanwhile, the situation in the field of public trust to government even in EU countries seems to be quite alarming. Fig. 1 shows that the level of trust in government evidently, sometimes very

significantly, decreased across 28 EU countries just in 6-year period.

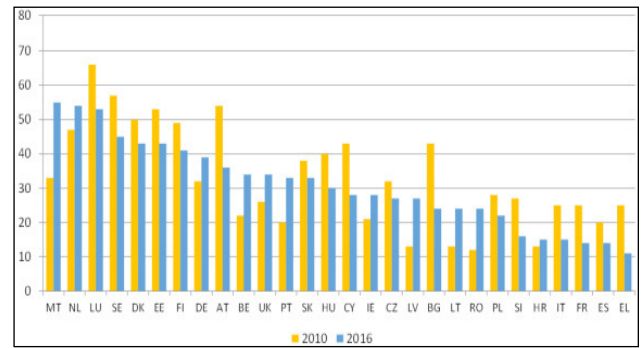


Fig. 1: Trust in government (respondents who tend to trust the government in %) (Thijs, 2017, p. 59)

In the same research, the Member States have been divided in five groups according to their aggregated ranking based on the 6 transparency and accountability indicators used. The results indicate lack of transparency and accountability, severe for developed democratic countries (see Fig. 2).

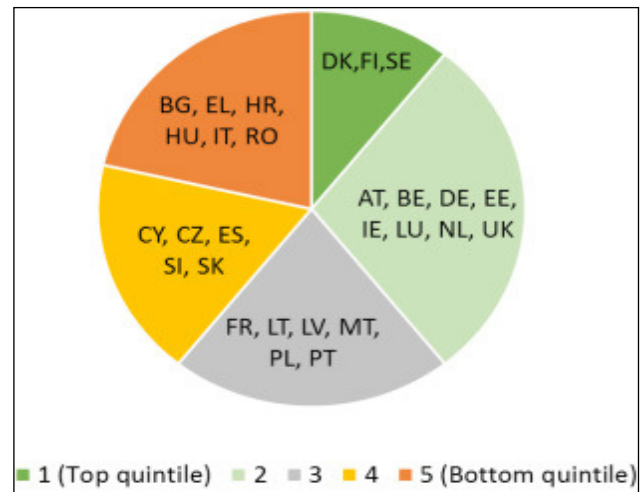


Fig. 2: Overall assessment of transparency and accountability, EU28 (Thijs, 2017, p. 46)

In humanitarian knowledge, certain aspects of the theoretical and methodological understanding of the processes of change in public service organizations have been seriously worked out today. However, the management of changes in the public service, despite the acuteness of the issues associated with the inconsistency of the results of this process, has not yet become the subject of fundamental scientific studies (Deyneha et al. 2016). The formulation of this gap in the study of the stated topic appears as an urgent scientific problem.

MATERIALS AND METHODS

The theoretical and methodological basis of the study was the structural-activity approach, the change management theory, and the Agile paradigm. General scientific research methods were used: classification, evolutionary and systemic methods.

LITERATURE REVIEW

Change management as a scientific discipline took shape within the framework of management, organization theory, and sociology of management. This area of scientific interest is represented by a set of empirical knowledge generalized by well-known managers based on their unique managerial experience, as well as knowledge obtained using special scientific methods, reflected in various concepts of change management in an organization.

Almost all theories of management and sociology of management consider change management as a key activity of top managers of the organization, but its interpretations are diverse (Vahonova *et al.* 2014; Gaman *et al.* 2022). At an early stage in the development of management theory, change management as a science developed within the framework of general theories of the sociology of management.

In science, as it is well known, there are various traditions of singling out areas of managerial thought. In the well-known work of M. Mescon, M. Albert and F. Khedouri, the following basic schools, which took shape in the first half of the 20th century, are distinguished: the school of scientific management (E. Taylor and his followers), the school of administrative management (M. Weber, A. Fayol), School of Human Relations and Behavioral Sciences (E. Mayo, A. Maslow, McGregor, and others) (Hayes, 2018). The methodological interpretation of the phenomenon of change management within the framework of these approaches gives grounds for the conclusion that for representatives of the first school, change management was aimed at creating a system for rationalizing the activities of the manager to ensure the technical efficiency of enterprises (development of a standard workplace model). At the same time, efficiency was understood as the maximum approximation to a pre-set, thought-out goal with the help of minimal costs.

The object of change management was engineering and technology (Kuipers *et al.* 2014).

For the theorists of the administrative management school, the key objects of change management in an organization were structural ties, personnel, and the support system (Vahonova *et al.* 2014; Gavkalova *et al.* 2022). And within the framework of the "school of human relations", there was an understanding of the change management mechanism as a special psychosocial technology focused on developing employee motivation for cooperation.

This classification has been used by most management and management sociology textbook authors for many years (Have *et al.* 2017; Makumbe, 2016).

Another approach to the classification of scientific areas within the sociology of management was proposed by American researchers who identified two groups of concepts: "one-dimensional" and "synthetic" (McCabe, 2020). To the range of "one-dimensional" theories, the authors include theories that focus on solving any one of the problems of management: tasks, people, organization of management activities. The authors attributed to them the concept of "scientific management" by Taylor, the theory of "administrative management" by Fayol and Weber, various behavioral concepts. Within "synthetic" theories, the authors note teachings that develop a systematic approach to managing an organization, considering it as a whole, interpreting management as a multidimensional process, as a multifaceted phenomenon that links the goals, resources, and processes occurring inside and outside the organization into a single whole (theoretical developments of P. Drucker, the concept of situational management, the concept of "7-C" and "Z" theory, etc.) (McCabe, 2020). This approach allows interpreting change management as a process focused on solving organizational problems (both local and affecting the activities of the entire organization), requiring consideration of the influence of either individual factors, or taking into account the need for the interaction of many factors both inside and outside the organization.

In fact, all these interpretations of change management within the framework of the general concepts of management theory contain an understanding of its mechanism as focused on

changing the organization's configuration, resolving existing problems between the chosen strategies and established technologies and organizational connections and relationships (Troschinsky *et al.* 2020; Gupta *et al.* 2021). The source of organizational development was seen in the change of technologies and structure. Within the framework of the general theories of the organization, much less attention was paid to managing the change in people's consciousness, the formation of a new model of employee behavior (Zilinska *et al.* 2022; Yermachenko *et al.* 2023). This is true even in relation to the "school of human relations", whose theorists, having substantiated the principle of cooperation, actually succeeded in creating a manipulative strategy of control.

Based on the "object of transformation" criterion, change management in public administration can be interpreted, on the one hand, narrowly, within correlating it with administrative reform, as well as public service reform and focusing on the issue of improving the efficiency of executive authorities (Ward, 2017). For example, one of the definitions of administrative reform sounds like "a set of measures aimed at improving the efficiency of public administration by radically improving the activities of executive authorities at all its levels – national (federal), regional, municipal" (Lapuente and de Walle, 2020). One can observe the implementation of ISO 9001 quality management systems in ministries and departments, the practical introduction of the concepts of "electronic government", "smart" and "lean state" based on Lean technologies, "talent management" associated with the formation of a personnel reserve.

On the other hand broadly one can also talk about increasing labor productivity and the quality of service in state budgetary institutions of healthcare, culture, education, etc., implementing innovative development programs at state enterprises, non-profit state corporations, and corporations with state participation. An extended interpretation can often be found in the publications of European authors (Kuipers *et al.* 2014).

In the monographic literature, it is often stated that the methods of strategic planning and program-targeted management are used as the main technologies for managing changes in the practice of regional and municipal government (Bryson *et*

al. 2015). It is assumed that this makes it possible to determine the goals of the development of the regional and municipal territory in the long term, since the program-target method makes it possible to achieve the priority goals and objectives of the development of the territory in the long term through the designing and implementation of special regional and municipal programs that have a complex impact on both the socio-economic sphere, and on individual areas of public administration, individual sectors of the economy, etc. (Curry and Van de Walle, 2018).

However, the increasingly complex, and in the last couple of decades even turbulent, environment dictates the need to refer to the most advanced change management practices developed in the business environment (Gupta *et al.* 2021). To maintain a high level of efficiency, public administration organizations need to respond to the actions of stakeholders and to their changing requirements. Therefore, the organization must develop dynamically.

Since the middle of the 20th century, when, as a result of the emergence of new technologies and new markets, there was a need to adapt organizations to new environmental conditions, the problem of successfully implementing changes has come to the attention of many leaders and scientists (Panasiuk *et al.* 2021; Humenchuk *et al.* 2023). A plenty of the most diverse, sometimes conflicting concepts and models of organizational change management have appeared, and this has contributed to the formation of change management into an independent branch of scientific knowledge, which has a pronounced applied focus. According to the modern organic concept, changes in the organization occur at different levels individual, group, team, and the entire organization (Hodges, 2021).

The organic concept of change is increasingly leaning towards the Agile type, including its latest modifications such as the Integral Agile transformation framework (Fig. 3).

In this diagram, one can see that the authors have taken four areas of organizational development, such as Leadership & Mindset, Practices & Behavior, Organizational culture & Relationships, and Organizational architecture. Also, the principle of organization development according to the theory

of spiral dynamics is applied. In the diagram, this is indicated by colored circles.

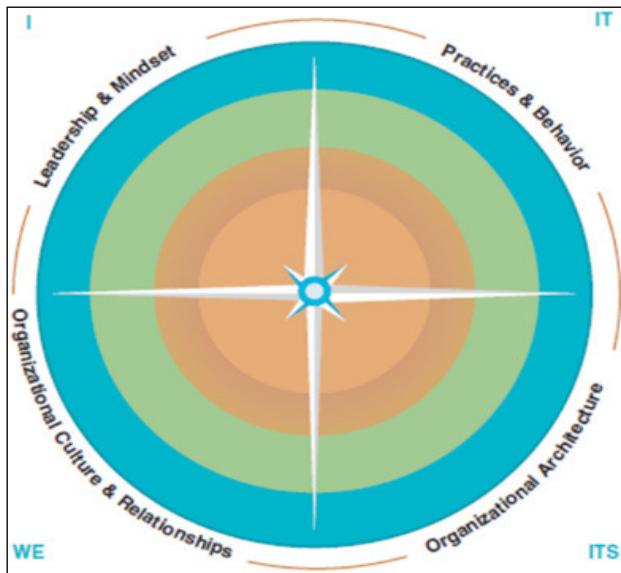


Fig. 3: The Integral Agile Transformation Framework: organizational level (Spayd and Madore, 2020)

At the same time, it should be understood that although NPM allows for the transfer of management concepts and methods directly from the business environment to public management, some specific features of public management should still be taken into account in particular, a greater level of inertia, as well as a much higher level and scope of risk, since potential effects influence community, region, or even country as a whole (Avedyan, 2023).

RESULTS

To analyze theories of structural change in an organization, we will use the classification of Hannah and Freeman (Hannah and Freeman as cited in Cameron and Green, 2019):

1. Selection theories describing the management and development of organizations in the logic of natural selection and selection of socio-cultural patterns of behavior of organizations (J. Britten, O. Volley, J. Carroll, J. Freeman, M. Hannah). Within the framework of this approach, structural changes in the organization are explained not by the strategic choice of the manager, but by the previous development of the organization and are described as adaptive-selective.
2. Balance theories, combining rational-adaptive and rational-adapting concepts, using the

principle of ensuring equilibrium with the external environment. Balance rational theories of the development of organizations are presented in such conceptual areas as the strategic development of organizations (J. Thompson, A. Chandler, J. Child, I. Ansoff, etc.), the theory of resource dependence (J. Pfeffer, J. Salancik), neo-institutional theory (P. DiMaggio, J. Meyer, V. Powell, etc.).

3. Theories of random transformations, in which the change in organizations is described not as the result of the implementation of rational projects or strategies, but as the result of a set of weakly controlled actions of all persons involved in management. The results of this process weakly correlate both with the goals set and with the requirements of the external environment (J. March, J. Olsen, K. Wake).

Let us make an attempt to use the above theoretical approaches of structural changes in organizations to the analysis of organizations in the public service.

In our opinion, the main provisions of selection theories largely explain the logic of changing organizations in the field of public administration. These organizations are conservative and have low adaptive capacity. Every public service organization is part of an organizational population, and its development and change are the result of selection taking place in the organizational population under the influence of impulses from outside (Kalyayev *et al.* 2019; Karpa *et al.* 2021). The experience of the functioning of the public service in various countries clearly shows that namely changes in the external environment force them to reform. If the external environment changes radically, organizational changes acquire a qualitative character. Of course, each of the reforms is the result of rational design, but none of them is capable of taking into account all aspects of the challenges of the external environment.

This is especially true if there is no well-established feedback mechanism. The low effectiveness of administrative reforms is largely due to the fact that the developers themselves are inside the political and socio-cultural system and their perception of the exports of the external environment is permeated with subjectivism (Khomiuik *et al.* 2020).

Thus, from the point of view of the selection theory, changes in public service organizations are conservative, their reforms are rationally limited, the selective mechanism is experiencing a lack of competition, which prevents the consolidation and assimilation of effective models of activity by all elements of the system (Mishchuk, 2020).

At the same time, the possibilities of applying selection theories to the analysis of change management in the public management system have limitations associated, firstly, with their absolutization of the role of the external environment as the main source of change. It is important to take into account that organizational changes are also endogenous in nature, that is, they are generated by the conditions for the development of the institution of public service itself (Klymenko *et al.* 2016; Kryshchanovych *et al.* 2022). Secondly, in the methodological framework of selection theories, the management of changes in public service organizations is reduced solely to the rationally designed activities of management entities within the organization, and does not imply the influence of agents within civil society.

An analysis of organizational changes in the civil service within the methodological framework of balance theories focuses on understanding them as adaptive, rationally planned and providing a balance between the internal and external environment of the organization (Kulikov *et al.* 2022; Kussainov *et al.* 2023). Thus, from the point of view of the theory of strategic development, the difficulties in developing a strategy for reforming the civil service are quite understandable it is impossible to formulate a strategy at the starting point, the process takes time, reform managers learn slowly, the process is complicated by the frequent change of government officials who determine the process (Kyrychenko *et al.* 2022). There is a lack of professionalism, the inability of the civil service to find new opportunities in the competitive struggle, flexibility and readiness for constant adaptation to changes in the environment.

As for the theory of resource dependence, in our opinion, the possibilities of its application for the analysis of changes in the civil service are very problematic, since its basic postulates orient the organization not so much towards active rational adaptation to the external environment, but rather

towards its ability to adapt (change) its own environment, thereby reducing own dependence on it. In the practice of interaction between the civil service and the external environment, relations of dependence of the second on the first still prevail, and not vice versa.

From the point of view of neoinstitutional constitutional theory, the civil service is a product of an organization's adaptation to its sociocultural environment, which means adaptation to existing institutions and norms, both legal and moral. And the reasons for its inefficiency, using D. North's approach, which he used to explain the problems of the functioning of economic institutions, can be explained by the influence of special powerful groups with special interests. The evolution of society depends on the once chosen institutional trajectory (path dependence), therefore D. North believes that new, more effective "rules of the game" may remain unused, because their introduction requires significant initial investments, which the maintenance of long-established institutions does not require (North as cited in Salles-Djelic and Quack, 2007).

In our opinion, the ideas of the theory of random transformations, that considers organizations as "organized anarchies", in which the preferences of members of organizations are unclear, and participation is changeable, are not at all applicable to the analysis of change management in the public administration service (Litvinova *et al.* 2020; Levytska *et al.* 2022). The change in the organizational structure is considered as a random process the product and the resulting characteristic of the totality of actions taken by different individuals and in different situations (Manzoor, 2014). From the standpoint of this approach, it is almost impossible to manage the process of changes in the public administration service, the only aspect of management is to ensure the slow adaptation of the organization, maintain social stability with an increase in the number of random transformations (Andersen *et al.* 2016). The theory of random transformations cannot explain the emergence of a need for reforming the public management service, as well as the reason for its successful transformation over a certain period of time.

Turning to the assessment of another group of theories of organizational change, namely the

concepts of their process component, concentrating on methods for implementing changes and overcoming personnel resistance, we note that historically they took shape earlier than theories of structural changes (Maksymenko *et al.* 2020; Novak *et al.* 2022). The palm here belongs to the American social psychologist Kurt Lewin, who is rightfully considered the founder of the entire discipline of change management. In 1947, Lewin established two of his main concepts of change management, which were subsequently tested in research and practice, and helped to understand the nature of resistance to change and the staging of the process of behavior change in groups (Skea, 2021). His basic idea contains the thesis that changes in the organization are based on changes, first of all, of the people themselves. Therefore, in order to achieve changes in organizations, one needs to make sure that they are understood, accepted, and implemented by all its employees. At the same time, any changes almost always cause more or less strong psychological resistance in people, and, therefore, the goals of changes are jeopardized.

The position of Lewin boiled down to the following: in order to change a group of people (an ethnic community, any team of an enterprise, or a board of directors), this group must be carried out through three stages: “defrost”, “change”, and “new freeze”. In the “defrosting” stage, the existing system of life orientations and values of the group members is destroyed (Novak-Kalyayeva *et al.* 2018; Panasiuk *et al.* 2020). At the “change” stage, the group needed to master a new system of values and motivations, then the group should have been “frozen” again in a new state. The experiments conducted by the scientist argued that the quality of change management depends entirely on the implementation of the stages of “unfreezing”, “change”, and “freezing” of the organization.

This three-step framework, suggested by Lewin, remains the most common general “recipe” for implementing organizational change today (Skea, 2021). Numerous studies on the process component of organizational change published over the past more than 60 years are essentially improved five-, seven-, nine-phase change implementation models (Have *et al.* 2017). Lewin’s three-step theory of change has often been criticized for being “simplistic”, but it still remains relevant today. In

our opinion, this concept is well suited for studying the process of change in the public administration service.

Let us turn to the analysis of another concept, the authors of which are Harvard Business School professors M. Beer and N. Nohria. The novelty of their position was an attempt to combine the two above-mentioned approaches to changing an organization at the level of practical management: an emphasis on either structural or process components of change management. These ideas were developed in the “Theory O” and “Theory E” they created, in which the orientation either on structures or on employees was expressed. “Theory E” focuses primarily on strategies, structures and systems the “hard elements” (‘hardware’) of the organization, which can be easily changed from top to bottom and can bring quick financial returns. It is about fundamental changes in the organizational structure and management system as a whole (Hodges, 2021).

In “Theory O”, one can see a certain similarity with the concept of Lewin. While it does not talk about the importance of overcoming employee resistance in order to change the organization, in our opinion, it is about other methods of overcoming such resistance. In contrast to Lewin’s “defrosting”, which suggested the creation of a different system of values corresponding to the tasks of change management, “Theory O” focuses on the development of organizational abilities of employees to involve them in the decision-making process regarding organizational problems. The goal is to create a work system in which employees become emotionally attached to the company’s development goals. Proponents of Theory O argue that a focus on structure and systems, especially one imposed from above, will not lead to fundamental change. Simply changing the structure and system does not change the culture. Cultural change requires management to engage people emotionally so that new structures and systems are not resisted.

The methodological approach of Beer and Nohria is based on a combination of the methods of “Theory O” and “Theory E” to achieve maximum effect in the implementation of organizational changes. This is its heuristic value, which opens up new opportunities for studying the problem of change management in public management. It is necessary to involve other research approaches in the study

of this problem, taking into account the active role of the individual, who is able not only to adapt to changes in the organization, but also independently and responsibly develop various strategies for changing it.

DISCUSSION

One of the most effective and popular methods of implementing change was developed by John Kotter, a business coach and lecturer at Harvard University. As part of his implementation strategy, Kotter divides the entire change process into 8 steps that must be followed sequentially (Ross, 2020):

Step 1: It is necessary to form in the team an atmosphere of urgency for change. In most cases, the team does not want changes, so they need to demonstrate their need. This is the most important step to convince people of the urgency by identifying problem areas and possible solutions.

Step 2: It is needed to select among the employees the most positive attitude towards the implementation of changes and form teams from them. The innovators team should be rewarded for achieving change in the process, motivating others to join.

Step 3: Formation of a vision for change. Clearly stating benefits of change make the plan more concrete. Detailed presentation of the result and reporting it to all employees will help increase engagement and reduce resistance.

Step 4: “Advertising” of innovations. Everyone should be aware of upcoming or ongoing changes. They should be talked about in a positive way at meetings, in corporate letters.

Step 5: Identifying the reasons and people blocking the timely introduction of changes. It may be necessary to redesign some processes that are contrary to the new vision, or redistribute responsibilities. At this stage, it is important to neutralize saboteurs in time and encourage enthusiasts.

Step 6: Getting the first results of the changes and disseminating information about them as widely as possible among colleagues. Every employee should know about the first achievements, the success obtained will help to convince the doubters and the dissatisfied.

Step 7: Consolidating gains and expanding change. This involves building confidence in the new strategy and processes.

Step 8: Transferring of changes from the status of innovations to rules and regulations. Accordingly, the necessary changes should be made to the system of achievements and rewards, so innovations will be fixed and will no longer cause rejection.

Based on the above steps, one can reduce the resistance of employees and implement changes in the organization with the least losses. The model is based on the idea that if employees understand the value of change, they will contribute to its implementation (Ross, 2020).

Another popular model is ADKAR, which has five stages that a leader needs to take a team through to implement change:

- ♦ Awareness comprehension of the need for change.
- ♦ Desire the desire for change.
- ♦ Knowledge the knowledge necessary for successful transformation.
- ♦ Ability the ability of employees to implement changes in practice.
- ♦ Reinforcement support for implemented changes in the long term.

One should also note that the Deming cycle PDCA is a four-phase model widely used in quality management systems. Four steps of PDCA are as follows:

- ♦ Plan Plan changes in advance, analyze and predict the result.
- ♦ Do, act Execute the plan by taking small steps under controlled circumstances.
- ♦ Check control, evaluation of control results.
- ♦ Fix documenting the changes achieved, their implementation in the regular activities of the organization.

Today, experts in the field of NPM claim that the Deming program, viewed through the prism of modern challenges to public administration modernization, allows formulating the following strategic and value guidelines for further administrative reforms (Bryson *et al.* 2015):

1. Constancy of goals. The goal of the state apparatus should be the continuous improvement of all aspects of activity. Quantitative indicators, numerous key performance indicators (KPI) cannot be the basic goal of the authority, as they inevitably become an object for manipulation. In particular, in the UK, at the initial stage of the development of the New Public Management model, the Shewhart principle was adopted, the main idea of which is as follows: when an economic indicator becomes a target for economic policy, it inevitably loses its reliability. Therefore, measuring the effectiveness of the public administration system on the basis of such indicators does not at all provide an opportunity to obtain a correct assessment.
2. Adoption of a new management philosophy. This principle implies the rejection of administrative-command methods that are tuned to the vertical movement of work along bureaucratic wells. Modern managerial methods focused on meeting the requirements of citizen-consumers cannot be effectively applied within the ideological framework of the classical mechanical bureaucracy, when the official is torn between the boss and the citizen.
3. Eliminate dependence on mass control. Inspections and audits do not allow achieving better quality on the contrary, they have a negative effect, constantly requiring additional resources. The only method of quality control in this approach is the tightening of the bureaucracy. Quality must be built into processes, and only then can it be improved while reducing costs.
4. Refusal of the practice of purchasing at the lowest price. In the public sector, there is such a tool as a tender, which is designed to prevent unjustified overpricing of suppliers. However, according to Deming himself, the tender is a "fig leaf on the body of corruption", since the line between a justified and unjustified price is very blurred, and an offer at the lowest price, when leveling other characteristics of the supplied products and services, in most cases will obviously manifest itself in lower quality (Bryson *et al.* 2015).
5. Optimization of every process. This principle is one of the fundamental challenges for the sphere of state (municipal) administration, as it requires a 90° turn of the usual functional activities of state bodies into a horizontal plane and the reformatting of all the work of officials into flows or processes of creating value for a citizen-consumer. To do this, it is necessary to determine their circle, and not only external, but also internal (integrate the basic principle of the process approach "the next process is my consumer"). Without moving to a process-oriented model, it is impossible to improve processes, since they are not defined. At the same time, their optimization should take place in the logic of the Deming cycle using statistical control methods, primarily Shewhart control charts.
6. Introduction of the practice of training and retraining of personnel. Training, advanced training (retraining) of civil servants is a priori the key to the successful implementation of the fifth point. Continuous improvement involves participation of all employees in optimization activities, which is impossible without special knowledge in the field of statistical process control, quality management and lean manufacturing.
7. Establishing leadership. The leader in the new management philosophy is not a boss, but a mentor and (or) coach who deeply understands the organization as a system of interrelated processes, knows them from the inside and can distinguish special causes of process variability from variations caused by common internal causes. Dr. Henry Neave wrote that the leader understands that tight control of subordinates will not lead to quality improvement and realizes that up to 98% of cases and defects are caused by systemic factors (Neave as cited in McCabe, 2020).
8. Control without fear. The main product of fear is lies. In mechanical bureaucracies, which are the classical structures of public administration, discipline and hierarchy

remain imperatives, and control and punishment remain motivational tools. Such a system creates fertile ground for falsified data to mature. Making managerial decisions based on false facts can only lead to the achievement of a false result, false efficiency and, accordingly, a false quality. In the new philosophy, where the consumer is the main judge, such a management model cannot be competitive and sustainable.

9. Barrier-free. In the field of public administration, the main obstacles to New Public Management are the 'walls of functional wells', in which various divisions, departments and subdepartments are located. When building a process model of public administration, value creation flows for citizens-consumers require local interdepartmental interaction, therefore, the destruction of functional barriers is a prerequisite for the modernization of public administration management.
10. Refusal of empty slogans and appeals. In the public sector, where goal-setting is significantly influenced by political motives, the risk of proclaiming arbitrary targets (for example, increasing the level of population's satisfaction with the quality of life by 10%, reducing the number of complaints from citizens by 5%, etc.) is much higher than in the private sector. At the same time, the consequences of unreasonable appeals will be expressed in the inability to achieve the set goals, an increase in the proportion of defects and deviations in processes, an increase in costs, the demoralization of performers, and also in disrespect for management.
11. Elimination of arbitrary quantitative norms and tasks. For the public sector, this thesis is especially relevant. However, it is especially difficult also for understanding and putting into practice, since quantitative indicators are actually sewn into the entire fabric of the institution of public administration, and for developing countries, ineffective performance is often a classic "management paradox" (Bryson *et al.*, 2015). A list of goals that are set by management without specifying a method for achieving them provokes employees to start manipulating numbers through reports. Another problem of target management is ranking by results. Reports give rise to the formation of a "stick" system, which, by the natural nature of the general variations of the system, is able to turn a good civil servant into a bad one and vice versa (McCabe, 2020). Any attempts at ranking without statistical analysis are "blind in the variability of the system and rely on the presumption of guilt of the performer with the absolute infallibility of the system itself," Deming notes.
12. Pride in own work. In the paradigm of New Public Management, the activities of government bodies are moving from a vertically oriented to a horizontal plane, organizational values such as paternalism and bureaucracy are being replaced by initiative, continuous optimization and customer-centeredness. In the new system of values, a bureaucrat should be "removed" from a civil servant or authority, revealing his creative potential. The delegation of authority and the involvement of people in optimization activities conceal colossal reserves of efficiency for the sphere of state (municipal) administration, where the postulate "initiative is punishable" remains one of the priority principles of officials' work to this day.
13. Encouraging the pursuit of education. Each person, investing in additional, advanced education, engaging in self-education, increases his human capital. Consequently, the organization where such a person works can use his intellectual potential in its own interests. The desire of employees for self-improvement is the advantage that allows starting building a self-learning organization, in particular a public one.
14. Management commitment to optimization and continuous improvement of quality and performance. Despite the fact that this item is the last one, it is also the starting point for new management, in particular the state one. The term "quality" is little used by management in the context of general and strategic management, although goal setting

in the field of quality covers a whole range of socio-economic categories: the quality of state and municipal services, the quality of life of the population, the quality of healthcare, education, etc. Therefore, it is important to expand semantic filter for the definition of “quality” for top and middle management.

It is impossible not to recognize the value of Deming’s program for change management in today’s field of public management. However, it should be remembered that VUCA-world leaves its mark not only on the sphere of business, education, society, security, etc., but also on the environment in which public administration is carried out. Therefore, it seems appropriate to adopt of at least some provisions of the Agile approach.

Unlike waterfall change management (which, in fact, is implied in all existing methodologies of change management), that is strictly sequential (the next stage will not start until the previous one is completed), in Agile all stages of change management are integrated, simultaneous, and parallel.

The Agile cycle conceptually looks like this (see Fig. 4):

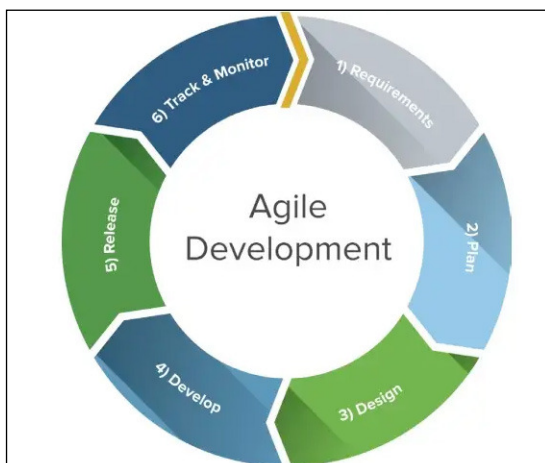


Fig. 4: Agile cycle (Franklin, 2014)

Agile is extremely useful for change projects where the end goal is not clearly defined (Franklin, 2014). As the project progresses, the objectives will become more clear and visible, and the reform or program design team will be able to adapt accordingly.

Among the practical examples of successful change management in the field of public management, in particular, the example of Ireland is interesting to

consider. Ireland’s public sector change management reflects what is happening in the public sector elsewhere in Europe and probably the world. And although change management as a discipline has not yet gone such a long way in its development as in the USA, Australia, and some other countries, knowledge about the ADKAR and Agile model is expanding, and the desire to form competencies in the field of change management is growing. The example of how change management is being implemented in Ireland may be of interest to all change leaders in government or in the public sector in general, regardless of their country or place of work.

In Ireland, change management as a discipline is still at an early stage of its development, but the situation is changing. The popularity of change management in the public sector in Ireland has been growing over the past twenty years, but in the last five years the pace of its absorption has increased dramatically (Kostiukevych, 2020). At the moment, one can notice dramatic changes in how project management is perceived, applied, and implemented in all public sector organizations. As the volume of project work grows, so does the need for change management. Change management is expected to evolve in a similar but faster pace over the next decade (Lapuenta and de Walle, 2020).

Although the maturity of change management in Ireland is relatively low, the problems of its public sector illustrate the three main challenges faced in many countries:

1. A sharp increase in the volume and speed of change. The public sector in Ireland is facing massive organizational culture shifts driven by hybrid work, digital transformation, and the ongoing impact of the pandemic consequences on working conditions (Tiesheva and Smyrnov, 2023).
2. Recognition of project management as one of the key competencies. The combination of these elements with the matrix structure of management in the public sector creates additional difficulties for employees, as they have to implement projects while learning new approaches, tools, methods, behaviors, roles, responsibilities, processes, and much more related to project management.

3. Difficulties in implementing changes in complex state structures. Any large organization, whether public or private, faces challenges in implementing change in complex, disparate structures. In the public sector, these difficulties are exacerbated as the range of stakeholders and the nature of public policy issues involve a wide variety of departments and agencies with differing perspectives, priorities, and needs.

The Irish public administration service sees the solution to the above problems in the fact that change management should be seen not as a set of technical measures to overcome difficulties (for example, when it comes to predicting resistance), but as a method of systematically improving the experience of employees. For example, the currently observed personnel shortage does not at all indicate a “big outflow” of specialists people are simply looking for more attractive jobs. Employees leave their jobs in search of better experiences in other organizations (Lapuente and de Walle, 2020). Change management empowers employees to speak up, helps them overcome barriers, and prepares them to successfully embrace change. In addition, it helps to retain staff, as it contributes to the successful self-realization of employees.

Government organizations now face the challenges of generating interest in change management and finding opportunities and areas for its application. Change management is still often, but erroneously, seen as a combination of communication and training with an emphasis on minimizing resistance to change rather than as a tool to increase employee engagement and maximize the benefits of change.

CONCLUSION

Despite the challenges faced by the public sector, change management as a discipline is increasingly applied in government structures. At the same time, the new reality of the VUCA world requires government leaders to reconsider the established principles and tools for managing an organization and a team. The concept of VUCA has become very well known, in recent years defining an unpredictable society in which not only business entities, but also public authorities have great difficulty in determining the future based on the experience gained in the past.

Optimum in such conditions, Agile change management is largely focused on flexibility, continuous improvement, speed and transparency exactly what society today expects from the public administration sector.

At the same time, the importance of professional change management in the administrative sphere should be emphasized: like any control action, it should be based on the patterns identified by management science.

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