

Lean Management Philosophy for Public Administration: Case COVID-19 Pandemic

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Abstract

This paper addresses three important issues, lean management philosophy, public administration, and the consequences caused by pandemic COVID-19. The purpose of this research is to present and promote the values of lean management philosophy in order to be accepted and implemented as an appropriate method in public administration. Also, this paper brings concrete arguments which prove that lean management is suitable in public administration even in emergency situations. The research was conducted in Peja municipality in the Republic of Kosovo where three important sectors were observed such as: the education process, management of movement and travel restrictions of citizens and social assistance. The case study method has been applied where institutions, policies, events, individuals and working groups have been observed and systems and methods have been analysed during their operation. The research findings are interesting because it has been possible to identify different organizational, acceptable and unacceptable cultures of public administration employees and consequently the results are different. Organizational culture based on lean management methods has proven to be convenient and useful.

Keywords: Lean Management, Public Administration, Critical Success Factors, COVID-19, Organizational Culture.

Introduction

Due to pandemic COVID-19, 2020 will be remembered as a difficult and unusual year for humanity. This pandemic has endangered the lives of citizens, has damaged the economy, disrupted cultural and social life, and has complicated the functioning of the public sector throughout the globe. To respond to this danger and to protect the humanity, governments around the world have been forced to take extraordinary protective measures (WHO, 2020). Many businesses and public institutions were closed and the way of life changed as a whole. A new reality appeared for all sectors, where the public administration was affected as well. To prevent a complete blockage of the public administration system, public institutions were forced to find creative and appropriate methods to provide services for citizens and to their needs. This situation stimulated the institutions to think creatively. As stated by the authors West & Berman (1997), the creativity of organizations and individuals is greater when they operate in limited working conditions! Methods which enable the delivery of services from a distance, with reduced motion, without endangering the lives of people, fast and as simple as possible, with smooth processes that brings value for the citizens were required. But previously, institutions have been forced to find creative ways to make decisions which meet the demands of citizens and formalize them according to normative procedures. Ideas were needed on how to organize meetings without being

physically assembled, how to organize internal communications between departments and sectors of public administration, how to streamline processes, how to exchange official documentation, how to inform citizens and workers about ongoing changes, how to do payments and how to perform various other administrative services. In fact, there weren't many alternatives to respond to this challenge! The state administration was forced to build and to use practical Internet-based applications that enabled rapid individual and group communications. Public sector staff was somehow forced to learn quickly to use electronic communication platforms such as Facebook, Viber or WhatsApp, in voice and video and the mass group communication systems such as Webex, Zoom, Skype for business, Google communication, etc. In a way, everything was oriented towards the ability to perform tasks remotely. This was the moment where the public administration began to change, to think differently about carrying out its duties, to install and to act according to the lean management philosophy. This means, use of Internet-based digital platforms to completely solve the customers' problems by ensuring that all services operate and, especially, work together, and do not waste the customers' time, provide exactly what they want, exactly where and when wanted (Leite & Vieira, 2015). But applying a method such as lean management philosophy is not easy, employees at the public administration are required to be well trained, the public administration must possess appropriate equipments, the internet network must be of high quality, employees need to have professional skills and creativity and the culture and leadership of the organization must be excellent. At the time of the pandemic, in many cases, it seemed that public administration did not comply with these conditions. As a result, the decision-taking, the inclusion of staff in the processes, the provision of resources was slow and in some cases significant delays have appeared. It turned out that public administration employees had shortcomings in the application of excellent governance. Exactly these problems are the essence of this research paper. This paper makes possible to understand the challenges that public authorities have had in implementing excellent governance methods in the moments when the pandemic COVID-19 appeared and had made everything difficult for public administration. To find out how the public administration has reacted to this difficult situation, the paper is based on the following two questions:

- What are the critical success factors of lean management that were useful for public administration during COVID-19?
- In which critical success factors has the public administration been challenged to be in line with the philosophy of lean management?

To answer the first question, the critical success factors first are identified, selected and extracted from the scientific literature, whereas to answer the second question a case study research is being conducted during the pandemic COVID-19 with direct engagement of the author of this paper in the emergency task force.

Lean Management Philosophy

Applying lean management philosophy is not easy but there are many cases that prove it is feasible and very useful. When implemented successfully, it can help enable

a learning culture engaged in continually improving all aspects of the organization (Sisson & Elshennawy, 2015). The main benefits consist of reducing process variability, scraps, and rework time, which in turn reduce production costs and lead times and increase process flexibility and quality conformance (Bortolotti, Boscarri, & Danese, 2014). Lean Management was developed in Japan, in the Toyota's plants, and then copied by organisations from around the world (Parkes, 2015). Lean Management is defined as a three levels management system focused on creating value for customers and eliminating waste, unevenness and unreasonableness using the scientific method (Parv, 2017). In genesis, these three deviations are known by Japanese names "Muda", "Mura" and "Muri" (Smith, 2014). The name "Muda" means avoiding excessive and unnecessary spending of commitments and assets to perform a task. "Mura" means avoiding irregular actions that are not in conformity and not in balance with other factors involved in the process. "Muri" means avoiding the burden of processes and employees beyond their power, their inability or unreasonableness to perform their duties. According to Womack & Jones (2003), lean management means the correct management that enables the avoidance of these deviations and enables the creation of perfect processes that produce the values required by citizens or consumers. Lean Management Philosophy enables citizens to be achieved what they seek with less commitment, with less spending, in a shorter and more convenient time. So values are created for the citizens according to the saying "Good with Less" (Womack & Jones, 2003). As cited in the work of Øgland (2017), Lean Philosophy started out in the manufacturing industry, as a way of trying to describe characteristics of the Toyota Production System (Krafcik, 1988; Womack et al, 1991), but the ideas behind it are universal, and it has been applied in a wide variety of processes and organisations, including software development (Poppendick & Poppendick, 2003; Rolfsen & Wulff, 2014) and public administration (e.g. Zadnor & Boaden, 2008; Aune & Holmemo, 2014). Lean philosophy encourages the application of appropriate tools and techniques in order to achieve intended goals in the fastest and least costly way. Implementing of Lean Management removes eight types of wastes; Transport, Inventory, Motion, Waiting, Over-processing, Overproduction, Defects, and Talent (Kadarova & Demecko, 2016). It typically improves quality performance, fewer machine and process breakdowns, lower levels of inventory, less space required, higher efficiencies, greater customer satisfaction, improved employee morale and involvement, higher profits and more (Kadarova & Demecko, 2016). Lean thinking provides a way to make work more satisfying by providing immediate feedback on efforts to convert waste into value (Womack & Jones, 2003). According to Womack & Jones (2003), lean philosophy in organizations has five basic principles: Value, Value Stream, Value Flow, Pull from Citizens, Aim for Perfection. Although these principles sound clear, in order to apply them correctly and be useful for the organization, it is imperative that these values are clear and shared with everyone in order to better exercise them. According to Teeuwen (2011), putting the citizen in focus refers to "Value", building and organizing administrative processes refers to "Value Stream", correct treatment of citizens' demands refers to "Flow of Value", acceptance of requests (subjects) in a systematic way is explained by "Pull from Citizens" and the commitment to continuous system improvement is explained by

"Aim for Perfection". These values and principles enable the public administration to provide quality services to citizens and make them feel satisfied. Providing quality services is nothing but a good engineering of the communication system and good integration and coordination of the dissemination of information which creates value for the citizen. It is about a perfect process where each action is considered value, where each employee is capable, where each device is suitable, where each step is perfectly related to the next step and thus create flow, acceptance and leveling of citizens' requirements (Bicheno, 2008).

Public Administration

Public administration is about the institutions, structures and decision-making processes. It can also include policy formulation and implementation (Jones, 2012). The politics administration dichotomy was first introduced to the United States by Woodrow Wilson and centered on the role of the public administrator in terms of the competing demands for efficiency and political responsiveness (Brennan & Koven, 2009). Wilson believed that as the size and expanse of government grew, it needed a science of administration to provide a professional understanding of the proper role and function of the government (Brennan & Koven, 2009). Bryer et al. (2008), for example, had described public administration as a "socially embedded process of collective relationships, dialogue, and action in pursuit of human flourishing for all" (as cited in Molina, 2015). According to Shafritz et al. (2011), public administration as an academic field is the study of the art and science of management applied to the public sector. But it traditionally goes far beyond the concerns of management and incorporates as its subject matter all of the political, social, cultural, and legal environments that affect the running of public institutions (as cited in Urb & McEntire, 2013). Therefore, citizens have much more connections with administrative institutions and organizations than with political, representative institutions and organizations. In administration, it is important that the good governance principles improve the citizens' trust in administration and improve the legitimacy of the politico-administrative system (Salminen & Ikola-Norrbacka, 2010). Among others, Public Administration is extremely important in Emergency Management too, and a concerted effort should be made to incorporate Public Administration theory into the emergency management (Urby & McEntire, 2013). Emergency intervention operations are derivatives of processes that take place in advance in public administration. Process standardization, providing services (only) online, open data, social media, participative innovation and reducing the size and complexity of the public sector services are some of the developments contributing to this aim (Janssen & Estevez, 2013). Linking these factors, harmonizing them and achieving the intended value requires a creative approach. According to a considerable number of researchers such as: Walker (2014); Meeus and Edquist (2006); Edquist et al. (2001); Damanpour & Schneider (2009); Moore & Hartley (2008); Bekkers et al. (2011) public administration innovation is linked with improvement of quality and efficiency of internal and external processes, creation of new organizational forms, the introduction of new management methods and techniques and new working methods, creation or use

of new technologies, introduced in an organization to render services to users and citizens, creation of new public services or products, development of new forms and processes to address specific societal problems, introduction of new concepts, frames of reference or new paradigms that help to reframe the nature of specific problems as well as their possible solutions (as cited in De Vreis, Bekkers, & Tummers, 2015). Public administration must be seen as a foundation that serves and enables to create excellent and value-filled governance.

Research Methodology

This study was conducted during a specific situation with pandemic caused by the COVID-19. The study is conducted on two fields, the first was a literature review identifying appropriate critical success factors (CSF) for the installation and implementation of the lean management concept in a public organization, whereas, the second was an analysis of local government operations, understanding its performance. Some operations of the local government have been analyzed, namely those of the emergency task force in relation to the citizens. The research method used for this research was case study, rated as an appropriate method that enables to describe a certain phenomenon for a certain period by focusing on the way of making decisions and the way of their realization (Schultz, 2004). Since the author of the research has been personally engaged in the main decision-making body during the time of the pandemic crisis and the operations were observed directly in time and in place, the "intentional sample technique" was chosen as appropriate one, which according to Vanderstoep & Johnston (2009) implies intentional selection of the public decision-making organization for a specific study. The Peja municipality that is part of this research has been announced by the Ministry of Local Government in the Republic of Kosovo in cooperation with the Swiss Agency for Development and Cooperation, the Norwegian and Swedish governments and USAID as the municipality with the best performance on service providing during year 2019 (Ministry of Local Government Administration, 2020). The data were collected through direct observation of the processes while they were performed by the competent officials under specific conditions (Vanderstoep & Johnston, 2009). The flow of decision-making processes, operations performance and the results achieved were observed continuously on a daily basis for two months. The processes that have been observed have been: the education process, the management of the citizens' movement and travelling and the social assistance. The data were analyzed by applying the stakeholder's analysis method. The mayor, the police station commander, the director of education, the director of emergency, the director of public administration, health issues director and the task force spokesman were involved in decision-making, which have been observed. The author has analyzed their actions, attitudes, thoughts and achievements regarding the management of the situation. Operations and processes that flow formally between emergency task force, public administration employees and citizens have been observed and analyzed based on the suggestions of authors Peräkylä & Ruusuvaori, (2018) which refer to face-to-face conversations enabled by video meetings, video conferencing,

video lectures, group chats, e-mail exchanges, messages and recorded materials. To accomplish measurements and findings, the analysis is based on determinant CSFs of lean management philosophy. CSFs have been identified through literature review. The literature review has been focused on those articles which tackle success factors that bring benefits to the public sector. The first step of identifying appropriate articles was performed through the Google Scholar search engine. The research has focused on scientific publications of eminent publishers such as emerald, taylor & francis and elsevier, not only, where the appropriate scientific articles have been selected and reviewed. The key words: "lean management" and "lean implementation" were used, while the criteria used were: literature published between 2000-2019, literature dealing with critical success factors, articles addressing problem solving through the application of lean philosophy.

Critical Success Factors for Lean Philosophy Deployment in Public Administration

To achieve value and succeed in implementing lean philosophy in an organization it is essential to understand the CSFs that enable or challenge its deployment. According to Cookie-Davies (2002), CSFs are a group of essential elements that help the organization in achieving its objectives, ensuring better business performance. Moreover, CSFs are instrumental for the organization in attaining breakthrough improvement making the organization successful in the eyes of its customers and investors (Laureani & Antony, 2012). In this section, CSFs that are considered appropriate to be implemented in public administration are identified. To find out which CSFs are appropriate, research papers that have addressed the philosophy of lean management have been selected and studied. Nineteen articles have been identified that have addressed the appropriate CSFs to be used in public administration. After the assessment of the articles, the factors that have appeared with the most frequent intensity have been selected as appropriate, which are presented below. According to Arlbjørn et al. (2008); Blichfeldt (2006); Radnor et al. (2006); Bateman and Rich (2003); Achanga et al. (2006); Radnor and Boaden (2008); Sim and Rogers (2009); Simonsen et al. (2009); Duque & Cadavid (2007); Gholizadeh, et al., (2018); Asnan et al., (2015); (Pedersen & Huniche, 2011), Pedersen & Huniche, (2011); Laureani & Antony, (2012); Kundu & Manohar, (2012); Näslund, 2013; Matt & Rauch, (2013); Jadhav, Mantha, & Rane, (2014); Netland, (2015); (Hu et. al., (2015); the most determinant CSFs to enable the application of lean philosophy in an organization are:

- Organisational culture,
- Process improvement,
- Leadership,
- Management commitment,
- Employee commitment and dedication,
- Comprehensive training and education,
- Creativity and innovation,
- Effective communication
- Organization capacities

These lean management CSFs that should enable improvement of the quality and performance in public administration, will achieve their brilliance only if they are applied correctly and by everyone in the organization.

Theoretical Analysis

Table 1 presents a CSF-based theoretical structure for the implementation of lean management in a public administration. The structure presented in Table 1 provides a theory for a quality management of public administration that according to Yong & Wilkinson (2001) means quality management in environments where mass services are provided using statistical tools (eg control tables, flow charts, statistical process control, etc.) to improve processes even though it goes beyond simple tools that include, for example, strategic planning and workforce involvement (training on action techniques and quality control, quality circles, etc.). In this case, a matrix has been built which theoretically offers the best practices for the public administration to perform in an emergency situation. Table 1 which has been used for theoretical analysis is a matrix based on the method "Stakeholder Analysis" which enables to outline who has a vested interest in how a process performs. It helps to determine how and when to reach out and communicate with stakeholders to build an operation, which is critical to a project's success (GoLeanSixSigma, 2017). The first column of Table 1 lists the CSFs that were selected earlier in the literature review. The second column presents the correlation of the problem with the critical success factors. The third column explains the role of the critical factor, which shows how to support the problem management action. The fourth column explains the activity with which the operations are supported. The fifth column shows the benefits for the parties involved in the process. And, in the sixth column are presented the results, the values to be achieved for each critical factor. Table 1: *CSF-based Theoretical Analysis; Stakeholders Analysis*

Critical Success Factors	What is the correlation with the Problem?	How is problem solving supported?	Action for problem solving?	How and what is the benefit for the process?	How and what is the benefit for the administration and the citizens?
Organizational culture	Functional structure and formal hierarchy	Respect for governing principles and democratic values	Professional work, trust in each other, tolerance, avoidance of conflict, and willing to help each other in action	Processes flow without interruption, no defects or problems appear, defects are quickly identified	Harmony and respect between workers and citizens satisfied with the services
Process improvement	Process Flow	Flow planning, start, implementation, and process completion	Supervision, process charts and process reorganization	Transparent flow of processes for all, everyone understands the nature and magnitude of the problem	Processes are understood quickly, Time reduction, fast services

Leadership	Creates vision and democratic leadership	Undertaking initiatives	Lead for changes, Respect for collaborators, oversight of governing principles and democratic values	Correct decisions , trust, motivation, justice, equality, reward,	Effective operations, satisfied citizens
Management commitment	Administration of operations and processes	Planning, organization, implementation, supervision and evaluation of operations	Instructions, templates, electronic platforms, control tables, automated control, feedback	Clear objectives, tasks and schedules and appropriate work tools	Office and field operating teams are effective and efficient
Employee commitment and dedication	Implementation of tasks in accordance with formal norms and needs	Correct, competent, ethical workers and efficient services	Correct with the schedule, with a focus on citizens respecting processes and regulations	Tactful services, on time, in turn, without overloading and without risks	Every citizen gets the service they are looking for
Comprehensive training and education	Qualifications and Certifications	Continuous capacity building of employees	Use of new information technology techniques and equipments, capable of communication, knowledge transfer	Accurate and timely information, fast process flow	Effective operations, satisfied citizens
Creativity and Innovation	Convenient and acceptable changes	Engaging experts and people with specific talents	Use of appropriate gifts, information technology, tools, mechanisms and platforms	New, simple, useful, successful processes and methods	All official duties are performed at all decision-making, tactical and operational levels
Effective communication	Centralized communication systems	Contemporary and intelligent communication and information equipments and competent people	Implementating a communication strategy which is approved by the competent authorities	Accurate and clear information flow, on time and content	Accurate information and clear picture for everyone, and for the problem as a whole
Organization capacities	Enough people, tools and finances	Professional teams with professional people, convenient tools and correct payments	Good planning, action orders, necessary tools, constant supervision	Rational division of human and financial resources, correct processes and accountability	Rational engagement of people, tools and finances avoids over-spending and over-engagement

The main focus of the content in Table 1 is on the importance of CSFs and their treatment. With regard to organization culture, this factor is vital in implementing a successful strategy such as lean management or any other quality management techniques in any organization (Al-Swidi & Mahmood, (2011). Here we are talking about organizational mechanisms that enable the adjustment of public administration services to the requirements of the citizens of the 21st century. As Abels (2014) has stated, public administration needs to adapt best management practices, changing structures and purposes of local government, creating new forms of service and governance collaboration, and, establishing new financial systems in search of better operating efficiency. While providing quality services requires the application of many appropriate techniques and tools, only good organizational culture can cope with it and eventually sustain it (AL-Najem, Dhakal, & Bennett, 2012). Experience from daily activities teaches us that processes are a factor that are constantly present in all organizations and their improvement is important because whenever circumstances change, processes must adapt to new circumstances also. Process flow is connected to good organizational culture which means applying defined processes, standardized work and tact time. Process flow is a major concern for management, implementation of tact times is mainly a methodological problem but it also relies on management decisions and resources (Meiling, Backlund, & Johnsson, 2012). Leadership is considered essential to establish an organizational culture and to take care of ongoing processes which then creates a sustainable and effective organizational environment and makes quality public administration. Effective leadership creates ethical norms that guide the moral behavior of individuals or groups within organizations (Paliszkievicz, Gołuchowski, & Koohang, 2015). In order to install and implement good leadership, good leaders are essential. According to Barrow (1977); Plsek and Wilson (2001); Cyert(2006); leadership is a skill used to influence followers in an organization to work enthusiastically towards goals specifically identified for the common good (as cited in Parris & Peachey, 2012). They need to be able for leading change; leading innovation; motivating employees; being grounded in values/principles; leading conflict; listening; empowering; leading communication; influencing and being flexible; being self-aware; seeking feedback; managing time; learning; understanding individual differences; and building/sustaining relationship among people (Paliszkievicz, Gołuchowski, & Koohang, 2015). Nwabuezea (2011) describes ten crucial traits of leaders that need to be taken into consideration while dealing with subordinates and colleagues. The key traits are good commander, high level integrity, strong minded, good planner, good controller, good organizer, personality, good listener, hands-on and team player (as cited in, AL-Najem, Dhakal, & Bennett, 2012). Vertical and horizontal collaboration in local emergency management is a relatively emergent phenomenon, and one that is increasing in scope and importance (McGuire & Silvia, 2010). According to many authors, March, Schulz, & Zhou (2000) and Moore (1995), managers and staff working at different levels within an organization fulfill particular hierarchical roles, bringing different levels of authority and functional responsibility, which in turn may influence organizational outcomes in distinctive and different ways (Walker & Andrews, 2013). Puvanasvaran,

et. al., (2009) says that top management should not only demonstrate commitment and leadership, but it must also work to create interest in the implementation and communicate the change to everyone within the organization, management must be connected to the project and involved in the lean management events. The engagement of employees in public administration is essential, the quality of services depends on the way they are engaged and committed. For example, Wellins & Concelman (2005a) suggested that employee engagement means a combination of commitment, loyalty, productivity and ownership (as cited in Macey, & Schneider, 2008). In fact, employee engagement is also manifested in various ways such as physical, mental and material engagement and each is vital to increase the quality of the services in an organization. The role of trained and certified persons is vital to any public administration and this factor should never be ignored. As it is universally accepted, the training process means acquiring new knowledge, skills and abilities for each specific task and transferring them continuously to other employees of the organization (Niazi, 2011). Quality services in public administration are closely linked to the skills of public servants who have the main burden of building policies and providing services. Engaging the right civil servants who are capable at performing tasks professionally in accordance with new ways of working and governing through electronic networks is essential (Leitner & Kreuzeder, 2005). In addition to the factors mentioned above, generating new ideas for building and implementing processes is vital. However, creative ideas usually come from gifted individuals who are more specific than others. It is also very important that new ideas are embraced by working groups in public administration. To embrace a creative idea, as West & Berman (1997) says, working groups need understand the contribution to the problem and the solution of the problem. The idea is creative if it is accepted by all and does not create divergences, if it involves everyone in the implementation and it must be ensured that this creative idea is in line with the plans of the organization. To install a creative idea in a collective environment, effective communication is essential. Le Vassan (1994) has stressed that effective communication is certainly an added asset for the organization. It is important to use the technical knowledge to explore a problem and suggest ways of solving it. One must be able to assemble information, analyze it and report the findings in a manner that will lead it to more efficient procedures, better ways of doing things (Puvanasvaran, et. al., 2009). Effective communication can be accomplished by engaging citizens, community organizations, and other organizational institutions in governance and administration, along with building trust among a broad-based citizenry and enhancing transparency, accountability, and ethical behavior (Farazmand, 2009). In order to have a quality public administration, regardless of the administrative level, human capacity, material and financial capacity are always necessary. According to, Andrews & Boyne, (2010), capital management, financial management, human resource management, information technology management, and leadership are all "management systems," and each has an important part to play in delivering high performance.

Results and Discussion

This section presents the results regarding the performance of public administration in relation to lean management CSFs. Table 2 explains the quality of management of the educational process, the organization of citizens' movement and traffic and social assistance. Their responses are presented at three levels; "NO" which means unacceptable level, "N" which means neutral and "YES" which means acceptable level in accordance with the lean management philosophy.

Table 2: *Public administration performance based on critical success factors recommended by lean management philosophy*

CSF / Indicators	The teaching process	Traffic permits for citizens	Social Assistance
ORGANIZATIONAL CULTURE			
Functional structure	YES	YES	YES
Functional systems	NO	YES	YES
Quality operations	N	YES	NO
PROCESSES			
Graphs are applied	NO	YES	NO
They have been visible	NO	YES	NO
Useful	NO	YES	N
LEADERSHIP			
New ideas	N	YES	NO
Cooperation with subordinates	N	YES	N
Ethical and moral norms	N	YES	NO
MANAGEMENT			
Respect for the hierarchy	YES	YES	N
Functional responsibility	N	YES	NO
Supervision and control	N	YES	N
EMPLOYEES			
Responsible	N	YES	NO
Dedicated	N	YES	N
Productive	N	YES	N
TRAINING			
Certified	YES	YES	NO
Knowledge transfer	N	YES	NO
Updated	N	YES	NO
CREATIVITY			
New initiatives	N	YES	NO

Versatile	N	YES	NO
Flexible	N	YES	NO
COMMUNICATION			
Among the competent officials	N	YES	NO
With the public	N	YES	NO
In time, sleek and clear	N	YES	NO
ORGANIZATIONAL CAPACITIES			
Human resources	YES	YES	YES
Material resources	N	YES	N
Financial resources	YES	YES	N

As shown in Table 2, for each CSF, three indicators were applied which were selected when the literature reviewed in the first part of this paper. Based on the results shown in Table 2, this is the interpretation:

The educational process during pandemic in some cases has not performed in accordance with the principles of lean management philosophy. The organizational structure has been functional, but sometimes the system has not functioned properly and as a result the operations have been only about average. Due to numerous limitations such as small meeting rooms, preservation of social distance and lack of public transport, regular meetings of educational staff in the classical form have been held with many shortcomings. Virtual meetings have not been inclusive because some employees have not possessed proper equipments and infrastructure. For this reason, the information was not the same for all school principals and, consequently, neither for teachers, students and parents. Due to their absence in decision-making, many issues were not transparent, accountability was low, and in some cases the involvement of all students and teachers in the learning process was neither fair nor equal. No process maps, graphs or charts that would explain and guide the teaching process have been observed. Webinar-based learning has not been practiced; alternatively, the leadership of the education process at the central level came up with the idea of teaching through television channels. This idea, to some extent, enabled the survival of education, but it was not enough for a quality educational process. At the local level, there have been some leadership initiatives that have encouraged teachers to engage students through online learning, but this has only happened in areas where internet was available, where everyone possessed the right equipments and where teachers possessed the required skills. The educational process is supervised remotely by using e-mail and applications installed on smart phones and laptops. Not everything went well because school principals and teachers who did not have the skills to adapt to information technology-based methods were not productive in this regard. However, in one aspect, the work of the education system is generally considered productive because, it has been achieved that over 80% of students have taken lectures, have been tested, evaluated and graded. This success has been achieved thanks to those teachers who have previously attended trainings and have been able to manipulate information technology equipments and able to perform effective

communication. In many cases, in addition to their duties, some teachers have helped their colleagues by transferring basic knowledge to use information technology-based methods. Also, in some cases there have been creative ideas by some teachers and students where with self-initiative they have managed to successfully develop the teaching process in practical subjects such as music, painting or technology. Most of the education administration officials have communicated with each other through smart equipments and thus have reached necessary decisions and managed to do the work from home, but there have also been those who have not had this convenience. Based on the observations, the administrative and educational staff was sufficient but not sufficiently useful to develop the learning process in pandemic conditions. The educational process has been challenged in material terms because some teachers and students did not have adequate electronic equipments and in some parts of the territory of the municipality the proper internet infrastructure was lacking. Financial resources have been sufficient, despite the pandemic all the staff engaged in the educational process, despite the performance has received the salary that belongs to the employment contract.

Another challenge caused by the pandemic COVID-19 was the restriction of movement and traffic for citizens. For that reason, the public administration was committed to provide citizens with temporary permits only for special reasons. Since the situation was specific, this process was completely managed through the management information system. To deliver this service, the leadership of the emergency task force, in a virtual meeting through the digital platform has established the unit which was responsible to accept and review the requests and also has authorized it to issue permits for citizens to move (travel) in specific cases. Citizens have applied by e-mail; their requests have been accepted and reviewed in accordance with the principles of fairness, equality, correctness, without discrimination and in a transparent manner. Approved permits are replayed by e-mail, notifying at the same time all parties responsible for implementation and supervising the process. To complete the process quickly, a simple process map has been created and published on the website where clear instructions have been given to the citizens on how the process begins and ends. This service is also promoted through social networks. The visibility and clarity of the process has simplified the access and encouraged the citizens to this service, so the applications have been thousands, and thousands of citizens have been able to travel for specific reasons. The whole process is controlled by the supreme authority through remote system access. No one has been denied the right to move and travel, but no one has been allowed to abuse the situation. Each official has performed his / her duty from home (apartment) in full compliance with the working hours and has been correct in reviewing requests on time, quickly and fairly. These officials have been previously trained and certified and also updated with new electronic communication technologies. Since the nature of the requirements has been different, the members of this team have created specific templates for each type and thus have simplified their application and review. They have been creative in communication with the citizens and appropriate to their demands. Application has been made possible from all types of devices; smartphones, laptop, tablets or regular phones. The communications infrastructure was well organized and they were able to receive

and distribute any information in a timely, clear, accurate and without interruption. The team had enough staff, suitable work equipment, and everyone was paid for the work done.

Another very important activity during the pandemic was the supply of humanitarian packages for people living in difficult social conditions. Due to the pandemic, the number of citizens for social assistance tripled, reaching a total of 3,500 families. There was a department responsible for this situation, but the organizational system was not properly organized, so the quality of management was not good. The department made quick decisions without the involvement of competent people. The operations management involved inappropriate persons in working groups, while those who were competent and experienced remain outside. As a result of their absence, some decisions have been contrary to the principles of good governance such as transparency, accountability, responsibility, equality and justice. Data collecting processes on beneficiaries have not been clear, the selection and prioritization of families has not been correct, the accountability and operations reporting processes have not been observed at all. Some individuals engaged in these operations have completely taken ownership without any authorization and the command hierarchy has not been respected. There was no regular supervision, no records were kept for the activities performed and no updates of data were made. Employee engagement in this action has not been in line with ethical and moral norms, e. g. they did not wear uniforms, they did not wear badges and they did not respect the protective measures against the virus. The operation was chaotic and as a result there have been debates and misunderstandings between the employees involved. The persons engaged in this action were not previously trained to act in emergency situations. Employees engaged in this task have not noticed their mistakes, nor has management been able to control, educate, and persuade them to change culturally. There has been a lack of communication skills; the exchange of information with superiors, collaborators and beneficiaries has not happened over time, the operation has not been clear and often not even reliable. However, although this action has been followed by many problems, this has not happened due to lack of human, material or financial capacity, all have been sufficient. There has been a lack of organizational culture that was a result of not applying any standard or management model for excellent governance.

Conclusions and Recommendations

Three important objectives have been achieved in this research, the first is the identification of CSFs suitable for public administration based on the philosophy of lean management, the second is the construction of an instrument that enables the measurement of public administration performance and the third, public administration performance of peja municipality during pandemics has been reported..As for the first point, through the literature research nine CSFs suitable for the public administration in a local government have been identified.Regarding the second point, it was achieved to build an instrument with nine CSFs and twenty-seven indicators, for each CSF three indicators, which have completed the instrument for measuring administrative activities during pandemics.Regarding the third objective,

the report shows that the three services provided by the municipality differ from each other in terms of the quality of service delivery. The services provided in the education process have scored a positive average, the services for issuing travel and movement permits for citizens during pandemics have been optimal and the services for social assistance have been below average in terms of quality of services. Through this research paper it is learned that the nine CSFs are confirmed as essential to provide quality public administration services. The benefit of CSFs has been observed in cases where the quality of the process flow is affected by command chain, when leaders and managers have collaborated, when employees were trained, when there was an appropriate infrastructure and appropriate equipments were used, and also in cases where employees shown good will and creative approach. It is also been observed confusion, ambiguity, complications and lack of trust in cases when CSFs are not used and not implemented in a proper way. With this paper it is learned that the public administration in the future should be prepared to perform important operations and tasks without the need to travel a lot, to spend a lot of money and to waste a lot of time. A lot of work can be done from the office; even meetings can be held without the need to travel from city to city. It is learned that many permits and certificates can be issued without having to come to the municipal offices. Many counseling services for citizens can be provided remotely. TV interviews can also be conducted remotely and awareness campaigns can be conducted through specific social networking platforms, and they are very helpful. Teachers can provide specific and extra services for students through group communication platforms. They can organize meetings with parents and students and talk to everyone in the group at the same time.

Pandemic COVID-19 teaches us that governments, central and local, in the future need to focus more on creating new relationship management policies with citizens. To think about how to educate citizens to receive services through electronic communication platforms. The commitment to seriously embrace a managerial philosophy based on excellent governance standards must be increased. In the future, more training of different types of services based on information technology should be provided for all employees in order to achieve these standards. Organizational culture needs to be improved, management performance and employee engagement need to be motivated and monitored much more and correctly. Higher skills and better knowledge for process engineering are required, and of course material support for public administration needs to be increased. Without wasting time, governments need to think seriously about starting to consider CSFs that lean management philosophy strongly recommends.

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