

VILNIUS UNIVERSITY

Erika RAGAUSKIENĖ

**ECONOMIC ANALYSIS OF STATE PROPERTY AND THE
TRANSFORMATION OF ITS MANAGEMENT**

Summary of doctoral dissertation
Social science, economics (04 S)

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The dissertation was prepared during the period of 2003 – 2011 at Vilnius University

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VILNIAUS UNIVERSITETAS

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**VALSTYBĖS TURTO EKONOMINĖ ANALIZĖ IR
VALDYMO TRANSFORMACIJA**

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INTRODUCTION

Relevance of the topic

State property, as a public good, serves as an essential provision for ensuring the improvement of society's quality of life, the growth of economic welfare, social security, political stability and cohesive development in all facets of life. State property is understood as a particularly important priority in the state's economic policy as it ensures a country's economic prosperity, democracy and the state's obligation to guarantee the wellbeing of its citizens. This is especially relevant in this stage of Lithuania's economic development when factors of the global financial crisis have had a negative impact on the country's social and economic welfare. The economic crisis has given the government and state management institutions the rather difficult task of finding new and relatively significant sources from which the state's budget may be replenished. In recent years it has been decided that these state budget replenishment sources should be state-owned property.

It must be noted that in striving towards the effective use and management of state property first of all it is necessary to have a good command of proper information on state property. Today we face the dilemma (which is essentially repeated in history): should the model for the use and management of state property be reformed to comply with the current information provision conditions of this process, or, should necessary prerequisites be created for the functioning of a new state property management model. The Lithuanian government's two decades in this context have been neither intensive nor productive. It can be said that soon after the declaration of independence a system for the use, disposal and management of state property was officially formed. However its main problem was and remains that no systemic analysis has ever been performed. That is why there were no opportunities to be able to assess how long this system can continue, what its reserves were and its potentials.

The problems of setting the actual value of state property, its effective use and management has been highlighted for many years, yet it remains even today. Property valuation based on market principles is applied only to separate property objects, yet the total value of state-owned property has not been calculated. In this respect this topic is rather complex as it encompasses the variety in property concepts and property classification, methodological aspects of property records and analysis, the property use, disposal and management system, as well as directions in this system's reconstruction.

The research problem and the scale of its research

State property questions have received minor attention in academic literature. A majority of the reviewed literature sources analyze property, or more precisely, its category as a specific academic or field of activity object, and do not cover a category such as state property. In other words, state property and questions surrounding its use and management are hard to allocate to a specific field of economics.

Many Lithuanian academics have analyzed the concept, structure, classification and other questions regarding (non-state) property: Gylys (2008), Martinavičius (2011), Galinienė (2005), Galinienė, Marčinskas, Martinavičius, Valkauskas (2004), Stankauskienė (2007), Jakutytė – Sungailienė (1999), Nekrošius I., Nekrošius V., Vėlyvis (1999), Stačiokas, Jefimovas (2005), Martinkus, Žilinskas (2001), Martinkus, Vaičiūnas, Venskus (2000), Černius (1997), Dauderis (1993), Valkauskas (1979), Gaižauskas, Budrionytė (2003), Mackevičius (2009), Mackevičius, Ragauskienė (2011), Valužis, Genienė, Palubinskienė (2003), Zakalskienė (2002), Konopliovas (1996), Kvedaravičienė (2000), Brzeski, Jaruševičius et al. (2006), Ragauskienė, Svetikas (2007), etc. Among the foreign academics analyzing the afore-mentioned questions, the following are of note: Gilbert (2002), Jeroen (2001), Zom (1916), Berry, Parvis (1994), Pavlova (1995), Larson, Pyle, Zin, Nelson (1987), Kondrakov (2003), Fess, Warren (1987), Fedotova, Utkin (2002), Goremikin (2002), Grabovij (1999), Maksimov (1999), Volkov et al. (1999), Plat (2001), Moon et al. (2001), Wonnacot, P., Wonnacot, R. (1994), Williams (2007), Derkač (2003), Šixmagomedov (2000), etc.

The methodological issues of a country's (national) wealth, and later, state property valuation have been analyzed by these foreign and Lithuanian scientists: Frejmundt (1955), Vainštejn (1960), Kiričenko (1964), Lojter (1974), Valkauskas (1979), Galinienė, Marčinskas, Martinavičius, Valkauskas (2004), Galinienė, Ragauskienė, Deveikis (2011), Mizaras (2006), etc.

However, these authors' studies have given insufficient attention to the analysis of state property use, disposal and management systems and property management strategies. The following have researched the specific characteristics and management strategies of state property management: Batson (1963), Henry (1975), Downs, Larkey (1986), Korsgaard, Sapienza, Schweiger (2002), Cunningham, Woodward, Shannon (2002), Mintzberg (1983), Robbins, Coulter (2006), Certo, S.C., Certo, S.T. (2006), Stoner, Freeman, Gilbert (2008), Diskienė, Marčinskas, Vaškėlis (2008), Cooper, Robertson, Tinline (2003) as well as other scientists and literature sources – Public Productivity Review (1975), Public Productivity Handbook (1992).

In light of the fact that in the studies by the authors mentioned above the research deviates into the analysis of separate theoretical property concepts, classification and management issues, the author of this study had to perform a comprehensive analysis of the main legal acts regulating state property accounting, use and management, and their critical assessment.

Object of the research – state-owned property.

Purpose of the research – to assess the condition of state property's potential, to substantiate its valuation instruments and to suggest necessary changes to the active part of the state property management model. The purpose of this study was determined by the conditions of the accounting, use and management of Lithuania's state-owned property, and the urgent search for possible ways of reforming the entire system.

In order to meet this purpose, the following ***objectives*** were raised:

- To reveal the legal and economic nature of property, and to clarify the similarities and differences of property concepts typical of separate academic fields;
- To analyze the current variety of property classifications, to systemize them according to academic and other fields of activity, property groups and property management principles;
- To present an integrated state property classification system based on specific characteristics (statistical record of the property, type of property, legitimation of the property and property managers);
- To highlight the evolution of Lithuania's national (state) property's calculation, giving a critical assessment of the methodological particularities of accounting;
- To reveal the details of state property accounting and realistic value setting as well the problems that arise, and to perform an analysis of state property values, their fluctuation and structure;
- To assess statistical information on the number of state-managed enterprises, their appointment to certain fields of activity and the reliability of their activity indicators;
- To reveal the details of state property as a management object, assessing the reasoning of the legislative base regulating this property's management, use and disposal;
- To prepare a diagram of the organizational structure of state property management including the functions of state institutions related to the property use, disposal and management system;
- To assess the compatibility of the prioritized state property management instruments, namely the Centralized State Property Management Strategy for 2009–2016 (2009)

and the Concept for Increasing the Effectiveness of State-Managed Enterprises (2010), and to present suitable recommendations;

- To conduct a diagnosis of the attitudes of state property management system representatives towards the necessity/possibility of reforming the state property management model;
- To predict the main prerequisites for the transformation of the active part (property being disposed of by state enterprises) of the state property management model based on the results of empirical research.

Research methods

In order to familiarize myself on the dissertation object and to achieve the set purpose and meet the objectives, information source and information collection, grouping, comparison, systemization, detailing and summary methods of academic literature, legal acts and methodological resources were used. A survey form was used to clarify the opinions of state property management system representatives (Research on the Effective Management of the Republic of Lithuania's State Property). The survey method was chosen as the only one able to give a wide as possible spectrum of comments and recommendations for improving the state property use and management system.

Research resources

In the dissertation, the more significant academic studies of Lithuanian and foreign scientists were analyzed, as well as studies by analysts and practitioners. In order to meet the objectives raised for this study it was necessary to analyze the Republic of Lithuania's legal acts relating to the regulation of state property use, management and other fields of state property, reports prepared by the Department of Statistics, report preparation methods, State Audit Office conclusions, and information from the Centre of Registers and many other institutions (especially ministerial). Noteworthy legal acts: Law on Stock companies, 2000; Law on Accounting, 2001; Law on Property and business valuation principles, 1999; Law on State and municipality enterprises, 1994; Law on State and municipality property management, use and disposal, 1998; and special legal acts: Parliamentary resolution on the "State Long term development strategy", 2002; the Government resolutions on "Certification of the Strategy for centralized state property management 2009–2016", 2009 and "Certification of the Concept for increasing the effectiveness of state-managed enterprises", 2010; State and municipality property statistical research methodology, 2007; International Valuation Standards, 2007, 2009, 2011, European Valuation Standards, 2009, and National Property and Business Valuation

Standards, 2004; Business Accounting Standards, 2004; International Financial Responsibility Standards, 2007; etc.

The research used data from the survey of the opinions of state property management subjects on the current state property management model. Methodological questions regarding empirical research were analyzed in the dissertation based on resources published by Lithuanian and foreign authors: Xellevik (2002), Kardelis (2002), Bitinas, Rupšienė, Žydžiūnaitė (2008), Pranulis (2007), Karlof, Lovingsson (2006), Kegan, Lahey (2001), Korsgaar, Sapienza, Schweiger (2002), Cunningham, Woodward, Shannon et al. (2002).

Theoretical significance and scientific novelty of the research

The innovativeness of the study lies in the fact that the topic “Economic Analysis of State Property and the Transformation of its Management” has never been systemically analyzed before. The research conducted by this author is of a theoretical and applied nature and adds to the development of economic science in these aspects:

- It reveals the importance of state property (especially in stage of economic hardship) – property as an important priority in state economic policy, serving as a guarantee of economic prosperity and ensuring citizens’ wellbeing, and replenishing the state’s budget;
- It conducts a systemic analysis of Lithuanian and foreign academic literature on the topics of property (in general, and state property) concepts, classification, accounting and management. Having addressed the variety in property classifications, a systemized property classification according to academic and other fields of activity, property groups and their management principles is presented;
- For the first time, a systemized classification especially for state property is presented, according to various attributes (statistical records of property, the type of property, the legitimization of the property and its managers);
- For the first time, the evolution of Lithuania’s national property calculation is revealed, distinguishing the main stages and assessing the methodological particularities and problems associated with property calculation;
- A state-owned property record preparation scheme has been produced, orientated at the information needed for keeping records provided by administrative units;
- A Lithuanian state property management organization structure scheme has been produced (combining the managing system, factors, processes and the managed system), encompassing state institutions participating in the regulation of the state property use, disposal and management system;

- Specific characteristics of state property management have been highlighted and detailed, related to the miscellaneous state property structure in which each component requires a different management technology;
- Provisions for the transformation of the management strategy for property disposed of by state enterprises (important state commercial property) have been suggested.

Practical significance of the research

- The state property classification scheme recommended by the author shall allow state institutions to more rationally divide property according to all attributes: the type of property, its legitimization, property management groups and the property's statistical records;
- The analysis of state property dynamics and structure in 2002–2009 can be used by state institutions in practice when making economic decisions regarding property use, disposal and management;
- The assessment of the condition of state property records shall provide reasoning for theoretical and practical specialists in state property accounting to better substantiate financial reports, in order to more closely reflect the realistic value of property, and to more comprehensively and accurately conduct its inventorization and calculate its depreciation;
- The Lithuanian state property management organizational structure scheme shall make it possible to realistically increase the adequate responsibility of state institutions (the Parliament, Government and municipalities, etc.) for state property, to control the processes, actions and decisions related to its accounting, use, disposal and management;
- Having assessed the opinions of individual state property management subjects on the current state property management model and in order to make a crucial breakthrough in the effectivity of state property management, provisions for the rational transformation of state enterprise management have been prepared, which will serve well during the future reforms.

Structure and scope of the study

The dissertation consists of an introduction, four chapters, conclusions and recommendations, a list of literature and the appendixes. The size of the study is 150 pages, with 22 tables, 28 figures, 5 appendixes.

The dissertation’s logical structure is presented in Fig. 1. It shows the consecutive realization of the study’s objectives.

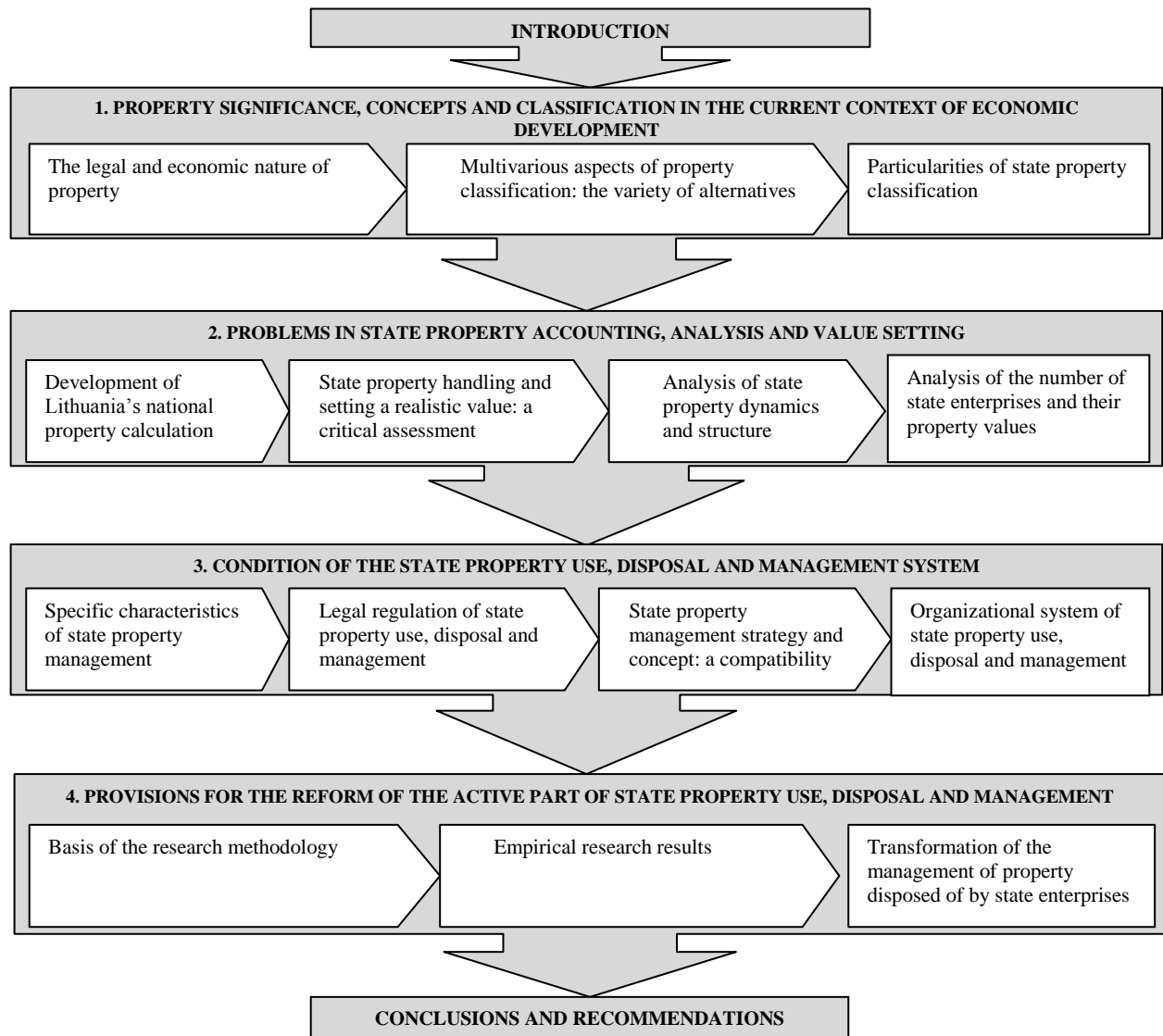


Fig. 1. Logical structure of the dissertation

DISSERTATION SUMMARY

Property significance, concepts and classifications in current context of economic development

In order to reveal the condition of state property use, disposal and management it is important to clarify the nature of property, property concepts and property classifications that are presented ambiguously in various literature sources, and even in legal acts. It could be said that every academic field (law, economics, sciences, etc.) and property management field accentuates categories characteristic to that particular field. An analysis of literature sources and legal acts revealed that property in general does not have a single definition, and in terms of various interests and purposes it can be described in various ways. The variety of property concept explanations is also related to variety property classifications. This naturally has a negative impact on setting a realistic value of property.

How is the concept of property defined, what does it include? Having reviewed the descriptions of property concepts in academic literature, it was noticed that “property” in the legal, economic, physical, social and other senses is understood and described differently. Every academic field, in its description of property accentuates categories and priorities specific to that field. This raises the question: is it at all possible to formulate and present a general concept for “property” and would this be correct? The general concept of “property” would be abstract and would not reflect the particularities of academic or other fields of activity, leaving much room for free interpretation which is not always suitable or beneficial. Nevertheless, it is very important that the same field of activity or inter-related fields would understand and interpret the same object in the same, correct way, at least in that one field.

It is understandable that the number of authors and their studies on analyzing property from various aspects correlates with the number of property classifications. Fig. 2 shows a complex view of the most important property classifications in terms of their multivarious aspects, according to which property classification is analyzed in this dissertation for a specific field or property group.

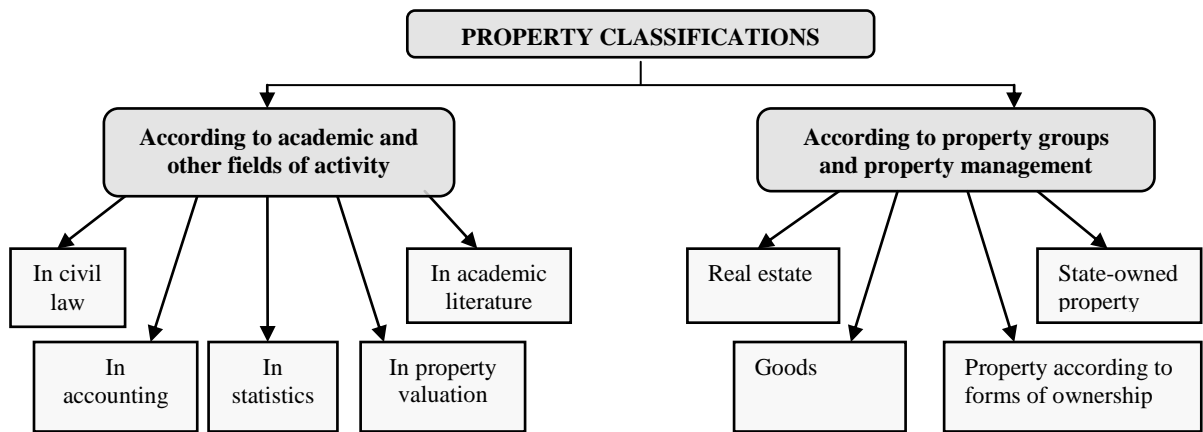


Fig. 2. Multivarious aspects of property classification

Source: compiled by the author.

Many authors refer to the unusual division of things, either taken from nature or things of the material world created by manufacturing, in the *Civil Code*. Specific to civil law and not characteristic to other academic or other fields of activity is the division of things into certain types: modifiable, non-modifiable; consumable, non-consumable; divisible, non-divisible; primary, secondary. The Civil Code of the Republic of Lithuania describes property as an object of civil law relations: *Objects of civil rights shall be things (grouped according to various attributes), money and securities, other property and property rights, results of intellectual activities, information, actions and results thereof, as well as any other material and non-material values.*

In *accounting* property is classified in terms of attributes and priorities characteristic to accounting, for example, in terms of the duration of a property’s use, or the property’s material and monetary expression. It is precisely these attributes that are important to financial accounting. Meanwhile, other attributes are more characteristic to management accounting, i.e., the nature of property use and the level of its completion.

In the field of *property classification in national statistics* a different level of classification is applied than at the enterprise level. The Department of Statistics of the Republic of Lithuania chose a specific means of property classification for the preparation of reports on the country’s national property, and on state-owned property. Even though this department prepares its reports based on the reports it receives from state enterprises, offices and organizations, that in turn are prepared based on financial accounting documents, property classification in statistics is significantly different to that in

accounting, and especially its division of property into two major groups, i.e., non-financial property and financial property.

In the field of *property valuation* property is classified differently than in law, accounting and statistics. In some legal acts regulating property valuation property is divided into material and immaterial, in others, property is described as either a material, immaterial or financial value. These laconic concepts are rarely related to categories such as “value” or “owner”. It is believed that in legal acts regulating only one field, i.e., property valuation, the same concepts should be used, even though these concepts in fact supplement one another. In the field of property valuation property is classified according to other attributes: property mobility – real estate (immovable property), goods (moveable property) and special use property; valuation fields – real estate, goods or business. An object of property valuation is any material or immaterial property, enterprise, or right to property (or a part of a property), if that right can be transferred to other individuals, within the territory of the Republic of Lithuania.

Real estate property in Lithuania makes up most of the structure of national property. This type of property is clearly dominant in the property valuation field (about 75%). Around 20% of all property and enterprise valuations are valuations of goods (moveable property). That is why in this dissertation the author discusses in more detail the specific characteristics of real estate and goods.

Particularities of state property classification. Property whose owner is the state has a specific means of classification, management and accounting. It should be noted that until now, there are no systemized literature sources or like academic studies where contemporary particularities of state property classification, management or accounting are complexly analyzed or described, revealing the concept, structure and use of state property. In academic literature in general little is said about this type of property, its accounting and realistic price-setting problems.

Most often authors limit themselves to legal acts, Department of Statistics reports on state property, the conclusions of the National Audit Office, data from the Centre of Registers or other ministerial attempts at resolving these long-standing problems. In light of the fact that this study’s object of research is state-owned property, in the first part of the dissertation a state property classification scheme created by the author is presented (see Fig. 3), where the separate components correspond to the various attributes discussed in other sections of the study.

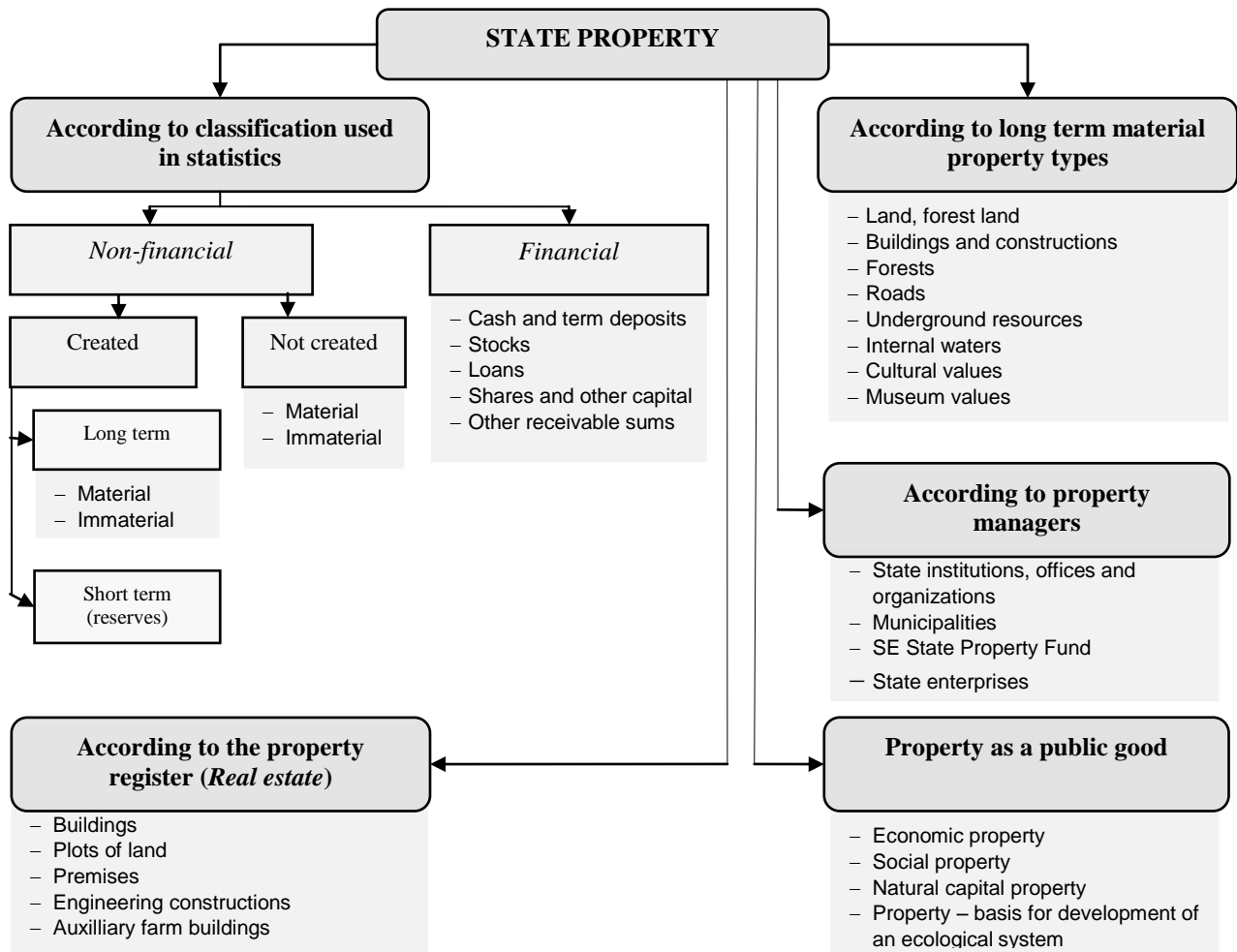


Fig. 3. Recommended state property classification

Source: compiled by the author

Presented in Fig. 3 is a state property classification systemized according to various attributes (a property’s statistical records, the type of property, its legitimization and property management groups). In the classification the concept of property as a public good and components that describe it are also noted. In academic literature when describing a country’s property these aspects are highlighted: 1) *Economic – property*, “national property”, “state property” is understood as the pure value of peoples’, households’ and a country’s property; 2) *Social – property* is a supporting measure for transferring inequality between generations. Important here are property division and sub-division mechanisms, the interests of separate groups, their coordination, and issues of inequality assessment and social justice; 3) *Natural capital – expansion* of the concept of economic property/capital and augmenting it with a natural environment element, understood as the value of existing natural ecosystems and their maintenance; 4) *Property*

as a part of *resources or goods functioning* in a more complex system. Here the property owned is related to the development of the ecological system, comprehensive regional development or even the planning and management aspects of ethical environment resources. From all of this it follows that the complex “measurement” of property is difficult as many of the earlier discussed characteristics of property are hard to evaluate and audit. From an economic aspect, the adequate assessment of the condition of Lithuania’s property (in qualitative and quantitative aspects) is also rather difficult as the existing statistics do not give that information (this is discussed further on in the study). In the remainder of the study, state property is analyzed according to the presented classification.

Problems in state property accounting, analysis and value setting

The audit and valuation of property has deep traditions in international practice. National property was calculated for the first time in 1664 in England, later in 1789 in France, in 1805 in the United States, and in 1864 in Russia. The methodological problems of measuring national property have been analyzed in international statistical congresses since 1853. In 1947 the International Association for Research in Income and Wealth was founded.

Data about national property was presented for the first time in the 1994–1995 edition of the Statistical Yearbook of Lithuania, giving rather general information which set Lithuania’s national property at 129 billion Litas as of January 1, 1996, yet applying the System of National Accounts classification it was valued at over 166 billion Litas. Explored useful mineral resources valued at 47 billion Litas (or 28.3%) dominated in the national property structure, followed by enterprise and company property valued at 39 billion Litas (or 23.5%).

In 1997 and 1998 the Lithuanian Department of Statistics first prepared and published comprehensively detailed bulletins titled “National property of Lithuania”, where a new property classification was presented according to the System of National Accounts (henceforth – SNA). In it property was divided into two main components – non-financial and financial (see Table 1).

Table 1. National property in 1996 – early 1998, billion Lt

Property group	1996	1997	1998
National property, total	192.5	228.9	233.4
Non-financial property	193.2	233.4	240.7
Material property	181.3	219.4	231.1
Immaterial property	0.3	0.4	0.5
Reserves	11.6	13.6	9.1
Values	n.d.	n.d.	0.02
Financial property	-0.7	-4.5	-7.3
Assets	48.5	55.6	57.8
Liabilities	49.2	60.1	65.1

Source: Lithuania's national property, 1997,1998

In the System of National Accounts (SNA) property was calculated, as was mentioned in the first part of the study, based on international property type classifications and should be valued at market prices that applied at that time. Unfortunately, once statisticians admitted that the property being calculated was not the entire country's national property, and that Lithuanian statistics only covered a part of the country's property (hopefully a larger part), after the mentioned two years of attempts the calculation of Lithuania's national property was aborted. It should be noted that the accounting of all property appeared especially problematic also due to the fact that it was conducted differently in various types of enterprises, and not all enterprises had to submit reports on their property. Even the newer property classification did not entirely cover the property of small businesses, equipment, transport, farmers and others.

Considering that the history of calculating Lithuania's national property is relatively young, it could be said that Lithuania does have a national property valuation methodical and organizational foundation, and the SNA is compatible with the European System of National and Regional Accounts. Despite the significant efforts and work, which have delivered corresponding results, due to knowledge-related and perhaps even problems of a political nature, national property indicator statistical publications have been discontinued, along with further national property valuation works, even though calculations of state-owned property values using the SNA have continued for many years.

One of the most important conditions for effective management of state-owned property is knowing what property and what the value of the property is that is being disposed of by the state. Implementing the provision of the Law of the Republic of Lithuania on state and municipality property management, use, and disposal, the Department of Statistics has since 2001 conducted statistical research on state and municipality property based on the State and municipality property statistical research

methods (2007). Pursuant to the methods, statistical research has been conducted since 2001, during which the following parameters have been calculated: 1) State property, state-owned and managed in trust by state enterprises, state institutions, offices and organizations, the Bank of Lithuania and other legal persons; 2) State property managers' (state budgetary agencies' and state enterprises') obligations; 3) State's obligations; 4) Municipality property which is municipality-owned and managed in trust by municipality enterprises, municipality institutions, offices and organizations, self-ruling institutions, offices and organizations, and other legal persons; 5) Municipality property managers' (municipality budgetary agencies' and municipality enterprises') obligations and municipality obligations.

Regardless of the fact that the mentioned methods are regularly improved in consideration of comments by the State Audit Office and the requests of the Parliament and Government of the Republic of Lithuania, in its report conclusions the State Audit Office each year notes that the accounting of state property and the financial responsibility system is not complete; some of the property is not included in the accounting calculations (roads, radio frequencies, air space, etc.); the quoted value of some property in the accounting and financial responsibility statements does not correspond with its real value (some of the property is calculated as an indexed value, and some according to purchase value); some of the state-owned property is not reliably valued in either a quantitative or a value sense (museum values, the state's name, objects of Lithuanian heraldry, the right to the air space above the territory of the Republic of Lithuania), and some of the state-owned property is valued only in a natural sense (the State Land Fund, data about the value of explored useful underground resources, data from forest audits).

State property as a whole is analyzed using the SNA property classification that is applied in statistics and which was discussed in the first part of the dissertation. We should recall that property is divided into two main parts: *non-financial property* and *financial property*. *Non-financial property* can be created or not created. State property can be explained in the wider and the narrower sense, and calculated in natural – objectified, or financial aspects. Data from Table 2 shows the changes in state-owned (in the wider sense) property values and structures.

Table 2. State-owned property in 2005-2009, at year's end, billion Lt

	2005	2006	2007	2008	2009	Change (in 2009 compared to 2005)	
						billion Lt	%
1. Lithuanian Land Fund	80.24	89.08	111.05	114.35	58.18	-22.06	-27.5
2. Closely explored mineral resources	56.05	55.97	58.18	58.34	59.97	3.92	7.0
3. Other non-financial property	19.39	19.89	22.45	25.25	24.65	5.26	27.1
4. Financial property	15.75	19.06	20.54	21.76	24.13	8.38	53.2
Total state-owned property	171.43	184.00	212.22	219.70	166.93	-4.50	-2.6

Source: compiled by the author based on reports from the Department of Statistics

In this dissertation special attention is given to the *analysis of the number of state-managed enterprises and the value of their property*. The state is an important shareholder in joint-stock and closed joint-stock companies and an owner of state enterprises. State-managed enterprises (SME) operate in various important sectors: energy, communications, transport, forestry, etc. According to data from the Department of Statistics, the total work force in Lithuania in 2009 was 1.6 million people. Over 45,000 people worked in state-managed enterprises, or 3% of the total Lithuanian work force.

State enterprises take on various legal forms in different countries. In Lithuania state enterprises are created and established in order to implement important state functions and offer services that enterprises of other legal forms cannot or do not wish to offer. They are established from state property in order to offer public services and combine the state's and the enterprise's interests. A SME is: 1) Legal persons having state enterprise status offering public interests; 2) Stock and closed stock companies where the owner of all or a part of the stocks is the state. Their purpose of activity, as with private legal persons, is to earn profit.

It is noteworthy that statistics on the number of state enterprises and their classification in Lithuania are confusing, and that the information presented by different institutions varies considerably. The SE Centre of Registers is the main source for identifying the number of state enterprises, however the State Audit Office found that the number of registered state enterprises does not correspond with information provided by other institutions. This shows that the owner (the state) does not have accurate information about the enterprises it purports to manage.

Condition of state property use, disposal and management system

It is believed that management practice does not know of a more complex management process than the management of state property. This is due to several reasons.

The first is the structure of state property itself where each component needs a different management technology. According to the formation of state property found and analyzed in the second part of the study, long term material property demands one type of management technology, while immaterial or financial and short term material property demands other types of management technologies. If we consider land, internal waters, forests, parks, underground resources, internal waters of state significance, roads, and moveable and immovable cultural values and monuments, buildings or their parts, constructions and equipment as objects only under management as state long term material property, then we would see a necessity in forming independent management systems, which, incidentally, are regulated by different laws and implemented by different state institutions. The second reason which follows from the latter is the objectively dependent different level of centralization of separate state property types. For example, state roads are managed in trust by 11 state enterprises, while state forests are managed in trust by 42 state forest enterprises. The third reason is the different goals that the state sets for each type of property's management.

By systemically describing the management goals of all state property they can be divided into the following main blocks: political, economic, social, defence, cultural (when applying to separate types of property they can be detailed further). In the broader sense, we should keep in mind the guarantee of achieving socially significant goals.

The Law of the Republic of Lithuania on the management, use and disposal of state and municipality property regulates the general order and conditions for state and municipality property management, use and disposal. Special separate laws on the management of state property types which determine the management, use and disposal procedures for certain types of state property, their conditions and particularities are: the Land Law and other post-legislative acts; the Forests Law and other post-legislative acts; the laws on Cultural values, Museum values, Financial property – cash resource funds, state-granted loans, etc. and other post-legislative acts. The laws of the Republic of Lithuania and other legal acts regulating the management of state enterprises and their activities are very important.

State property only becomes a factor influencing a nation's welfare if an adequate management strategy is chosen. In the long term strategy for the development of Lithuania's economy, unfortunately, there was no room for our national (or at least the state's) property. There was not even a management concept for that which we call our national property (nor even for all state-owned property). It is hoped that only the current economic crisis which forces us to search for new, alternative instruments for resurrecting the economy and quality of life shall give us a new orientation in solving these problems.

In this respect, worthy of mention is the resolution of the Government of the Republic of Lithuania “On certification of the Strategy for centralized management of state property 2009–2016” (2009, henceforth – the Strategy) and the resolution “On certification of the Concept for increasing effectiveness of state-managed enterprises” (2010, henceforth – the Concept). These documents reveal the reasons that have determined the necessity of increasing the effectiveness of the state’s real estate (from the one side) and state-managed enterprises (from the other side), and of affirming principles for increasing the effective use of state property.

In the end of 2009 the matter of searching for an effective state-owned property management model started being actively deliberated. The search for this model is being conducted in two directions: from the one side (guided by the Strategy), finding ways of effectively managing the state’s real estate, and from the other (guided by the Concept), by giving most attention to increasing the effectiveness of state-managed enterprise activities and their use of state property (their results). In the first case it is the Ministry of Finance that is responsible, and in the second – the Ministry of Economy. The links between the Strategy and the Concept are presented in Fig. 4, created by the author. They are rather important documents offering great expectations for increasing the effectiveness of state property management, however, in the author’s opinion, they are not coordinated with one another.

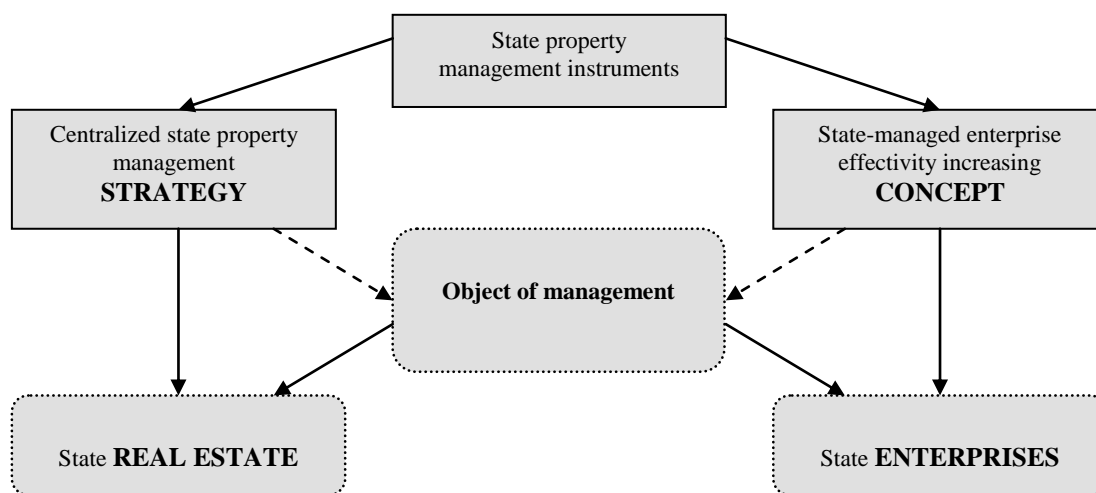


Fig. 4. State property management instruments

Source: compiled by the author

Assessment of the main provisions of the centralized state property management strategy 2009–2016. The Strategy foresees achieving more rational and effective management of state property by improving the legal and administrative systems which would make it possible to realize the planned centralized state property management goals and objectives of this strategy.

Two crucial points in managerial initiative in this document draw our attention: 1) the confinement to only one part of state property, which while being very important is at the same time easier to realize; 2) the accentuation of a centralized state property management idea. Or the acknowledgement that creating a management system for all state property is difficult and/or impossible. Yet there are attempts at initiating a conceptual swing at least in terms of the management of state property. In a management sense, a positive sign is that the authorized Strategy legitimized a general institution for the formation of state property management, use and disposal policy. However its powers are limited: to improve the legal base, to manage the state property information search system, to coordinate the preparation of state property reports and present them to the corresponding institutions functioning as state property owners. These could be seen more as the functions of a state property management information centre. Incidentally, when describing the directions of centralizing the state's real estate management, it is recommended that this institution be authorized to participate in forming the state's real estate management, use and disposal policy. And an important function from a management aspect should be added, namely the supervision of the centralized state property manager's activities. However this function is related to two important restrictions: immunity against corruption and a methodological supervision concept. On the one hand it will be necessary to survive reconciling with the current unsatisfactory situation in state real estate management. On the other – to form and apply adequate standards that make the supervisory function meaningful. On this note it is vital to mention that in the strategy being assessed there is no talk about motivation for the staff of this institution. It is believed that in detailing the provisions for this part of the state property management strategy it is crucial to include regulations for encouraging the effective implementation of the supervisory functions.

The Strategy's vision, strategic goal, aims and objectives formally comply with documents of a similar nature in their expression, as provisions for effectiveness, rationality and optimality are used as a foundation. However in the Strategy's implementation stage there is a lack of not only formal but also very specific instruments for measuring the achievement of the said aims and objectives. Will it be clear in every

case how the results shall be assessed (measured) in achieving one or another aim or objective? Answers to similar questions should lie in the Strategy's implementation assessment criteria, which along with the document's text would allow for the regular assessment of the improvements achieved. The selected criteria are exclusively quantitative, which naturally makes their application easier and shall provide information on the course of the reform. However, some of the presented quantitative criteria again only reflect nothing more than the Strategy's essence.

What is positive is that the Strategy is based on the practical analysis of many European Union countries' application of a centralized management model. Yet it cannot be said that all the countries suit the comparative criteria (country size, state property management traditions, management culture, public influence). On the other hand, how separate countries manage their real estate is presented in somewhat different information packages, in some cases they are comprehensive and relevant to Lithuania's situation, in others it appears as if the information has been presented purely to represent an example. The state real estate management experiences of other countries is not always related to centralization.

Assessment of the main provisions of the concept for increasing the effectivity of state-managed enterprises. State enterprises conduct their activities in line with the Law on State and municipality enterprises (1994) and legal acts regulating their activities.

At present, the management of each state enterprise features the participation of an institution which sets the state enterprise's activity guidelines. It was mentioned that there are 21 institutions and offices that carry out the rights and duties of a state enterprise owner. It was also mentioned that state enterprise activity results are poor, and the financial returns of many enterprises are considerably lower than the European country average. Thus, in order to increase the effectiveness of state-managed enterprise (SME) activities, the Government of the Republic of Lithuania passed the SME activity transparency guidelines and the SME effectiveness increase concept which foresees the main principles and directions for reforming SME management: 1) Ensuring the transparency of enterprise activities (the implementation of the prepared transparency guidelines); 2) Separation of ownership and regulation functions, the appointment of professional boards independent of other political interests; 3) Setting clear activity goals and financial indicators for enterprises to strive for and controlling their implementation.

Just as with preparing the "State real estate management strategy", so too with preparing the "Concept for increasing the effectiveness of state-managed enterprises", the experiences of other countries in this field were also analyzed. Different countries have

different ways of organizing and allocating ownership rights and duties, however three main state enterprise management models were distinguished: a decentralized, a double and a centralized model. The Decentralized (sectorial) model is where the owner function is given to the ministries (typical in post-Soviet countries, thus so too in Lithuania), yet usually a coordinating ministry is appointed that is responsible for cooperating with the other ministries; the Double model is where management responsibility is shared by the sectors and the coordinating (central) ministry, usually the Ministry of Finance; the Centralized model is where one ministry implements most of the state-managed enterprise owner's rights and duties (often the Ministry of Finance). It is noteworthy that many countries went straight from a decentralized model to the centralized model, by-passing the double model (the Netherlands, Denmark, Norway, Sweden, the United Kingdom, France, and others). Lithuania should be included among the countries that practice a decentralized state enterprise management model, because, as was mentioned, there are as many as 21 institutions that carry out the state enterprise owners rights and duties. With the decentralized management model there should be one additional coordinating institution which would attune and coordinate the policies of different ministries in implementing the owner's rights and duties. It would also be responsible for creating the general state enterprise management policy and its strategic guidelines. Lithuania has not had such a coordinating institution thus far, which is why a state enterprise management policy has not been created and why the state does not have a general idea about the activity results of state enterprises.

The management of state property in the broad sense could be understood as a management system which consists of *a managing system – actions and processes* – and *a managed system*. According to this system, in the author's view, an organizational scheme of the management system of Lithuania's state property use, disposal and management could be created (Fig. 5).

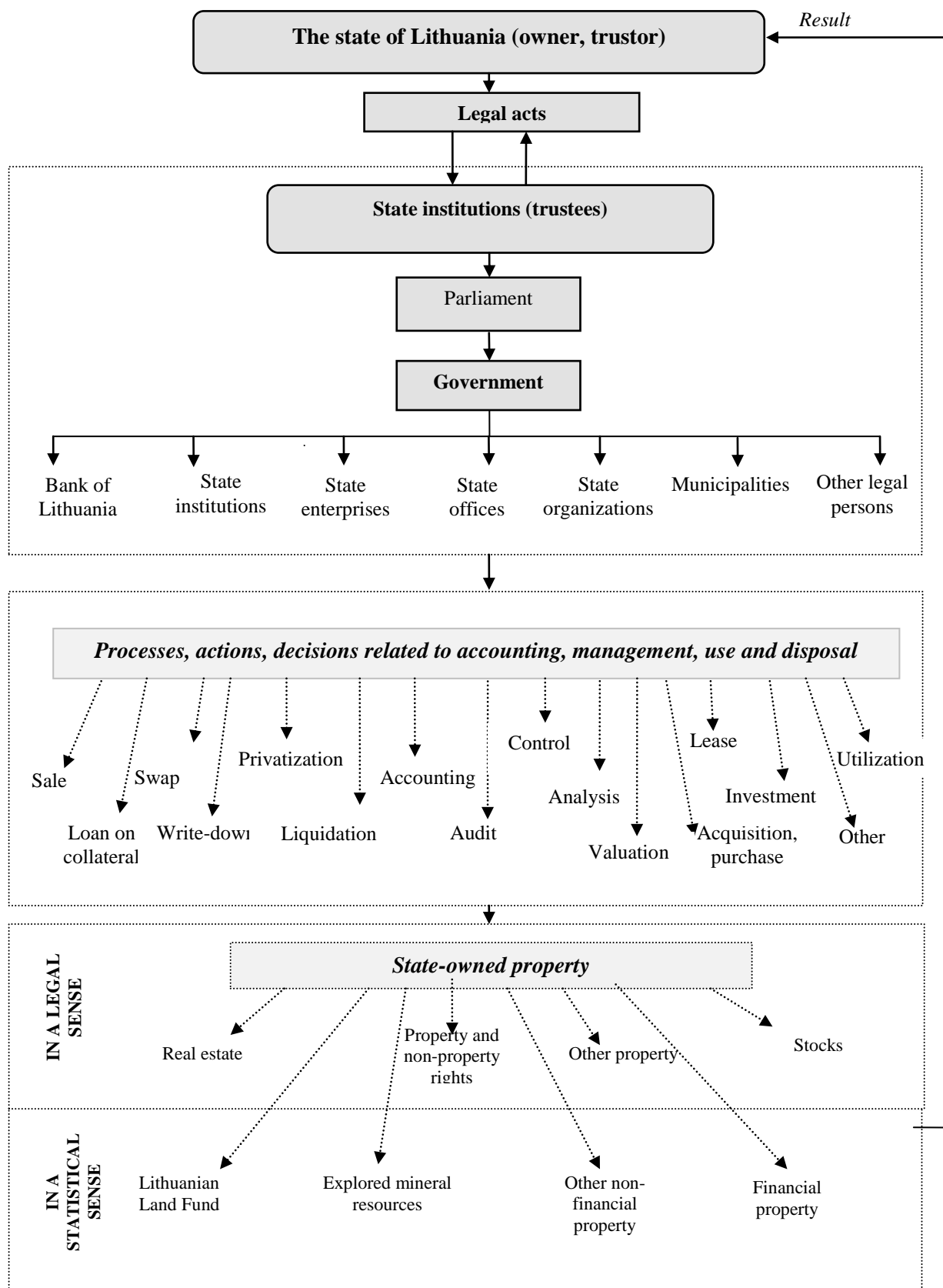


Fig. 5. Organizational scheme of Lithuania's state property management system

Source: compiled by the author.

The managing system within the Lithuanian state property management system is made up of two parts: the Lithuanian state (as owner and trustor) and its trustees (various state institutions). A hierarchy exists within the trustees group as well. The Law of the Republic of Lithuania on State and municipality property management, use and disposal sets out that the Parliament and the Government carry out the functions of the state property owner. In carrying out its owner functions, the Parliament accepts legal acts, i.e., laws, wherein the principle provisions for state property management, use and disposal are outlined. In one of the laws, the law of the Government of the Republic of Lithuania, the Parliament delegated the Government the function of disposing of state property, and designating the order for property management and use abiding by the laws in place. Thus, by passing resolutions the Government regulates the transferal of state property to suitable subjects who in trust gain the right to manage, use and dispose of it according to the predetermined order for its management, use and disposal. State property is transferred to the nominated subjects in the following ways: *in trust, according to lending rights or the lease of state property.*

The information collected by the author shows that the functions of state institutions concerning the management, use and disposal of state property are scattered and not inter-related and that the circle of institutions participating in the regulation of the means of managing the state's real estate as set out in the Law on State property management, use and disposal is very wide. The contextual content of the Law suggests that the main state property manager should be the state enterprise State Property Fund, i.e., the enterprise created especially for this purpose, i.e., the auditing and management of state property and the representation of state interests during its use, its disposal and its privatization. However, as the statistical data from recent years shows, a large part of state property is not concentrated in this enterprise.

An obviously decentralized state property management model is in place in Lithuania, something which is entrenched in its structure and the state's management organization, in which according to the Law of the Republic of Lithuania on Public administration (1999) a public administration subject administering the provision of a certain public service cannot themselves provide that service.

However, despite what state (municipality) property management model is applied, it is necessary to comply with certain principles when managing, using and disposing of this property. First of all, when using this type of property striving for public benefit should predominate – that is, any use of state property should ensure the satisfaction of public interests. Secondly, any actions related to state property management need to be effective

and aim at providing maximum benefit to society. Thirdly, state property needs to be managed rationally – it should not be squandered, it needs to be conserved and disposed of sensibly. Fourthly, when entering into state property trade deals, the public law principle needs to be adhered to – all agreements need to comply with legal acts regulating the disposal of state property. These principles apply for all types of state property management: the in trust management of state property, the acquisition of state property according to a lending contract, the lease of material state property, the renewal of state property, the transferal of state property ownership to other subjects and for the investment of state property. The conclusion that follows is that the management of state property in the broad sense is a particularly difficult process consisting of a managing and a managed system as well as numerous actions and processes covering property accounting, audit, control, use, disposal, etc. The complexity of state property management is also determined by rather difficult legal regulation, and an abundance of special laws and post-legislative acts for the management of separate types of state property.

Provisions for the reforms of the active part of state property use, disposal and management

Methodology of the empirical research and the most important results. In this dissertation the author maintains the position that in order to transform the system of state property use, disposal and management and to ensure meeting the planned objectives, it is necessary to ensure favorable attitudes amongst the subjects participating in this process. Which is what the goal of this empirical research stemmed from: a diagnosis of people's attitudes who participate in the management of state property. In this case, the subjects of this system that were to be analyzed are as follows: 1) the Ministry of Finance, the Property Fund and Property Bank who are responsible for the state property management strategy; 2) the Environment, Energy, Communications and Economy ministries that carry out the state enterprise owner's rights and duties; 3) the managers of state enterprises. In light of the research goals and the complexity of organizing the research a formalized survey method of respondents was selected. As there are three groups of respondents who participate in state property management who carry out different state property management-related functions and have unequal authorities and responsibilities, three different varieties of survey forms were prepared.

In should be noted that in all cases the topic of questions for each different survey group was related to the relevant legal acts that detail each of their authorities and responsibilities (the Law of the Republic of Lithuania on State and municipality property

management, use and disposal, 1998; the Law of the Republic of Lithuania on State and municipality enterprises, 1994; the Resolution of the Republic of Lithuania “On the certification of the centralized state property management strategy 2009 – 2016”, 2009; the Resolution of the Government of the Republic of Lithuania “On the certification of the concept for increasing the effectiveness of state-managed enterprises”, 2010; and others). However, note that in this context (the legal regulation of each respondent group’s authorities and responsibilities) the surveyed ministerial and organization specialists were identified as experts. The intent was to increase each respondent group’s motivation to participate in the research by disassociating them from their personal experience.

As the number of individuals directly employed in state property management is limited (43 specialists from the first group, and 125 from the second), the survey encompassed the total general sum. In searching for a compact activity profile and relatively numerous research object, the forestry sector was selected for the third group of respondents, surveying all 45 state forest enterprise heads.

The survey conducted showed that of all the factors influencing the effectiveness of state property management, the least influential factor is state property renewal and development (6.7 out of a 10 point scale), while the most influential factor is the selected state property management concept (8.7 points). Of all the operations related to state property management, the quality of the state property information search system received the lowest rating (4.9 points), and the highest – the quality of state-managed real estate valuation (7.6 points).

The experts noticed that the renewal of state real estate should be guided by state interests, not those of separate institutions, eliminating the interference of politicians and increasing the responsibility of all participants in the real estate renewal process. A more rational privatization of state-owned property was accentuated, along with clearer regulation of the allocation and maintenance costs of premises (objects) granted for lending.

Transformation of the management of property disposed of by state enterprises. The foundations for the current state enterprise management system were determined by the Law of the Republic of Lithuania on State and municipality enterprises passed on December 21, 1994. Pursuant to this law, the institution implementing enterprise owner’s rights and duties was granted particularly broad-ranging authority. The strategic competency subjects in the management of state enterprises became the ministries. Another important characteristic is noteworthy – the formation of enterprise management boards from among specialists in the ministries and the gratuitous activities of these board

members. And only from 2007 did the possibility of setting qualification requirements for board members become legally guaranteed.

Due to the position they hold in the state enterprise management system, experts from separate groups give an unequal assessment of the current state enterprise management model (mentioning its advantages and disadvantages, see Appendix 5 in the dissertation) and see somewhat different conditions for the reform of this model. The dividing line for all expert groups was the centralization – decentralization dilemma, or the possibility of centralizing separate management functions. It is understandable that each group of experts in accordance with their current and prospective position in state enterprise management would give an unequal expression of both their attitude towards the centralization of management, and the purpose of centralizing separate functions. If a relative management functions centralization score were to be calculated for each respondent group according to its point rating, we find that specialists from the Ministry of Finance show a 6.9 point coefficient, other ministries – 6 points, and state forest enterprise heads – 3.5 points (see Table 3).

Table 3. The distribution of respondents’ opinions on the possibility of centralizing separate management functions

Line	Management function	MF*	M**	SFEH***	Point average
1.	Setting the enterprise structure	5.9	5.4	3.0	4.7
2.	Selecting the audit enterprise	6.1	7.7	5.5	6.4
3.	Staff selection and training	6.3	5.6	2.3	4.7
4.	Handling the enterprise’s accounting	6.8	6.1	3.2	5.4
5.	Distribution of profits (losses)	7.0	5.7	3.0	5.2
6.	Appointing enterprise heads	7.1	5.4	3.3	5.2
7.	Arranging annual property acquisition and loan plans	7.1	5.5	2.6	5.1
8.	Formation of enterprise management boards	7.2	5.3	3.0	5.1
9.	Setting the rules of employee remuneration and bonus pay-outs	7.2	6.8	3.7	5.9
10.	Setting enterprise activity indicators	7.7	6.8	4.7	6.4
11.	Strategic planning	8.4	6.1	4.6	6.3
12.	Point average	6.9	6.0	3.5	

MF* - Ministry of Finance, Property Fund and Property Bank specialists

M** - Specialists from each of the Environment, Energy, Communications and Economy ministries

SFEH*** - representatives from the State Forest Enterprises

Source: compiled by the author based on the survey data.

It is believed that the specialists from the Ministry of Finance, the Property Fund and the Property Bank are psychologically more ready to take on the strategy forming mission than the other specialists. Other ministry specialists, being representatives of central state offices, are undoubtedly supportive of centralizing management functions – something that we cannot see after surveying the forestry heads (who are, incidentally, already dissatisfied with the current external influence on their enterprises).

According to the separate management functions, the attitudes towards centralization are also rather disbalanced: most endorsement is given to setting enterprise activity indicators, selecting the audit enterprise and to strategic planning. Or the opinion was expressed that strategic management be within the exclusive competency of the property owner. Least significance in the possible centralization of management functions was placed on setting the enterprise structure and staff selection and training. However, attention should be given to the assessment of two also rather “sensitive” functions in state enterprise management – the formation of enterprise management boards and the appointment of enterprise heads, which ended up in the middle of the assessment of all analyzed functions. The same, incidentally, was said by all respondent groups.

The reform of state enterprise management is rather difficult, demanding a particularly systemic and detailed approach. That which is today presented in the Government-certified Concept (Resolution of the Government of the Republic of Lithuania “On the concept for increasing the effectiveness of state-managed enterprises”, 2010) makes it possible to assess the scale of the transformation of the management of all state enterprises and to envisage its essential points of leverage. Yet in this dissertation this Concept is assessed in terms of its systemization and conceptuality details. First of all attention is given to the description of the strategic planning subject, which is illustrated by the Lithuanian forestry sector in this study. Who or what guiding principles can create a rational strategy for the Lithuanian forestry sector (pursuant to which activity indicators for the state forest enterprises could also be formed)? It is unlikely that this would lie within the competency of the Finance or Economy ministries, although any of the country’s economic sector strategies cannot be formed in isolation from the entire economy’s development strategy. In the case being analyzed, it is important to substantiate a specific business sector’s development strategy scheme. SWOT methods need to have a crucial position in this scheme. Who should perform the forestry sector’s SWOT analysis? According to the customary scheme when preparing national economic development strategies, specialists and scientists from the corresponding economic sector’s state institutions are consulted. Professional competency is mandatory for those involved in

such expertise-related tasks. But as in any field using human resources, motivation is necessary for the SWOT analysis, as otherwise psychological subjectivity will naturally be expressed in the assessment of the sector's strengths and weaknesses. SWOT analysis methodology requires, it appears, a rather simple thing: the strengths, weaknesses, opportunities and threats of any separate sector need to have a corresponding suitable comparative benchmark. If one does not exist the SWOT analysis becomes somewhat disconnected from reality and the realistic view of a development trajectory, and naturally, from catching sight of tomorrow's perspectives. Thus the question relates to selecting the right kind of analogue country, which in terms of each economic sector can be different. In searching for a suitable comparative base for the Lithuanian forestry sector we must evaluate at least these selection criteria: 1) the country's territory and its forest cover; 2) forest structure according to tree types and maturity; 3) the farming culture; 4) society's attitudes towards forests.

Of course, we can also be guided by the most acceptable activity criteria of separate countries' forestry sectors: the country's high forest cover, the domination of economically valuable tree types and so on. But this would be an unrealistic and unattainable country standard which would transform the strategic planning into nothing more than a bureaucratic procedure.

Having selected an analogue country's (or simply an analogue's) parameters the strategic planning specialists would simply need to place the Lithuanian forestry sector in an adequate position on that country's development trajectory. Yet it must be stressed that this decision could be simplified if the selected analogue country's forestry development strategic guidelines were known. I.e., it would be useful to become familiar not only with yesterday's achievements, but also with future projections, taking into consideration the realistic problems in attaining such information. But at the international agreement level, a mutually beneficial exchange of experts' opinions would be possible (between Lithuania and the analogue country). Foreigners could, incidentally, from their outside position unhindered by any personal obligations to any particular economic sector, share their constructive thoughts on the strengths, weaknesses, opportunities and threats of our country's economic sectors.

This could be an optimal SWOT analysis scheme in which state enterprise management boards could also be positioned. The latter would need to remain as strategic planning subjects preparing the enterprise's strategy according to their understanding and interests. Otherwise, a double direction interdependent type of strategic planning could be an option: a group of specialists representing the state's interests could form the activity

strategy of each state enterprise, and the state enterprise management board could independently prepare, in their view, a suitable enterprise strategy. Having prepared both versions of the state enterprise's strategies, a coordination of positions would follow, reaching a compromise at each step of the way. The latter position could also be reflected in the Concept in certifying the strategic competency of state enterprise management boards. The boards would of course consider the content of the strategy prepared by the group of specialists representing state interests, and be more professionally prepared for the coordination of positions. In other words, the formation of a state enterprise management board, even of alternative strategic planning subjects, would increase their motivation. It would make sense to be guided by the predetermined presumption that a state enterprise's management board should consist of professionals forming encouragement mechanisms suited to the specific nature of their activities. Another especially significant provision for the qualitative transformation of state enterprise management would be the rational order of appointing board members and its chair. In the Concept it is said that the implementation guidelines of ownership rights would determine the transparent selection order of candidates for management organs (i.e., applicable to both enterprise board members and their chairs). In addition, the selection criteria for board members is also detailed somewhat: the candidate's prepared enterprise business plans would be considered, as would their responsible market and enterprise business environment analysis. Much attention would be given to the candidate's ethical reputation and avoidance of potential conflicts of interests. From this arises the necessity of balancing between the possible variants for management board member selection (of which there are in fact only two: a) competitive selection, or b) based on political protection). Just what the competition would be orientated at lies in the stress on enterprise business plan preparation, and their understanding of the internal and external enterprise environment. I.e., an orientation towards so-called homework competitions where all candidates prepare their projects in advance, revealing their professional outlook, ability to envisage new opportunities and so on. This is in fact a suitable candidate selection method on the conditions that: 1) the candidates will truly independently prepare their homework without seeking external assistance; 2) the assessment system for rating candidates' prepared work needs to be methodologically clear; 3) the homework assessment system itself needs to be anonymous. Considering the relatively small scale of such selection procedures, it would make sense to use temporary expert groups consisting not only of people from the state service.

A problem remains in the candidates' ethical and reputation aspects (a possibility of potential conflicts of interest can be founded on a sufficient informational base), where there are no methodologically complete diagnostic instruments. This shortcoming (apparent after collecting the necessary biographical facts of the candidates) can be overcome by a more complex candidate selection procedure, using a wider circle of experts. During it there can be: 1) checks made on the candidate's professional competency; 2) a personal diagnosis of the candidate; 3) voice analysis technologies can be used; 4) a group discussion. Every stage of a similar selection procedure raises specific yet important goals. First of all, the candidate's professional competency can be diagnosed by giving them a formulated problem (which of course would comply with the details of the enterprise's activities) which needs to be solved within a fixed period of time (as a rule, up to one hour). In cases where the candidate's knowledge of a foreign language or information technology needs to be tested, the task could be completed in the required language on a computer. Secondly, considering that the enterprise's management board could be interpreted as a team, an important thing for each member are the components of his personal structure that would have a significant impact of the team's activities. Thirdly, in cases where strategic state objects are concerned, where the board member's moral ethical characteristics could become an important risk increasing factor, voice analysis technologies could be used. Fourthly, a group discussion allows for the assessment of not only each candidate's professional competency (their ability to operatively react to the presented situations, or tests), but also his communicative potential and ability to work as part of a team.

When talking about the appointment of management organ members of state-managed enterprises in the Concept, it is basically board members who are being referred to. The appointment procedures for state enterprise chairs remains unclear, or to be more precise, the essential question of who shall appoint enterprise chairs? However, pursuant to the logics of organization management and the Law of the Republic of Lithuania on Stock companies (2000), the enterprise chair is selected and revoked by the board. This type of logic does not allow for the disruption of the chain of managerial responsibility in the management system: every link in the chain of management needs to take on adequate responsibility without passing it on to the next level of management. I.e., if an enterprise finds itself in an economic dead end, the board needs to acknowledge the errors in its strategic decisions (the appointment of a chair, or formation of the strategy). In this case, if the owner appoints both the board and the enterprise chair, the managerial responsibility (especially if the owner also formulates the enterprise's strategy) would fall on the owner's shoulders in a crisis.

On the other hand, it is debatable whether in all cases (except in enterprises of strategic significance) it is necessary to form boards in state enterprises. The Law on Stock companies leaves the stockholders themselves (i.e., the enterprise owners) to choose a company management model: from a “general meeting of stockholders – supervisory board – management board – chair” to “general meeting of stockholders – chair”.

Finally, we could also discuss enterprise board members who have work relations with the enterprise, and those who do not (i.e., whose receive bonuses for the work they do). Board members who are bound to the enterprise with work relations, as practice shows, keep to a safer strategy and their management decisions, as a rule, are less risky. On the other hand we could also talk about enterprise boards that are orientated towards the so-called partnership model (in the formation of enterprise boards priority is given to the representatives of activity partners) and the free model guided exclusively by the candidates’ professionalism criteria. These are questions requiring an answer and, it is hoped, a definition of practical experience allowing for the identification of the advantages and disadvantages of separate alternatives. We cannot disregard the idea either that the owner must be able to select one or another state enterprise formation model, considering the specifics of a separate activity sector (or even enterprise).

It is understandable that in order to transform the management of state enterprises into orientating towards producing a significant increase in effectiveness, it is necessary to assess not only these factors. There are the so-called constantly expressed factor groups, of which the most important are the responsibility and motivation of the management apparatus, and adequate combinations of the two. These are fundamental and universal problems in each human activity, the solution of which in state enterprises demands searching for new resolutions (in order to make a breakthrough in state property management).

Conclusions and recommendations

1. In order to make an academically sound assessment of the current potential of state property use, disposal and management, the legal and economic nature of property was analyzed, and the similarities and differences of property concepts typical of separate academic fields was clarified. It was found that in various literature sources and even legal acts, the property concepts presented are ambiguous and mostly relate to a specific academic field (law, economics, sciences etc.) and accentuate categories typical of that field. The analysis of literature sources and legal acts showed that all property in general

does not have one single definition, and in terms of various interests and goals, it is described in various ways.

2. The existing variety in property classification was analyzed, related to property accounting, property management functions, separate property groups and property functioning at a macro and micro level. It was found that the variety in property classification and its incompatibility often influences inaccuracies in state property transactions and values. In the study, the variety of property classification was systemized according to academic and other fields of activity, property groups and property management principles.

3. It was found that up until now there have not been any systemized literature sources or according academic studies in which the particularities of *state* property classification, management and accounting in particular would be complexically analyzed and summarized, thus revealing the concept, structure and use of state property. In academic literature in general very little is written about this type of property, and the problems found in accounting and realistic value setting. That is why, having conducted a comprehensive analysis of the existing literature sources and legal acts, the study presents an integrated state property classification system according to meaningful attributes (property statistical records, property types, property legitimization, property managers), based on which an analysis of the present condition of state property was conducted.

4. The evolution of Lithuania's national (state) property calculation was revealed, critically analyzing the methodological shortcomings of its accounting procedures. Three evolutionary (development) stages were distinguished. The calculations from the *first* stage, starting in 1988–1989 were marked by the statistical work practices that dominated in the Soviet period, based on centralization principles and the predominating Soviet statistical methodology. The *second* stage, from 1997–1998, was when the Department of Statistics of the Republic of Lithuania first prepared and released the publications "Lithuania's National Property" which presented a new property classification according to the System of National Accounts. In the publications property value was detailed in various layers according to institutional units (who were responsible for the disposal of property), however no useful analysis existed in this period either. The assessment criteria for the component parts of national property and value calculations were based on practically the same balance value setting methods that in no way related to property valuation based on market principles. Once the statisticians acknowledged that the property that had started being calculated was not in fact all of the country's property, and that the accounting of all national property was especially problematic, they limited themselves to calculating only state-owned property based on SNA property valuation

methodical and organizational principles. This stage is continuing and at present property statistical research methods and the state property report preparation system is being improved, however, the shortcomings that characterized the earlier stages have not been avoided (some property has not been included in accounting, some of the property's indicated value does not correlate with its real value, some has not been valued in either a quantitative nor a value sense, some has been valued in only a natural sense, etc.) and the accounting system's disadvantages remain. The *third* stage is considered to have started from 2009. This was the period of state property valuation which was more related to searching for ways of increasing the effectiveness of the use and management of the active part (commercial property) of state enterprise properties.

5. The analysis of the specifics of state property accounting and realistic value setting, and the analysis of state property value, its structure and change showed that even today the value of state property does not reflect its true market value. The true value is the sum for which property may be sold, exchanged for property or services, or for which a mutual agreement between unrelated parties intending to sell or buy property may be calculated, or be counted as a mutual agreement. It should be noted that some state property has still not been inventorized or included in state registers or accounting calculations, which is why it does not appear on the financial reports of state institutions, offices or organizations. Depreciation is not calculated for all property, and some of the financial property appearing in accounting is irredeemable property (sums outstanding from insolvent debtors, bankrupt enterprise shares, etc.). The annual state property reports are more statistical in nature than accounting-related. Property statistics themselves are rather incomplete and fragmented. When the assessment of state property has been performed, it is seen as the entirety of collected things, ignoring the question of how all the property functions and how effectively it is being used.

6. Statistical information about the number of state-managed enterprises was assessed, as well as their ascription to a particular field of activity and their activity indicators, which revealed that the state does not have accurate data on the value of property managed in trust by state enterprises, and that it does not have the right information regarding the number of enterprises it owns. Enterprise classification statistics in Lithuania are confusing, and the information presented by different institutions and offices is quite different, which in the end reduces the Government's aims at effectively managing property, as only that which we have complete information on can be rationally managed.

The commercial property being disposed of by state-managed enterprises is an especially important part of state property, even though its property value does not reach

even 10% of the total value of state property. State enterprises have a great influence on the country's economy and the main infrastructure sectors, and create many jobs, employing around 3% of Lithuania's total work force. During the period of economic hardship the use of this property became a particular concern, i.e., the financial results of state enterprise activities, their financial contributions to the state's budget. That is why the dissertation's empirical research is in a major way related to explaining the mechanisms that guarantee the effective use and management of property disposed of by state enterprises.

7. Having revealed the specific details of state property as an object of management, the conclusion that is reached is that in Lithuania after the declaration of independence a management system for all of the state and its property was formally created, and the following two decades were neither intensive nor productive in terms of improving this system. The main disadvantage of this system was that there was no comprehensive analysis or control in this field, which is why there was no opportunity to assess whether the system was justified, or what its reserves or potentials were.

We can conclude that in management practice there is no more complicated management process than state property management. This relates to several reasons. First is the structure of state property itself, where each component requires different management technologies. According to the analyzed state property structure, long term material property requires one type of management technology, while immaterial or financial and short term material property requires other management technologies, and real estate or movable property and state enterprises require others still. All this makes it necessary to formulate independent management systems, which incidentally, are regulated by different laws implemented by different state institutions. The second reason which arises from this is the objectively different level of centralization of separate state property types (e.g., state roads are managed in trust by 11 state enterprises, while state forests are managed by 42 state forest enterprises). The third reason is the different goals that the state sets for the management of each type of property.

8. A scheme of the organizational structure of state property management was prepared which encompasses the system of essential functions of state institutions related to property use, disposal and management. Three levels in this system are the managing, the managed and the actions and processes related to property use, disposal and management. The institutions which form and implement the state's management policy of long term material property were highlighted. The prepared scheme shows that in Lithuania there is a clearly decentralized state property (especially for long term material property) management model in place.

9. The assessment of the prioritized state property management instruments (the Strategy for centralized state property management (2009) and the Concept for increasing the effectiveness of state-managed enterprises (2010)) revealed their inadequate compatibility and the problems that arise from this. It is noted that in these legal acts the reasons determining the necessity of increasing the effectivity of state real estate (on the one side) and state-managed enterprises (on the other) are revealed, as well as certifying the principles for increasing the effectiveness of state property use. In these legal acts, attention should be given to two aspects of initiative in the reform of state property management: 1) it is limited to only one part of state property (in the first document – real estate, in the second – increasing the effectivity of state enterprise activities), which despite being very significant they are unjustifiably separated; 2) the stress is on the idea of centralized state property management. Or it is acknowledged that creating a management system for *all state property* is difficult and/or impossible. Yet there are attempts at initiating a conceptual swing at least in terms of the management of a *part* of state property.

10. The goal if the research (survey) was orientated at revealing the attitudes of specialists participating in the state property use, disposal and management system, as in order to reform any management system the favourable attitudes of all its subjects towards the future reform are necessary. The subjects of the system analyzed in the study are: 1) the Ministry of Finance, the Property Fund and the Property Bank, responsible for the state property management strategy; 2) the Environment, Energy, Communications and Economy ministries that carry out the state enterprise owner's rights and duties; 3) the state enterprise chairs. The results of respondents representing the state property management system were rather optimistic, as respondents from all groups acknowledged the necessity of changing the current state property management system, thus we can trust that an essential turnaround of the management system should not face much serious opposition from its enactors. The rather obvious differences between the assessments and recommendations of separate respondent groups also needs to be noted: specialists from the Ministry of Finance, the Property Fund and the Property Bank in effect favour a more specialized state property management model; specialists from the ministries who represent state enterprise owner's rights and duties are inclined to over-state the effectiveness of their institution's activities; meanwhile representatives from the state forest enterprises raise not entirely founded representational norms in enterprise management boards. Often mentioned in the survey was the responsibility of all state property management system participants for carrying out their functions (it needs to be increased markedly). Any fundamental changes to the state property management system

are inextricably related to defined amendments to laws and post-legislative acts that regulate the responsibility of separate enactors. When forming realistic state property management mechanisms, the combination of interests and responsibilities needs to be considered.

11. When transforming the state property management system towards a higher level of effectiveness, first of all it is necessary to perform a comprehensive state property valuation (audit) which would fully reflect the structure of state property in both a quantitative and a value sense. It is also necessary to clearly define the management object as this would allow for the better organization of state property management instruments, because the implementation of the strategy for centralized state real estate management and the concept for increasing the effectiveness of state-managed enterprises is organically related. Equally important would be an analysis of the potential of Lithuania's state property, comparing our state property use conditions with the conditions of several analogous European Union countries. Only then would the realistic potential be revealed (especially of state enterprise commercial property), based on which their realistic activity indicators could be determined.

Approbation of the scientific research results and their dissemination

The main statements and results of the scientific research were published in nine academic publications, of which three articles have been published in academic magazines, two articles in collective monographs and four articles in academic conference publications.

Articles in academic magazines:

1. Ragauskienė, E. (2005). The implementation of regional policy in Lithuania. *Ekonomika*, Nr. 72. ISSN 1392-1258, p. 105-117.
2. Ragauskienė, E. (2011). Valstybės turtas: jo apskaita ir būklės analizė (State property: its accounting and condition analysis). *Mokslo darbai: Būhalterinės apskaitos teorija ir praktika*. T.10. ISSN 1822-8682, p. 53-65.
3. Ragauskienė, E. (2011). Valstybės įmonės: valdymo tobulinimas (State enterprises: improving management). *Viešasis administravimas*. Nr.2, ISSN 1648-4541, p. 86-95

Articles in collective monographs:

4. Ragauskienė, E., Svetikas Ž. (2007). Regioninė politika ir jos aktualijos (Regional policy and its topicality). Kolektyvinė monografija „Ekonomikos modernizavimas: Nauji iššūkiai ir ekonominės politikos prioritetai“. Vilnius. VU leidykla. p. 324-353.
5. Galinienė, B., Ragauskienė, E. (2011). Valstybės turtas ir jo naudojimo efektyvumas: problemas ir perspektyvūs sprendimai (State property and the

effectiveness of its use: problems and future solutions). Kolektyvinė monografija „Ekonomikos modernizavimas: *Efektivumo paieškos ir šiuolaikiniai prioritetai*“. Vilnius: VU leidykla. p. 331-363.

Articles in academic conference material:

6. Galinienė, B., Ragauskienė, E., Deveikis S.(2011). Valstybės turtas: jo apskaitos, valdymo ir naudojimo efektyvumo aspektai (State property: effectiveness of its accounting, management and use). Kn. Ekonomikos ir turto vertės pokyčiai: tendencijos ir valdymo priemonės (Conference: Changes in economics and property value: trends and management measures). 2011m. kovo 25 d. konferencijos mokslo darbai, p.70-83.
7. Mackevičius, J., Ragauskienė, E. (2011). Ilgalaikio materialiojo turto audito metodika (Long term material property auditing methods). Kn. Ekonomikos ir turto vertės pokyčiai: tendencijos ir valdymo priemonės (Conference: Changes in economics and property value: trends and management measures). 2011m. kovo 25 d. konferencijos mokslo darbai, p.106-113.
8. Mackevičius, J., Ragauskienė, E. (2011). Anatomy of frauds: Types, conditions, prevention measures. The 4th International Economic Challenges for the CEE countries. Wroclavo konferencija.
9. Ragauskienė, E. (2011). National (State's) Assets: Methodological aspects of its valuation in Lithuania. Tarptautinės mokslinės-praktinės konferencijos – Совершенствование учета, анализа и контроля как механизмов информационного обеспечения устойчивого развития экономики – medžiaga. Novopolockas: ПГУ. 2 dalis, p. 6-9.

About the author

Erika Ragauskienė was born on 23 February 1974 in Vilnius.

Education

1996 Vilnius University, Bachelor of economics

1998 Vilnius University, Master of economics

2003 Vilnius University, postgraduate studies (Economics)

Professional Background

2011-up to now LESTO AB, Economist

2009-2010 „VST” AB, Economist

2003-2009 National audit office of Lithuania, Senior Auditor

2001-2002 JSC bank „Hansa-LTB“, Manager

1997-2001 JSC „Lietuvos taupomasis bankas“, Senior Economist

DISERTACIJOS SANTRAUKA

Temos aktualumas

Valstybės turtas, kaip viešoji gėrybė, yra esminė prielaida užtikrinti visuomenės gyvenimo kokybės gerinimą, ekonominės gerovės didinimą, socialinį saugumą, politinį stabilumą ir plėtros visose gyvenimo srityse darną. Valstybės turtas yra suvoktinas kaip itin svarbus valstybės vykdomos ekonominės politikos prioritetas, užtikrinantis šalies ekonominį klestėjimą, demokratiją ir valstybės įsipareigojimą garantuoti valstybės piliečių gerovę. Tai ypač aktualu dabartiniu Lietuvos ekonominės raidos etapu, kai pasaulinės finansinės krizės padariniai neigiamai palietė šalies socialinę ir ekonominę gerovę. Ekonominė krizė suformavo Vyriausybei, Valstybės valdymo institucijoms gana sudėtingą uždavinį – rasti naujus ir pakankamai reikšmingus valstybės biudžeto papildymo šaltinius. Paskutiniaisiais metais numatyta, jog tokiu valstybės biudžeto papildymo šaltiniu turi tapti valstybei nuosavybės teise priklausantis turtas.

Siekiant valstybės turto naudojimo ir valdymo efektyvumo, pirmiausia, būtina disponuoti pilnaverte informacija apie valstybės turtą. Šiandien susiduriama su dilema (iš esmės ji istoriškai kartojama): ar reformuoti valstybės turto naudojimo ir valdymo modelį prie esamų šio proceso informacinio aprūpinimo sąlygų, ar sukurti būtinas prielaidas naujo valstybės turto valdymo modelio funkcionavimui. Lietuvos valstybės du dešimtmečiai šiame kontekste nebuvo nei intensyvūs, nei vaisingi. Galima teigti, kad netrukus po Nepriklausomybės paskelbimo formaliai susiformavo valstybės turto naudojimo, disponavimo ir valdymo sistema. Tačiau pagrindinė jos problema buvo ir išlieka ta, kad nevykdoma sisteminė analizė. Todėl ir nebuvo galimybės įvertinti, kiek šita sistema yra pasiteisinanti, kokius turi rezervus ir galimybes.

Valstybės turto realios vertės nustatymo, efektyvaus naudojimo ir valdymo problema akcentuojama jau daugelį metų, tačiau ji iki šiol išlieka. Turto vertinimas, pagrįstas rinkos principais, taikomas tik atskiriems turto objektams, tačiau neapskaičiuojama viso valstybei nuosavybės teise priklausančio turto vertė. Šiuo požiūriu tema yra gana sudėtinga, apimanti turto sampratų ir turto klasifikacijų įvairovę, turto apskaitos ir analizės metodologinius aspektus, turto naudojimo, disponavimo ir valdymo sistemą bei šios sistemos pertvarkos kryptis.

Mokslinė problema ir jos ištyrimo lygis

Valstybės turto klausimai mokslinėje literatūroje mažai nagrinėti. Dauguma apžvelgtų literatūros šaltinių nagrinėja turtą kaip konkrečios mokslo ar veiklos srities

objektą, ir neapima valstybės turto. Kita vertus, valstybės turto, jo naudojimo ir valdymo klausimus sudėtinga priskirti konkrečiai ekonomikos mokslo sričiai.

Turto (ne valstybės) reikšmę, sampratą, struktūrą, klasifikaciją ir kitus klausimus nagrinėjo daugelis Lietuvos mokslininkų: Gylys (2008), Martinavičius (2011), Galinienė (2005), Galinienė, Marčinskas, Martinavičius, Valkauskas (2004), Stankauskienė (2007), Jakutytė – Sungailienė (1999), Nekrošius I., Nekrošius V., Vėlyvis (1999), Stačiokas, Jefimovas (2005), Martinkus, Žilinskas (2001), Martinkus, Vaičiūnas, Venskus (2000), Černius (1997), Dauderis (1993), Valkauskas (1979), Gaižauskas, Budrionytė (2003), Mackevičius (2009), Mackevičius, Ragauskienė (2011), Valužis, Genienė, Palubinskienė (2003), Zakalskienė (2002), Konopliovas (1996), Kvedaravičienė (2000), Brzeski, Jaruševičius ir kt. (2006), Ragauskienė, Svetikas (2007) ir kiti. Iš užsienio šalių mokslininkų, nagrinėjančių minėtus klausimus reikėtų išskirti: Gilbert (2002), Jeroen (2001), Zom (1916), Berry, Parvis (1994), Pavlova (1995), Larson, Pyle, Zin, Nelson (1987), Kondrakov (2003), Fess, Warren (1987), Fedotova, Utkin (2002), Goremikin (2002), Grabovij (1999), Maksimov (1999), Volkov ir kiti (1999), Plat (2001), Moon ir kt. (2001), Wonnacot, P., Wonnacot, R. (1994), Williams (2007), Derkač (2003), Šixmagomedov (2000) ir kt.

Šalies (nacionalinio) turto, o vėliau – valstybės turto vertinimo metodologinius klausimus nagrinėjo šie užsienio ir Lietuvos mokslininkai: Frejmundt (1955), Vainštejn (1960), Kiričenko (1964), Lojter (1974), Valkauskas (1979), Galinienė, Marčinskas, Martinavičius, Valkauskas (2004), Galinienė, Ragauskienė, Deveikis (2011), Mizaras (2006) ir kiti.

Tačiau šių autorių darbuose nepakankamai skiriama dėmesio valstybės turto naudojimo, disponavimo ir valdymo sistemos analizei, turto valdymo strategijai. Valstybės turto valdymo specifinius bruožus ir valdymo strategijas tyrė: Baison (1963), Henry (1975), Downs, Larkey (1986), Korsgaard, Sapienza, Schweiger (2002), Cunningham, Woodward, Shannon (2002), Mintzberg (1983), Robbins, Coulter (2006), Certo, S.C., Certo, S.T. (2006), Stoner, Freeman, Gilbert (2008), Diskienė, Marčinskas, Vaškėlis (2008), Cooper, Robertson, Tinline (2003) ir kiti mokslininkai. Šie klausimai taip pat nagrinėjami literatūros šaltiniuose – Public Productivity Review (1975), Public Productivity Handbook (1992).

Įvertinant tai, kad išvardintų mokslininkų darbuose tyrimai nukrypsta į atskirų teorinių turto sampratų, klasifikavimo, valdymo klausimų nagrinėjimą, darbo autoriui teko atlikti visapusišką pagrindinių teisės aktų, reglamentuojančių valstybės turto apskaitą, naudojimą, valdymą, analizę ir vertinimą.

Tyrimo objektas – valstybei nuosavybės teise priklausantis turtas.

Tyrimo tikslas – įvertinti valstybės turto potencialo būklę, pagrįsti jo vertinimo instrumentus ir numatyti būtinus valstybės turto aktyviosios dalies valdymo modelio pokyčius. Darbo tikslą lėmė Lietuvos valstybei nuosavybės teise priklausančio turto apskaitos, naudojimo ir valdymo būklė ir neatidėliotina visos sistemos pertvarkos galimybių paieška.

Tikslui pasiekti keliami tokie darbo **uždaviniai**:

- atskleisti turto teisinę ir ekonominę prigimtį, išaiškinti atskiroms mokslo sritims būdingų turto sąvokų tapatumą ir prieštarumą;
- išnagrinėti turto klasifikacijų esamą įvairovę, susisteminti jas pagal mokslo ir veiklos sritis, turto grupes ir turto valdymo principus;
- pateikti integruotą pagal prasmę turinčius požymius (turto statistinę apskaitą, turto rūšis, turto įteisinimą, turto valdytojus) valstybės turto klasifikaciją;
- išryškinti Lietuvos nacionalinio (valstybės) turto skaičiavimo evoliuciją, kritiškai įvertinant apskaitos metodologinius ypatumus;
- atskleisti valstybės turto apskaitos ir realios vertės nustatymo specifiką bei kylančias problemas, atlikti valstybės turto vertės, jos kitimo ir struktūros analizę;
- įvertinti statistinės informacijos apie valstybės valdomų įmonių skaičių, jų priskyrimą veiklos sričiai ir jų veiklos rodiklius patikimumą;
- atskleisti valstybės turto kaip valdymo objekto specifiką, įvertinti šio turto valdymą, naudojimą ir disponavimą reglamentuojančios teisinės bazės pagrįstumą;
- parengti valstybės turto valdymo organizacinės struktūros schemą, apimančią valstybės institucijų funkcijų, susijusių su turto naudojimu, disponavimu, valdymu, sistemą;
- įvertinti prioritetinių valstybės turto valdymo instrumentų Centralizuoto valstybės turto valdymo 2009-2016 metų strategijos (2009) ir Valstybės valdomų įmonių efektyvumo didinimo koncepcijos (2010) suderinamumą ir pateikti atitinkamas rekomendacijas;
- atlikti valstybės turto valdymo sistemos atstovų požiūrio į būtinumą / galimybę reformuoti valstybės turto valdymo modelį diagnostiką;
- empirinio tyrimo pagrindu numatyti pagrindines valstybės turto aktyviosios dalies (valstybės įmonių disponuojamo turto) valdymo modelio transformacijos prielaidas.

Tyrimo metodai

Disertacijos objekto pažinimui ir iškeltam tikslui pasiekti bei uždaviniams išspręsti buvo naudoti mokslinės literatūros, teisės aktų, metodinių – informacinių šaltinių ir informacijos rinkimo, grupavimo, lyginimo, sisteminimo, detalizavimo ir apibendrinimo metodai. Valstybės turto valdymo sistemos atstovų nuomonių išaiškinimui naudota anketinė apklausa (Lietuvos Respublikos valstybės turto valdymo efektyvumo tyrimas). Apklausos metodas buvo pasirinktas kaip vienintelis įgalinantis gauti platesnį spektrą komentarų ir pasiūlymų valstybės turto naudojimo ir valdymo sistemai gerinti.

Tyrimo šaltiniai

Disertacijoje analizuojami Lietuvos ir užsienio šalių mokslininkų reikšmingesni mokslo darbai, taip pat remiamasi analitikų ir praktikų darbais. Darbe iškeltų uždavinių sprendimui buvo būtina išnagrinėti Lietuvos Respublikos teisės aktus, susijusius su valstybės turto naudojimo, valdymo ir kitų valstybės turto sričių reglamentavimu, Statistikos departamento parengtas ataskaitas, ataskaitų rengimo metodikas, Valstybės kontrolės išvadas, Registrų centro ir daugelio kitų institucijų (ypač ministerijų) informaciją. Paminėtini svarbiausi teisės aktai: Akcinių bendrovių įstatymas, 2000; Buhalterinės apskaitos įstatymas, 2001; Turto ir verslo vertinimo pagrindų įstatymas, 1999; Valstybės ir savivaldybių įmonių įstatymas, 1994; Valstybės ir savivaldybių turto valdymo, naudojimo ir disponavimo juo įstatymas, 1998; ir specialieji teisės aktai: Seimo nutarimas „Dėl valstybės ilgalaikės raidos strategijos“, 2002 m. lapkričio 12 d.; Vyriausybės nutarimai „Dėl centralizuoto valstybės turto valdymo 2009 – 2016 metų strategijos patvirtinimo, 2009 ir „Dėl valstybės valdomų įmonių efektyvumo didinimo koncepcijos patvirtinimo“, 2010; Statistikos departamento „Valstybės ir savivaldybių turto statistinio tyrimo metodika“, 2007; Tarptautiniai vertinimo standartai, 2007, 2009, 2011, Europiniai vertinimo standartai, 2009, ir Nacionaliniai turto ir verslo vertinimo standartai, 2004; Verslo apskaitos standartai, 2004; Tarptautiniai finansinės atskaitomybės standartai, 2007 ir kiti.

Valstybės turto valdymo subjektų požiūriu į esamą valstybės turto valdymo modelį tyrimui panaudoti anketinės apklausos duomenys. Empirinio tyrimo metodologiniai klausimai disertacijoje nagrinėjami remiantis Lietuvos ir užsienio šalių autorių publikuotais šaltiniais: Xellevik (2002), Kardelis (2002), Bitinas, Rupšienė, Žydzūnaitė (2008), Pranulis (2007), Karlof, Lovingsson (2006), Kegan, Lahey (2001), Korsgaard, Sapienza, Schweiger (2002), Cunningham, Woodward, Shannon ir kt. (2002).

Darbo mokslinis naujumas ir teorinė reikšmė

Mokslinį darbo naujumą rodo tai, kad tema „Valstybės turto ekonominė analizė ir valdymo transformacija“ sistemiškai kitų autorių nebuvo nagrinėta. Autorės atlikti tyrimai yra teorinio ir taikomojo pobūdžio ir prisideda prie ekonomikos mokslo plėtros šiais aspektais:

- atskleista valstybės turto reikšmė (ypač ekonomikos sunkmečio etape) – turto kaip svarbaus valstybės vykdomos ekonominės politikos prioriteto, ekonomikos klestėjimo ir valstybės piliečių gerovės užtikrinimo, valstybės biudžeto papildymo garanto;
- atlikta sisteminė Lietuvos ir užsienio šalių mokslinės literatūros turto (apskritai; ir valstybės turto) sampratos, klasifikavimo, apskaitos ir valdymo analizė. Įvertinus turto klasifikacijų įvairovę, pateikta susisteminta pagal mokslo ir veiklos sritis, turto grupes ir jo valdymo principus turto klasifikacija;
- pirmą kartą parengta susisteminta pagal įvairius požymius (turto statistinę apskaitą, turto rūšis, turto įteisinimą, turto valdytojus) būtent valstybės turto klasifikacija;
- pirmą kartą atskleista Lietuvos nacionalinio turto skaičiavimo evoliucija, išskirti pagrindiniai etapai, įvertinti turto skaičiavimo metodologiniai ypatumai ir problemos;
- parengta valstybei nuosavybės teise priklausančio turto ataskaitų rengimo schema, orientuota į administracinių vienetų subjektų teikiamą ataskaitų rengimui informaciją;
- parengta Lietuvos valstybės turto valdymo organizacinės struktūros schema (jungianti valdančiąją sistemą, veiksmus, procesus ir valdomąją sistemą), apimanti valstybės institucijų, dalyvaujančių reglamentuojant valstybės turto naudojimą, disponavimą, valdymą, funkcijų sistemą;
- išryškinti ir detalizuoti valstybės turto valdymo specifiniai bruožai, susiję su įvairialype valstybės turto struktūra, kurios kiekviena iš dedamųjų reikalauja skirtingų valdymo technologijų;
- numatytos valstybės įmonių disponuojamo turto (svarbaus valstybės komercinio turto) valdymo strategijos transformacijos prielaidos.

Praktinė darbo reikšmė:

- autorės rekomenduojama valstybės turto klasifikavimo schema leis valstybės institucijoms racionaliau suskirstyti turtą pagal požymių visumą: turto rūšis, įteisinimą, turto valdytojų grupes, turto statistinę apskaitą;

- atlikta 2002 – 2009 m. valstybės turto dinamikos ir struktūros analizė gali būti tikslingai panaudota valstybės institucijų praktinėje veikloje priimant ekonominius sprendimus, susijusius su turto naudojimu, disponavimu ir valdymu;
- valstybės turto apskaitos būklės įvertinimas sudarys pagrindą valstybės turto apskaitos teorijos ir praktikos specialistams geriau pagrįsti finansinių ataskaitų sudarymo tvarką, siekiant kuo realiau parodyti tikrąją turto vertę, išsamiau, tiksliau atlikti jo inventorizavimą bei skaičiuoti jo nuvertėjimą;
- parengta Lietuvos valstybės turto valdymo organizacinės struktūros schema suteiks galimybę realiau padidinti valstybės institucijų (Seimo, Vyriausybės, savivaldybių ir kt.) adekvačią atsakomybę už valstybės turtą, kontroliuoti procesus, veiksmus ir sprendimus, susijusius su jo apskaita, naudojimu, disponavimu ir valdymu;
- įvertinus valstybės turto valdymo atskirų subjektų požiūrius į esamą valstybės turto valdymo modelį, siekiant esminio lūžio valstybės turto valdymo efektyvume, parengtos racionalaus valstybės įmonių valdymo transformavimo prielaidos, kurios pasitarnaus būsimai pertvarkai.

Darbo apimtis

Disertaciją sudaro įvadas, keturios dalys, išvados ir pasiūlymai, literatūros sąrašas ir priedai. Disertacijos apimtis – 150 puslapių, joje pateiktos 22 lentelės, 28 paveikslai, 5 priedai.

Išvados ir pasiūlymai

1. Siekiant moksliskai pagrįstai įvertinti esamą valstybės turto naudojimo, disponavimo ir valdymo potencialą, ištirta turto teisinė ir ekonominė prigimtis, išaiškinta atskiroms mokslo sritims būdingų turto sąvokų tapatumas ir prieštaravimas. Pažymėtina tai, kad įvairiuose literatūros šaltiniuose ir netgi teisės aktuose turto sąvokos pateikiamos nevienareikšmiškai, jos siejamos su konkrečia mokslo sritimi (teise, ekonomika, fiziniiais mokslais ir kt.) ir akcentuoja būtent tai sričiai būdingas kategorijas. Literatūros šaltinių ir teisės aktų analizė parodė, kad visas turtas apskritai neturi vienintelio apibrėžimo, o atsižvelgiant į įvairius interesus ir tikslus, apibūdinamas labai įvairiai.

2. Išnagrinėta turto klasifikacijų esama įvairovė, kuri siejama su turto apskaita, turto valdymo funkcijomis, atskiromis turto grupėmis bei turto funkcionavimu mikro ir makro lygmenyje. Pripažinta, kad turto klasifikacijų įvairovė bei jų nesuderinamumas dažnai sąlygoja valstybės turto sandaros ir vertės netikslumus. Darbe turto klasifikacijų įvairovė susisteminta pagal mokslo, veiklos sritis, turto grupes ir turto valdymo principus.

3. Nustatyta, kad iki šiol nėra susistemintos literatūros ar atitinkamų mokslinių darbų, kuriuose būtų kompleksiskai analizuojami, apibendrinami būtent *valstybės* turto klasifikavimo, valdymo ir apskaitos ypatumai, atskleidžiantys valstybės turto sampratą, jo struktūrą ir naudojimą. Mokslinėje literatūroje apskritai labai mažai rašoma apie šią turto dalį, turto apskaitos, turto realios vertės nustatymo egzistuojančias problemas. Todėl, atlikus išsamią esamos literatūros šaltinių ir teisės aktų analizę, darbe pateikta integruota pagal prasmę turinčius požymius (turto statistinę apskaitą, turto rūšis, turto įteisinimą, turto valdytojus) valstybės turto klasifikacijos sistema, pagal kurią atlikta valstybės turto esamos būklės analizė.

4. Atskleista Lietuvos nacionalinio (valstybės) turto skaičiavimo evoliucija, kritiškai įvertinant apskaitos metodologinius trūkumus. Išskirti trys evoliucijos (raidos) etapai. *Pirmojo* etapo skaičiavimai, pradedant 1988-1989 metais, pasižymi sovietmečiu vyravusia statistikos darbų tvarka paremta centralizmo principais ir vyravusia sovietinės statistikos metodologija. *Antrasis* etapas laikytinas 1997 ir 1998 metais, kai Statistikos departamentas prie Lietuvos Respublikos vyriausybės pirmą kartą parengė ir paskelbė leidinius „Lietuvos nacionalinis turtas“ kuriuose buvo pateikta nauja turto klasifikacija pagal Nacionalinę sąskaitų sistemą. Leidiniuose turto vertė detalizuota įvairiais pjūviais pagal institucinius vienetus (disponuojančius atitinkamu turtu), tačiau visavertės analizės nebuvo ir šiame etape. Nacionalinio turto sudėtinių dalių vertinimo kriterijai ir vertės skaičiavimai buvo pagrįsti iš esmės tais pačiais balansinės vertės nustatymo metodais, kurie visiškai nebuvo siejami su rinkos principais pagrįstu turto vertinimu. Statistikams pripažinus, kad pradėtas skaičiuoti turtas nėra visas šalies turtas, kad viso nacionalinio turto apskaita itin probleminė, apsiribota tik valstybei nuosavybės teise priklausančio turto vertės skaičiavimais, remiantis sukurtais NSS pagrindu turto vertinimo metodiniais ir organizaciniais principais. Šis etapas tęsiasi ir šiuo metu tobulinant turto statistinių tyrimų metodiką bei valstybės turto ataskaitų rengimo sistemą, tačiau ankstesniems etapams būdingų trūkumų neišvengiama iki šiol (dalis turto nėra traukiama į buhalterinę apskaitą, dalis jo rodoma verte, neatitinkančia jo tikrosios vertės, dalis – neįvertinta nei kiekiu, nei vertine išraiška, dalis įvertinta tik natūrine išraiška ir pan.) apskaitos sistemos trūkumai išliko. *Trečiasis* etapas laikytinas prasidėjęs nuo 2009-ųjų metų. Tai valstybės turto įvertinimo etapas, kuris labiau siejamas su valstybės įmonių turto aktyviosios dalies (komercinio turto) naudojimo ir valdymo efektyvumo didinimo paieška.

5. Išanalizuota valstybės turto apskaitos ir realios vertės nustatymo specifika, atlikta valstybės turto vertės, jos struktūros ir kitimo parodė, kad ir šiandien valstybės turto vertė neatspindi jo tikrosios rinkos vertės. Tikroji vertė yra suma, už kurią gali būti parduotas turtas, apsikeista turtu ar paslaugomis arba kuria gali būti užskaitytas tarpusavio

įsipareigojimas tarp nesusijusių šalių, ketinančių pirkti ar parduoti turtą arba užskaityti tarpusavio įsipareigojimą. Pažymėtina, kad dalis valstybės turto vis dar neinventorizuojamas, neįtraukiamas į valstybės registrus ir į buhalterinę apskaitą, todėl neparodomas valstybės institucijų, įstaigų ir organizacijų finansinėse ataskaitose. Ne visam turtui skaičiuojamas nuvertėjimas, dalis apskaitomo finansinio turto yra beviltiškas turtas (iš nemokių skolininkų gautinos sumos, bankrutuojančių įmonių akcijos ir pan.). Kasmet rengiamos valstybės turto ataskaitos yra daugiau statistinės nei buhalterinės. Turto statistika gana nepilna, fragmentiška. Atliekant valstybės turto vertinimą, į jį žiūrima kaip į sukauptų daiktų visumą, neatsakant į klausimą, kaip turimas visas turtas funkcionuoja ir kaip efektyviai jis naudojamas.

6. Įvertinta statistinė informacija apie valstybės valdomų įmonių skaičių, jų priskyrimą veiklos sričiai ir jų veiklos rodiklius parodė, kad valstybė neturi tikslių duomenų, kokios vertės turtą patikėjimo teise valdo valstybės įmonės, ji nedisponuoja pilnaverte informacija apie jai nuosavybės teise priklausančių įmonių skaičių. Įmonių klasifikavimo statistika Lietuvoje paini, skirtingų institucijų ir įstaigų pateikiama informacija gerokai skiriasi ir tai galiausiai mažina Vyriausybės siekius turtą valdyti efektyviai, nes racionaliai gali būti valdoma tik tai, apie ką turime visapusišką informaciją.

Valstybės valdomų įmonių disponuojamas komercinis turtas yra ypatingai svarbi valstybės turto sudėtinė dalis, nors jis viso turto vertėje nesudaro nei 10 proc. Valstybės įmonės turi didelę įtaką šalies ekonomikai ir pagrindiniams infrastruktūros sektoriams, jose sukuriama daug darbo vietų, dirba 3 proc. visos darbo jėgos Lietuvoje. Ekonominio sunkmečio metais ypač susirūpinta šio turto naudojimu, t.y. valstybės įmonių veiklos finansiniais rezultatais, jų finansiniu įnašu į valstybės biudžetą. Todėl disertacijoje empirinis tyrimas svaria dalimi susietas su valstybės įmonių disponuojamo turto naudojimo ir valdymo efektyvumą užtikrinančių mechanizmų išaiškinimu.

7. Atskleidus valstybės turto kaip valdymo objekto specifiką darytina išvada, kad Lietuvoje po Nepriklausomybės paskelbimo formaliai susiformavo visos valstybės ir jos turto valdymo sistema, kurios du dešimtmečiai sistemos tobulinimo prasme nebuvo nei intensyvūs, nei vaisingi. Pagrindinis šios sistemos trūkumas buvo tas, kad šioje srityje nebuvo atliekama visapusiška analizė ir kontrolė, todėl nebuvo galimybės įvertinti, kiek šita sistema yra pasiteisinanti, kokius turi rezervus ir galimybes.

Darytina išvada, kad valdymo praktika nežino sudėtingesnio valdymo proceso nei valstybės turto valdymas. Tai susiję su keletu priežasčių. Pirma iš jų tai pati valstybės turto struktūra, kurios kiekviena iš dedamųjų reikalauja skirtingų valdymo technologijų. Pagal išanalizuotą valstybės turto sandarą vienokių valdymo technologijų reikalauja ilgalaikis materialusis, kitokių nematerialusis ar finansinis ir trumpalaikis materialusis

turtas, dar kitokių – nekilnojamas ar kilnojamas turtas ir valstybės įmonės. Visa tai kelia būtinumą formuoti savarankiškas valdymo sistemas, ką, beje, reglamentuoja ir skirtingi įstatymai, o juos vykdo skirtingos valstybės institucijos. Antra, iš to išplaukianti priežastis – objektyviai sąlygotas skirtingas atskirų valstybės turto rūšių centralizavimo laipsnis (pvz. valstybinius kelius patikėjimo teise valdo 11 valstybės įmonių, o valstybinius miškus – 42 valstybės įmonės miškų urėdijos). Trečia priežastis – skirtingi tikslai, kuriuos kelia valstybė kiekvienos rūšies turto valdymui.

8. Parengta valstybės turto valdymo organizacinės struktūros schema, kuri apima esminių valstybės institucijų funkcijų, susijusių su turto naudojimu, disponavimu ir valdymu, sistemą. Joje išskirtos trys sistemos grandys: valdančioji, valdomoji bei veiksų ir procesų susijusių su turto naudojimu, disponavimu ir valdymu. Išskirtos valstybės ilgalaikio materialaus turto valdymo politiką formuojančios ir šią politiką įgyvendinančios institucijos. Parengta schema rodo Lietuvoje esantį aiškiai decentralizuotą valstybės turto (ypač ilgalaikio materialaus) valdymo modelį.

9. Įvertintas prioritетinių valstybės turto valdymo instrumentų (Centralizuoto valstybės turto valdymo Strategijos (2009) ir Valstybės valdomų įmonių veiklos efektyvumo didinimo Konceptijos (2010)) nepakankamas suderinamumas ir dėl to kylanti problema. Pabrėžtina, kad šiuose teisės aktuose atskleistos priežastys, lėmusios būtinumą didinti valstybės nekilnojamojo turto (iš vienos pusės) ir valstybės valdomų įmonių (iš kitos pusės) efektyvumą, įtvirtinti valstybės turto naudojimo efektyvumo didinimo principai. Atkreiptas dėmesys į du esminius šiuose teisės aktuose fiksuojamus valstybės turto valdymo sistemos pertvarkymo iniciatyvos momentus: 1) apsiribojama tik viena valstybės turto dalimi (pirmame dokumente – nekilnojamoju turtu, antrame – valstybės įmonių veiklos efektyvumo didinimu), kurios yra labai reikšmingos, tačiau nepagrįstai atskirtos; 2) akcentuojama centralizuoto valstybės turto valdymo idėja. Arba pripažįstama, kad sukurti *viso valstybės turto* valdymo sistemą yra sudėtinga / arba ir neįmanoma. Tačiau bandoma inicijuoti konceptualų posūkį bent valstybės turto *dalis* valdyme.

10. Atlikto tyrimo (anketinės apklausos) tikslas orientuotas į valstybės turto naudojimo, disponavimo ir valdymo sistemoje dalyvaujančių specialistų vertybinių nuostatų atskleidimą, nes siekiant pertvarkyti bet kokią valdymo sistemą reikalinga jos visų subjektų palanki nuostata būsimai pertvarkai. Darbe nagrinėjamos sistemos subjektais yra: 1) Finansų ministerija, Turto fondas bei Turto bankas, atsakingi už valstybės turto valdymo strategiją; 2) Aplinkos, Energetikos, Susisiekimo, Ūkio ministerijos, įgyvendinančios valstybės įmonių savininko teises ir pareigas; 3) Valstybės įmonių vadovai. Valstybės turto valdymo sistemą atstovaujančių respondentų apklausos rezultatai

gana optimistiški, nes visų grupių respondentai pripažįsta būtinumą keisti esamą valstybės turto valdymo sistemą, taigi galima tikėtis, kad turto valdymo sistemos esminis keitimas neturėtų sutikti rimtesnio vykdytojų pasipriešinimo. Tenka pažymėti ir gana akivaizdžius atskirų respondentų grupių išreikštų vertinimų ir pasiūlymų skirtumus: Finansų ministerijos, Turto fondo ir Turto banko specialistai iš esmės pritaria labiau specializuotam valstybės turto valdymo modeliui; Ministerijų, kurios atstovauja valstybės turto savininko teises ir pareigas, specialistai linkę pernelyg sureikšminti savo institucijos veiklos efektyvumą; Tuo tarpu miškų urėdijų atstovai kelia nevisai pagrįstas atstovavimo normas įmonių valdybose. Dažnai minimas dalykas apklausoje tai visų valstybės turto valdymo sistemos dalyvių atsakomybė už savo funkcijų vykdymą (ji turi būti žymiai padidinta). Valstybės turto valdymo sistemoje esminiai pokyčiai neatsiejamai susiję su apibrėžtomis pataisomis įstatymuose bei poįstatyminiuose aktuose, reglamentuojančiuose atskirų vykdytojų atsakomybę. Formuojant realius valstybės turto valdymo mechanizmus, turi būti atsižvelgiama į suinteresuotumo ir atsakomybės suderinamumą.

11. Transformuojant valstybės turto valdymo sistemą, orientuotą į aukštesnį efektyvumo lygį pirmiausia būtina atlikti visapusišką valstybės turto įvertinimą (auditą), kuris pilnai atspindėtų valstybės turto struktūrą ir kiekinę ir vertinę išraišką. Būtina taip pat aiškiai apibrėžti valdymo objektą, kas leistų geriau sudėlioti valstybės turto valdymo instrumentus, nes centralizuoto valstybės nekilnojamojo turto valdymo strategijos ir valstybės valdomų įmonių veiklos efektyvumo didinimo koncepcijos įgyvendinimas yra organiškai susiję. Ne mažiau svarbu atlikti Lietuvos valstybės turto potencialo analizę, lyginant mūsų valstybės turto panaudojimo sąlygas su Europos Sąjungos kelių valstybių analogų sąlygomis. Tik taip paaiškėtų realus potencialas (ypač valstybės įmonių komercinio turto), kurio pagrindu būtų nustatomi jų veiklos realūs rodikliai.

Mokslinio tyrimo rezultatų aprobavimas ir sklaida

Pagrindiniai mokslinio tyrimo teiginiai ir rezultatai paskelbti 9 mokslinėse publikacijose, iš kurių 3 straipsniai paskelbti mokslo žurnaluose, 2 straipsniai paskelbti kolektyvinėse monografijose, 4 straipsniai mokslinių konferencijų leidiniuose.