

Implementation of Good Governance Principles in Local Self-government: the Case of Siauliai City

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Abstract

The article theoretically and practically analyses principles of Good Governance and their implementation at the level of local self-government. The multiplicity of good governance conception, the specificity of principles of Good Governance in the local self-government are revealed by the insights of foreign and Lithuanian scientists, official international documents. Practically we tried to investigate the implementation of principles of Good Governance in Siauliai city municipality preparing a hypothetical model of implementation of principles of Good Governance in local self-government. Invoking the experts of Siauliai city municipality in the context of self-evaluation, the implementation of Good Governance principles in the municipality was analysed emphasising the problems and foreseeing possible trends of governance improvement. The research has showed that the equivalents of principles of Good Governance are established in legal acts of the Republic of Lithuania that the representatives of self-government institutions must follow in their activities, but often their implementation faces lack of a clear strategic vision, prevailing manifestations of governance conservatism that do not stimulate initiatives and changes in local self-government.

Keywords: good governance, principles of good governance, local self-government.

Introduction

Modernisation of governance systems of modern state and governance of separate institutions of public sector is inseparable from the installation of principles of *Good Governance*. *Good Governance* – is a requirement for all the subjects of public administration and is implemented through collaboration, partnership between the government and society, private sector and non-governmental organisations. In 2005 in Warsaw during the Third Summit Meeting of the Heads and Government Representatives of European Council Member States it was emphasised that “effective democracy and good governance are the most essential things that would help to avoid conflicts, to stimulate stability, improve economic and social progress while creating strong

communities where people want to live and work now and in the future <...> Member states must support and develop effective, transparent and responsible democratic institutions that correspond society’s needs and aims.” Therefore, *Good Governance* became a paradigm that gives sense to the values of democratic standards and rules of law, where citizens and other government shareholders’ involvement in governance is apparent and active creation of civil society is obvious.

Good Governance at the level of self-government institutions, institutions that are closest to citizens and services provided to them – one of the main priority directions of democratic state. Theorists of state welfare (Dali, Lewis, 2000; Kersbergern, 1995) consider the value of efficiency of local authority as strongest with regard to modern local authority stating that first of all it must perform the functions of a coordinator, manager of community’s opinion and it is risking if does not consider society’s involvement in meaningful activities: “in order to be an effective service provider, local government must be more than effective. It must be assessed referring to justice, impartiality, equality and openness” (Hill, 1974).

In publications of Lithuanian and foreign scientists conception of Good governance is investigated from the aspect of public administration’s modernisation (Grindle, 2007; Ladi, 2008; Raipa, 2010), conception and expression of the principles of *Good Governance* is analysed (Zilinskas, 2010; Negrut, Costache, Maffei et al, 2010; Saparniene, 2010; Domarkas, 2005, 2011), concrete practical aspects of implementation of *Good governance* are presented (referring to an example of a particular state) (Farrington, 2009; Kargbo, 2009). The most general aspects of the conception of Good governance are presented in other official sources: in *United Nations Development Programme, (UNDP)*, 1997; on the websites of the *World Bank*, 2004; *International Monetary Fund*, 2005; *Canadian International*

Development Agency, CIDA, 1996. Despite a great interest in explanations of conceptions of good governance, due to their extent and versatility, in scientists' publications as well as in other sources there is a lack of analysis of *Good governance* conception and principles' implementation in local self-government.

The principles of *Good Governance* at the level of local self-government are presented in *The Strategy for Innovation and Good Governance at Local Level* (2008), which was approved by the Council of Europe Committee of Ministers. The principles of *Good Governance* undoubtedly may be implemented at the world, European, regional and local levels, but the scientific literature emphasises the importance of *Good Governance* in the institutions of self-government where citizens, business representatives and other groups of interest expect that services provided by local self-government institutions will be effective. In addition, *Good Governance* in self-government institutions is important since the municipality is the main mechanism linking society's needs and state policy, consequently, the results of implemented programmes as well as the perspectives of city's development depend upon what principles the municipality's Board will follow in their activities and how qualitatively and rationally municipality's administration will work. Therefore, self-government institutions must constantly improve their activities and endeavour that provided services would be not only effective but also they should be provided following the principles of fairness, impartiality, equality, openness, etc., and the **problem of the research** might be defined by the following questions:

1. How/at what level the principles of Good Governance are implemented in local self-government?
2. How to improve Good Governance by implementing Good Governance principles in local self-government?

The object of the research is implementation of the principles of Good Governance.

The aim of the research is to investigate implementation of the principles of Good Governance in the municipality of Siauliai city and to prepare a hypothetic model of implementation of the principles of Good Governance in the municipality defining the guidelines for governance improvement.

The following **methods** have been applied in the research: analysis of scientific literature and sources, half-structured interview with the experts applying the principles of deep interview as well as content analysis, categorisation.

Variety of Definition of Good Governance

Despite a great interest in explanation of definitions of good governance, due to their breadth and versatility theoretical analysis remains one of the problem issues. The phenomenon of good governance is usually investigated from the perspectives of different countries and experience context.

The idea of *Good Governance* appeared at the end of the 20th century in international financial organisations (Doornbos, 2004, p. 373), such as the World Bank, the International Monetary Fund, the United Nations. This idea appeared like a positive extrapolation out of negative experience that the organisations obtained from "developing countries" observing that the financial help did not give them any positive result. There is no single definition of *Good Governance*, but usually "good" is related to such principles as transparency, efficiency, participation, responsibility, rule of law, democracy, justice (Drechsler, 2004, p. 388, 389).

According to *United Nations Development Programme* (1997), generally governance may be understood as execution of economic, political and administrative authorisations in order to manage country's affairs at various levels. It involves mechanisms, processes and institutions through which citizens or their groups clearly express their interests, implement their rights, execute commitments. Whereas *Good Governance* implemented with participation of all the sectors is transparent and accountable. In addition, it is effective and fair, it stimulates the compliance with the principle of law supremacy. *Good Governance* ensures that political, social and economic priorities would be widely supported by general agreement (consensus) in the society and that the voices of the poorest and the most vulnerable society's members would be heard when adopting the decisions regarding the distribution of funds for development.

Formulated definitions of *Good Governance* have some similarities but at the same time they are very specific and each author (source) emphasises different elements of *Good Governance* definition (see Table 1).

Definitions of Good Governance

| Source | Definition |
|---|---|
| Rhodes (1996) quoting <i>World Bank</i> , 1994 | Good Governance is epitomised by predictable and enlightened policy making (that is, transparent processes); a bureaucracy imbued with a professional ethos; an executive arm of government accountable for its actions; and a strong civil society participating in public affairs and all behaving under the rule of law. |
| <i>Canadian International Development Agency, CIDA</i> , 1996 | Governance – it is a way that the government manages social and economical resources. Good Governance – it is implementation of government at various levels which is effective, honest, fair, transparent and accountable. |
| United Nations International Development Agency, 2005 | Good Governance is democratic governance: transparency, pluralism, citizens' participation when adopting the laws, representation and accountability: concentration on five spheres: strengthening of legislative procedure, decentralisation and democratic local governance, anti-corruption, civil and war relationships, improvement of policy implementation. |
| Domarkas, 2005 | Good Governance has the following characteristics: greater citizens' participation, pluralism, subsidiarity, transparency, accountability, impartiality, accessibility, cooperation, and efficiency. |
| Kaufmann, Kraay, Mastruzzi, 2005 | May be measured in the following dimensions: right to vote; external accountability; political stability; absence of violence, crimes, and terrorism; management efficiency; rules of law; corruption control |
| International Monetary Fund, 2005 | Good Governance ensures rules of law, improves effectiveness and accountability of public sector as well as performs fight against corruption. |
| Barcevicus, 2008 | Good Governance is such where information is exchanged inside the organisation or among the organisations, cooperation is carried out while coordinating and making decisions, citizens are stimulated to participate in the processes of public governance and governance is considered from general perspective of public interest (not from departmental perspective), new decisions are searched that would stimulate citizens' confidence in government. |
| Farrington, 2009 | Good Governance emphasises need for democracy and such processes as impartial court, transparent activities of public agencies as well as successful citizens' participation. |
| Negrut, Costache, Maftai et al., 2010 | Good Governance is described by five main principles: openness, citizens' participation, accountability, efficiency and relationship between public sector, private sector and society. |
| Saparniene, 2010 | Good Governance is governance supported by democratic principles to which justice, efficiency, accountability and transparency as well as clear interaction of government, society, private sector and non-government organisations are characteristic. |

Kargbo (2009, p. 250) defining Good Governance in the context of public sector states that these are the processes where power, government and influence are managed in order to determine and achieve the aims of public politics in economic, social and other spheres. It is described in the following aspects: reasoned, open, clear policy formation referring to professional ethos, acting for public interests surely following the laws, abundant citizens' participation in public affairs. Good Governance depends upon the people (especially those who are "controllable") and require that the citizens would be actively interested and involved in management of public matters, would know their rights and would require to follow them.

The first and the most important thing is that *Good Governance* – is responsible work of the authorities. The conception of *Good Governance* was measured, investigated and defined by various factors, all over the world international organisations and scientists developed the set of theories as well

as expanded and diversified the standards which determine the main features that compose the definition of *Good Governance*. However, the "formula" of *Good Governance* suitable for all was not found. Actually the idea of "administrational culture" often reminds and emphasises how difficult it is to achieve reforms in this particular sphere. Only successful process of reform (good experience) may be individually adjusted to each individual administration although universal principles already exist (Ladi, 2008, p. 86).

Generalising we may state that quite many discussions among the scientists are caused by the search of the definitions of *governance* and *Good Governance*. Some state that it is almost impossible to clearly distinguish and define these concepts, others consider that there is no universal *Good Governance* conception suitable for all. There are scientists who think that it is possible to distinguish certain guidelines, features that should compose the conception of Good Governance but majority of the

authors as well as international organisations state that Good Governance is described by certain principles that prove if implemented governance (in a country or institution) is good.

Principles of Good Governance in Local Self-government

Good governance is a multiple concept defined through principles, rules and word practice. Very often we doubt: if the Principles of Good Governance are legal principles or policy principles? According to Addink, Anthony, Buyse and Flinterman (2010), the answer is that the Principles of Good Governance are both. There is difference because of the difference in legal effect, but the policy effect is also relevant. According to the authors, “We speak about Principles of Good Governance for the following reasons: a. it clarifies that these are fundamental notions, b. these notions have a legal character, c. clear links with other principles of law exist, d. principles are more flexible than regulations and e. in literature, case law, and legislation the words Principles of Good Governance are accepted” (p. 19).

In the *United Nation Development Programme* in 1997, 9 criteria of Good governance were presented that might be called the predecessors of present formulated principles of *Good governance*. These criteria involve: 1. *Participation* – all citizens must have a voice in decision making directly or through the representatives. Abilities of constructive participation and their development are very important. 2. *Primacy of right* – legal regulation must be fair and impartial, based on human rights. 3. *Transparency* – is based on free dissemination of information. Sufficient information must be presented so it would be possible to observe and understand institutions’ activities. 4. *Sensitive answer to clients’ requests* – institutions must try to help all interested parties. 5. *Orientation to consensus* – good governance refers to striving for consensus and coordination of various interests striving for the best policy or procedures. 6. *Impartiality* – conditions to improve or maintain own welfare are created for each citizen. 7. *Efficiency and effectiveness* – the results satisfying needs are pursued using available resources. 8. *Accountability* – persons making decisions in the government, private and non-governmental organisations are accountable to the society and interested parties. 9. *Strategic*

vision – long-term imagination of leaders and society what good governance and reliable development should be. Well-known historical, social and cultural circumstances that support this image. Some researchers mentioned 9 UNDP criteria group in 5 principles of Good governance: legitimacy and suffrage, possession of direction, activities for results, accountability and impartiality (Pivoras, Visockytė, 2011, p. 32).

Principles of Good governance and their definitions are presented in the *Strategy of Innovations and Good Governance at Local Level* (self-government) (2008, p. 3–5). As stated in the above mentioned Strategy, it is possible to create synergy among all interested parts (it does not matter if it is local, regional, national or European levels) working together and using general instruments, trying to increase the quality of local governance referring to general vision which in strategy is defined by twelve principles of Good democratic governance. The strategy tries to stimulate coordinated actions among national and local interested parts so that all European citizens would benefit from Good democratic governance in local self-government through constantly improved quality of services provided by public institutions, through commitments to people and executed policy that would satisfy society’s expectations.

In order to implement the determined aim, three main aspirations are distinguished in the Strategy:

1. Citizens are placed at the heart of democratic institutions and processes;
2. Local authorities constantly improve their governance in accordance with the twelve principles illustrated in table 2;
3. State’s or regional authorities (depending upon state’s constitutional order) create and support the institutional preconditions for the improvement of governance at local level, referring to their existing commitments that correspond with European standards and European Charter of Local Self-Government.

It is important to mention that the principles presented in the table are interrelated, so it is impossible to distinguish them from one another since they play an important role in democratic governance, especially when trying to implement *Good governance* in self-government.

Table 2

| Principles of good governance | Conception |
|---|---|
| Fair conduct of elections, representation and participation | Citizens are provided real opportunities to participate in state's management, to express their opinion regarding the issues of state management. |
| Responsiveness | Objectives, rules, structures and procedures are adapted to needs and expectations of citizens, local authorities constantly try to react to society's needs. |
| Efficiency and effectiveness | Objectives are implemented by the best use of the available resources; the results meet the agreed objectives. |
| Openness and transparency | Society's access to public information is ensured, forming the perception how autonomy issues are managed; decisions are adopted and enforced in accordance with the rules and regulations. |
| Rule of law | It is ensured that local authorities abide by the law and judicial decisions; rules and regulations are adopted in accordance with procedures provided for by the law and are enforced impartially |
| Ethical conduct | Public welfare is placed higher than individual interests |
| Competence and capacity | It is ensured that representatives of local authorities, public officials are capable to perform their duties professionally, constantly improve their competences and produce better results. |
| Innovation and openness to changes | New, modern and effective solutions of problems are sought, openness to changes is asserted, there is readiness to learn from the good experience. |
| Sustainability and long-term orientation | Sustainability of the community, needs and interests of future generations are constantly taken into account |
| Sound financial management | Local authorities ensure proper use of public resources, effective financial management is implemented. |
| Human rights, cultural diversity and social cohesion | Within the local authority's sphere of influence, human rights are respected and protected, discrimination of any grounds is combated; cultural diversity is considered as an asset, social cohesion among the citizens of all layers is always promoted. |
| Accountability | It is ensured that local authority is responsible for adopted decisions, is capable to listen to citizens' opinion and expectations. |

In order to understand what aspirations are stimulated by the principles of *Good Governance* it is necessary to describe them in a more detailed manner.

Fair conduct of elections, representations and citizens' participation. This principle requires that elections in the municipality would be conducted freely and honestly following international standards and national legal acts, avoiding cheating. All men and women have decision making right either directly or through legally selected representatives. Such wide participation refers to freedom of speech, meetings and associations' formation (*The Strategy for Innovation and Good Governance at Local level*, 2008, p. 3).

Citizens' participation is a necessary feature in democratic society. Besides, scientists investigating conception of democracy state that it is necessary to pursue for other forms of civil participation involving citizens into management of public administration institutions. Citizens' participation helps the government to better satisfy citizens' needs

and the citizens have an opportunity to express them. Citizens' participation may be understood as: a right of every citizen to participate in decision making related to his life, informing of local people about what is happening, development of participation culture, opportunity for citizens to control what is going on in their surroundings, opportunity for socially marginal groups express their opinion as well as to look for the ways how to reduce this separation (Marcinkevičiute, Petrauskienė, 2008, p. 102).

In a broad sense society's participation may be defined as a process during which citizens not officially elected or not selected to make decisions together with official people participate in agenda formation and/or making decisions related to important issues or public policy which has an impact upon their interests. In addition, citizens' participation is defined as communication of interested citizens' community and institution responsible for decisions before making the decision (Stasiukynas, 2010, p. 105).

From democratic citizenship point, individual participates in self-government more actively.

Zilinskas (2010, p. 74) is quoting K. Hansen (2001) who states that “the members of local municipality must care about all public municipality’s matters guaranteeing that people will have a possibility to express their opinion and interests and no one will be separated from the process of decentralised decision making”. It is acknowledged that the most suitable level of implementation of participation ideas – the level of municipalities where people are easily reached and know best problem issues.

Reacting to people’s needs. The implementation of this principle requires that provided public services, responses to people’s requests as well as investigation of complaints would reasonably take certain period of time (The Strategy for Innovation and Good Governance at the Local Level, 2008, p. 3). According to Zilinskas (2010, p. 75), reacting is related to sensitivity. All institutions must sensitively react to people’s needs and their requirements.

Palidauskaite (2010, p. 73) is citing B. Barter (1983), who states that there are three types of society’s expectations: 1) expectations of normal social life when trying to maintain stability, order and permanency would be ensured; 2) expectations that the role will be performed technically competently (for instance, an employee will correctly allocate allowance); 3) expectations that others will perform their commitments. People expect that state employees when performing their duties will be careful and competent, will avoid private evaluations: will put aside personal problems, will overcome personal attitudes in the relationships with people. Usually higher (double) standards are raised for the politicians and public sector employees. Politics, officers, civil servants are expected to keep to higher ethical norms and standards than the ordinary people.

Efficiency and effectiveness. The principle requires the results to meet in advance formulated and foreseen aims and the resources to reach them would be used in the best possible way. In the institutions the governance system must let evaluate and improve efficiency and effectiveness of services. Activities’ audit must be constantly carried out at certain time intervals, in order to evaluate and improve execution of activities (*The Strategy for Innovation and Good Governance at the Local Level*, 2008, p. 3).

Buskeviciute and Raipa (2011, p. 18) state that, the concepts of effectiveness and rationality are very similar, however, we should emphasise that effectiveness is more related to activities’ results and rationality – with the means used to achieve these results. So effectiveness in public institutions is understood as effective public policy, effective decisions, rational usage of resources, positive results of organisation’s activities and strong organisational culture. Therefore, more effective and more rational

usage of resources becomes the priority. The authors are quoting H. Simon (2003) who stated that “the principal of reasonable behaviour is effectiveness criteria. To be effective – to choose the shortest way and the cheapest means to achieve the aim. Effective decision – is implemented on time and impartially, reflecting public interests, rationality, legitimacy, effective distribution of resources and minimum input, as well as ensuring publicity and openness of decision making, achieving the aim, i.e. solving the problem or dilemma”. So the concept of effectiveness expresses the evaluation of alternative means used to achieve a certain aim. At present it is usually considered as relationship between input and output, efforts and results, expenses and incomes, experienced expenditure and received profit.

Openness and transparency. This principle is very closely related to another principle of Good Governance – **accountability**. It is universally acknowledged that transparency presupposes information dissemination and communication, openness and publicity (as much as it does not violate other values protected by the law), accountability to a certain community and responsibility of officers for the decisions they have made; it is also important that the decisions must be reasonable, clear and it would be possible to motivate them if needed; other people must have an opportunity to contest these decisions in compliance with the determined order.

Transparency is related to participatory democracy, information freedom, ability for citizens and other persons to criticise the activities of authorities. Transparency is a necessary presumption to avoid corruption, protectionism, discrimination of some people and privileges for others, to prevent abuse of power. Transparency must cover the following features: accessibility, particularity, suitability, quality and reliability. Transparency is opposite to privacy and confidentiality, it is related to activities’ clarity, comprehensiveness, and opportunities to get explanations (Zilinskas, 2010, p. 74).

Some authors state that namely e-government stimulates the implementation of the principles of openness, transparency, effectiveness. E-government is usually understood as a continuation of state’s government in electronic space, expressed by the implementation of state’s functions using information technologies. E-government is one of the ways to improve the quality of communication of society and state’s authorities, to modernise state’s management, successfully implement state’s reform adapting to the requirements of knowledge society (Kiskis, Kraujelyte, 2005, p. 2). According to Obrascovas and Savas (2007, p. 193), in order to use technological progress, i.e. computers and internet, majority of governance processes and procedures that have

not changed for decades at the moment are being reformed. Modern integrated systems are created in the way that state's government of different levels could better serve their citizens and for lower price.

Ethic behaviour. This principle requires that effective means would be created to prevent and fight with various forms of corruption. It is emphasised that in order to avoid interest conflicts, a person who the investigated decision is related to must stay aside while the decision is being made (*The Strategy for Innovation and Good Governance at Local level*, 2008, p. 4). According to D. Saparniene (2010, p. 126), representatives of the government must follow ethic standards while executing their activities.

Competence and abilities. At present period effective development of human resources of public administration acquires more importance. This is related to the fact that in many cases while solving public administration tasks multiple specialists' competences are necessary that might be gained at the workplace by learning and improvement forms (Domarkas, Juknevičienė, 2007, p. 25). Therefore, persons responsible for human resources in public administration organisations as well as the employees of these organisations must responsibly react to environment's changes, economic situation, need for knowledge and constantly renewed technologies.

Development of human resources competences and abilities is also emphasised by *The Strategy for Innovation and Good Governance at the Local Level* (2008, p. 4), where it is stated that professional abilities of persons who are executing governance must be constantly improved and strengthened in order to improve the results and effects. The strategy also indicates that officers must be stimulated to improve their executed activities. The importance of practical methods and procedures is emphasised as well as their usage in order to change possessed skills into abilities so that the better activities' results would be achieved.

Innovations and openness to changes. This principle requires pursuing for new, modern and effective ways of problem solution, to show preparation to manage and experiment while implementing new programmes and wish to learn from the good experience of others (other countries, institutions, etc.). It is important to emphasise that favourable atmosphere for changes would be created in institution in order to achieve better activities' results (*The Strategy for Innovation and Good Governance at the Local Level*, 2008, p. 4).

Sustainability (consistency, balance) and long-term orientation. As stated in *The Strategy for Innovation and Good Governance at Local the Level* (2008, p. 4) this principle requires to refer to the needs of future generations while creating present

policy. Adopted decisions must try to internalise all the expenses and do not transfer the problems as well as do not create tension for future generations (does not matter if it is environmental, structural, financial, economic or social issues).

The conception of cohesive development – it is an attitude that allows continuously improve present quality of life not using much resources and leaving for future generations not reduced or even grown reserves of natural resources and other values (Ciegis, 2003). The issue of cohesive development became an inseparable part of the documents of strategic planning at national, regional and local levels during the recent two decades. Not only the European Union but also other separate member states try to implement the aspects of cohesive development in practice (Pelucha, Slavik, Louda et al, 2011, p. 4).

Reliable finance management. This principle must ensure that expenses would not exceed the price of provided services but also would not reduce the demand too much especially providing important public services. It is pursued to manage finances rationally, including the evaluation of formation of credit contracts and their usage, various resources, usage of budget incomes and exceptional incomes. It is emphasised that permanent budget plans would be formed consulting with the society and financial reports would be presented together with reasoned explanations (*The Strategy for Innovation and Good Governance at Local level*, 2008, p. 4)

Accountability. In *The Strategy for Innovation and Good Governance at the Local Level* (2008, p. 5) it is indicated that trying to implement the principle of accountability it is important to announce discussed or adopted decisions, be able to explain them and if they are not approved to create opportunities to appeal to certain institutions. In addition, the implementation of the principle requires effective means against incompetent governance and actions of local authorities that violate human rights.

We can make a conclusion that the principles of Good Governance are interrelated a lot and it is impossible to separate them since the implementation of one principle or its insufficient implementation influences other principles.

Research Methodology

In order to investigate the implementation of the principles of Good Governance in municipality of Siauliai city, the analysis of scientific publications of Lithuanian and foreign authors, international organisations' programmes, legal acts of the Republic of Lithuania, strategies, statistical data has been carried out, Strategic activities plan of Siauliai city has been analysed, as well as activities' regulation of the Board, activities' programme 2011–2015 of

the ruling coalition of the Board of municipality of Siauliai city, regulations of administration and various departments, descriptions of the positions, the report of the Mayor of the municipality of Siauliai city, activities' report of the administration director, the qualitative research has been carried out in the municipality of Siauliai city. In order to get more information, necessary to find out the subjective experts' attitude and opinion, the most effective qualitative method of data collection has been used – half-structured interview with the experts using the principles of deep interview.

Research instrument – the interview minutes have been made referring to scientific literature that analyses the aspects of conception and structure of *Good Governance* (GG) principles and other legal and strategic documents that correspond to research object. The experts have been presented 11 questions (2 closed and 9 open type). The manner of interview questions and results' analysis were focused on three research problem spheres: evaluation of GG principles; analysis of priorities of GG principles;

analysis of implementation opportunities of GG principles. Data obtained during the interview was processed using the method of content analysis, opinions were categorised i.e. the answers were organised referring to their similarities, differences, features, distinguishing certain categories.

Research scope. With the research we tried to analyse implementation of GG principles in the municipality in the plane of self-evaluation, therefore, for experts' survey we have chosen the employees of the Board and administration of the municipality of Siauliai city. 7 experts participated in the research representing the Board and administration of the municipality of Siauliai city. 3 men and 4 women. Following ethics of the research we considered experts' request to refer to the principle of anonymity in the article. The experts will be names as: "Expert 1" (E1); "Expert 2" (E2) etc. In order to preserve the anonymity of the research, the particular department of the municipality that the expert represents will not be indicated as well. In Table 3 we presented general data about the experts.

Table 3

General data about the experts

| Ex-pert | Position | Work experience in present position (years) | Work experience in public sector (years) | Education |
|---------|------------------------------|---|--|--|
| E1 | Member of the Board | 1 | 6 | Higher university degree, 2 Master's degrees |
| E2 | Member of the Board | 1 | 9 | Higher university degree, Master's degree |
| E3 | Member of the Board | 1 | 5 | Higher university degree, Master's degree |
| E4 | Member of the Board | 5 | 25 | Higher university degree |
| E5 | Public servant/administrator | 6 | 6 | Higher university degree |
| E6 | Public servant/administrator | 1 | 9 | Higher university degree, 2 Master's degrees |
| E7 | Public servant/administrator | 9 | 20 | Higher university degree |

Implementation of principles of Good Governance in the municipality of Siauliai city; expression of experts' opinion

First of all, in the research we tried to carry out the evaluation of implementation of GG principles in the municipality i.e. how/at what level 12 GG principles are implemented in the municipality of

Siauliai city. Evaluation was performed in a ten-grade system where 10 – is the highest evaluation and 1 – the lowest. In the table 4 we present the averages (M) of evaluation of implementation of GG principles in the municipality of Siauliai city of all 7 experts as well as minimum and maximum evaluation values.

Table 4

Implementation of principles of Good Governance in the municipality of Siauliai city: average of evaluation, minimum and maximum values, (N=7)

| Principles of Good Governance | | M | Min | Max |
|-------------------------------|--|---|-----|-----|
| 1 | Organisation of honest elections, representation and citizens' participation | 8 | 7 | 9 |
| 2 | Reacting to society's needs | 8 | 6 | 9 |
| 3 | Effectiveness and efficiency | 6 | 3 | 7 |
| 4 | Openness and transparency | 7 | 4 | 8 |
| 5 | Supremacy of the laws | 8 | 6 | 9 |
| 6 | Ethic behaviour | 7 | 6 | 9 |
| 7 | Competences and abilities | 8 | 5 | 8 |

| | | | | |
|----|---|---|---|---|
| 8 | Innovations, openness to changes | 7 | 3 | 9 |
| 9 | Stability (coherence, balance) and long-term orientations | 7 | 3 | 9 |
| 10 | Reliable finance management | 6 | 5 | 8 |
| 11 | Human rights, cultural variety and social cohesion | 7 | 4 | 9 |
| 12 | Accountabilities | 6 | 5 | 8 |

Experts' opinion about the implementation of GG principles in the municipalities was undisputed. The research has showed that the regulations of organisation of honest elections, representation and citizens' participation, and reacting to society's needs are implemented well, development of competences and abilities is pursued, supremacy of the laws is followed. The following principles were evaluated averagely: implementation of openness and transparency, ethic behaviour, development of innovations and openness to changes, long-term orientation and human rights, cultural and social cohesion. More attention should be paid to the issues of security of effectiveness and efficiency, evaluation of implementation of accountability as well as reliable finance management. Why do the latter principles have limited implementation? Referring to the analysis of experts' opinion we may distinguish the following groups of reasons that describe the problems of principle implementation:

The principle of effectiveness and efficiency.

- **Lack of strategic thinking, planning and implementation.** Since strategic planning is acquiring greater importance while planning activities in the municipalities, in revisions of majority of laws and other legal acts the necessity to coordinate adopted decisions with strategic plans prepared by the institutions is emphasised, it becomes important to distinguish priority spheres of strategic planning, criteria according to which their implementation, reality of formulated aims, programmes and tasks and conformity with modern conditions will be measured. 4 experts out of 7 relate the problems of implementation of the principle of effectiveness and efficiency to the lack of strategic thinking, planning and implementation. According to E3, *“there is a lack of strategic thinking for implementation of this principle. Although strategic plans are created, but some their parts are fictitious, for instance, culture sphere”*. E4 emphasises lack of systemic thinking and states that *“usually one narrow part is extracted from the strategy and it is tried to implement it without referring to the real situation, without discussing if this part of strategy is the most important. Actually, strategic plan of Siauliai is good, however, there is a lack of created and indicated means how to implement*

this plan.”

- **Lack of efficiency of administration work.** Lack of implementation of the principle of efficiency and effectiveness is related to the problems of effectiveness of administration work. At this point the opinion of the members of the Board and administration employees split. The members of the Board evaluated the quality of administration work averagely and stated that *“administration employees are unable to present reasonable arguments regarding the discussed questions, in addition, administration is late to present decisions projects adopted by the Board.”* Whereas E7 states that *“all problems often might be solved positively but legal acts require to behave differently therefore, human needs sometimes are not satisfied since following the laws citizen remains unsatisfied with administration work.”*
- **Political disagreements, intrigues, inability to keep pre-election promises.** Even four experts out of seven related lack of implementation of the principle of efficiency and effectiveness to political disagreements, intrigues, pre-election promises and inability to keep them. E2 considers that the principle of effectiveness and efficiency may be related to other principles of Good governance and state that *“this principle is closely related to openness and transparency because when some questions are discussed in a small “elite” group, it is difficult to evaluate if the adopted decisions always ensure formulated aims if it was really necessary to allocate the resources for the solution of a particular problem.”* E3 emphasises absence of opposition and certain manifestations of intrigues and states that *“absence of opposition in the Board causes doubts if the adopted decisions are the best of all possible ones. Since there are six main parties in the Board, if there is an opportunity they are trying to “blemish” each other but at the same time they are trying to be good and honest in front of their colleagues and electorates.”*

The principle of openness and transparency.

Analysis of experts' opinions let distinguishing two main but at the same time very different reasons obstructing to implement this principle perfectly in the municipality of Siauliai city.

- **Insufficient dispersion of information for the citizens.** Three experts out of seven think that implementation of the principle of openness and

transparency is obstructed by lack of clear, concrete information as well as insufficient presentation of information (publicity). According to E1, *“the principle is implemented averagely, because citizens are presented not all public information, some reports are unwillingly presented even to the members of the Board (e.g. information about the loans from the banks) let alone the ordinary people and their opportunities to get relevant information.”*

- **Communication problems.** Two experts have indicated namely the problems of communication among society, municipality’s institutions and media which are related to too big willingness to announce unverified and inaccurate information. The member of the Board (E4) while evaluating this principle and its implementation emphasised two main aspects: publicity of verified information and media’s influence to the implementation of the principle of openness and transparency. She states that *“everything cannot be published until everything is agreed and arranged because in opposite case it is possible to make more damage than benefit. It is necessary to remember that media does “its own” evaluations and presents information to the society which might be different from the real information or presents only negative information what is negatively influencing people and provoking them.”*

The principle of ethic behaviour. Referring to the analysis of participants’ opinion, we have noticed that three experts out of seven distinguished lack of respect, four experts indicated personal or political benefits which prevent implementation of this principle. We have made a conclusion that first of all it is difficult to implement the principle of ethic behaviour because moral values and the opinion of the members of the Board differ regarding younger members or the ones elected for the first time who are considered not so important or useful, and their abilities are not trusted. The second reason why it is difficult to implement this principle – pursuit of personal benefit or representation of the opinion of political party while adopting the decisions and forgetting society’s welfare. This might cause the problems of coordination of public and private interests, bribery, taking advantage of the official position.

The principle of innovations and openness to changes. The analysis let us distinguish the main reasons that prevent the implementation of this principle in the municipality. According to the experts, the manifestations of conservatism and bureaucracy are still alive in the municipality, that do not stimulate initiatives or changes or even changes are being resisted. Four experts out of seven namely emphasised the aspects of conservatism and stagnation. According to E1, *“principle of*

innovations and openness to changes is implemented averagely because in the municipality traditional and old methods are still being preserved.” E6 also emphasises lack of innovations and argues that *“conservatism of soviet times is still alive in the municipality.”*

The principle of stability (coherence, balance) and long-term orientation. Referring to the analysis of experts’ opinion, we may distinguish the following main groups which prevent proper implementation of mentioned principle in the municipality of Siauliai city.

- **The structure of the Board, term of office.** Three experts out of seven pointed out the main reason which impedes implementation of the mentioned principle – structure of the Board, term of office, which lasts for 4 years and new authorities may raise absolutely different aims than the previous ones therefore, it is difficult to plan strategically, to follow the principle of long-term orientation.
- **Lack of strategic thinking.** Three experts state that the level of implementation of the mentioned principle in the municipality is average since there is a lack of strategic thinking, distinguishing of vision, and satisfaction of real future needs.

The principle of reliable finance management. Referring to experts’ opinion we may state that this principle in the municipality of Siauliai city is implemented quite well evaluating it by the performed procedures and functions however, relating the implementation of this principle to strategic thinking, planning, distinguishing of priorities the performed analysis of experts’ opinion allowed to analyse two main reasons of the problems of implementation of this principle:

- **Lack of priorities.** This group of problems involves not only the lack of distinguishing of priority spheres while dividing financial resources but also inability to distinguish priorities while trying to use the finances effectively. According to E3, *“principle is being implemented averagely, because there is a lack of strategy where to put money. There are no priorities how to use them in the most favourable way. Human factor arises in this situation, there is lack of time to properly discuss positive and negative aspects.”*
- **Inappropriate decision-making.** This group of problems covers not only inappropriate decisions adopted by municipality’s board which has important influence for further activities of municipality, but also fear to make “unpopular” decisions. As Expert 4 states, *“if proper finance management would be ensured, municipality would not have unbalanced budget, such debt. Undoubtedly, it is difficult to foresee crisis, assignments for municipality have been reduced, but inability to “tighten the belts” in time and*

incapacity to follow not populist manner does not help to use finances properly.

The principle of accountability. According to experts' opinion, it is possible to distinguish main reasons which prevent proper implementation of principle of accountability in the municipality of Siauliai city: compulsory formality that does not justify the quality of performed works; lack of people's interest; lack of the dialog between members of the Board, the Mayor and communication with society.

Implementation of Principles of Good Governance in Local Self-government: a Hypothetic Model

Referring to literature and document analysis, the results of particular qualitative research the authors of the article present a hypothetical model of GG implementation in local self-government (see Fig. 1).

The figure shows that in order to implement principles of Good Governance in local self-government it is important to ensure the interaction of central authorities with local self-government institutions and citizens. Implementation of GG principles is inseparable from the decisions of institutions of central authorities, legal basis and other adopted strategic documents. Institutions of central authorities should be responsible for creation of conception and methods of GG in local self-government, preparation of evaluation criteria of installation model and implementation of GG principles in local self-government. Mentioned actions of central authorities would contribute to and would promote changes of local self-government institutions, innovations and initiatives, fostering of GG principles and values as well as greater interaction with society, business and science and this would correspond to progressive development of socioeconomic process of cities and regions. It is obvious that active implementation of GG principles would motivate people to participate in decision making, mature civil society would be created more actively.

Referring to research results seven GG principles were identified which require more active implementation in local self-government: principles of efficiency and effectiveness; activeness and transparency; ethic behaviour; innovations and openness to changes; stability and long-term orientation; reliable finance management; accountability and responsibility. The main groups of the problems that prevent to implement the mentioned principles in

local self-government were distinguished.

The problems of the principle of *efficiency and effectiveness* are related to deficiency of strategic planning and effectiveness of implementation, lack of result-oriented activities of administration employees and political quarrels, intrigues, inability to keep pre-elective promises.

The problems of the principle of *openness and transparency* are related to insufficient dissemination of information in the society and communication problems. The principle of *ethic behaviour* is deficiency of respect to each other, pursuit for personal or political benefits. The problems of implementation of the principle of *innovations and openness to changes* are related to conservatism and resistance to changes; the problems of the principle of *stability and long-term orientation* is the structure of the Board, term of office, lack of strategic thinking as well as long-term orientation. *Reliable finance management* is lack of priorities (distinguishing priority financing spheres as well as distinguishing of priorities in order to use the funds more effectively) also inappropriate decision making; the problems of the principle of *accountability and reliability* are related to the formality of presented reports (which does not validate the quality of performed works, does not indicate the persons responsible for making certain decisions or implementation/not implementation of activities), lack of dialog between the members of the Board and representatives of management and administration of self-government institutions.

When implementing the principles of Good Governance in local self-government it is important to evaluate resistance to changes of employees of local self-government institutions and to reduce it reasonably, argumentatively, presenting thoroughly the necessity and benefits of implementation of the principles. Attention also must be paid to the strengthening of confidence in authorities which is related to society's attitude that implementation of changes in the institutions of local self-government (in this case implementation of principles of GG) is only waste of funds also for ensuring the dialog and interaction of "authorities-society-business-education" which is related to cooperation of these groups, ability to listen and to look for the best solutions as well as to share good experience.

Implementation of principles of Good Governance stimulates development of regions, cities, communities where governance based on clear strategic vision is consecutive and innovative, the dimensions of responsibility and accountability as well as civil manifestations are obvious.

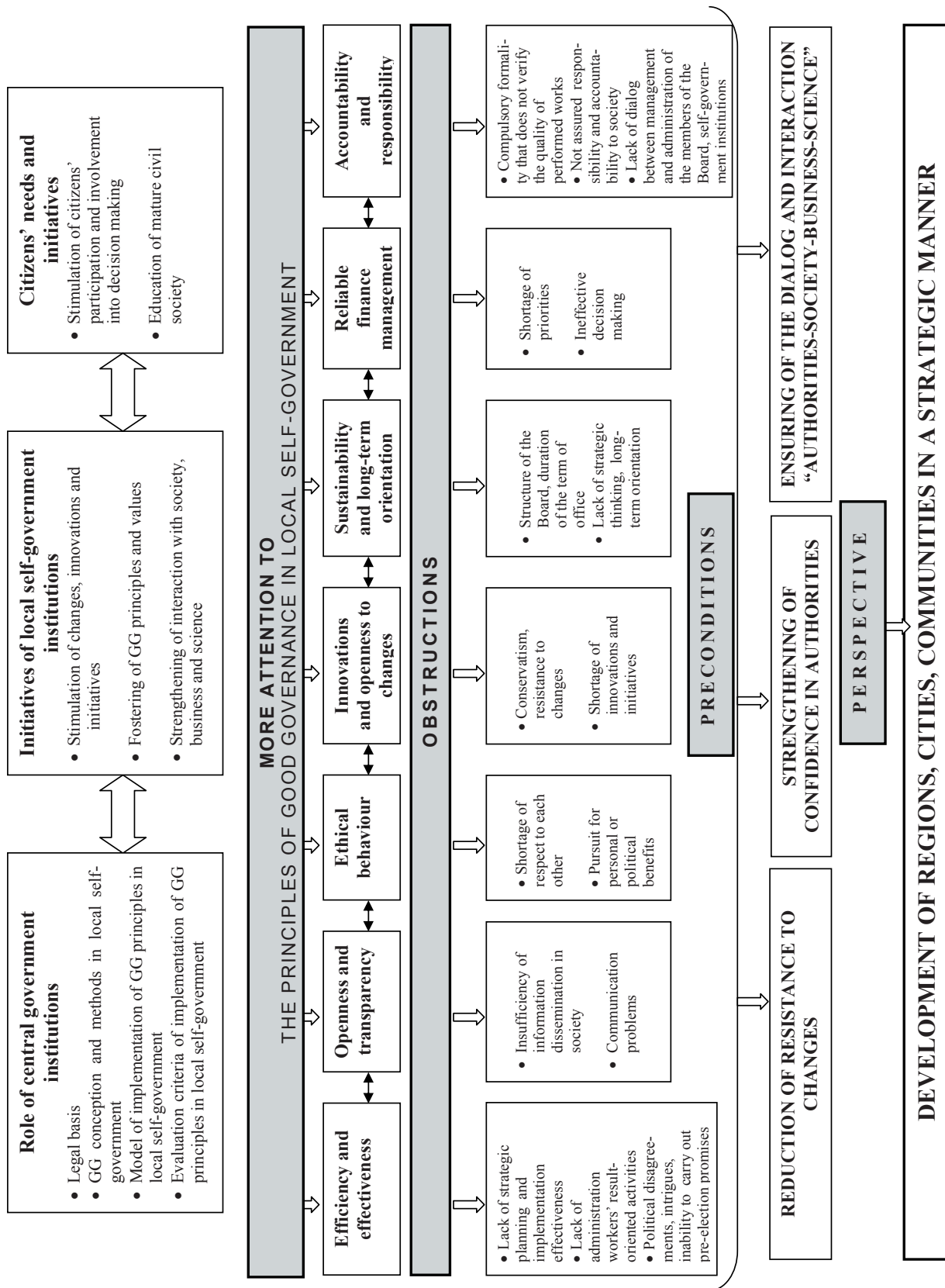


Fig. 1 Implementation of the principle of Good Governance in local self-government: a hypothetical model

Conclusions

To define Good Governance unambiguously is quite difficult. Although the definitions presented by scientists and international organisations have certain similarities, but at the same time they are very specific and every author emphasises different elements of the Good Governance definition.

Principles of Good Governance in local self-government (*honest conduct of elections, representation and citizens' participation, reacting to peoples' needs, efficiency and effectiveness, openness and transparency, supremacy of laws, ethic behaviour, competence and abilities, innovations and openness to changes, stability (coherence and balance), long-term orientation, reliable finance management, human rights, cultural variety and social cohesions, accountability*) are closely interrelated, they play an important role in democratic governance therefore it is difficult to separate them: implementation (or not implementation) of some principles has influence on expression of other principles.

According to participants' opinion, even though eight principles of Good Governance (*efficiency and effectiveness, openness and transparency, ethic behaviour, innovations and openness to changes, stability and long-term orientation, reliable finance management, human rights, cultural variety and social cohesions, accountability*) out of twelve are implemented averagely in the municipality of Siauliai city, therefore, we may consider that municipality pays not enough attention to ensure quality of adopted decisions and performed activities.

Analysis of experts' opinion let us distinguish the groups of reasons that describe the problems of implementation of principles: problems of the principle of *efficiency and effectiveness* are related to deficiency of strategic planning and effectiveness of implementation, problems of administration work and political quarrels, intrigues, inability to keep pre-elective promises. The problems of the principle of *openness and transparency* are related to insufficient presentation of information to society and communication problems. The principle of *ethic behaviour* is deficiency of respect, pursuit for personal or political benefits. The problems of implementation of the principle of *innovations and openness to changes* are related to conservatism and stagnation, lack of employees' initiatives; the problems of implementation of the principle of *stability and long-term orientation* are related to the structure of the Board, term of office, lack of strategic thinking. *Reliable finance management* – lack of priorities, inappropriate decision making; the problems of the principle of *accountability* are related to the formality of presented reports (which does not validate the quality of performed works), lack of people's interest

and absence of a dialogue among the members of the Board, the Mayor and communication with society.

It has been determined that all principles of Good Governance distinguished in the context of the research are relevant to the municipality of Siauliai city. As not even single principle has been evaluated perfectly, it is obvious that self-government institutions have much space for effective implementation of principles.

A prepared hypothetical model of implementation of principles of Good Governance in local self-government emphasises integration of three main groups: central power, institutions of local self-government and people as well as their needs, in order to install insufficiently implemented principles of Good Governance in local self-government. Having eliminated the obstacles, the following perspective is indicated: implementation of principles of Good Governance would stimulate development of regions, cities and communities because real strategic plans would be created and it would be pursued to implement them effectively, distinguishing priority spheres, managing and using funds reliably and responsibly, fighting with various forms of corruption.

The research shows that the equivalents of the principles of Good Governance are established in legal acts of the Republic of Lithuania, that the representatives of self-government institutions must follow in their activities, but usually their implementation encounters the lack of clear strategic vision, dominating manifestations of conservatism that do not stimulate initiatives and changes in local self-government.

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Gero valdymo principų įgyvendinimas vietos savivaldoje: Šiaulių miesto atvejis

Santrauka

Straipsnyje teoriniu ir praktiniu aspektais nagrinėjami gero valdymo principai ir jų įgyvendinimas vietos savivaldos lygmeniu. Gero valdymo sampratos daugialypiškumas, gero valdymo principų vietos savivaldoje specifiškumas atskleidžiami užsienio ir Lietuvos mokslininkų išvalgomis, oficialiais tarptautiniais dokumentais. Šis kontekstas skatina praktiniu aspektu ištirti gero valdymo principų įgyvendinimą konkrečioje savivaldos institucijoje – Šiaulių miesto savivaldybėje, parengiant gero valdymo principų diegimo vietos savivaldoje hipotetinių modelių. Pasitelkiant ekspertus iš Šiaulių miesto savivaldybės, savęs vertinimo kontekste išanalizuotas gero valdymo principų savivaldybėje įgyvendinimas, išryškinant problemas ir numatant galimas valdymo tobulinimo kryptis.

Lietuvos ir užsienio mokslininkų publikacijose

gero valdymo koncepcija nagrinėjama įvairiais pjūviais: viešojo administravimo modernizavimo aspektu (Grindle, 2007; Ladi, 2008; Raipa, 2010), analizuojama gero valdymo principų samprata ir raiška (Domarkas, 2005; Negrut, Costache, Maftai ir kt., 2010; Šaparnienė, 2010; Žilinskas, 2010), pateikiami konkretūs gero valdymo įgyvendinimo praktiniai aspektai (remiantis konkrečios šalies pavyzdžiu) (Farrington, 2009; Kargbo, 2009). Patys bendriausi gero valdymo koncepcijos aspektai pateikiami kituose oficialiuose šaltiniuose: Jungtinių Tautų vystymo programoje (JTVP) (angl. *United Nations Development Programme, UNDP*), 1997; Pasaulio Banko (angl. *World Bank*), 2004; Tarptautinio valiutos fondo (angl. *International Monetary Fund*), 2005; Kanados tarptautinės plėtros agentūros (angl. *Canadian International Development Agency, CIDA*),

1996 tinklalapiuose. Nepaisant didelio susidomėjimo gero valdymo sampratų aiškinimu, dėl jų platumo ir įvairiapusiškumo, nagrinėjamo koncepto analizė išlieka vienu probleminių klausimų.

Gero valdymo principai vietos savivaldos lygmeniu pateikti Inovacijų ir gero valdymo strategijoje (angl. *The Strategy for Innovation and Good Governance at Local Level*) (2008), kurią patvirtino Europos Tarybos ministrų komitetas. Gero valdymo principai gali būti įgyvendinami pasaulio, Europos, nacionaliniu lygiu, taip pat regioniniu ir vietos lygiu, tačiau mokslinėje literatūroje pabrėžiama gero valdymo principų įgyvendinimo savivaldos institucijų kontekste ribotas iširtumas.

Tyrimo tikslas – ištirti gero valdymo principų įgyvendinimą Šiaulių miesto savivaldybėje ir parengti gero valdymo principų diegimo vietos savivaldoje hipotetinį modelį, apibrėžiantį valdymo tobulinimo gaires. Tyrime taikyti šie metodai: mokslinės literatūros ir šaltinių analizė, pusiau struktūruotas interviu su ekspertais, taikant giluminio interviu principus ir interviu medžiagos turinio analizė (angl. *content*), kategorizavimas.

Tyrimas parodė, kad gero valdymo principų atitikmenys yra įtvirtinti Lietuvos Respublikos teisės aktuose, kuriais savo veikloje turi vadovautis savivaldos institucijų atstovai, tačiau neretai jų įgyvendinimas susiduria su aiškios strateginės vizijos stoka, vyraujančiomis valdymo konservatyvumo apraiškomis, neskatinančiomis iniciatyvų ir pokyčių vietos savivaldoje.

Tyrimo kontekste nagrinėti Inovacijų ir gero valdymo vietos lygmeniu strategijoje (2008) apibrėžti principai, iš kurių, ekspertų nuomone, *veiksmingumo ir efektyvumo,*

atvirumo ir skaidrumo, etiško elgesio, inovacijų ir atvirumo pokyčiams, tvarumo ir ilgalaikės orientacijos, patikimo finansų valdymo bei atskaitomybės principai savivaldoje įgyvendinami nepakankamai. Ekspertų nuomonių analizė leido išskirti priešasčių grupes, kurios apibūdina principų įgyvendinimo problemas: *veiksmingumo ir efektyvumo principo* įgyvendinimo problemos siejamos su strateginio mąstymo, planavimo ir planų įgyvendinimo ribotumu, administracijos darbo veiksmingumo problemomis; *atvirumo ir skaidrumo principo* dalinis įgyvendinimas siejamas su neišvystyta informacijos perteikimo gyventojams sistema, efektyvios komunikacijos tarp valdžios, piliečių ir verslo nebuvimu; *etiško elgesio* – su pagarbos tarp valdžios ir jos dalininkų trūkumu, valdžios atstovų asmeninės ar politinės naudos siekimu; *inovacijų ir atvirumo pokyčiams principo* įgyvendinimo problemos siejamos su vis dar vyraujančiomis valdžioje konservatyvumo apraiškomis, darbuotojų iniciatyvų trūkumu; *tvarumo ir ilgalaikės orientacijos principo* įgyvendinamo problemos siejamos su savivaldybių tarybų per trumpa kadencijos trukme, strateginio mąstymo trūkumu; *patikimo finansų valdymo* – su prioritetų trūkumu priimant sprendimus, neveiksmingų sprendimų priėmimu; *atskaitomybės principo* įgyvendinimas vis dar suvokiamas kaip formalių ataskaitų pateikimas visuomenei, nevystant su ja diskusijų ir komunikacijos. Remiantis literatūros ir dokumentų analize, konkretaus kokybinio tyrimo rezultatais, straipsnyje pateikiamas gero valdymo įgyvendinimo vietos savivaldoje hipotetinis modelis.

Reikšminiai žodžiai: geras valdymas, gero valdymo principai, vietos savivalda.

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