Assessment of Implementation of Civil Servants' Training Strategy for 2007-2010: Case Study

Diana Saparniene, Rita Trijonyte

Siauliai University
Architektu str. 1, LT-78366 Siauliai, Lithuania
E-mail: diana.s@smf.su.lt, atiraa@gmail.com

Abstract

The article presents the assessment of the implementation of the Civil Servants' Training Strategy for 2007-2010 in the Case of Telsiai District. Connections are determined by use of document analysis between goals and tasks outlined in the Civil Servants' Training Strategy for 2007-2010 and the trainings trends and priorities set by public sector institutions. Analysis of departmental statistics enabled assessment of the changes in the number of civil servants participating in training as well as the funding sources for civil servants in training. Expert interviews helped to perform the assessment of the strategy's implementation regarding the strategic goals of specific institutions which have to do with matters regarding the quality of civil servants' training and implementation of priorities and tasks. The assessment of the strategy was performed according to three criteria: *service*, *result* and *effect*.

Keywords: strategy, strategy implementation, strategy assessment, civil servants' training.

Introduction

Processes of rapid globalization, introduction of new technologies, market changes are all inseparable from change and search and implementation of innovation in both private and public sector organizations. The influence of a changing environment is especially felt in civil service. Civil servants are expected to perform efficiently and provide good work results, which are inseparable from constant training and improvement. This statement is confirmed by Zidonis and Smalskys (2007), who maintain that at this time it is especially important that civil servants have the proper knowledge, skills and abilities, and that they apply them productively in civil service. As we can see, strengthening the competence of a public sector organization is connected to training civil servants and raising the level of their qualifications. It should be noted that the necessity to improve the competence levels of public servants is driven by a number of other reasons: Lithuania's preparation to preside over the European Union, activity in international projects, cooperation with institutions of foreign countries, and so on. Clearly, training of civil servants is one of the primary goals not only for the organization, but for the whole state.

One of the principal documents regulating the training of civil servants in Lithuania is the Civil Servants' Training Strategy. Assessments of implementations of strategies of action, such as the Civil Servants' Training Strategy for 2007-2010 (further: Strategy), are fairly complex processes, during which results of the Strategy implementation should be evaluated, the emerged problems analysed and the effectiveness of the strategy determined not only at the organisational, but also at the broader social level. It should be noted that, within organisations, the assessment of the implementation of the Strategy is given especially little attention. Usually assessment is limited to reports of quantitative indicators and delineation of general problems. Therefore the main **problem** raised in this article is related to an introduction to the process and problems of the Strategy implementation assessment.

The aim of the research is to perform an assessment of the implementation of the Civil Servants' Training Strategy for 2007-2010 in the Telsiai District governance and administration institutions. To achieve this aim, the following **objectives** have been set:

1. To review civil servants' training and improvement of competence in the context of strategic management from a theoretical point of view.

2. To assess the implementation of the Civil Servants' Training Strategy for 2007-2010 by means of the methods of document analysis, departmental data analysis and expert interviews, revealing the connections between priorities, goals and means in the Telsiai District public administration institutions and the Civil Servants' Training Strategy for 2007-2010.

The methods of the research. To perform an assessment of the implementation of the Civil Servants' Training Strategy for 2007-2010, theoretical, empirical and statistical methods of analysis were employed. Theoretical: study, analysis, synthesis, summary and comparison of relevant scientific literature; empirical: expert interviews using three criteria of the strategy implementation assessment: *product*, *result* and *effect*, as well as document content analysis; statistical: departmental data analysis.

Main aspects of assessing the strategy implementation

Summarizing the majority of the interpretations of the concept of strategy by Lithuanian and foreign authors, it can be argued that all of them have one essential common trait: purposeful organization of action (Tamosiunas, Liubomirskiene, 2009). Jucevicius (1998) notes that **strategy** is action as well as understanding, what resources to apply and how, with an aim to reduce threats and make use of possibilities, which may or do appear while trying to achieve the desired goal. In defining the concept of strategy, Armstrong, Baron (2002) also stress the importance of the organization's future prospects and the effectiveness of its actions. According to these authors, strategy is a model or a plan which helps an organization to integrate its main goals, policy, and other actions into a cohesive whole.

The treatment of the concept of **strategic management** in scientific literature is just as multidimensional.

In their work Tabatoni, Davies and Barblan (2000) have emphasized the fact that the concept of strategic management is very specific. Strategic management aims to help people both inside and outside the organization (as long as they are associated with its development) to rally around the identity and image of the organization; to evaluate it in new environments; and to ensure its long-term growth while making use of current capacities and further cultivating its "potential" for development. In other words, strategic management aims to design the view of the future for both the organization and the persons working in it, prepare them to bravely face innovations and risks, to increase their ability to cope with changes in structures, models of actions, roles, relationships and duties.

It is important to note that Hofer and Schendel have created a complex conception of strategic management, which is based on the principle that the general design of an organization can be comprehensively described, while also noting the political and strategic goals of the organization, which serve as the main aspects in the process of strategic management. It is worth emphasizing that the authors have given the greatest attention to four aspects of strategic management: *establishing goals, formulating strategy, implementing strategy,* and *strategic control* (Stoner et al., 2005). Still, in most of scientific literature only three main **stages of strategic management** are outlined: strategic analysis, formulation of strategy, and implementation of strategy.

1) **Strategic analysis.** It is worth noting that many authors understand strategic analysis differently. Jucevicius (1998) associated strategic analysis mainly with possibilities granted and dangers provided by the outside environment and an evaluation of the competition. Price, Newson (2003) state that strategic analysis clearly displays the current situation of the organization. Bagdoniene (2009) joins the statements of the aforementioned authors together. According to her, the purpose of strategic analysis is to describe the current situation of the organization and clarify the most important outside factors which may influence this situation. The main tools of strategic analysis are: PEST analysis, SWOT analysis, and other.

2) **Formulation of strategy.** According to Gedvilaite-Moan and Zakarevicius (2010), it is essential to distinguish the essential components of strategy formulation: mission, strategic goals, situation analysis, thoroughness of the assessment of alternatives and the process of strategy formulation.

3) **Implementation of strategy.** Preparation of a strategy of some kind having been completed, the implementation of strategy follows. It can be said that the implementation of strategy encompasses decision making and actions oriented to achieving the goals outlined in the strategy as well as those necessary for the implementation of the strategy (Dubinas, Smilga, 2008). In the opinion of David (2003), the stages of strategic management can be broken down into corresponding activities, therefore, if one aims to formulate a strategy, it is necessary to make some kind of analysis or research, join all this with intuition, and make an appropriate decision. In the stage of strategy implementation, *yearly goals are set*, supported by corresponding *actions*, and *resources* are allocated. To support attempts at assessing the strategy a review of internal and external factors is performed, effectiveness is evaluated, and, where needed, scheduled actions are adjusted.

While analyzing the process of strategy implementation, it is necessary to note that the assessment of strategy implementation is no less important stage than the preparation of a good strategy. The assessment of strategy implementation allows to strengthen the implementation of the strategy in pursuance of the outlined goals, and, where necessary, to perform adjustments and strengthen policy in accordance with changes in the environment. This allows anticipating and avoiding mistakes in the processes of creating or implementing new strategies (Jucevicius, 1998).

Seeking to perform a comprehensive and appropriate assessment of strategy implementation, it is necessary to determine strategy **assessment criteria**. Criteria may be quantitative or qualitative, but nonetheless they should be easily verifiable (Saloner, Shepard, Podolny, 2001).

Often the assessment criteria that show implementation of the Government's action priorities are used to assess the progress in implementation of the Government's action priorities. After the government approves the priorities for action, the responsible authorities must develop assessment criteria that would allow assessing the implementation of these priorities. For example, action plans give such assessment criteria as effect, result, or product assessment criteria (Strategic planning documents..., 2010). Assessment criteria are described in the methods for institution and use of assessment criteria section in the strategic planning documents. The criteria can be of different types:

- **product** assessment criterion: a criterion of the accomplishment of a task, as in the intellectual or material product or a service, which appears in the process of accomplishing a task with purposeful use of resources;
- **result** assessment criterion: a criterion of the achievement of a programme's goal, which shows the utility which is directly received by the programme beneficiaries upon successful implementation of the programme. While establishing result assessment criteria a clear understanding of what goal is sought, and their factual values show whether it was possible to achieve the planned utility and solve the targeted problems;
- **effect** assessment criterion is used to assess the achievements of strategic or management goals as well as to show the utility that both the direct beneficiaries and society receive upon the achievement of a strategic goal.

It is obvious that strategy implementation and implementation assessment constitute an inseparable part of the process of strategic control, which allows not only to evaluate how strategic goals were achieved and what problems were encountered, but also to avoid mistakes in the creation and implementation of a new strategy.

Training of civil servants in the context of strategic management

Constant socioeconomic changes in the environment and spread of technological innovations force organizations to change and improve. With this in mind, public sector institutions give grave import to the effectiveness and usefulness of their activities, improvement of their employees' responsibility and professionalism, all of which are very closely connected with civil servants' competence levels (Chlivickas et al., 2002). The improvement of civil servants' professional competence is one of the priority areas upon which governing the state, fostering democracy, maintaining rule of law and stability of social life, etc. all depend (Juraleviciene, 2003). At the same time a civil servant's professional competence is one of the main requirements for an organization to provide efficient, high-quality services. Therefore sufficient attention must be paid to improvement in this field (Baranauskiene, Gudinavicius, 2008).

The raising of the standard of civil servants' qualification is associated with constant theoretic and practical improvement, various follow-up studies, acquisition and development of special professional knowledge, improvement of state government and administration skills and capacities by the initiative of either the civil servant himself or some kind of institution. For the highest category of civil servants, training programmes are intended to increase their managerial capacities. On the other hand, entry-level civil servant training is intended to provide career civil servants with knowledge and specific skills, which can be called basic preparation for public administration activities (State of the Republic of Lithuania..., 1999).

Civil servants' training in Lithuania is gaining a systemic and consistent nature. Training and qualification improvement have become an inseparable part of every institution, helping to actively adapt to changes. It is important to stress that **the system for training civil servants** has achieved a number of positive results since the restoration of Lithuania's independence. The first Civil Servants' Training Strategy was approved for 2002-2006, the second one for 2007-2010, and recently the third strategy for 2011-2013 has come into effect.

One of the most important documents in the last year to have helped achieve positive results in developing civil servants' professional competence is the *Civil Servants' Training Strategy for 2007-2010 (Strategy)* approved by the ruling of the Government of the Republic of Lithuania. The Strategy defines the main strategic considerations and guidelines in the context of Civil Servants' Training in 2007-2010. The document provides a vision of training, the core priority goals and tasks of civil servants' training, and delineates potential groups. Also provided are analyses of the state of training and SWOT (*Strengths, Weaknesses, Opportunities, and Threats*), which overviews the Strategy's implementation situ-

ation and results. The accentuated training priorities allow systematic and purposeful pursuing of improvement among civil servants. It should be noted that the Civil Servants' Training Strategy also establishes quality control and assessment mechanisms. All this allows assessing the result of achieved goals and tasks more accurately.

Methodology of the research

The methodological basis of the analysis is built on theoretical insights of both Lithuanian and foreign scientists regarding strategic management and civil servants' training. Problems with strategic management and strategy development have been examined by Arimaviciute (2005), Tamosiunas, Liubomirskiene (2009), Jucevicius (1998), Melnikas, Smaliukiene (2007), Tabatoni, Davies, Barblan (2000), Vasile, Ivancu (2009) and other scientists. A good deal of attention was given to the analysis of the theoretical background of civil servants' training and competence development (Tubutiene, 2006; Zidonis, Smalskys, 2007; Sakalas, 2003; Saparniene, 2010 et al.).

Seeking to perform an assessment of the implementation of the strategy, three methods of analysis commonly used in social sciences were employed and integrated: *document analysis, departmental data analysis*, and *expert interviews*. The institutional documents and statistical data were analyzed by using pre-established criteria. The identified criteria and indicators helped to perform the analysis of details of the Strategy's implementation in Telsiai District public governance and administration institutions systematically and purposefully.

The assessment of the Strategy's implementation also involved the use of the expert interview method. The people interviewed were representatives of institutions who had the knowledge, experience and competence in the field of the problem studied, and the most reliable and complete information regarding the problem under analysis. Expert interviews were conducted using a structured open format questionnaire. Diagnostic blocs in the interview protocol were determined based on the assessment criteria provided in the ruling of the Government of the Republic of Lithuania "Regarding the approval of strategic planning methodology" (Zin., 2009, No. 6-167)): *product, result, effect*.

Characteristics of the sample of the research. According to the pre-established criteria, five public administration institutions in Telsiai District were chosen: *Telsiai District Municipality, Telsiai District State Tax Inspectorate under the Ministry of Finance of the Republic of Lithuania, Telsiai Labour Exchange, State Social Insurance Fund Board, Telsiai section (Sodra)* and *Telsiai Public Health Centre.*

5 experts from all the institutions researched were interviewed. The following people participated: the Personnel Department head of Telsiai District State Tax Inspectorate, Telsiai Public Health Centre Work Organization Department head, Plunge Territorial Labour Exchange Telsiai Department personnel specialist, Telsiai District Municipality Legal and Personnel Department head, SSI "Sodra" Telsiai Department Personnel Management Department senior specialist. Prior to performing the actual interviews, some requirements were determined for expert selection. To make certain they have sufficient knowledge to evaluate the Strategy implementation, it was determined that they must have experience in personnel management, a minimal work experience in the institution in question of 3 to 4 years, and so on.

Analysis of the situation of training of civil servants in Telsiai District public administration institutions

In recent times civil servants have been facing new challenges and problems: demands are made to optimize the performance of institutions and offices, and to reduce expenditures. At the same time, customers of the services of the institutions and offices demand ever more varied and higher quality services. The most common way out of the situation is improvement of the competence levels of civil servants.

One of the main means of raising the standard of civil servants' qualifications is training. The numbers of civil servants having participated in training is assessed separately according to the institutions analyzed in cases of Telsiai Labour Exchange and Telsiai State Tax Inspectorate.

After analyzing the training reports received from these institutions it was made clear what number of civil servants participated in training at which time. After analyzing the Telsiai Labour Exchange documents regulating personnel training and qualification raising, it was noticed that civil servants along with other employees were especially acting at raising their qualifications in years 2007 and 2008. In year 2007, 53.3% (i.e., 8 out of 15) of civil servants participated in centralized training programmes organized by the Lithuanian Labour Exchange, in training organized by Telsiai Labour Exchange, and in further education through various other projects. In 2008 this number grew and over 80% of civil servants working at Telsiai Labour Exchange participated in training programmes.

In 2009, the numbers of employees participating in training programmes significantly shrank. According to the personnel qualification improvement programme of Telsiai Labour Exchange, no employees of Telsiai Labour Exchange participated in the cen-

tralized training programmes organized by the Lithuanian Labour Exchange. Most raised their qualifications in training programmes organized by the Lithuanian Labour Exchange. In this period the improvement of qualifications was limited to training of but a few employees, who would then share and transmit the knowledge gained to other employees in the respective department as well as to other employees associated with the topic of training, with regards to their area of work. This decrease in civil servants participating in training is associated directly with the deteriorated financial situation of the state.

A similar trend can be noticed in Telsiai District State Tax Inspectorate. In 2007 every civil servant working in Telsiai District State Tax Inspectorate participated in training 4 times a year on average, and 3 times a year in 2008, the situation changed completely in 2009-2010, as was the case with Telsiai Labour Exchange and a far lower number of civil servants participated in training. The number of civil servants having participated in training in 2010 decreased by 60% in comparison to year 2007.

The numbers of civil servants of the institutions analyzed participating in training is displayed in Table 1.

Table 1

The dynamics of numbers of civil servants participating in training in Telsiai State Tax Inspectorate (STI) and in Telsiai Labor Exchange (TLE) for year 2007-2010

Year Institution Criterion	2007		2008		2009		2010
	TLE	STI	TLE	STI	TLE	STI	STI
Number of civil servants at institution	15	156	16	161	16	153	147
Number of times participated in training	8	657	13	460	5	253	239

Source: compiled by the authors of the article with reference to the data from Telsiai Labour Exchange and Telsiai District State Tax Inspectorate.

Telsiai District State Tax Inspectorate the only one among the institutions analyzed uses the **assessment criteria** provided in the Strategy and, aside from the general numbers of civil servants participating in training, provides more detailed accounts, i.e. civil servant numbers by corresponding training types. In 2007-2010, the majority (in 2007 even 80%) of STI civil servants participated in training programmes having to do with the attainment of the offices' strategic goals. As of 2009 the situation, like in other institutions, changed. At this time period we can notice not only a steep general decline in the numbers of training program participants, but also changes in the trends of training types. As time runs, the increasing popularity of other training programmes can be noticed. In 2007 training associated with other, non-Strategy established goals, made up a mere 8.1% of the total number of training events. In 2010 this percentage grew to 60.7%. These calculations allow us to presume that during the first (2007-2008) years of the Strategy implementation the majority of employees participated in seminars with topics in accordance to the topical priorities established in the Strategy, and therefore used the 2009-2010 period to improve in other, more specialized fields.

In summary we can say that civil servants working in Telsiai District institutions constantly raise their qualification in training programmes in various fields, but the situation in the training sphere was somewhat altered in 2009-2010 by the financial situation. Because of insufficient funds only a few civil servants were able to participate in training directly,

and the knowledge gained was transmitted to colleagues in both verbal and written form.

Analysis of priority groups for training civil servants

Lithuanian system for training civil servants changed in the past decade. The change of this system is marked by certain innovations that appeared in this area: new forms of training and certain *priority training goals* and *priority training groups* set at the national level (Cesnuleviciene, Lakis, 2002).

The government, taking the current situation into account and anticipating future changes, uses the civil servant training strategies to emphasise different priority training groups at different periods. Institutions of the state and municipalities often use the priority groups delineated in the Civil Servants' Training Strategy as a guide when creating training groups, but just as often the groups are formed according to notions of their own strategic goals, identified needs for competences in the organization, and the specificity of the activities of the institution.

Referring to the documents regulating civil servants' training provided by the Telsiai District state governance and administration institutions participating in the research and the information regarding development of civil servants' training provided by the institutions, it was attempted to reveal what connections are there between priority training groups envisaged in the Strategy and training groups actually formed by the Telsiai District public sector institutions (see Table 2).

Table 2

Connections between priority training groups envisaged in the Civil Servants' Training Strategy for 2007-2010 and training groups formed by the Telsiai District public sector institutions

Priority training groups envisaged in the Civil Servants' Training Strategy for 2007-2010	Telsiai District municipality	SODRA Telsiai department	Telsiai District STI	Telsiai labour exchange	Telsiai public health center
Civil servant target groups responsible for attainment of strategic goals of state and municipality institutions and offices.	+	+	+	+	+
Civil servants responsible for use of EU structural support.	+	-	-	-	+
Civil servant target groups connected with participation in the EU decision making and decision implementation assurance processes, and with Lithuania's preparation for chairing the European Union in 2013.	-	+	-	-	-
Civil servant target groups, which, according to law of the Republic of Lithuania, must mandatorily participate in determined training programmes.	+	+	+	+	+
Civil servants responsible for personnel management.	+	+	+	+	-

Source: compiled by the authors of the article with reference to documents of Telsiai District institutions.

The data provided in Table 2 show that in 2007-2010 the analyzed Telsiai District institutions gave the greatest attention to *civil servant target groups responsible for attainment of strategic goals of state and municipality institutions and offices*. It must also be noted that *civil servant target groups, which, according to law of the Republic of Lithuania, must mandatorily participate in determined training programmes,* became one of the top priorities. Obviously, successful attainment of strategic goals is inseparable from an organization's effectiveness and capacity to produce results. Moreover, almost all personnel of the organization are responsible for the achievement of strategic goals. The second choice (*civil servant target groups, which, according to law of the Republic of Lithuania, must mandatorily participate in determined training programmes*) is made necessary by the Law on Civil Service (Zin., 1999, No. 66-2130, section X, Article 45), which states that "career civil servants having begun their duties must participate in the *introductory training programme* within a year following the beginning of service, provided that they have not participated in one before."

During the period analyzed, the least attention was paid to these priority groups established by the Strategy: *civil servant target groups connected with participating in EU decision making and decision implementation assurance processes, and with Lithuania's preparation for chairing the European Union in 2013*. It should be noted that Telsiai District institutions have not properly evaluated the importance of training these priority groups. It can be stated that the result of ignoring the importance of these groups is lack of proper knowledge which would have allowed the organizations to achieve better results in EU fund allotment and in EU decision making and implementation processes.

Analysis of priority goals for training civil servants

Goals for training civil servants are inseparable from training goals outlined by the state or municipality institutions and offices. Delineation of priority goals for civil servants' training allows to better evaluate their capacities, skills, and to properly determine fields in need of improvement.

Upon completion of analysing the civil servants' training strategies approved in Lithuania up to now, it was noticed that some priority goals keep being extended for an ever further time period, as these goals need a longer time period to be implemented than the time period allotted for the implementation of the strategies. Institutions implementing active laws regulating civil servant training (including the Government-approved Civil Servants' Training Strategy), guided by research on the needs of civil servant training and taking the strategic goals of an institution into account, actualize the priority civil servant training goals of the institution in question. Table 3 provides connections between the priority goals of the Civil Servants' Training Strategy for 2007-2010 and the priority training goals of Telsiai District public governance and administration institutions.

Table 3

Connections between the priority goals of the Civil Servants' Training Strategy for 2007-2010 and the priority training goals of Telsiai District public governance and administration institutions

Priority training goals	Telsiai District municipality	SODRA Telsiai department	Telsiai District STI	Telsiai labour exchange	Telsiai public health centre
To improve the capacities associated with attainment of strategic goals of state and municipality institutions and offices.	+	+	+	+	+
To participate in the EU decision making and implementation assurance processes, prepare for chairing the EU in 2013.	-	+	-	-	-
To improve the civil servant capacities to administrate the EU structural support at all levels.	+	+	-	+	-
To perform the mandatory training established by the Law on Civil Service Training of the Republic of Lithuania.	+	+	+	+	+
To develop the civil servants' knowledge in fields of professional ethics and corruption prevention.	+	-	+	-	-
To improve the knowledge of the EU working languages.	+	-	+	-	-
To improve the computer literacy skills.	+	-	+	-	-

Source: compiled by the authors of the article with reference to documents of Telsiai District institutions.

From the data provided in Table 3, we can deduce that the main priority goals of Telsiai District institutions are mostly associated with a section of goals mentioned in the Strategy: *specifically, performing mandatory training established by the Law on Civil Service Training of the Republic of Lithuania, and improving capacities associated with attainment of strategic goals of the state and municipality institutions and offices*. These results conform to the delineation of priority training groups.

Having performed an assessment of training priorities, we can state that the majority of them directly connect with priorities established in the Strategy. However, it can be observed that very little attention is given to questions regarding civil servants' ethics, computer literacy and aspects of EU decision making and implementation.

Assessment of implementation of Civil Servants' Training Strategy for 2007-2010: *service criterion*

Assessment of the Civil Servants' Training Strategy for 2007-2010 was performed by method of expert interview using three criteria: **service, result**, and **effect.**

Assessment of strategy implementation based on the **service** criterion was itself based on an evaluation of civil servants' training priority goals attainment, quality of the training programmes, needs for training with the organization, and use of funds directed at training.

All of the experts participating in the interview have noted that Strategy implementation according to its outlined priority goals was sufficiently **effectual,** that priority goals outlined in the Strategy were sufficiently **well-timed** and that they conformed to the organization's **strategic goals** at the given time period. Understandably, some priority goals (example: *to participate in the EU decision making and decision implementation assurance processes, to prepare for Lithuania's chairing the European Union in 2013*) were not in accordance with the specificity of the activities of the institution, and thus were obviously left unimplemented.

In the institutions analyzed the greatest attention was given to priority number one, which is *improvement of capacities associated with attainment of strategic goals of state and municipality institutions and offices*. The same things noted during document analysis were confirmed by the expert interviews: for example, during the time period of the Strategy implementation institutions gave most attention to provisions of the Law on Civil Service of the Republic of Lithuania regarding mandatory training for civil servants. At the same time, other priority goals did not receive much attention in the institutions.

To assess the situation according to the service criterion it was necessary to analyse how civil servants' training proceeded according to the delineated priorities during the implementation of the Strategy. Summarizing the results of the analysis we can state that the training of civil servants in Telsiai District proceeded fairly systematically and in the manner previously established at the organizations. At the institutions studied, the process of civil servants' training was planned and implemented based on these main stages: *establishment of a need for training, creation of a training plan for the year, its implementation* and *training quality assessment and control*.

What are the main problems faced during implementation of the Civil Servants' Training Strategy for 2007-2010? The main problems noted by the experts during the implementation of the Civil Servants' Training Strategy are displayed in Table 4.

Table 4

Problems faced during the implementation of the Civil Servants' Training Strategy for 2007-2010

	PROBLEM	STATEMENT
1.	Goals outlined in the strategy do not match up to priorities of the organization	*It is always somewhat said that not all goals can be successfully attained, applied to us*
2.	Lack of funding for training	*The main hindrance is lack of funding* *Lack of funding for training* *Financial capacities of the organization*
3.	Incompatibility of the training time schedule	*Workload compatibility with training schedule*
4.	Lack of employees' motivation	*Lack of employees' motivation and willingness to learn*

Most of the experts participating in the analysis have noted that the main problem is associated with a lack of funding for civil servant training. They were also worried that not all established priorities could be fulfilled due to a lack of compatibility with the specificity of the field of their activity. Other problems are associated with the employees' own lack of motivation for improvement or the organizational details of the training programmes.

Training programme assessment is a particularly important segment in the system of civil servants' training and qualification improvement. Performing a full assessment it is possible to establish a direction for the training, clear goals for the organization and a civil servant, and achieve positive changes (Patapas, Kasparaviciute, 2009). Recently there was an especially large supply of training programmes intended for civil servants. Therefore the experts were asked to assess the training programmes for civil servants provided by various teaching institutions, as well as the topics of training items and the quality of seminars. The experts provided both positive and negative evaluations of the quality of the currently offered training. Their statements are given in Table 5.

Table 5

Training quality assessment

CATEGORY	STATEMENT
Variety of training topics	*I would evaluate this very positively, as there are various training programmes, various lecturers, and various topics*
Creation of new programmes according to existing needs	*Essentially positive. If some kind of programmes were missing, they were later prepared*
Quantity of offered programmes	*There are really quite a few training programmes offered*
Use of training for the organization	*Most of the topics are useful to the employees of our organization. But they do repeat themselves somewhat*
Training topics	*Training lacked concreteness and possibility of application of knowledge* *Sometimes I wish that the training had some kind of specificity, that is to say, it were applicable only to one type of an organization or even job position*
Quality and price of training	*Training institutions sometimes offer services of dubious quality* *The price is too high*
Length of training	*The advertised length of training sometimes does not match the actual length*

Experts participating in the interview evaluated the variety and applicability of civil servants' training programmes to the needs of the organization quite positively. However, quite a few complaints were fielded regarding the quality and specificity of the training, i.e., its ability to be applied to the activity of

the organization. One of the most pressing problems made clear was the poor relationship between *quality* and *price* of training. Civil servants' training is rather expensive, so civil servant training is financed by the state and municipalities. European Union structural support funds can also be used for civil servant training.

Summarizing the assessment of the Strategy's implementation based on the **criterion of service**, we can state that training programmes currently organized take place in a sufficiently systematic and purposeful manner, i.e. taking into account the training priorities established in the Strategy, but there also are problems connected with the quality of training and insufficient funds, which create a barrier for a successful implementation of the Strategy and effective organizational activity.

Assessment of Implementation of the Civil Servants' Training Strategy for 2007-2010: *result criterion*

In most of the EU nations assessment of the results of training is one of the core parts of training quality assessment. However, in Lithuania a system is still not established for assessing training programme results, i.e., very rarely an assessment is made regarding what the students have learned, what benefit the organization has received, and what the impact of the training on the activities of the civil servant is.

In this analysis we attempted to clarify the effect of training on organizations. In the interviews the experts were asked to evaluate, what kind of utility the civil servants received from participating in training and what kind of positive changes were noticed in the organization during the implementation of the Strategy. Answers to these questions are provided in Figure 1.
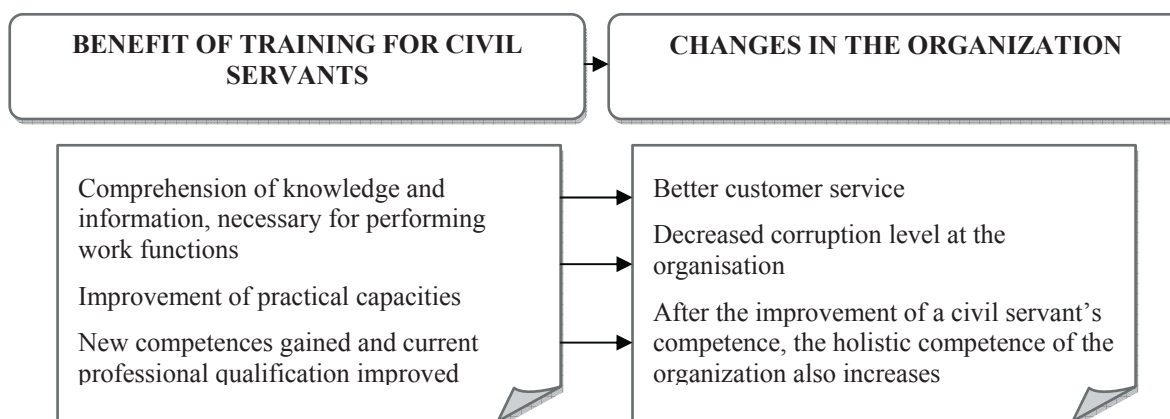

BENEFIT OF TRAINING FOR CIVIL SERVANTS	CHANGES IN THE ORGANIZATION
Comprehension of knowledge and information, necessary for performing work functions	Better customer service
Improvement of practical capacities	Decreased corruption level at the organisation
New competences gained and current professional qualification improved	After the improvement of a civil servant's competence, the holistic competence of the organization also increases

Fig. 1. Utility of training for civil servants and changes in the organisation

The analysis has shown that it is not difficult to assess changes in the organisation created by the increase in competence of its selected members, as this is clearly reflected in the results of the organisational activities (for example, increased customer satisfaction regarding service, decrease in corruption level of the organisation, etc.).

In an attempt to gain more specific and comprehensive answers, the interviewees were also asked to evaluate the results of training based on the established priority goals for civil servants' training. The representatives of the institutions were asked to evaluate whether each priority goal was fulfilled, unfulfilled, or fulfilled in part. The analysis has shown that in all institutions analyzed only two priorities were fully fulfilled, i.e. *improving capacities associated with attainment of strategic goals of state and municipality institutions and offices, and performing mandatory training as established by the Law on Civil Service Training of the Republic of Lithuania.* However, on the account of the experts, the following priorities were partly fulfilled: *developing civil servants' knowledge in fields of professional ethics and corruption prevention, strengthening computer literacy skills and improving the knowledge of EU working languages.* As previously mentioned, in four institutions a priority remained unfulfilled: *participation in EU decision making and implementation assurance processes, preparation for chairing EU in 2013.* It can also be noted that little attention was given by the Telsiai District institutions to the priority of improving the capacities of civil servants at all levels to manage EU structural support.

Summarising the experts' Strategy implementation assessment based on the result criterion, we can state that civil servants have gained sufficient knowledge and improved their activities in relevant areas as a result of training. It is likely that all this has directly contributed to the changes in the organization and the effectiveness of its activities.

Assessment of Implementation of the Civil Servants' Training Strategy for 2007-2010: *effect criterion*

Use of the effect criterion is intended to clarify what use the implementation of the Strategy provides not only to the direct beneficiaries of the programme, but to other groups as well (for example, society). An assessment of civil servants' training progress was performed. Official sources note that "*training services effect analysis is not performed, which allows the opportunity to provide training services of insufficient quality*" (Zin., 2006, No. 127-4845). Expert opinions on this question were dissenting. The representatives of Telsiai District Municipality and Telsiai Labour Exchange asserted that the training administration system operating in the organisation allows evaluating the effectiveness of training fairly objectively both internally and externally, but managers in other organizations were inclined to think that there was a lack of proper identification of training effect. They stated that "*civil servants, having returned from training, fill in questionnaires regarding the training received. By using them it is possible to determine whether training was useful and whether it will be worth to participate in it in the future. Similar questionnaires are provided by the office organizing the training*", but these measures, according to the respondents, are not sufficient to guarantee quality and effectiveness of training. As one of the assessment criteria the Strategy includes the number (percentage) of civil servants evaluating training. It should, however, be noted that none of the Telsiai District institutions were able to provide such data, therefore it can be assumed that this information is not collected.

The question of whether control of implementation of the Civil Servants' Training Strategy for 2007-2010 is being performed was analyzed. The strategy notes that the implementation of the Strategy is coordinated and observed by the Civil Service Department. Therefore experts were asked to evaluate observation of the Strategy implementation. Most experts stated that "*training coordination essentially went smoothly*". In their opinion, the Civil Service Department report forms not only did not prove to be a major difficulty for the institution, but even allowed "*a more thorough systematisation of internal documents of the institution*". This system defines the procedure for training organisation, recording of training participants, recording of topics covered and hours spent, and so on. However, it was stated that "*the submission of the reports was not well timed. They were demanded too early, when the Finance Department was only processing the data on the usage of the wages fund*".

Thus, according to the experts, the Strategy's implementation in the organization allowed to gain knowledge, which after being applied benefited not only the organisation, but also the most important interest groups and society. But it should be noted that this opinion is not based on any indicators. The institutions were able neither to produce statistical data regarding civil servants' training assessment, nor to base their answer on a population survey on the quality of the services provided by the organisation.

Conclusions

Seeking to modernise civil service and increase the effectiveness of state governance, promoting development of knowledge society and developing self-training in public governance and management institutions should become a spontaneous process. Currently civil servant training remains one of the most important strategic goals of Lithuania and is regulated by corresponding documents. One of the latest such documents in Lithuania in the field of civil servants' training is the *Civil Servants' Training Strategy for 2007-2010* that delineates priority groups and priority goals for Civil Servant Training.

Formulating priority civil servant training goals and groups, Telsiai District public governance and administration institutions make use of the priorities delineated in the Civil Servants' Training Strategy for 2007-2010.

The analysis has shown that Telsiai District public administration institutions give sufficient attention to implementing the priorities established in the Civil Servants' Training Strategy, but in the process they encounter certain problems, which most often are connected with a lack of quality in training and a lack of funds, which create a barrier to a successful implementation of the Strategy and to effective results. Based on departmental data analysis and the results of expert interview, it can be said that the core source for financing the civil servants' training is state funding. Institutions do not sufficiently participate in EU financed projects or make use of EU funding. One of the reasons for this could be insufficient attention paid to the gaining of knowledge and required capacities for administrating EU support throughout the implementation of the Strategy.

Having performed an assessment of the Civil Servants' Training Strategy for 2007-2010 implementation based on:
- service criterion, it can be said that training in organisations is performed in accordance with the training priorities outlined in the Strategy. However, for an even more efficient application of the tenets of the Strategy, these main problems are an issue: quali-

ty of training, lack of funding, lack of employee motivation.

- result criterion, it can be said that civil servants have received sufficient knowledge and improved their activities in the required fields, and that this had a direct impact on positive changes in the organisation and effectiveness of activities.
- effect criterion, it can be said that the implementation of the Civil Servants' Training Strategy for 2007-2010 in Telsiai District provided the conditions which allowed to gain needed knowledge and capacities, which have a positive effect not only on the organisation, but on the external environment as well. The training administration system functioning in the organisation allows to assess training effectiveness fairly objectively in cases of both internal and external environments, but the identification of the training effect is not sufficient. This analysis has not found the possibility to base the effect criterion on the required indicators.

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Saparniene D., Trijonyte R.

Valstybės tarnautojų mokymo 2007–2010 m. strategijos įgyvendinimo vertinimas: atvejo analizė

Santrauka

Besikeičiančios aplinkos ir modernėjančios visuomenės daroma įtaka ypač jaučiama valstybės tarnyboje. Tokia situacija reikalauja iš valstybės tarnybos veiksmingumo, efektyvių darbo rezultatų, kurie tiesiogiai siejami su profesionaliais ir produktyviais, nuolat siekiančiais tobulėti specialistais. Todėl kyla būtinybė didinti viešojo administravimo specialistų kompetenciją, skatinti valstybės tarnautojus siekti įgyti naujų gebėjimų ir žinių. Vienas pagrindinių dokumentų, reguliuojančių valstybės tarnautojų mokymą Lietuvoje, yra Valstybės tarnautojų mokymo strategija. Veiklos strategijų, tarp jų ir Valstybės tarnautojų mokymo 2007–2010 m. strategijos įgyvendinimo vertinimas, yra pakankamai sudėtingas procesas, kurio metu turi būti įvertinti pasiekti rezultatai, išanalizuotos kilusios problemos bei nustatytas strategijos efektyvumas ne tik organizacijos, bet ir visuomenės mastu.

Reikia pažymėti, kad strategijos įgyvendinimo vertinimo etapui organizacijos skiria itin mažai dėmesio. Suvokiant valstybės tarnautojų mokymo būtinybę, svarbu išsiaiškinti ir įvertinti, ar Valstybės tarnautojų mokymo 2007–2010 m. strategija tinkamai įgyvendinama Lietuvos viešajame sektoriuje. Todėl pagrindinis šio straipsnio *tikslas* – atlikti Valstybės tarnautojų mokymo 2007–2010 m. strategijos įgyvendinimo vertinimą Telšių rajono viešojo valdymo ir administravimo institucijose.

Siekiant užsibrėžto tikslo, atlikta Lietuvos bei užsienio autorių mokslinių publikacijų, Lietuvos Respublikos teisės aktų, strateginių dokumentų, institucijų ataskaitų, interneto šaltinių nagrinėjamu klausimu analizė.

Mokslinės literatūros ir dokumentų analizės pagrindu atliktas tyrimas Telšių rajono viešojo valdymo ir administravimo institucijose leido nustatyti sąsajas tarp Valstybės tarnautojų mokymo 2007–2010 m. strategijoje iškeltų tikslų, uždavinių ir Telšių rajono viešojo valdymo ir administravimo institucijoje užsibrėžtų veiklos krypčių bei prioritetų. Žinybinės statistikos analizė leido įvertinti mokymuose dalyvavusių valstybės tarnautojų skaičiaus kaitą ir valstybės tarnautojų mokymui skiriamų lėšų šaltinius. Ekspertų interviu padėjo atlikti strategijos įgyvendinimo vertinimą institucijos strateginių tikslų, susijusių su valstybės tarnautojų mokymo kokybe, prioritetų ir uždavinių įgyvendinimo klausimais. Strategijos įgyvendinimo vertinimas atliktas pagal tris kriterijus: *paslaugos*, *rezultato* ir *efekto*.

Tyrimas parodė, kad Telšių rajono viešojo administravimo institucijos pakankamai daug dėmesio skiria

Valstybės tarnautojų mokymo strategijoje numatytiems prioritetams įgyvendinti, tačiau šio proceso metu susiduriama su tam tikromis problemomis, dažniausia susijusiomis su mokymų kokybe bei lėšų trūkumu ir sudarančiomis barjerą veiksmingam šios strategijos įgyvendinimui ir efektyviems veikos rezultatams. Remiantis žinybine duomenų analize ir ekspertų apklausos rezultatais, teigiama, kad pagrindinis valstybės tarnautojų mokymo finansavimo šaltinis – valstybės skiriamos lėšos. Institucijos nepakankamai dalyvauja ES finansuojamose projektuose ir įsisavina ES lėšas. Kaip viena priežasčių gali būti pernelyg menkas dėmesys per Strategijos įgyvendinimo laikotarpį skirtas žinių ir atitinkamų gebėjimų administruoti ES paramą įsisavinimui.

Atliktas Valstybės tarnautojų mokymo 2007–2010 m. strategijos įgyvendinimo vertinimas, remiantis:

- Paslaugos kriterijumi teigiama, kad mokymai organizacijose vyksta atsižvelgiant į strategijoje numatytus mokymų prioritetus. Tačiau dar efektyvesniam strategijos nuostatų įsisavinimui trukdo šios pagrindinės problemos: organizuojamų mokymų kokybė, lėšų trūkumas, darbuotojų motyvacijos stoka.
- Rezultato kriterijumi teigiama, kad valstybės tarnautojai mokymų metu įgijo pakankamai žinių ir patobulino savo veiklos funkcijas atitinkamose srityse, o tai tiesiogiai lėmė organizacijos teigiamus pokyčius ir veiklos efektyvumą.
- Efekto kriterijumi teigiama, kad Valstybės tarnautojų mokymo 2007–2010 m. strategijos įgyvendinimas Telšių rajone sudarė sąlygas įgyti reikalingų žinių ir gebėjimų, turinčių teigiamą poveikį ne tik organizacijos lygmeniu, bet ir išorinei aplinkai. Organizacijoje veikianti mokymų administravimo sistema leidžia gana objektyviai vertinti mokymų efektyvumą tiek vidinės, tiek išorinės aplinkos atžvilgiu, tačiau mokymų efekto identifikavimas nėra pakankamas. Tyrimo metu efekto kriterijaus pagrįstumas atitinkamais rodikliais nebuvo galimas.

Apibendrinant tyrimo metu gautus duomenis, galima teigti, kad strategijos Telšių rajono viešojo valdymo ir administravimo institucijose įgyvendinimas vyko pakankamai sistemingai. Analizuojamos institucijos daug dėmesio skyrė strategijoje numatytiems prioritetams įgyvendinti, tačiau įgyvendinimo procesuose neretai buvo stokojama kryptingumo ir grįžtamojo ryšio vertinimo.

Pagrindiniai žodžiai: strategija, strategijos įgyvendinimas, strategijos vertinimas, valstybės tarnautojų mokymas.

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