

Strategic Service Quality Management in the Public Sector: Supplying Klaipeda Region with Electric Power

Teodoras Tamosiunas, Sandra Peciulyte

Siauliai University

Architektu str. 1, LT-78366 Siauliai, Lithuania

E-mail: teodoras@cr.su.lt, sandra@ispro.lt

Abstract

The article structures the theoretical and practical aspects of strategic quality management in the public sector by presenting three quality management models and describing quality assessment criteria. It introduces a customer-oriented strategic quality management model of supplying the region of Klaipeda (Lithuania) with electric power and a revised project preparation and implementation process diagram. The main priority of the strategic management of the electric power supply projects – orientation towards the consumer – is substantiated.

Keywords: public sector services, strategic quality management, supply of electricity.

Introduction

The relevance and the main issues of the research. The concept of quality and its management methods is a traditional sphere of management science (Reeves, Bednar, 1994). In European countries modernisation of the public sector is carried out by applying the latest and the most progressive models of management, the new public management among them (Zidonis, Rudnickas, 2005). In the 1980s, most West European countries arrived at a conclusion that traditional centralised hierarchical management is inefficient, consuming a lot of resources and unable to transform itself, to adapt to modern society and service based public administration (Donnelly, Wisniewsky, Dalrymple, Curry, 1995). A systematic review of the legal acts that are being amended in Lithuania at the moment shows that a normative base is being created for the entire public sector, which can be an appropriate legal basis for implementing the new public administration principles (Vanagas, 2006).

A number of Lithuanian and foreign authors have analysed theoretical aspects of strategic quality management. Parasuraman, Zeithaml, Berry (1985), Garvin (1988), Juran, Gryna (1993), and Zairi (2002) have examined the development of quality management. Other important quality management issues have been extensively investigated by Dumas (1989), Lampert (2002), and Nave (2002). Kaplan and Norton (1992, 1996, 2004) have created and developed the model of the balanced scorecard system. Kotler,

Armstrong, Saunders, and Wong (2003) have analysed the quality assessment criteria. Colin and Vangelder (1998) have emphasised the customers' expectations as an essential indicator of the quality of services.

Changes in the global electricity market have been dissertated by Samotyj, Dollen, Hove (2002), Yeager, Gehl, and Barker (2004). Approximately in 2000, the restructuring of the Lithuanian electricity sector was started: a monopoly in this sphere was replaced by the system of a few companies. Under the conditions of the monopoly, the issues of the service quality management were not essential; however, after the restructuring these questions became important and urgent, because the quality of activities of separate companies was not identical. Bureaucratic barriers are the cause of numerous complaints on the part of consumers in Lithuania. A deficient, protracted process of preparing and carrying out projects to supply the inhabitants with electric power has become a major problem of service quality on the Lithuanian energy market. Besides, not a single quality management model has been carried out on this market; that is why one can judge about the quality of services exclusively on the basis of the responses of the users, experts and actual documents on the process of activities.

The scientific *novelty* of the present paper is an analysis of the service quality management in supplying Klaipeda region with electric power in a concrete private company UAB "Ispro". On the basis of expert attitudes and documentary information, a customer-oriented strategic quality management model of project preparation and implementation was developed. A diagram of the course of the preparation and implementation of the customer-oriented electric power supply project in Klaipeda region was substantiated.

The research problem can be defined by the following problem questions: what theoretical quality management models could be recommended for the improvement of the quality of services on the

electric power market? What strategic quality management development opportunities could be substantiated in the system of electric power supply for Klaipeda region on the basis of expert evaluations and document analysis?

The research subject is service quality management in supplying Klaipeda region with electric power.

The research aim is to formulate and validate the strategic service quality management model of supply of electricity in Klaipeda region and a reviewed diagram of the process of project preparation.

The research methods. The following methods were employed in the present research: analysis of the research literature, summarising and systemisation; document analysis; analysis and synthesis of original and secondary information sources; research methods of comparison, logical and graphic simulation. In order to identify the key ways to improve quality management in supplying Klaipeda region with electric power and project preparation and implementation development opportunities, a qualitative research into the expert attitudes and documents of the activities was carried out.

The theoretical part of the research deals with general issues of the quality management processes in the public sector and analyses three quality management models implemented in the global quality management practice. The empirical part examines the process of preparation and implementation of 194 projects of electric power supply in Klaipeda region and performs document analysis of the private company UAB "Ispro". On the basis of the analysis of the theoretical strategic quality management models in the public sector, the analysis of the process of preparation and implementation of electric power supply

projects in Klaipeda region and 13 experts' attitudes, a strategic quality management model of supplying Klaipeda region with electric power as well as a reviewed diagram of the process of preparation of electric power supply projects were developed and validated.

Theoretical strategic quality management aspects in the public sector

Quality management in the public sector.

The strategic aim, defined in the Public Administration Development Strategy until Year 2010, is to improve the quality of public services. The means of implementation of the strategy foresee the introduction of quality management methods into the institutions of public administration, their monitoring, application of the Common Assessment Framework (CAF), dissemination of the examples of positive experiences in the public sector, preparation of complex training programmes. Present legal acts in Lithuania do not foresee a compulsory introduction of quality management methods, institutions of public administration have the right to choose, while the CAF is only recommended.

Since 1960, with a wider understanding of quality, assessment of the results, quality audits and standards have been applied (Parasuraman, Zeithaml, Berry, 1985). Quality control has become not only the evaluation of products or services, but also the assessment of processes, human resources, links with environment, society, interested groups and environmental standards (Juran, Gryna, 1993). To measure quality, some complex models encompassing the development of all the aspects of activities have been applied (see Table 1).

Table 1

Development of Quality Initiatives

Critical success factors			
1960-1970	1970-1980	1980-1990	1990 until now
Product testing Statistics Recording of complaints	Quality assurance programs Process description and classification Quality assurance standards	Quality guides. Process guides. Software-aided quality assurance. Assigning responsibility for quality to all the employees. Quality Assurance Standards ISO 9000	Customer satisfaction. Strategic planning. Human resources and change management. Process development. Impact on the society. Prizes for quality. Activity measuring.
Quality control	Quality assurance	Quality management	General quality management

Source: Zairi, 2002; Garvin, 1988

Common Assessment Framework. European Foundation for Quality Management (EFQM) was founded in 1988. The main aim of the foundation is by strengthening the role of management in quality strategies to create and provide conditions for the

consolidation of the position of European industries (EFQM publications, 2010). In order to achieve the aims and objectives, EFQM has developed a business perfection model in which an organisation is evaluated according to 9 criteria. On the basis of this model

and on request of the Council of Ministers of the EU, the Innovative Public Service Group (IPSG) has developed the Common Assessment Framework (hereinafter referred to as CAF) (CAF – Common Assessment Framework, 2010), introduced for the first time in Lisbon in 2000. The Lithuanian version of CAF was designed in 2005 and reviewed in 2006 (Common Assessment Framework, 2006).

The management criterion is employed to assess the behaviour of all the managers of an organisation in leading the organisation to the global quality. The human criterion evaluates how the organisation uses the potential of its entire staff. The strategy criterion helps to answer the following questions: are the policy and strategy regularly updated, what are the internal and external links of policy and strategy, how much is built upon policy and strategy while making business plans, are the policy and strategy based on appropriate and exhaustive information, how much policy and strategy of an organisation are based on the conception of global quality. The process criterion encompasses the evaluation of the level of management inside an organisation creating the whole surplus value by analysing how processes are described and, if there is a need, amended in order to ensure the development of the activities. The five above-mentioned criteria are meant to examine the level of the implementation of the global quality management.

The outcomes criteria (human outcomes, client outcomes, society outcomes, main activities outcomes) help to evaluate the results achieved by an organisation and the improvement of these results in implementing the global quality management. The human outcomes criterion analyses extra measures connected with the improvement of staff satisfaction; it is established how the employees conceive, accept and evaluate the organisation. The client outcomes criterion assesses extra tools connected with the improvement of the organisation users' satisfaction; it shows how customers conceive services, products and the relationship of the organisation with them. The society outcomes criterion examines extra tools to improve the impact of the organisation on the society and establishes how the community of the organisation understands the impact of their organisation on the society. The main outcomes of activities are assessed in accordance with the results achieved by an organisation in comparison with the planned targets, also in meeting the needs and expectations of every person. The indicator "Innovations and Learning" shows that innovations and creativity improve the activity outcomes (Slatkeviciene, Vanagas, 2001).

CAF is a simple method, easily applied by public service organisations to assess their own activities, producing evidence-based assessment according

to the criteria recognised in the entire public sector of Europe. It can be used periodically as a means of progress assessment. It shows the links between the aims, strategies and processes, helps to develop the spheres that have to be changed most, provides opportunities for the dissemination of good experiences, involves staff members into the process of improvement of the activities of an organisation, allows establishing the level of progress and achievements.

Balanced Scorecard model. The Balanced Scorecard is one of the most popular methodologies, encompassing not only measurements but also satisfaction, processes and growth. It is based on the assumption that measurements motivate (Zukauskas, Juozaityte, Valiukeviciute, Lauzackas, Obeleniene, 2008).

The Balanced Scorecard system was created in the USA in 1992 by Robert S. Kaplan and David P. Norton (American Society for Quality, 1999). This measurement system is integrated with a management system (Epstein, Manzoni, 1997). On the basis of the methodology of the Balanced Scorecard, the indicators of a company are divided into 4 groups: 1) *Financial indicators group*, which has to answer the question of how useful it is to invest in the activities of an organisation. 2) *Customer indicators group*. The most important things for the customers are time, performance, service quality and price indicators. Customer needs are considered the main indicators of the future activities of an organisation. 3) *Process improvement indicators* that have to help in establishing the main processes of the activities and to form means of measurement to show whether these processes are properly implemented. These instruments help to concentrate attention on the internal processes, which have a major impact on the customer satisfaction and are necessary in order to excel competitors and be competitive in the branch of activities. 4) *Human resources development group*, which has to answer the question of what knowledge, competences, and technologies can be employed to implement one's advantages (Kaplan, Norton, 1992).

Having brought the indicators into four groups, a map of indicators is compiled, which allows establishing causal relationships among the indicators. Kaplan and Norton (1996, 2004) included into their strategic management instrumentation drawing strategic maps and the system of balanced scorecards; they emphasised the importance of establishing the common relationship among the activity measurement tools in the process of strategic management. They recognised that modern managers understand the importance of strategic management and the influence of the indicators on the activity outcomes; however, "they seldom think of the activity indicators as the

key part of their strategy”. The strategic indicators map is transferred to the software which in its turn produces the necessary information from the information systems of the company. On the basis of the map of efficiency indicators, finances of the company are distributed and functions as well as responsibilities of the employees are set (Ambras, Tamosiunas, 2010).

ISO 9000 quality standards. ISO 9000 is a family of standards of the International Standardisation Organisation quality management systems. The

implementation of the management system directly involves the structure of the organisation, duties and authorisations, organisation of work. The system optimises the processes and orders. The management of the organisation is performed according to the functional division of labour when decisions are made only by the higher level managers (Zilioniene, 2004). The standards are prepared according to the model of the quality management system shown in Fig. 1.

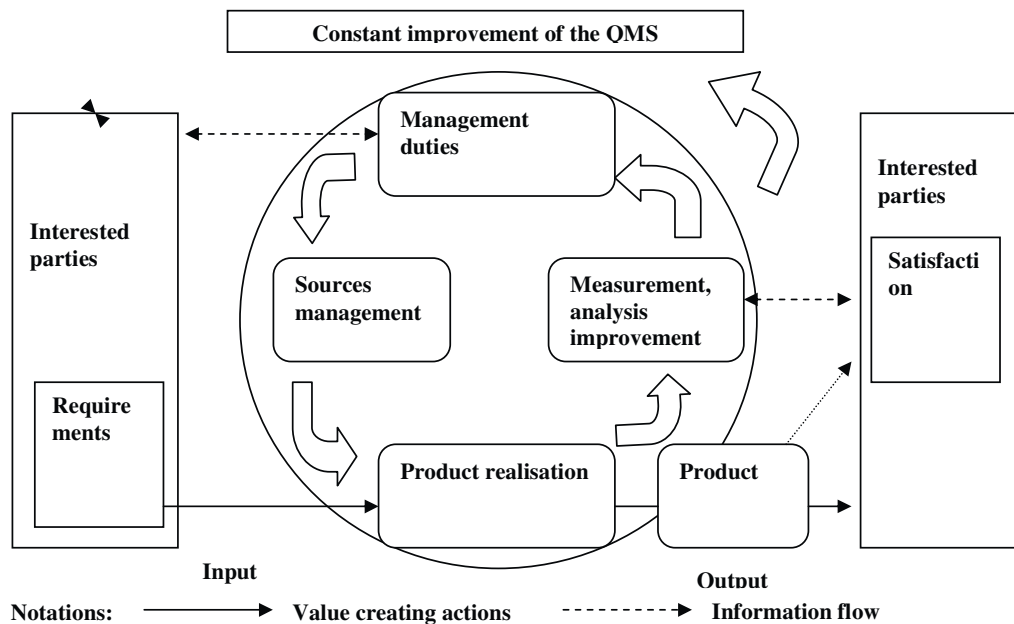


Fig. 1. Process-based quality management system model.

Source: LST EN ISO 9001: 2001. Documents.

Eight quality management principles define the basics and efficiency of the activities of the quality management systems ISO 9000:2005 and ISO 9004:2000 (Principle 1: Customer focus, 2010): 1) *Customer orientation*. The main advantages: greater loyalty of customers, increasing income and market. 2) *Leadership*. Leaders set purposeful aims and lead an organisation in a coordinated manner. 3) *Staff participation*. All employees participate in the development of activities of an organisation. Organizations depend on their customers and therefore should understand current and future customer needs, should meet customer requirements and strive to exceed customer expectations 4) *Process attitudes*. Results are achieved in a more efficient way when activities and resources are managed as a process. 5) *Systemic attitudes towards management*. To establish, understand and manage the system of interrelated processes. 6) *Constant improvement*. Constant improvement of the outcomes of activities is a permanent concern of an organisation. 7) *Actual attitudes towards solution making*. Solutions are based on the data analyses and in-

formation. 8) *Mutually beneficial relationships with suppliers*. Organisation and its suppliers strengthen the jointly created value.

The main advantages of the series of ISO 9000 standards: quality management systems introduce order into operations by eliminating unnecessary or duplicate activities, by ensuring the repetitiveness of the procedures; a clear distribution of competences and responsibilities, by providing conditions for the new employees to adjust quickly; they generate higher efficiency: the resources are used more efficiently, productivity increases, the quality of goods and services goes up; the image improves, the trust of customers and investors rises and the competitiveness of an organisation and its subsidiaries augments. In 2001, a new standard, ISO 9001:2000, came into effect. It is more adapted to the services organisations, municipality administration. It requires organisations to constantly perform process analyses and develop their activity processes (Lampert, 2002).

Quality management. According to the ISO 9000:2001 standard, quality management is part of

the general quality management focussed on the implementation of requirements for quality. In accordance with Article 10 of the Law on Public Administration of the Republic of Lithuania, the ways of public administration quality management are planning and organising the subject's activities and controlling the internal administration. Quality management could be described as processes implemented with the aim of following the set out quality requirements (Dumas, 1989). The most important thing in the quality management process is correct measurement, because it is only after things have been measured that they can be compared, assessed, and proper correction actions can be applied (Nave, 2002). Measurement requires

tools and instruments, which would provide information in measurement units, i.e. sensors. The sensors of quality management objects are usually data bases and data systems (Kaziliunas, 2006).

Quality management criteria. It is difficult to define or measure quality in the sphere of services. According to Kotler, Armstrong, Saunders and Wong (2003), it is difficult to establish certain quantity standards or points of reference on the basis of which it would be possible to assess the service provision process or its outcomes. Table 2 presents service quality assessment criteria, with reliability, communicability predominating.

Table 2

Service quality assessment criteria

Author(s)	Criteria
B. Thomasson	Honesty, reliability, accessibility and readiness to help, attitudes towards the customer, competence, responsibility (6)
Ch. Gronroos	Professionalism and skills, attitudes and behaviour, accessibility and flexibility, reliability, compensation, reputation and honesty (6)
R. Zemke, C. Albrecht	Care and interest, immediacy and flexibility, correction of mistakes, ability to solve problems (4)
J. Reynoso, B. Moores	Attentiveness, communicability and flexibility, confidentiality and reliability, expedition and flexibility, helpfulness, professionalism (6)
R. Johnston, R. Silvestro	Attentiveness, communicability and integrity, safety and reliability, reaction, accessibility, helpfulness, friendliness, competence, dutifulness (9)
D. Gilbert, S. Vandermerwe	Keeping the deadlines and reliability, reaction and readiness to help, suitability and functionality (3)
K. Evans, M. Bitners	Flexibility and immediacy, correction of mistakes, applicability and functionality (3)
L. Berry, A. Parasuraman	Knowing the customer, communicability, reliability, safety, reaction and accessibility, helpfulness, competence, trust, perceptibility and functionality (9)

Compiled by the authors with reference to Simanauskiene, 2007

Public services and customer satisfaction

A review of the experiences of measuring customer satisfaction in a few EU countries shows that

the development of the system of customer service is linked with the fluctuation cycle of services (see Fig. 2).

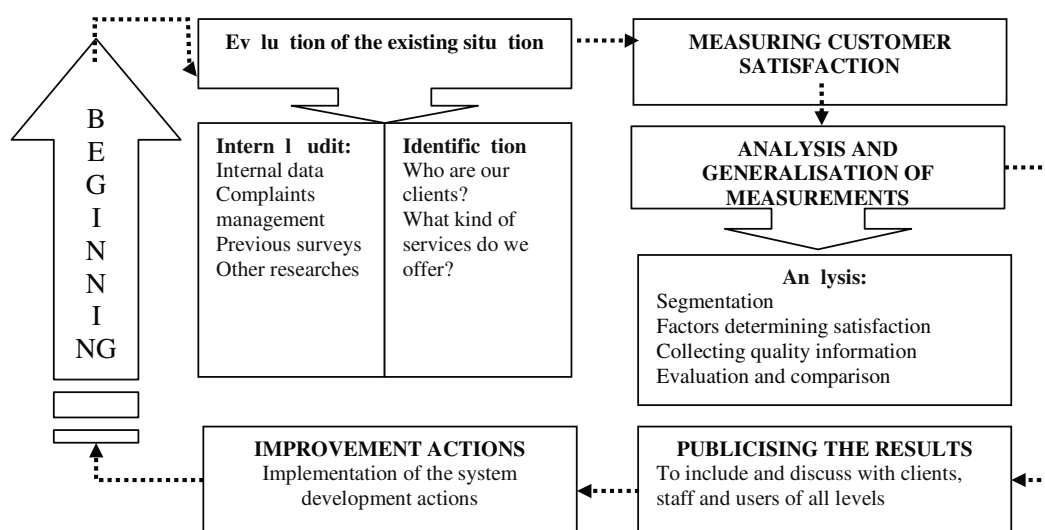


Fig. 2. Fluctuation cycle of customer servicing

Source: compiled by the authors with reference to Promoting Customer Satisfaction ..., 2010

In the UK there exists the so-called Customer Service Excellence Standard. It is meant to examine the most important spheres of public services among the customers with a focus on the factors having the greatest influence on the customer satisfaction: the speed of providing the service, information, professionalism, friendly attitudes of the staff. One of the most important regulations of the standard is customer-oriented provision of services in an appropriate way and measuring the outcomes. Institutions wishing to start applying this standard first of all have to meet certain criteria, to perform an audit, and to prove the correspondence of the institution to the set requirements. Then they can be certified by licensed institutions (Promoting Customer Satisfaction ..., 2010).

The main aspects of choosing the criteria to establish the quality of services are as follows: quality criteria have to be comprehensive, so that they reveal various aspects of perception of quality; they have to be universal enough and valid for many services; they have to be independent and not to repeat each other; they have to be homogeneous and unambiguous and the number of quality criteria should be optimal.

On 30th June 2009, Decree No. IV-339 of the Ministry of Internal Affairs of the Republic of Lithuania approved a methodology of calculation of the index of satisfaction of the users of public services. Customer satisfaction measurements so far have not been widely used as a means of improvement of efficiency of activities. Orientation towards the users, measuring the quality of services they receive and their satisfaction should become an important part of the activities of public sector organisations (Gudelis, 2007). Customer satisfaction, which for a long time has been important only to the private sector determining to a large extent the success of its activities, with the change in the structure and the needs of the society has also become important to the public sector (Monitoring the Implementation of Quality Management Methods in Institutions of Public Administration, 2008). Customer satisfaction is associated with experiences in receiving services and shows how the service corresponds to the customers' expectations and needs. Customer expectations can be used as a measure for comparison: customers' experience is compared with their expectations; this way an awareness of the quality of the service is formed (Colin, Vangelder, 1998).

Every customer is guided by his/her own previous experience or that of the social environment about what the service should or could be like. The discrepancy between the customer's expectations and received service can be measured by using qualitative research methods: by including special user segments into "focus groups" ("a secret buyer" or "a secret customer"), by carrying out deep interviews. The

importance and the use of research aimed at finding out customers' expectations have to be clearly defined; it has also to be known how the outcomes of the research will be used (Methodology of Calculating Satisfaction Index ..., 2010).

The development of strategic quality management in the supply of electricity in Klaipeda region

Strategic quality management in municipalities of Klaipeda region. On the basis of the objective of the Public Administration Development Strategy until Year 2010 "To improve the quality of public services", Klaipeda region municipalities are trying to integrate quality management into the public administration activities, to set quality standards. Strategic plans of municipalities foresee the development of the quality of servicing as an essential condition for the coherent development of the regions (Tamosiunas, 2009). This indicator is emphasised by the EU regional policy documents (Nauseda, Tamosiunas, 2009).

In 2008, Klaipeda City Municipality performed self-assessment of their activities according to the CAF model. This method has been chosen among the others due to a number of reasons: it is easy to use, it does not require great financial expenditure, it provides an opportunity to compare the outcomes with those of other organisations, it allows evaluating the readiness of an organisation to implement a more complex quality management models (e.g., ISO 9000); the staff is included in the self-assessment. Self-assessment showed other advantages of the CAF method: it is possible to compare the municipality administration with the other organisations; it helps in deciding which spheres of management should be improved first; it offers an opportunity to look at an organisation from the customer's point-of-view; it allows understanding whether Klaipeda City Municipality is ready for changes (Common Assessment Framework and other ..., 2008).

In summary it could be said that strategic quality management exists in Klaipeda region municipalities. Although it is only Klaipeda City Municipality that used the CAF model, in the rest of the municipalities of the region quality initiatives are implemented and the introduction of quality methods is foreseen. However, there are no periodically performed surveys of customer satisfaction with services provided, the development of electronic services is slow, and the system of "one-stop shop" is functioning only in part or is still being installed.

Restructuring of the electricity market. The reforms on the European and global electricity market started in the 1970s (Yeager, Gehl, Barker, 2004). The UK and Norway are considered to be the pione-

ers of the process. Lithuania was the first among the Baltic States, Russia and Byelorussia to start reforms in the electric power sector (Electric Power Market in Lithuania in 2000-2007, 2008). Modernisation of the electricity system and application of electronic technologies had a major impact on the reforms (Samotyj, Dollen, Hove, 2002).

Lithuanian electricity market has undergone dynamic transformations. Up until 2000, electricity was sold by a single state company AB "Lietuvos energija". In 2000, the restructuring of the electric power sector started. It was essentially influenced by the European Commission regulation which has been applied to all EU member-states. The implementation of the EU requirements allowed for the more efficient activities of the Lithuanian electric power sector. Liberalisation of the Lithuanian electric power sector resulted in the presence of users of electricity, producers of electricity, market operator, transfer systems and operators of distribution networks, public and independent suppliers. Privatisation of the Lithuanian electric power sector has essentially changed its financing and employment of the EU support opportunities (Tamosiunas, Lukosius, 2009).

The methodology of supply of electric power in Klaipeda region. In order to identify the main causes of the inefficient preparation of the main document of electric power projects – an inventory of specifications of designing a building – a document analysis of a private company UAB "Ispro" was carried out. The period of the analysed documents is between 2007 and 2009. UAB "Ispro" is engaged in two activities in the electric power sector: consultancy and de-

signing electric networks. The company was established in August 2007. Although designing is going on all over the country, most projects have been prepared in Klaipeda region. 194 technical projects of connecting electric power to the distribution network of the operator have been finished.

In order to obtain objective information, an expert survey was carried out: 13 experts, specialists from Klaipeda region municipalities and electric power companies, were interviewed. While examining the process of preparation and implementation of electric power supply projects, a participatory research in Klaipeda region was carried out: 13 sessions of the Standing Construction Committee (SCC) were attended. The research was aimed at controlling and observing the entire planning process, while the analysis of implementing good practices allowed systematising and designing a comprehensive model of the designing process.

Common strategic model of management of quality of supply of electric power in Klaipeda region. The analysis of theoretical models of quality management in public sector, the analysis of actual situation of preparing and implementing 194 electricity supply projects, the issue of an inventory of design specifications (hereinafter referred to as IDS), an impact of other institutions on the issuing of IDS and expert attitudes reveal the main priority of strategic quality management of electric power supply project preparation and implementation – *orientation towards the customer*. To implement the priority, the strategic aims and means, presented in Fig. 3, are possible:

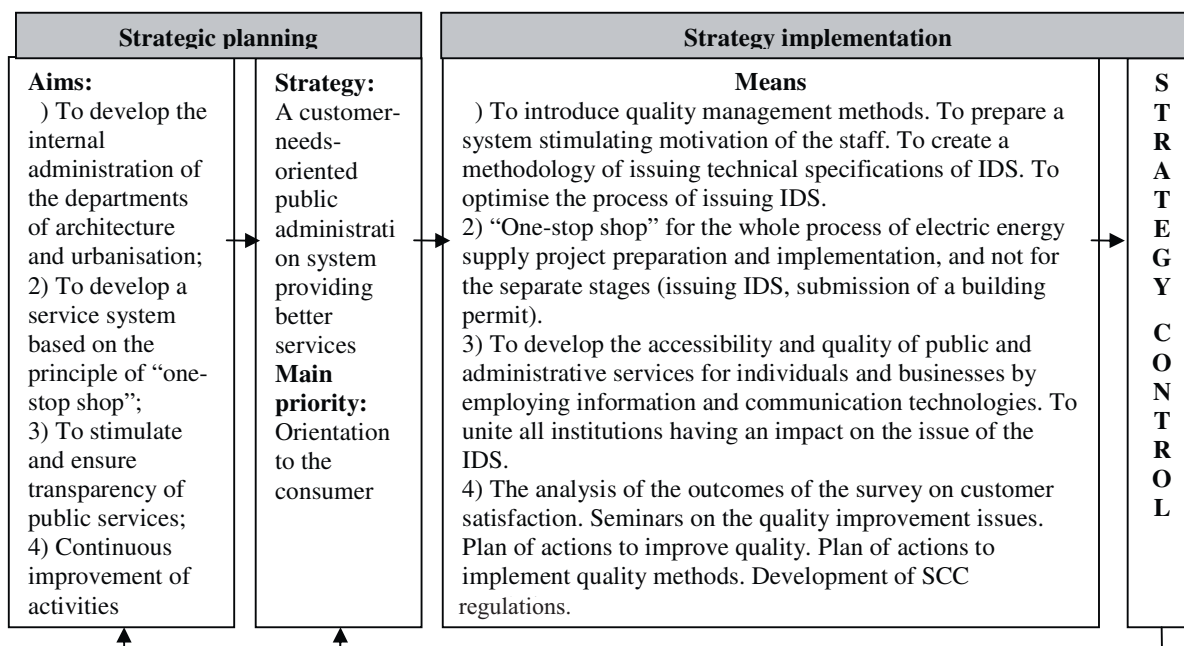


Fig. 3. Strategic quality management model of supply of electricity in Klaipeda region
Source: compiled by the authors

Having determined to carry out an electricity supply project, a client is totally dependent on the local municipal institutions. In spite of the existence of various laws and regulations, setting the limits for the deadlines of issuing an inventory of design specifications and building permits, an efficient and expeditious preparation of documents necessary for the projects is not ensured leaving the door widely open for corruption.

An analysis of expert attitudes and information of SCC meetings. In the opinion of the 13 Klaipeda region municipality experts, having in mind the fact that a client, who wishes to install electricity in his farm or to increase the electric power, consults often an operator of the distribution network, it is logical to fill out applications for the issue of IDS directly at the operator's organisation. Not all the municipality employees have technical knowledge to advise the client on how to act in a concrete situation. Experts also suggest paying attention to the fact the builders of the new electric equipment in all cases are the operator of the distribution network.

In the opinion of the experts of the joint stock company AB "*Vakaru skirstomieji tinklai*" (hereinafter referred to as VST), filling out applications directly at the VST departments instead of municipalities should not cause a problem. Whether the client wants only a consultation or some additional information, s/he is given time and attention. In the opinion of one of the executives of Klaipeda region VST (an expert), laws regulating the issue of technical specifications should be changed (The Law on Construction, Technical Regulations of Construction, etc.).

An expert from Klaipeda City Municipality does not agree with the idea of filling out applications at the operator's departments. According to this expert, the builder of all the new electric facilities to connect to the operator's network in all cases is VST (in spite of the fact that the client covers about 20% of the estimated costs of the project). A building permit is issued to the company VST, electricity supply projects are submitted to the SCC and defended by VST. VST participates in all the meetings of the SCC of Klaipeda region municipalities. The expert from Klaipeda City Municipality sees a conflict of interests here (both the builder and the member of the commission are the same company VST), that is why he suggests adjusting the SCC regulations and other related documents. In the opinion of VST experts, in order to avoid unnecessary doubts, a VST representative could do without signing SCC meeting minutes, be-

cause electricity supply projects are coordinated before the SCC meetings. However, such cases should be foreseen in the SCC regulations.

VST experts suggest addressing another urgent problem: the requirement of the municipalities to supply servitude agreements together with the application for the building permit. According to them, before the project has been defended at the meeting of the SCC, it is not advisable to demand servitude agreements. The client suffers in any case, because every alteration of the project is assessed both in terms of time and expenditure.

The analysis of the actual situation of the preparation and implementation of 194 electricity supply projects reveals the reasons of the lag of the main document regulating the preparation of electricity supply projects (the issue of IDS). According to the experts from municipalities (with the exception of Klaipeda City Municipality expert), it is impossible to prepare an IDS within 20 working days, because other institutions do not supply technical specifications in time. Although these institutions most often present typical requirements, the specifications are not submitted to the municipality in time. The problem could be solved by an IDS issuance methodology, approved by the municipality, which would contain templates of typical specifications of other institutions and opportunities to evaluate separate more complex cases.

In the opinion of VST experts, the situation could be changed by the information system "*Infostatyba*" (hereinafter referred to as IS), on condition that it functions well. Institutions could do distance provision of technical specifications and could observe the course of the issued specifications. The municipality experts argue that IS functions very well inside the municipalities, but it is not connected to other institutions. That is why in some municipalities, although application for the IDS and building permit can be submitted electronically, they also request the paper version of the documents. Thus the work is done twice: information is entered onto the IS "*Infostatyba*", but the documents are also scanned and sent to other institutions.

On the basis of the results of the analysis of the 194 projects, of suggestions and recommendations of the 13 experts, as well as of information collected during the 13 meetings of the SCC, an optimal process of customer-oriented electric power supply project preparation and implementation is presented in Fig. 4. It allows developing strategic quality management of electric power supply of Klaipeda region.

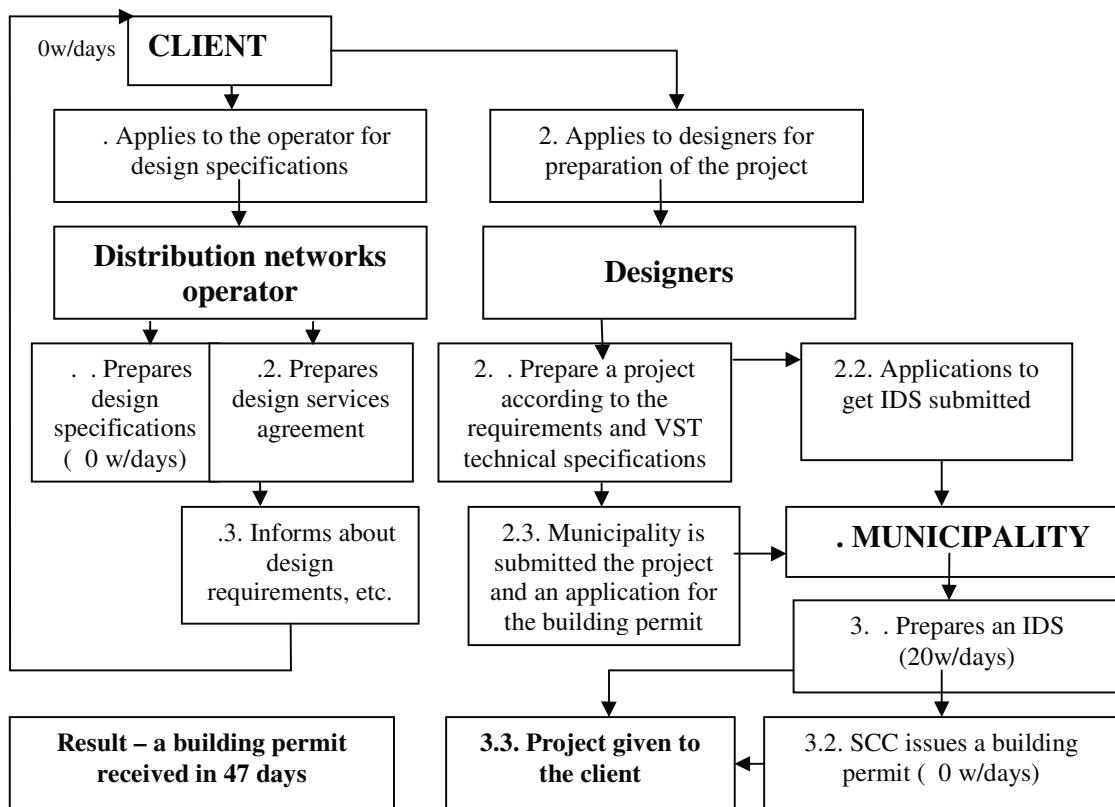


Fig. 4. Suggested diagram of electricity supply project preparation and implementation process
Source: compiled by the authors

According to Article 14 *Information Provision Deadlines* of the Law of the Republic of Lithuania *On the Right to Receive Information from State and Municipal Institutions and Organisations* No. VIII-1524 of the 11th January 2000, information has to be provided within 20 working days from the receiving of an application by an institution. In Klaipeda region, with the exception of Klaipeda City Municipality, this law is not observed. Municipalities often issued IDS within 30-40 working days, while in separate cases this was done in 73 or 89 working days. Since 2008, institutions submit technical specifications more promptly, that is why in 2009 municipalities produced IDS faster.

The main reasons for the lengthy process of issuing IDS are as follows: not all the necessary documents are submitted; inefficient information system “*Infostatyba*” (the common database is not connected with other institutions); technical design specifications are not received from other institutions in time; lack of professionals and their substantial workload. Between 2007 and 2009, in Klaipeda region a building permit was issued on average within 90 working days. Application of the customer-oriented electricity supply project preparation and implementation processes suggested in Fig. 4 would ensure that the customer gets the building permit within 47 working days.

Conclusions

The activities of the organisations of the public sector have to be purposefully managed. Strategic quality management is important in striving for efficiency of activities and purposeful achievement of aims. Although quality management models and methods started to be applied relatively not long ago, modernisation of management of Lithuanian public sector has been noticed. Introduction of quality management methods is not obligatory for the institutions of public administration; however, the Ministry of the Interior of the Republic of Lithuania recommended CAF model as one of the most efficient means of improving the quality of activities and results. The Strategy of Development of Public Administration until Year 2010 defines the strategic aim to improve the quality of public services. The satisfaction of the users of public services, which for a long time has been important only for the private sector and viewed as one of the most important factors determining its success, with the change in the needs of the society also becomes important for the public sector. Orientation to the customer demanding high quality is one of the most important parts of the process of improvement of the quality of provided services.

5 Klaipeda region municipalities are trying to integrate quality management in the public administration activities, to set quality standards, to evaluate

them and to share good experiences with other EU countries. Strategic plans of municipalities foresee the development of servicing inhabitants. However, there is no concrete strategic quality management in supplying them with electricity. Quality initiatives and methods are applied in the entire municipality, and not in its separate departments or in separate functions (Klaipeda City Municipality uses the CAF). However, there is no periodically carried out research into customer satisfaction with the provided services, the development of electronic services is slow, and the system of “one-stop shop” functions only in part or is being introduced (with the exception of Klaipeda City Municipality, where the system was introduced in 2006). Information system “Infostatyba” is also applied only in part.

In evaluating with the research outcomes the strategic quality management of the electricity supply project preparation and implementation, it is obvious that application of the quality methods, setting the quality standards would help not only to improve the quality of the provided services but also would improve the image of the municipality. Although quality management system CAF and the system of “one-stop shop” are not directly applied in electricity supply project preparation and implementation, the advantages of the CAF are felt in this sphere, too. The actual situation having been assessed, the critical factors having been identified and the activities of the municipality having been looked at from the customer’s point-of-view, it is easier to work with the understanding that the main aim is to work in the way that makes the customer happy with the provided services. As a VST company expert noticed, it is only Klaipeda City Municipality that asks to speed up the issuance of the technical design specifications, while VST has to prepare all the necessary documentation within 10 working days.

The research outcomes confirmed that the main priority of the electricity supply project strategic management is orientation to the customer. To implement this priority, the following 3 strategic aims are possible: the development of internal administration of the departments of architecture and urbanisation of municipalities, the development of servicing system based on the principle of “one-stop shop”, the ensuring of transparency of public services and continuous improvement of activities.

In summary it can be said that with the implementation of the process of project preparation and implementation as suggested in the diagram (Fig. 4), with the application of the strategic quality management model to the process of supplying electric power, shown in Fig. 3, with the departments of architecture and urbanisation of Klaipeda region municipalities being more responsible and careful in respect

of the clients in implementing the requirements of the valid legal acts regarding the issuance of IDS and building permits, with the increased efficiency of the system of “one-stop shop” in respect of the process of electric power supply project preparation and implementation, with efficient functioning of the information system “Infostatyba”, essential positive changes in the quality and strategic management of preparation and implementation of projects to supply electric power can be achieved.

References

1. Ambras, A., Tamosiunas, T. (2010). Institutions Strategic Management According to Balanced Scorecard: Siauliai University Social Sciences Faculty Case. *The 6th International Scientific Conference “Business and Management 2010”. Selected Papers*. Vol. 1. Vilnius: VGTU Publishing House “Technika”.
2. American Society for Quality (1999). *Quality Management Division. The Certified Quality Manager Handbook*. Milwaukee, Wisconsin: ASQ Quality Press.
3. Common Assessment Framework. Organisation Development by Applying Self-Assessment. (2006). Available online at http://www.livadis.lt/livadis/user_dir/File/2007/BVM/BVM_2006_VIDUS_n.pdf.
4. Common Assessment Framework and implementing other quality principles in Klaipeda City Municipality Administration. (2008). Available online at www.vakokybe.lt/get.php?f.88.
5. CAF-Common Assessment Framework. (2010). Available online at <http://www.eipa.eu/en/topic/show/&tid=191>.
6. Colin, M., Vangelder, P. (1998). *The Esomar Handbook of Market and Opinion Research*. Netherlands.
7. Donnelly, M., Wisniewsky, M., Dalrymple, J. F., Curry, A. C. (1995). Measuring Service Quality in Local Government: SERVQUAL Approach. *International Journal of Public Sector Management*, 8 (7).
8. Dumas, R. (1989). Organisational Wide Quality: How to Avoid Common Pitfalls. *Quality Progress*, 22 (5).
9. EFQM Publications. EFQM Transition Guide. How to Upgrade to the EFQM Excellence Model 2010. Available online at http://www1.efqm.org/en/PdfResources/Transition_Guide.pdf.
10. Electric Energy Market in Lithuania in 2000-2007, 2008. *Elektros srovės*, 3. Available online at http://www.neta.lt/dokumentacija/21_zurnalas.pdf.
11. Epstein, M., Manzoni, J. M. (1997). The Balanced Scorecard and Tableau du Bord: Translating Strategy to Action. *Management Accounting*, 79 (2).
12. Garvin, D. (1988). *Managing Quality*. New York: Free Press.
13. Gudelis, D. (2007). *Models of Measuring Municipality Activities and Opportunities of Their Implementation in Lithuania* (Doctoral dissertation, Mykolas Romeris University).
14. Yeager, K., Gehl, S., Barker, B. (2004). *The Role of Smart Power Technologies in Global Electrification*. 19th World Energy Congress, Sydney, Australia.

15. Juran, J. M., Gryna, F. M. (1993). *Quality Planning and Analysis, 3rd edition*. New York: McGraw-Hill.
16. Kaplan, R. S., Norton, D. P. (2004). *Strategy Maps*, Mass. Boston: Harvard Business School Press.
17. Kaplan, R. S., Norton, D. P. (1996). *The Balanced Scorecard: Translating Strategy into Action*. Boston: Harvard Business School Press.
18. Kaplan, R. S., Norton, D. P. (1992). *The balanced scorecard – Measures that drive performance*. Harvard Business Review (January-February). Available online at <http://maaw.info/ArticleSummaries/ArtSumKaplanNorton92.htm>.
19. Kaziliunas, A. (2006). *Quality analysis, planning and auditing*. Monograph. Vilnius: Mykolas Romeris University.
20. Monitoring the Implementation of Quality Management Methods in Institutions of Public Administration. (2008). Public Policy and Management Institute. Available online at <http://www.vrm.lt/index.php?id=1018>.
21. Kotler, R., Armstrong, G., Saunders, J., Wong, V. (2003). *Marketing Principles*. Kaunas: Poligrafija ir informatika.
22. Lampert, D. (2002). *Why should a local government administration need the ISO 9001 certification?* Warsaw Voice. Available online at <http://www.warsawvoice.pl/view/559>.
23. LST EN ISO 9001: 2001. Documents. Available online at www.lsd.lt/standards/tb.php?tbid=27&jobid.
24. Methodology of Calculating Satisfaction Index of the Consumers of Public Services (2010). Available online at <http://www.vakokybe.lt/get.php?f.342>.
25. Nauseda, A., Tamosiunas, T. (2009). The Tendencies in the Changes of Lithuanian Regional Policy in the European Union Context. *Economics and Management: Urgent Issues and Prospects*, 14 (1).
26. Nave, D. (2002). *How To Compare Six Sigma, Lean and the Theory of Constrains*. Quality Progress.
27. Parasuraman, A., Zeithaml, V. A., Berry, L. L. (1985). A Conceptual Model of Service Quality and Its Implications for Future Research. *Journal of Marketing*, 49.
28. Principle 1: Customer focus. Available online at http://www.iso.org/iso/iso_catalogue/management_standards/iso_9000_iso_14000/qmp/qmp-1.htm.
29. Promoting Customer Satisfaction. Guidance on improving the consumer experience in Public Services. (2010). Available online at http://www.cse.cabinetoffice.gov.uk/UserFiles/File/Cabinet_Office_Guidance.pdf.
30. Reeves, C. A., Bednar, D. A., (1994). Defining Quality: Alternatives and Implications. *The Academy of Management Review*, 19 (3).
31. Samotyj, M., Dollen, D. V., Hove, B. (2002). Powering Digital Revolution: Electric Power Security, Quality, and Availability in Digital Age. *Power Systems and Communications Infrastructures for the Future*. Beijing, PRC.
32. Simanauskiene, L. (2007). Evaluation of consulting service quality. Lithuanian University of Agriculture. Available online at http://www.lzuu.lt/jaunasis_mokslininkas/smk_2007/vadyba/Simanauskiene_Laima.pdf.
33. Slatkeviciene, G., Vanagas, P. (2001). *Complex Evaluation System of Activities: Formation Theory and Methods*. Kaunas: Technologija.
34. Tamosiunas, T. (2009). *Coherent Development of Regions. A Systemic Research of Siauliai Region Social and Economic Development*. Review of research works submitted for habilitation procedure. Kaunas: Vytautas Magnus University Publishers.
35. Tamosiunas, T., Lukosius, S. (2009). Possibilities for Business Enterprise Support. *Engineering Economics*, 61 (1).
36. Vanagas, R. (2006). Opportunities for the Application of the New Public Management in the System of Self-Government of the Country with the Present Legal Basis. *Economics and Management: Urgent Issues and Prospects*, 7 (2).
37. Zairi, M. (2002). Beyond TQM implementation: the new paradigm of TQM sustainability. *Total Quality Management*, 13 (8).
38. Zidonis, Z., Rudnickas, T. (2005). The Problem of Ministerial Responsibility from the Point-of-View of the New Public Management. *Public Policy and Administration*, 20.
39. Zukauskas, P., Juozaityte, A., Valiuskeviciute, A., Lauzackas, R., Obeleniene, B. (2008). *Quality Management Systems*. Student's book. Kaunas: Vytautas Magnus University.

Tamošiūnas T., Pečiulytė S.

Strateginis paslaugų kokybės viešajame sektoriuje valdymas: Klaipėdos regiono aprūpinimo elektros energija atvejis

Santrauka

Tyrimo aktualumas ir problematika. Europos šalyse pastebimas viešojo sektoriaus modernizavimas, pritaikant naujausius, pažangiausius vadybos modelius, tarp jų – ir naujosios viešosios vadybos (Židonis, Rudnickas, 2005). Žvelgiant sistemiskai į šiuo metu keičiamus Lietuvos teisės aktus, matyti, kad viešajame sektoriuje rengiama norminė bazė, kuri gali būti tinkamas teisinis pagrindas

įgyvendinant naujus viešojo administravimo principus (Vanagas, 2006).

Teorinius strateginio kokybės valdymo aspektus analizavo nemažai užsienio ir Lietuvos autorių. Parasuraman, Zeithaml, Berry (1985), Garvin (1988), Juran, Gryna (1993), Zairi (2002) nagrinėjo kokybės valdymo raidą. Aktualius kokybės valdymo klausimus plačiau nagrinėjo Du-

mas (1989) Lampert (2002), Nave (2002). Subalansuotų rodiklių sistemos modelį sukūrė bei įgyvendino Kaplan ir Norton (1992, 1996, 2004). Kotler, Armstrong, Saunders, Wong (2003) nagrinėjo kokybės vertinimo kriterijus. Colin, Vangelder (1998) akcentavo vartotojų lūkesčius.

Pokyčius pasaulinėje elektros energijos rinkoje išsamiai nagrinėjo Samotyj, Dollen, Hove (2002), Yeager, Gehl, Barker (2004). Apie 2000 m. prasidėjo ir Lietuvos elektros energetikos sektoriaus restruktūrizacija: monopoliją šioje srityje pakeitė kelių įmonių sistema. Monopolijos sąlygomis paslaugų kokybės valdymo klausimai iš esmės nebuvo keliami, po restruktūrizacijos šie klausimai tapo aktualūs ir reikšmingi, nes atskirų įmonių veiklos kokybė nėra vienoda. Ypač daug vartotojų nusiskundimų Lietuvoje sulaukiama dėl biurokratinių barjerų. Netobulas, ilgai vilkinamas aprūpinimo elektros energija projektų rengimas ir įgyvendinimas tapo pagrindine paslaugų kokybės Lietuvos elektros energijos rinkoje problema. Be to, šioje rinkoje nėra įdiegto nė vieno kokybės valdymo modelio, todėl apie paslaugų kokybę tenka spręsti pagal vartotojų ir ekspertų atsiliepimus bei faktinę dokumentinę veiklos procesų informaciją.

Šio straipsnio mokslinis *naujumas* – suformuotas į vartotoją orientuotas aprūpinimo elektros energija projektų rengimo ir įgyvendinimo Klaipėdos regione strateginio kokybės valdymo modelis, pagrįsta į vartotoją orientuota aprūpinimo elektros energija projektų rengimo ir įgyvendinimo proceso schema.

Tyrimo objektas – strateginis paslaugų kokybės, aprūpinant Klaipėdos regioną elektros energija, valdymas.

Tyrimo tikslas – suformuoti ir pagrįsti aprūpinimo elektros energija Klaipėdos regione strateginio kokybės valdymo modelį bei patobulinto projektų rengimo ir įgyvendinimo proceso schemą.

Tyrimo metodika. Naudoti šie metodai: mokslinės literatūros analizė, apibendrinimas, sisteminimas; dokumentų analizė; pirminių ir antrinių informacijos šaltinių analizė bei sintezė; palyginimo, sisteminimo, loginio ir grafinio modeliavimo tyrimo metodai. Siekiant identifikuoti aprūpinimo elektros energija Klaipėdos regione kokybės valdymo gerinimo esmines priemones, aprūpinimo elektros energija projektų rengimo ir įgyvendinimo proceso tobulinimo galimybes, atliktas kokybinis ekspertų nuostatų ir veiklos dokumentų tyrimas.

Pagrindiniai tyrimo rezultatai. Teorinėje tyrimo dalyje apibendrintas išnagrinėtos bendrosios kokybės valdymo procesų viešajame sektoriuje aktualijos, išanalizuoti trys kokybės valdymo modeliai, diegiami pasaulinėje ko-

kybės valdymo praktikoje: Bendrojo vertinimo modelis, subalansuotų efektyvumo rodiklių modelis, ISO 9000 serijos kokybės standartai. Susisteminti užsienio mokslinėje literatūroje nagrinėjami kokybės vertinimo kriterijai.

Empirinėje tyrimo dalyje apibendrintas strateginis kokybės valdymas Klaipėdos regiono savivaldybėse. Apibūdinta Lietuvos elektros energijos rinkos restruktūrizacija. Išnagrinėtos Klaipėdos regiono aprūpinimo elektros energija projektų rengimo ir įgyvendinimo proceso veiklos, atlikta įmonės UAB „Ispro“ dokumentų analizė.

Remiantis viešojo sektoriaus strateginio kokybės valdymo teorinių modelių analize, aprūpinimo elektros energija projektų rengimo ir įgyvendinimo situacijos analize, ekspertų nuostatomis, suformuotas ir pagrįstas aprūpinimo elektros energija Klaipėdos regione strateginio kokybės valdymo modelis bei patobulinta projektų rengimo ir įgyvendinimo proceso schema. Pagrįstas pagrindinis strateginio kokybės valdymo prioritetas – *orientacija į vartotoją*. Modelyje suformuoti keturi strateginiai tikslai ir juos įgyvendinančių priemonių sistema. 2007–2009 m. statybos leidimas Klaipėdos regione vidutiniškai buvo išduotas per 90 darbo dienų. Taikant patobulintą projektų rengimo ir įgyvendinimo proceso schemą, vartotojas statybos leidimą galėtų gauti per 47 darbo dienas.

Pagrindinės išvados. Orientacijos į vartotoją prioritetui įgyvendinti galimi tokie strateginiai tikslai: savivaldybių Architektūros ir urbanistikos skyrių vidaus administravimo tobulinimas; „vieno langelio“ principu veikiančios aptarnavimo sistemos plėtojimas; viešųjų paslaugų skaidrumo užtikrinimas; nuolatinis veiklos gerinimas.

Įgyvendinus siūlomą aprūpinimo elektros energija projektų rengimo ir įgyvendinimo proceso schemą bei taikant pateiktą aprūpinimo elektros energija strateginio kokybės valdymo proceso modelį, Klaipėdos regiono savivaldybių Architektūros ir urbanistikos skyriams atsakingiau ir rūpestingiau kliento atžvilgiu vykdant statinio projektavimo sąlygų sąvado, statybos leidimų išdavimą reglamentuojančių teisės aktų įgyvendinimą, efektyviau veikiant „vieno langelio“ sistemai elektros energija projektų rengimo ir įgyvendinimo procese, efektyviai funkcionuojant informacinei sistemai „Infostatyba“, galima pasiekti esminių teigiamų pokyčių aprūpinimo elektros energija projektų rengimo ir įgyvendinimo kokybėje bei jos strateginiame valdyme.

Pagrindiniai žodžiai: viešojo sektoriaus paslaugos, strateginis kokybės valdymas, aprūpinimas elektros energija.

The article has been reviewed.
Received in September, 2010; accepted in October, 2010.