

# CIVIL SERVICE TRAINING SYSTEM: HUMAN RESOURCES DEVELOPMENT STRATEGY

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## Introduction.

The beginning of the century brought plenty of reforms, changes and novelties into the sphere of public administration. Seeking to solve complicated problems of the country main attention is focused on the increase of the effectiveness and usefulness of the state structures, the stability of the machinery of state, as well the improvement of professionalism and responsibility.

Training is closely related to the creation of capacities because its objective, on the one hand, is to create an integrated and properly governed training system of civil servants of central and local governments, and, on the other hand, to implement the idea of the continuity of that system and activity programmes related to it.

**Topicality of civil service training.** Seeking to achieve efficiency in the sphere of state service, civil service training becomes ever more important due to the following reasons:

- rate of organisational and technical restructuring of the civil service is constantly increasing, and this requires that civil servants should regularly acquire new skills and learn regulations;
- the decrease in the number of civil servants demands that the individuals who have stayed in the public service should acquire more diverse skills;
- the process of accession of the Republic of Lithuania to the European Union requires that civil servants should understand the peculiarities of public service functioning not only of their own country but of the European Union as well;
- so far the tradition that with the civil servant making his way up, his technical rather than managerial competence is accentuated, has prevailed in the public service of the Republic of Lithuania. Cases are quite frequent when high level professionals of a narrow specialisation without any abilities for management and unable to efficiently run an office become chiefs;
- the society sets ever increasing requirements for the public service and it is possible to satisfy them only by improving the skills of civil servants, as well as by changing their principles;
- constant pressure of the society on the public service to prove its efficiency by material achievements requires that civil servants should be able to efficiently plan their activity and think strategically.

Striving for solution to complex problems in Central and Eastern European countries, the main focus should be laid on improvement of state structures efficiency, government bodies stability and increment of professionalism and accountability of human resources in state institutions.

Human resources system is concurrent with establishment of new quality since the aim of the latter is to create an integrated and well-manageable system of central and local government human resources and to ensure expansion of the system as well as action programmes related to it.

One of the public administration sectors is public servants' training and improvement of this process. Though there is a big number of intelligent and qualified specialists in Central and Eastern European countries, imperfect legislation as well as training system very often impedes the progress of training and even that of public administration.

The main principles of public service, the status of the public servant and legal principles of public service are regulated by public administration legal regulations. As a rule, they include establishment of public servants' training system.

Public servants training is one of the means improving public administration and enhancing continuous policy on public staff training, which aims at ensuring implementation of objectives set to state and self-government institutions (further-institutions).

However, state long-term developmental priorities, ways of their implementation and human resources training lack concordance. In order to create efficient public service and to successfully implement public administration reform, it is necessary to systematically improve human resources system, which would enable to implement state government objectives and priorities.

*The aim of the researches* – to provide methodologically based propositions for improving system of state institution human resources. The implemented propositions would create favourable preconditions for increasing efficiency of public service and pursuing public administration reform.

*The methodology of the researches.* Striving for the set aim, the theory of human resources system development and realisation has been critically assessed, different attitudes have been compared and the most appropriate method has been chosen. A wide range of various methodologies show that the unanimous standpoint concerning development and implementation of human resources system does not exist, therefore, to choose and employ the most rational variant is not easy, though possible.

## **Improvement of human resources as an essential component in public administration modernisation**

**Strategy preparation models for public administration improvement.** Western countries focus on preparing strategic management systems i.e. systems of ‘strategic management’, ‘enterprise plan’, ‘company mission’ and ‘strategic game plan’. They are analysed as one of the management elements and through its regimentation the general target of the institution and the strategy for its implementation are set. [9].

The strategic management system, which is used for selecting the rational strategy, consists of two interrelated parts: strategy projecting and its implementation. The first part defines factors that determine the efficiency of the activity. This is pursued through analysis of the three management levels: institutions and their departments, individuals and external conditions. After determination of the influential to efficiency factors, the vision of the institution is projected. The SWOT analysis adds to successful formulation of the vision. Having formulated the ideal state of the institution, the managerial activity is oriented to it and the aim-ideal is raised. In order to achieve it, a multi-stage system of objectives is composed which can be considered as a structured whole of data, accumulating the collected, systemised and assessed strategic information. The general aim is divided into minor aims and objectives in order to establish a system of means that are essential to achievement of goals and objectives and to arrange them in time and space [2]. After this stage, the corporate statement of divisions is projected: it reflects obligations of all the services in institution while striving for achievement of transitional objectives at different levels. The formulation of mission ends the first stage of strategy development. The strategy implementation requires more time and effort than its development. In the realisation stage systems of complex work tasks for purposeful managerial activity, staff employment, payment and incentive are developed.

Other authors [14] suggest the following sequence of strategic management process: analysis of environment, formulation of mission and setting of aims; development of the strategy for achieving the goals; strategy implementation; assessment of performance results together with the used strategies or its implementation methods and control.

The representatives of this school state that the structured analysis of institution environment is an important beginning of the strategy implementation. It enables to reveal new aspects of the problem, encourage managers to think deeply and to employ a wider range of strategic management methods and to solve global problems arising immediately. The mission, which expresses the essence of institution existence and its function, is formulated; long-term and short-term objectives are itemised. Selecting the strategy it is advisable to consider the strengths and weaknesses of the institution, its objectives and financial resources, staff’s qualification, etc. [1] The advocates of this approach do not pay much attention to strategy implementation and control. Realisation of the selected policy initiates a range of inner changes that enable the institution to

adjust to the changing conditions. The strategy implementation control should ensure feedback of results and institution objectives; it should also assess the state of performance considering the accepted standards and ascertain the reasons for deviations.

Scientific literature very often presents descriptions of strategic management methods. Each author presents more or less similar approach to the problems analysed, however, explaining certain stages of the process they emphasise different aspects or reveal different features of these aspects. One more methodology that focuses on rational solutions developing a strategy is presented [4]. According to this theory, aims and objectives are successfully implemented if the competitive potential of the institution is assessed; a rational specialisation is selected to each 'serviced' segment; environment (i.e. partnership relations) is rationalised; a whole of possibilities is determined; motivation system is applied.

The comparison of different approaches reveals that strategic management competence includes the following skills: modelling of situation; ascertaining necessity for changes; formulating the change strategy and implementing the strategy. The analysis of strategy preparation theories shows that any strategic decision may be made considering two conditions: restriction on freedom of actions as well as indeterminacy of situation and multi-stage objective system.

The success of the activity depends on the ability of the top-management to make rational decisions. Each of them affects the final performance result according to which of the strategies is assessed in one or another way.

The American strategy development model focuses on strategic description of the situation: vision, mission and system of aims. Both stages of formulating vision and mission point out levels of external and internal environment, i.e. the above mentioned stages highlight the strategy line which is based on structuring the system of aims and arranging them in time (drawing up 'aim tree'). The most influential factors in strategy development are economic factors and competitors. The American model presents more detailed descriptions of strategy development. This theory may be considered as one of the best and most thorough formalised procedures of strategy development. The accumulated managerial experience and huge attention of American scientists to resolution of strategy problem empowered development of the model [11].

The representatives of German school [9] analyse the following strategy development stages in a most thorough way: external and internal environment, aims and a complex of marketing instruments. The sources do not present description of such important elements of strategy development as vision and mission. The German authors emphasise that institution policy to a bigger extent depends on its culture and philosophy. The general culture of top-management in the institution determines their ways of problem solving and a system of behaviour values. However, German authors propose a wide range of aim systemisation variants and higher managerial aims prevail in their hierarchy (pyramid of aims).

The representatives of Russian management school do not point out formulation of vision as a separate stage. Only few of them emphasise the importance of mission in the process of strategy development. The Russian approach is well analysed in the sector of planning institution's 'economic portfolio' and developing policy of separate economic units. Both the Russian and German authors very often suggest performing a strategy control in the final stage of strategy development in order to identify the reasons for deviations and to flexibly adapt to the changes in the environment.

As it has been mentioned above, the strategy implementation is the second stage in the strategy development methodology. The author [4] emphasises the importance of performing all implementation actions as soon as possible and in parallel with each other. He states that the changed organisational structure of the institution initiates changes in personnel structure, number of employees and other parameters. The personnel competence is one of the most relevant elements of the structure since it can not only determine successful performance of the institution but also affect the whole performance complex as well as institution image. According to the author the strategy is implemented through the following instruments: organisational structure, communication and decision making possibilities, management style, cooperation, changes in

management, etc. as well as personnel competence, their motivation, organisation culture and values, aims and objectives.

Other authors [10,11] suggest starting strategy implementation with the seventh stage out of ten: identification of the position in the external environment. It is a transition to practical application of own strategy. Available analytical data will enable to identify institution's position in external environment. The future perspectives of the institution depend on how competent identification of the position is carried out. The eighth stage is forming of the goal. During this phase it is important to use well-known formulas. Specific and reasoned goal ensures clear guidelines. However, people implement plans, aims and conceptions. The ninth stage is formulation of relations. The preparatory work is realised and after forming conceptions and processing of data, strategic planning is to be started. The tenth phase: on the bases of the accepted conception and drawn up plans, the focus is laid on unused possibilities, which form prerequisites for employing own activity potential at the maximum.

In the process of planning strategic changes, the following stages in strategy implementation are pointed out: strategy development of each underlying problem; planning and planning procedures, implementation of planning, decision making, implementation of decisions, final monitoring and assessment of results.

The author [4] describes Mc. Kinsey's suggestion of using 7S method implementing a strategy: strategy, structure, system, style, staff, skills and share values. According to this theory, it is necessary to develop a system the elements of which are significant and interrelated. The system would collapse without at least one of the elements.

Some of the most important factors are management style and corporate culture –they all manifest themselves after implementation of the strategy and signal about efficiency of changes and successful strategy implementation. Organisational strategy and values single out the institution from another organisations and enable it to gain advantage in competition.

The analysis of strategy development methods shows that an integral model of the process does not exist. On the basis of experience and taking into consideration the changing situation, new ideas and opportunities, and predicting and modelling the situation, the authorities decide on the sequence of institutional change management. Therefore, this process requires high managerial competencies, environment awareness and reliable information.

Selection of strategy and its implementation is the main element of strategic management content. It is obvious that initial and very important phase in defining the activity strategy of institution is analysis of the situation. Long-term development direction includes various sectors, means and forms of institution performance, relations within the institution and its position in the external environment. The main objective is to focus the institution on strategy pursuance and to ensure that there are enough resources for realisation of the selected policy.

In order to develop human resources development strategy and to provide ways of its implementation taking into account methodological fundamentals of strategy development and implementation, it is necessary to creatively apply the described methodologies and employ their advantages. The following sequence to problem solution may be suggested:

- monitoring of the present status of human resources system is performed;
- course of public administration reform and the importance and place of human resources in the context of reform are described;
- problems concerning improvement of human resources system are characterised according to management hierarchy levels;
- aims and priorities of human resources system strategy are identified;
- developmental model of human resources system strategy (vision, goal system and mission) is proposed;
- implementation method of human resources system is presented. It could become a successful factor in public administration reform.
- assignments to state institutions and their human resources services;

- training of state institution human resources specialists as well as assessment of specialists from the point of view of their professional qualification and work quality;
- development of organisation forms and structures and their application;
- development of public servants' continuous learning system

The present state of human resources system can be thoroughly described only after analysing it in all its aspects.

**Human resources training problems according to management hierarchy level.** All the problems related to human resources training can be divided into state and institutional. Employing legal leverage, the problems in institutions should be solved considering the performance of professional development institutions, at the same time, adapting their activity to strategy provisions and guidelines that have been approved at the state level.

*Problems at state level.* The system of permanent human resources training which would provide for methods and means enabling to implement public servants' continuous qualification idea development has not been prepared. Training priorities of each government service position levels and categories have not been formulated. Up to now it has not been achieved that financial resources should not be concentrated for priority groups and categories of public servants. The status of public servant has been comparatively low in the society. The interrelation of training system participants and responsibility for reliability of the whole system functioning have not been identified; it has not been stated that introductory training should include formal teaching whereas qualification development should cover non-formal teaching. Government decentralisation is not considered to be one of the main principles organising non-formal training.

Government enacting laws and acts under them should allow for favourable conditions to train human resources as well as to develop their competencies. To implement training assignments personnel departments lack potential (for identifying needs, planning training, training assessment, etc). Human resources services in public institutions of different offices have not prepared 'exemplars' of their public servants' professions. Objectives and qualification descriptions of profession 'exemplars' should guide specialists' qualification development. The present system is inadequate to public servants' activity. Qualification requirements for separate specialists' groups, which would form the basis for training need identification and training programme development, have not been prepared. There is no relation between knowledge brushup, assessment system and career planning and wage system.

*Problems to solve at the level of qualification development level.* Insufficient attention is laid on the content of qualification development as well as on adequate formation of new knowledge and skills. The integral system of information and knowledge assessment is absent. The system of training programme quality assessment as well as system of qualification development needs analysis have not been developed yet. The efficiency of training and qualification development and the impact of training on the activity of public servants and institutions have not been investigated. Resources and capacities of qualification development institutions are insufficiently utilised.

*Public administration institution level.* The main obstacle impeding development of effective human resources system is insufficient capacity of personnel management in public institutions. They usually perform the functions of registering, recruitment and staff selection. However, they fail to properly analyse training needs and to perform training process and career planing functions. The number of human resources specialist is clearly small for performing the above mentioned functions. Public administration institutions cannot properly administer qualification ensurance processes. It can be stated that public servants' training in Central and Middle Europe has gained extensive character and is often based on personal motivation, which frequently does not meet the interests of the institution. As it was 5-6 years ago, the participants in the majority of training programmes are top-level administrators. The qualification they acquire at least to some extent should meet the needs of contemporary public administration. However, success of public administration reform basically depends on professional skills and competencies of mid- and – lower level servants and therefore, the development of these skills becomes one of the main components of public administration reform.

## Draft of public administration human resources development strategy

### Aims and priorities of public administration human resources development strategy.

The system of public servants training aims should consist of formulation of multi-stage objectives system and its distribution according to public administration system levels. The setting of goals and their implementation should start at the highest level.

The strategic goal could possess the four main features:

1. The goal should relate human resources system to the environment. It should identify the system relation with external situation and describe sectors that interrelate with human resources. It is important not only to adapt it to the existing conditions but also to foresee possible dangers as well as ways of their solution or avoidance;
2. Public servant training should be analysed through systematic approach. It could be described as a whole of problems pointing out management levels of state, institution and human resources;
3. The strategic goal should be directly related to inner facilities, i.e. it is important to assess the potential of separate qualification development institution, state and institutional resources, present training and experience;
4. The goals should be set to the whole system of public servants training. The structured strategy should guide all the institutions involved in public servants' training, qualification development and its coordination.

**Development of human resources system strategy.** It is important to found a philosophy of human resources system improvement that would identify values and principles to follow achieving aims and objectives. Mission is treated as statement revealing the purpose of institution functioning. It can also reflect goals of institutions and separate departments.

Corporate mission through manifestation of human resources system participants' intentions and their importance in the society reflects the purport of institution existence. Local mission enables to determine alternatives and to harmonise attitudes of different influence groups. However, J. Bryson [1] states that the most important thing is that it declares approach to external environment, to interests of the society and social responsibility. The process of mission identification can be divided into two stages: mission formulation and its implementation [10].

While setting institution aims it is suggested that an exact 'tree' be drawn. The general goal is disintegrated into minor goals and, etc. All the aims distribute at various levels and they also have to be located in the time scale. This is how multi-stage aim system is projected pointing out goals of first level as well as of lower levels together with terms of their achievement.

Vision should serve as take-off for any conscious activity including long –termed perspectives. Formulating vision of institution or group activity, the best and most perfect future variant is presented.

Conception of human resources management should developed considering peculiarities of strategic management and goals of Lithuanian public administration reform. The strategy and vision should be prepared following general requirements to government service, functions of institution and type of their activity, human resources policy and management principles.

**Implementation of human resources system strategy.** The integrity of the system as well as its separate elements are analysed in this phase.

*Assignments to state institutions and their personnel departments.* Every innovation demands human resources capable of realising it. Public administration reform is a reform of public servants' mentality. The aims and objectives of public administration reform are basis of government institution assignments. One of the most complex aspects of the reform is regulation of public and private interests. Therefore, the mission of state institutions is enacting rules of laws through administration of public functions.

Assignments for state institutions in the light of the reform should be formulated after implementation of the following tasks:

- To assess the status (position) of state institutions in the state administrative structure as in the area for state strategy implementation;
- To evaluate trends, principles and means of state institution performance in order to integrate state institution infrastructure into the system of public administration;
- To change organisation structure in order to ensure better relation among subsystems of public administration;
- To direct efforts of public administration institutions and specialists efforts to establish centre of public administration reform experts.

Assignment to personnel departments should be delegated after implementation of the following tasks:

- state institutions should reform human resources management system and modernise work of personnel departments;
- achieve that personnel departments would employ human resources management and administration specialists with manager education and work experience or specialist of social sciences (MAs or specialist with adequate qualification);
- public administration human resources departments should become units performing functions of staff's selection, training, evaluative criteria selection and their appropriateness testing;
- in the initial strategy implementation stage human resources departments should be consulted by independent experts.

**Public administration personnel department specialist training and assessment considering human resources management specialists professional qualification and performance quality.** Human resources management, as a practical managerial activity is related to assessing a person before legalising labour relations (recruitment and selection), while working or making him/her redundant. This assignment can be properly performed by human resources specialists of high qualification. The quality of staff directly depends on these specialists. The employee is evaluated through his service time but objectivity of human resources management specialist plays the most important role making the right decision. Human resources system management is a specific management area that necessitates special training of the people involved in that. Problems of human resources management specialist qualification and their performance quality should be solved at various levels: training, selection, professional activity and activity evaluation quality.

Following the implementation of complex system of human resources management, which is based on systemic scientific research results, it could be reasonable to expect harmonisation of management and administration progress with efficiency of practical activity. Closer co-operation among scientists and practitioners in this sector would enhance development and progress of the country.

Expenses of inner management do not have quantitative expression in economic equivalents (money). However, only inner management effort to improve quality forms precondition for economic (external) quality improvement effect. The inner management expenses for quality improvement are necessary for personnel first of all. Since qualitative transformations in the institutions are achieved with the help of people, it is necessary to change the system of human resources management. This should be performed not only to motivate employees to participate in management but also to realise a management model when efforts of leadership and subordinates are assessed according to quality criteria.

To ensure efficiency and high quality of training, quality aspects of annual order placement and those of training programmes, problems of overall training minimum ensurance for a certain period of time and certification become of high importance. The methodological essence of the programme, training qualification and necessary logistic provision has to be evaluated. This will enable the institution to utilise human, material, technological and informational resources of training institutions in a more efficient way.

**Development and implementation of organisational forms and structures.** While implementing the public administration reform, it is important to modernise state institution management structures and to project new organisational forms that might lead to solutions to problems in public administration sector. The main principles modernising public administration forms and their integrating them to EU structures should be as follows:

- all the institutions, seeking for administration reform objectives, should follow the state goals and prior requirements;
- public servants' training should be implemented following the rights of public servants, i.e. informing them not only about their duties but also about their real rights;
- principles of equality and political neutrality should be realised demanding on restriction of servants' political activity during service;
- the main principle of public institution work should be the principle of transparency which is based on the provision that public servants' activity (as well as that of public institutions) is public, understandable and open.

To implement progressive provisions of public service policy and to ensure proper work of institutions and specialists, in the stage of strategy implementation it is necessary to formulate *system of government servants' continuous qualification development*. Such system would consist of consistently implemented and interrelated elements:

- *search* system for specialists who are needed and suitable for work in state institutions and organisations;
- *selection* system of specialists suitable for definite positions and functions in public service and the ones who have been purposefully trained;
- system of *introductory training* of specialist who have just started or are about to start their public service;
- qualification development system of all levels and offices which includes both *official complex* (content is adequate to specialist's position) development and purposive qualification development (content is oriented to gaining new knowledge and development of new skills);
- *qualification assessment* system of public servants of all levels;
- *re-qualification* system of specialists working in public service.

On the basis of continuous qualification development system formation and its development, the preconditions for perfect quality of public servants' work are created in the process of developing and implementing the state policy of human resources management. Striving for successful implementation of public administration reform and seeking increase in public administration efficiency, it is necessary to create effective human resources training system in public administration sector.

The present overview of strategy development and implementation showed that unanimous approach concerning the structure of strategy development and implementation structure and consistency of its realisation does not exist. Therefore, it is suggested using tested methodologies creatively and employing their advantages.

Considering human resources system development as a consecutive permanent process, it is absolutely necessary to continue monitoring the existing public servants' training, to form prerequisites for public servants' training implementation i.e. to eliminate inadequate elements and to introduce suitable ones.

The analysis of present state of public servant training should include identification of servants' training place and role in the context of public administration reform, the problems should be singled out according to management hierarchy levels, aims and priorities of human resources development should be formed and the main approaches to continuous qualification development as to human resources system development should be presented. The strategy of public servants' training has to be improved taking into account general aims of public administration reform and concepts of public administration activity image and human resources management.



The strategy development and its implementation model is prepared and proposed. This process should be implemented setting concrete assignments to institutions and their personnel departments, improving the existing organisation forms and establishing new ones. The main principles of modernising and integrating organisational forms are introduced. The main condition for human resources strategy implementation is continuous public servants' qualification development system, which comprise subsystems of search for specialists and their selection, introductory training and qualification development, public servants qualification assessment and specialists' re-qualification. The continuous system enables to implement the state policy of human resources management. Public servants' training is gaining the status of the public administration reform success.

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## ***CIVIL SERVICE TRAINING SYSTEM: HUMAN RECOURSES DEVELOPMENT STRATEGY***

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### **Summary:**

Contemporary public administration is inherent of reforms, changes and innovations. Seeking for solution of involved problems, the main attention is paid to increment of efficiency of state structures, stability of governance bodies, professionalism and accountability of human recourses of state institutions. The human recourses development strategy is closely related to the new quality creation, because of its objective – first, to create human recourses system, which would be integrated and governed by central and local government, second, to evaluate the development of the system and related programmes.

The article covers critical evaluation of human recourse strategy development, the different attitudes are compared and the most appropriate method is applied. The author presents methodically motivated suggestions for development of human recourses system of the state institutions. The article identifies the role and importance of human recourses in the context of public administration reform, analyses the problems of human recourses training according to the levels of hierarchical governance, the strategy goals and priorities of human recourses system of state institutions are presented in the article as well.