

HUMAN RESOURCES MANAGEMENT IN THE PUBLIC SECTOR: DEVELOPMENT PRIORITIES UNDER CONDITIONS OF INTERANTIONALIZATION

*ŽMOGIŠKUJŲ IŠTEKLIŲ VADYBA VIEŠAJAME SEKTORIUJE: RAIDOS PRIORITETAJ
INTERNACIONALIZACIJOS SĄLYGOMIS*

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Introduction

In the meantime seeking to achieve efficiency in the public sector, civil service becomes ever more important due to the following reasons: rate of organizational and technical restructuring of the civil service is constantly increasing, and this requires that civil servants should regularly acquire new skills and learn regulations; comparatively increase of more qualify of civil servants demands that the individuals who have stayed in the public service should acquire more diverse skills; the process of internationalization and networking in the countries of 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 new member countries of the EU. Cases are quite frequent the when high level professionals of a narrow specialization without any abilities for management and unable to efficiently run an office become chiefs; 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 manageable system of network of central and local government human resources and to ensure expansion of the system as well as action programmes related to it.

Innovations and international integration creates relevant conditions for human resources management system development. Though there is a big number of intelligent and qualified specialists in Central and Eastern European countries, imperfect legislation as well as human resources system very often impedes the progress of civil service and even that of public administration development.

Enhancement of Human Resources Development System in Public Sector

The importance of human resources development system enhancement in present situation is determined by a few important conditions: public administration specialists' decisions and their performance have an increasing role in choosing new perspective directions and priorities for social, economic, political, science and technology development; human resources in the public sector tend to become a link between people and their society on the one hand and various technical and other systems on the other hand: taken decisions and their actions have a growing impact on interaction between people and their society and biological, technical, informational and other environments, and also significantly affect our possibilities to use innovations and modern means of automatization, robotization, computerization, introduction of information technologies; public administration specialists' performance becomes a crucial factor in globalization and internationalization of economic, social, cultural, informational, scientific and technological development.

It is also noteworthy that elements of integration are inherent to the human resources professional activity and this integration has a twofold expression: public administration specialists' performance is always oriented to of other people or organizations; an important characteristic of their activity is the combination of different activities

which requires knowledge, skills and experience of different character.

Elements of integration, inherent to public sector specialists' performance, show that public sector specialists fulfil the function of synergetic effects formation. Realizing the rapidly growing importance of formation and use of synergetic effects in the modern society development we may claim that enhancement of human resources development as a means of increasing the potential of synergetic effects formation is becoming an essential prerequisite for modernization of the society. Awareness of the importance of public sector specialist development determines the necessity to identify the main problems arising in this field and to outline specific ways to design and enhance efficient human resources development systems.

Human resources system development is a highly extensive and complicated sphere and therefore the typical problems inherent to this sphere can be addressed and analyzed from different aspects. There are many specific characteristics of human resources system development in various countries and under various conditions. In-depth analysis of human resources system development practice in various countries shows that the following groups of problems can be distinguished: problems related to the content of human resources development; problems related to human resources development technologies; problems related to the operation of institutions, enterprises and organizations involved in processes of the human resources in the public sector development.

Among the problems related to the content of human resources in public sector development first and foremost comes inadequate integrity of various development processes; lack of integrity leads to the following: theoretical education (providing and acquiring theoretical knowledge) is not well balanced against practical training (providing and gaining practical knowledge, also developing practical skills and competences); due to improper specialization of the education the knowledge and skills acquired often lack systematic character; the content of the education is sometimes irrelevant to the individual's specific needs, inclinations, abilities and values; it is not rare that education is inadequately linked to the professional prospects of the people, as well as with the latest trends in various fields of economic and social development and with progress of science and technology;

development is quite often insufficiently oriented to the people's ability to get adjusted to the fast-changing environment and adapt their knowledge and skills to new situations, needs and requirements; development quite often lacks orientation to the independence and responsibility of the people and does not encourage their capability of independent decision-making; development is not differentiated according to needs and possibilities to develop both leaders and reliable executives; the content of the development is often irrelevant to the requirements which are determined by the necessity of team decision-making, teamwork and tolerance of other opinions; the content of the development often lacks links to the issues of concern in the fields of society development and social, economic, scientific and technological progress; besides, it fails to be oriented to the solution of these problems; the content of the development is not well-balanced; i.e. there is no harmony in such fields as dissemination and acquisition of new knowledge, development of new skills and capacities, raising morality, responsibility and spirituality, adequate development of physical qualities and psychological and cultural orientations; the content of the development quite often shows inadequate orientation to openness, and that facilitates the emergence of diverse forms and tendencies of provinciality, superficiality, selfishness and lack of tolerance.

The above listed problems give a general overview of the main concerns in relation to the content of the development. It should be noted, however, that some other problems arising from the irrelevance of the development content to the needs of modern society fall under this category as well. Special attention should be drawn to those which are specific to human resources development in the conditions of radical social, economic and technological transformations and which are posed by new challenges of modern life, or new possibilities and new areas of the scientific research on management and administration.

In the second group of problems, related to human resources system development technologies and organizational forms, emphasis should be placed on those which arise because technologies, methods and activity forms applied in the process of human resources system development are irrelevant to the requirements which correspond to the goals of the development and to its content. The main prob-

lems in this group are as follows: insufficient flexibility in the application of educational technologies and activity forms, which is often described as conservatism and ignorance of the availability of the latest methodological and technical aids, information technologies and advanced organizational models; processes of the development are not sufficiently oriented to the priorities of internationalization of public sector specialists' activity; educational technologies and organizational forms do not always conform to the needs of internationalization of the development processes; developmental processes often lack consistency and continuity; educational technologies and organizational forms are not sufficiently oriented to consistent succession of separate stages and continuity of the development processes throughout each person's life; developmental processes often lack priority of innovations and continuity; developmental technologies and organizational forms lack orientation to people's activity, independence, individual responsibility for results and their active participation in choosing the technologies and forms that they find most acceptable.

Taking in view many specific features of human resources system development and various possibilities to enhance the whole complex of development processes, we may claim that the main priorities in dealing with public sector specialist development problems include: establishment of principles for their development enhancement on the basis of systematic approach, and preparation and implementation of relevant means for realization of those principles; development of infrastructure of interaction between systems of education and training (educational systems) and systems of professional activities of human resources and public managers (professional systems); development of specialists' creativity and innovative potential.

The above mentioned priorities include manifold possibilities that have to be used for the purpose of human resources system development improvement; these priorities gain special significance in the light of the European Union enlargement, because they are directly aimed at increasing efficiency of public sector specialists activity in the context of dynamic processes of globalization and results of international integration.

Human Resources Management in the Context of the Processes of Internationalization

Currently, when we are witnessing processes of internationalization and globalization, growing competition between nations and emergence of knowledge society, human resources management is gaining increasingly more significance. This is of special importance to those countries, which have limited natural resources and material resources, and socio-economic development of which is highly determined by the quality of human resources and ability to enhance the potential of their human resources.

The capacity to compete in the global market is determined by human resources and the ability to use them properly. Consequently, discussions on various strategic issues of socio-economic and state development must pay special attention to issues of the management of the development of human resources potential.

It should be noted, that strategic decisions in relation to socio-economic development should be designed and implemented giving priority to special human resources development strategies, which make an integral part of the general structure of socio-economic and state development strategies.

In order to implement a strategy, it is necessary to have a system of strategic goals, actions and means, and the course of its implementation has to be monitored and controlled. Results of strategy implementation and outside changes have to be ensured by strategic monitoring procedures. Strategic control procedures must create preconditions and enable us to compare the incoming information with implementation of strategic goals and decisions, identify deviations from the chosen strategic line and inner/outer factors determining those deviations.

Information collected in the process of strategy monitoring and control may serve as a ground for making corrections to the strategy or even designing a new strategy. Information must be received in time; otherwise it is impossible to take relevant actions and measures.

In order to successfully implement long-term strategic goals and priorities, it is important that we apply adapted and modern management both in private and public sectors. At present, public management is especially lacking administrative capacity, and one of

the weakest chains here is poorly developed ability to apply methods and methodologies of strategic planning and management. Therefore, systems of management of both private and public sectors fail to create adequate preconditions for successful socio-economic development.

Development of both private and public sectors is closely linked to creation of new quality. In order to create new quality it is necessary to have integrated and effectively managed systems of central and local government, as well as systems of human resources of private and public sectors, and to ensure development of these systems and related programmes of actions.

This article pays most attention to public sector human resources in Central and Eastern Europe. This priority is predetermined by the fact that Lithuania's membership in the EU requires to ensure proper level of public administrative capacity and high quality of human resources in the public sector. Due to this reason, development of human resources potential in the public sector gains special significance. As we all know, one of the fields of the public administration reform carried in Central and Eastern Europe is the development of human resources and the improvement of this process. Although the new EU member states have many well-educated and qualified specialists, they do not have the necessary legislation and their system of education hampers not only further education, but also advancement of public administration.

As the findings of the research suggest, most of the new EU member states lack correspondence between the priorities of long-term development of public administration, on the one hand, and means and measures of their implementation in the field of human resources development, on the other hand. In order to create an effective public service and successfully compete in the global market through internationalization processes, it is necessary constantly to improve the system of human resources, which allows implementing successfully goals and priorities of public governance.

Creation and Implementation of Human Resources Management System's for Improving Public Sector Efficiency

Development of human resources system requires a new philosophy of human resources system improvement that would identify values and principles to

follow by institutions seeking their aims and objectives. Mission is treated as a 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 harmonize attitudes of different influence groups. However, 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.

Conception of human resources management should be developed considering peculiarities of strategic management and goals of public sector 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.

Every innovation demands human resources capable of realizing it. Based on internationalization and networking experience 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 experience accumulated by innovations and international integration 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 organization 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; to reform state institutions human resources management system and modernize

work of personnel departments; to achieve that personnel departments would employ human resources management and administration specialists with manager education and work experience or specialist of social sciences; to reorganize public administration human resources departments with 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.

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 harmonization of management and administration progress with efficiency of practical activity. Closer cooperation 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 manage-

ment but also to realize a management model when efforts of leadership and subordinates are assessed according to quality criteria.

Development and implementation of organizational forms and structures while implementing human resources system improvement strategy should be as follows: realization of one of the components of human resources strategy – system of continuous qualification development of public servants; implementation of the conception of public servants' training, which is one of the major factors in human resources management system, with a view to personnel development and modernization of organizational forms. In order to improve public institutions' activity in the context of public administration reforms, new organizational forms and structures for realization of human resources system must be created; pursuing public administration reform requires modernizing public institutions management structures and creating new efficient organizational forms which were relevant to the aims of public administrations reform in conditions of integration and globalization.

Seeking to pursue the public service policy and guarantee proper work of all employees of state institutions and organizations, a system of public servants' continuous qualification development should be created at the phase of strategy implementation.

While implementing the strategy of human resources improvement it is necessary to benefit from the networking and experience of all participants of the process and coordinate their activity. In the case of innovations and international integration special attention should be paid to experience exchange between member states of the EU and adopt the experience and achievements of the advanced countries in the fields of creation of human resources development strategy and improving public sector efficiency.

Lithuania's Achievements and Challenges in the Field of Human Resources Management Under Conditions of Internationalization

In the different documents of SIGMA (Support for Improvement in Governance and Management) OECD (Organisation for Economic Cooperation and Development) provides support to improve the governance and management, it was emphasized

that Lithuania has made the greatest progress in the most constructive and continued civil service reform considering the new EU member states compliance with the civil services European public administration and civil service reform principles after accession to the EU. Lithuanian civil service was also well appreciated in the different reports of SIGMA / OECD, stating that “the Lithuanian Law on Civil Servants in substantial alignment with the EU Member States and the principles governing standarts” and “public service management system is well-formed”. The EU has made a significant impact on the civil service reform in Lithuania and the EU support for human resources management in public sector has been utilized effectively.

Human resources management system development and civil service reform is an important part of the political agenda as well as before accession. Human Resources Development Strategy has the following objectives: to improve the administrative capacity of the state and improve the image of a civil servants. Lithuania differs from other Eastern and Central European countries, in which political authorities focus on civil service reform decreased after joining the EU. It can be concluded that, compared with other new EU countries, Lithuanian civil service is characterized by the development of relative continuity and consistency. Lithuania has gradually decreased politicization at the same moment increasing human resources management and civil servants professionalism. If the European Commission had a significant impact on the state service reform, the accession to the EU civil service issues has become a Lithuanian political liabilities of the government. Unlike Lithuania, other Eastern and Central European countries is characterized by sporadic civil service reform, where initiative began and stopped again.

Lithuania’s best practices and achievements of the human resources management of the public sector are greatly appreciated by the European Commission. Lithuania in cooperation with other EU countries constantly transmits best practices to Eastern Europe countries. The last example is the European Commission project „Support to the Civil Service Modernisation in the Republic of Moldova in line with EU best practices, 2015-2017“ which was captured without partners for the first time in the conditions of heavy competition.

Lithuania achievements create the right conditions for realization of future challenges. Lithuania’s progress strategy „Lithuania 2030“ provides to create the preconditions to develop an intelligent human resources management system. In order to implement the vision of intelligent human resources management system, it is expected to focus the efforts and implement changes in key government development directions:

- ◆ *a strategic position to government authorities* are competent and result-oriented, have the necessary skills to develop and implement strategies to continuously monitor the global trends, creatively adapt best practices in business and public sector. Clear priorities for action are set along with society and the social partners in evaluating the available resources. The government promotes the performance and efficiency-oriented management culture activities based on the needs of society;
- ◆ *open and an empowering management* authorities are open and accountable to the public, public information provided in understandable and clear way. The government keep the services, living environment and other issues public, consult with society and business. Strategic decisions are made in a transparent way, not only through publicity and consultation, but also involves the citizens and other participants in public policy decision-making processes. Facilities shall be made available for service providers to feel the public trustees. The public sector provides only those services which can not be provided by non-governmental organizations, community-based organizations and businesses;
- ◆ *management corresponding to the society needs.* Public sector provides a high quality of service and meet the needs of service users. Service quality is constantly evaluated, service users more involved in their development processes. Public service level meets the expectations of society, its easily accessible to all people of the country.

Conclusions

Improving the capabilities of human resources and of the public sector at large is a very important means towards modernization of the contemporary society, with priorities to be set for intellectualization, ability

to react to increasingly rapid changes, adaptability and competitiveness. For meeting the new challenges of globalization international integration and innovations, professional staff in public administration, humanly oriented and with wide-ranging capabilities, can be a forefront and it can play a model role. Effective improvement of public governance, public management and administration, as well as the development of civil servant training systems will improve not only public administration and the public sector in general.

When examining the methods of developing human resource potential in the public sector we find that there is no single, comprehensive model. What is needed, though, are consistency of change management in every institution, ensured by its management on the basis of the accumulated practice and in view of the pertinent issues, new ideas and possibilities, new means of forecasting and modeling the situation. Therefore, the process of public administration professionalization requires high managerial competence, thorough knowledge of the environment and reliable information.

Human resource development in the public sector must be perceived as a system. In order to develop a strategy for designing this system and to outline ways of its implementation, a creative approach is required that it integrates advanced strategic management models, adequately adapted, into human resource development.

The implementation of this system must be guided by these essential principles: ensure monitoring of the state of the human resource system: implant the system of human resources into the context of public sector reforms, internationalization and innovation, relate to particular issues in the various hierarchical management levels, set goals and priorities of strategy in concordance with the human resource system; make everyone understand that improving the human resource system and its implementation is a decisive factor for determining success of the public administration reform; connect improvement of human resources for public administration and for the public sector to the issue of modernization. This gains special significance under the situation of globalization, innovations and new development of international integration. Lithuania has quite significant experience in this field that other countries of Central and Eastern Europe may find useful, as it has gone through evolution, making use of the global experience and the EU countries best practice.

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Summary

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

The main factor determining of government innovation and success of the development is the ability to design and implement long-term strategies based on human resources. 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.

The aim of this publication is to assess the tendencies of the development of human resources potential in the public sector in Central and Eastern Europe and present methodologically grounded proposals for system enhancement, creating right preconditions for increase of public service efficiency and enhance national capacity for competitiveness in global market by using contemporary human resources management system development.

Abundance of methodologies for creation and realization of human resources system shows, that there is more than one approach to the creation and further development of human resources system in the public sector. Choosing the most rational variant is not easy, however, Lithuania's experience suggests, that it is always possible to choose and adapt the most suitable method.

Keywords: *Human Resources, Management, Internationalization, Public Sector*

Article reviewed

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SEKTORIUJE: RAIDOS PRIORITETAJ
INTERNACIONALIZACIJOS SĄLYGOMIS**

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Santrauka

Žmogiškųjų išteklių sistema yra neatsiejama nuo naujos kokybės paieškos, nes jos tikslas yra sukurti integruotą ir gerai valdomą centrinės ir vietinės valdžios žmogiškųjų išteklių sistemą, užtikrinti jos plėtrą ir su ja susijusių programų įgyvendinimą.

Pagrindinis veiksnys, lemiantis sistemos plėtros sėkmę ir valdymo inovacijas yra gebėjimas parengti ir įgyvendinti ilgalaikes žmogiškųjų išteklių tobulinimo strategijas.

Siekiant išspręsti Centrinės ir Rytų Europos šalyse egzistuojančias sudėtingas žmogiškųjų išteklių vadybos viešajame sektoriuje problemas pagrindinis dėmesys turėtų būti skiriamas valstybės struktūrų

efektyvumui, valdymo institucijų stabilumui ir augančiam viešojo sektoriaus institucijų žmogiškųjų išteklių profesionalumui ir jų atskaitomybei.

Publikacijos tikslas yra įvertinti žmogiškųjų išteklių potencialo tobulinimo tendencijas Centrinės ir Rytų Europos šalių viešajame sektoriuje ir pateikti metodologiškai pagrįstus pasiūlymus sistemos plėtrai. Kartu siekiama sukurti tinkamas prielaidas viešųjų paslaugų efektyvumui didinti, jų racionaliam pajėgumui pasaulinėje rinkoje stiprinti, panaudojant išplėtotą šiuolaikinę žmogiškųjų išteklių sistemą.

Žmogiškųjų išteklių sistemos kūrimo ir įgyvendinimo metodologijų gausa rodo, kad nėra vieno pilnai priimtino ir tinkamo požiūrio rengiant ir tobulinant viešojo sektoriaus žmogiškųjų išteklių sistemą. Parinkti labiausiai tinkamą variantą nėra lengva, tačiau Lietuvos patirtis rodo, kad visuomet galima pasirinkti ir pritaikyti tinkamiausią iš jų.

Raktiniai žodžiai: žmogiškieji ištekliai, vadyba, interacionalizacija, viešasis sektorius

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