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JOLANTA STANISLOVAITIENĖ

EXPRESSION OF SMART PUBLIC GOVERNANCE DIMENSIONS: THE CASE OF LITHUANIA

SUMMARY OF DOCTORAL DISSERTATION

SOCIAL SCIENCES, MANAGEMENT (03S)

Kaunas
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KAUNAS UNIVERSITY OF TECHNOLOGY

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INTRODUCTION

Relevance of the dissertation research. In a world characterized by the predominance of complexity and uncertainty (Tollefson *et al.,* 2012), the growing number of '*wicked issues*' (Sorensen and Torfing, 2012; Bovaird and Loffler, 2003), the globalization and transformation of the industry society into the knowledge society (Willke, 2009), rapid social change (Farrell and Goodman, 2013) and technological innovation, governments all over the world are facing multiple global pressures and public governance challenges. These problems go beyond the traditional jurisdictional, organizational and functional boundaries of one government institution and include more than one area of public governance competencies. Usually, conventional and traditional solutions are not applicable for these problems; hence in public governance systems substantial changes must be undertaken with a focus towards modern public governance (Christensen and Lægreid, 2011; Bouckaert, 2012; Klijn, 2008; Sorensen and Torfing, 2012). Any modern public governance system has to ensure timely and effective solutions of high complexity, uncertainty and instability; thus it is extremely relevant for governments to operate in a smart way.

Nowadays, governments all over the world are implementing various forms of public governance reforms connected with whole-of-government and joined-up-government operation strategies in order to strengthen the horizontal communication in the public governance system (OECD, 2010; 2011a). Furthermore, through integrated strategic planning and budget financing systems, states implement results-based management and enhanced cross-sector and inter-institutional collaboration on the basis of networking, stakeholders' involvement and citizens' participation (OECD, 2012b; 2013a; 2013b; 2013c; 2013d). That is how, according to these reforms, the traditional and historical role of the state and its government has changed causing a major alteration in the nature of public governance. A key challenge for the government is to find new ways of operation and collaboration in order to achieve sustainable growth effectively and efficiently ensuring the public sector integrity and building trust in the government.

The scientific problem of the dissertation research. The concepts of *smart* and *smart public governance* have just recently appeared in the literature of social sciences. In the studies of management, the concept *smart* is usually employed in the context of social systems in order to define such social systems as a *smart city* (Caragliu *et al*., 2011; Chourabi *et al*., 2012; Kourtit and Nijkamp, 2012; Nam and Pardo, 2011; Winters, 2011), a *smart region* (Eger, 2009; Schweiker, 2010), a *smart society* (Albert and Fetzer, 2005; Coe *et al*., 2001) or a *smart country* (Gil-Garcia, 2012; Hay and Kapitzke, 2009). However, the idea of smart governance becomes important in the context of

public governance as well. In most cases, this concept has been applied to emphasize the application and development of information and communication technologies in the public sector (Gil-Garcia, 2012; Scholl and Scholl, 2014; Walravens, 2012) or as one of the main components of the smart city (Batty *et al*., 2012; Meijer and Bolivar, 2013; Nam and Pardo, 2011; Winters, 2011). However, researches that would disclose the essence of the smart public governance from the systemic viewpoint are badly missing. *The fragmentary analysis of smart public governance and the variety of its definitions (in different contexts) do not reveal the originality and complexity of this concept*. This topic has not been sufficiently analyzed but is denoted by great theoretical and practical significance.

Thus the scientific problem of the dissertation is reflected in the following questions: how could the conception of smart public governance be defined through the main dimensions of smart public governance? What determinants influence the expression of smart public governance dimensions?

The object of the dissertation research is the dimensions of smart public governance.

The aim of the dissertation research is to substantiate the dimensions of smart public governance by revealing their determinants.

The dissertation research objectives are the follows:
1. To substantiate the concept of smart public governance.
2. To identify the core dimensions of smart public governance.
3. To substantiate the methodology of the research of the expression of smart public governance dimensions.
4. To reveal the expression of smart public governance dimensions of the Lithuanian public governance system by proposing potential development trends of smart public governance in Lithuania.

The process and methods of the dissertation research. The dissertation research was conducted in three stages. In the first stage based on the *analysis of scientific literature as well as comparative and systemic analysis,* the essence of smartness as a separate concept in the attendant conceptions was defined; the requirement of smartness in public governance was identified; different theoretical approaches of smart public governance were analyzed; the link between smart public governance and good public governance was identified; the concept of smart public governance was newly defined and the dimensions of smart public governance were distinguished. Referring to *the methods of the analysis of scientific sources and their systemic analysis*, the second stage presents the constructed and substantiated methodology of the research of the expression of smart public governance dimensions. When performing empirical research, the third stage features applied methods of data collection: *a semi-structured interview with experts*, *analysis of documents* and *a survey-in-written*. The semi-structured interview and the survey-in-written

were used in order to find out the expression of the smart public governance dimensions in the Lithuanian public governance system and to distinguish the fundamental factors of these dimensions. Document analysis was used as an additional data collection method enabling more detailed evaluation of the factors of the expression of the smart public governance in Lithuania.

The scientific novelty of the research. The novelty and the theoretical significance of the performed research refer to the following aspects:

1. The concept of smart public governance has been extended and deepened; the dimensions of smart public governance have been distinguished; the concept of smart public governance has been newly defined. All of the above contributes to the development of scientific terminology in the area of public governance.
2. The gap between the concepts of smart public governance and good public governance has been pointed out and elaborated. This distinction helps to avoid the use of these different terms interchangeably in the scientific discourse.
3. For the first time in the public governance research, the concept of shared value creation was adapted.
4. The system of evaluation criteria and indicators of the expression of the smart public governance dimensions is outlined and theoretically substantiated so that it could be applied when analyzing specific case studies.
5. Factors and development trends determining the expression of smart public governance dimensions have been distinguished and systematized.

The practical importance of the research. The results of the dissertation research can be applied in several fields:

1. The proposed conception of the smart public governance and the identified dimensions of smartness can be applied as an instrument to extend and deepen the knowledge and the good practice of the smart public governance implementation and development for further research.
2. The presented methodology of revealing the expression of the smart public governance dimensions can be used for practical research as well as serve as a teaching instrument in the study process.
3. The identified determinants of expression of smart public governance in the Lithuanian public governance system explain what preconditions are necessary to ensure that Lithuanian public governance would assume clearly defined qualities of smartness.
4. The system of evaluation criteria and indicators of the expression of the smart public governance dimensions are adapted in the Lithuanian public governance system but can be easily applicable when analysing

public governance systems at a similar level of development in any other country.

The structure of the dissertation. The dissertation consists of three parts. *Part One* presents the theoretical background of smart public governance. *Part Two* substantiates the choice of the qualitative research strategy on the grounds of which the dissertation research has been performed. *Part Three* generalizes the results of the empirical research, distinguishes the determinants of the expression of smart public governance and identifies the development trends of smart public governance dimensions in Lithuania.

The dissertation consists of an introduction, three parts, conclusions, a list of references and 16 annexes. The dissertation features 13 tables and 20 pictures. The work excluding the annexes contains 186 pages and presents 265 positions in the list of references.

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OVERVIEW OF THE DISSERTATION CONTENT

1. THE THEORETICAL BACKGROUND OF SMART PUBLIC GOVERNANCE DIMENSIONS

The first part of the dissertation presents the theoretical background of smart public governance dimensions. Analysis of scientific literature demonstrates how the conception of smartness in the context of a social system is defined. The requirements defining smartness in public governance is discussed. In order to identify the main characteristics and features of the concept of *smart public governance*, this concept is discussed in various theoretical approaches. Finally, Part One is completed with the presentation of the newly defined conception of smart public governance and the identification and discussion of the main dimensions of this concept.

1.1. The understanding of smart and attendant conceptions

The concept *smart* is largely used in publications on engineering and technology; however it has also made its way into social sciences recently. In social sciences, the use of this term has one common feature that in different sources the term *smart* may be defined differently. According to Jucevičienė and Jucevičius (2014), in the context of social systems, *smartness* is defined as the ability to envisage the critical indicators or their system, quickly and creatively react to their crucial factors – challenges, opportunities, trends or symptoms – in adjusting to this environment by taking adequate decisions as well as using it to pursue the goals.

The analysis of scientific literature allowed to identify the main characteristics or qualities of a smart social system that must be present in any social system regardless of its size (organization, city, region, country), the nature, scope, objectives and other features such as being *intelligent, knowledge-driven, digital, willing to learn, networked, innovative, agile, sustainable and socially responsible*. Thus a smart social system is such a system of communications in which people are prepared for their interactions in the environment of their social system but by considering the need they are also open to their environments, able to envisage the features which are critical for the environment of their system to which they quickly inventively react by adjusting to this environment with adequate decisions as well as using smartness to attain the goals of their system (Jucevičienė and Jucevičius, 2014). What concerns the systemic approach, the system of public governance also may be understood as a social system with certain features defining a social system; hence the dimension of *smartness* becomes important in the context of public governance.

1.2. Justification of the need for introducing smartness into public governance

This chapter aims to reveal the requirements imposed on smartness in public governance: first of all, the nature of the arising public governance challenges in the current period is identified (see Subchapter 1.2.1); afterwards, the changes of the public administration paradigm are established (Subchapter 1.2.2).

The tone for developing new and smarter public governance methods, models, mechanisms or procedures is justified by the following essential reasons. First of all, the environment of public governance has been changing very rapidly because of the ongoing processes of globalization and the development of information-communication technologies; thus governmental institutions must strategically respond to the emerging global challenges (Doz and Kosonen, 2008; 2014). These emerging problems of public governance are

complex. They require systematic thinking and more flexible procedures of decision making from governmental institutions because due to the complexity of the issues, conventional solutions cannot be considered anymore. Furthermore, the ongoing networking processes encourage the requirement of inter-institutional and cross-sector collaboration as well as stakeholders' involvement in the decision taking processes (Bevir, 2011; Edelenbos *et al*., 2013; Klijn and Koppenjan, 2012; Klijn *et. al*., 2010; Sorensen and Torfing, 2009). Meanwhile, citizens are demanding better and more individualized public solutions and services; yet these demands cannot be met by spending more public money, so governments should work more effectively and be more public and open (Bouckaert, 2012; McNabb, 2009).

Secondly, the attitude of the public governance system is also changing as a result of the arising new demands imposed on the public governance system. After a decade of the dominance of the *New Public Management* in which many initiatives were launched around the world in accordance with its principles, it became evident that the dissatisfaction with its limited focus was systematically increasing. The traditional forms of government become ineffective and new initiatives were undertaken in order to overcome the drawbacks of the *New Public Management* reforms (Pollit and Bouckaert, 2011; Christensen and Lægreid, 2007). These reforms in the public administration literature are often labeled as the *New Public Governance* (Osborne, 2006; Torfing and Triantafillou, 2013) or "*post-New Public Management*" (Christensen, 2012; Christensen and Lægreid, 2011); still, the main goal of these reforms is the gradual elimination of the disintegration or fragmentation introduced by NPM. Thus the new and smarter initiatives should be undertaken in order to restore public governance institutions to a situation of greater integration and coordination.

1.3. Indeterminacy of the smart public governance concept

This chapter discloses the indefiniteness of the smart public governance concept: first of all, the concept of smart public governance in the aspect of the smart city conception is critically analyzed (Subchapter 1.3.1); afterwards, this concept in the context of public governance conception is explained (Subchapter 1.3.2).

The concept of *smart public governance* is relatively new and has just recently appeared in the scientific literature. Unfortunately, in the scholarly literature this concept is usually used without any theoretical background. In most cases, this concept is used in the context of a smart city as one of the key elements of this type of city. Some authors (Alkandari *et al*., 2012; Batty *et al*., 2012) emphasize that smart public governance is the governance of a smart city. In other words, when the city becomes smart, then the governance of this city becomes smart as well. However, this approach is very narrow and does

not reveal the content of this concept. Meanwhile, other definitions distinguish that the main element of smart public governance is the smartness of the governance process, and citizens are actively involved in this process (Kourtit *et al.*, 2012), collaboration with other sectors and among different government institutions (Batagan, 2011), usage of information-communication technologies (Gil-Garcia, 2012; Walravens, 2012), implementation of innovative decision-making mechanisms (Meijer and Bolivar, 2013), etc. This approach is much broader and shows that smart public governance can be analyzed as a separate construct.

Furthermore, in the context of public governance, some scientists emphasize that smart public governance is related with the information-communication technology and is understood as a superior level of e-governance (Scholl and Scholl, 2014) which confers a smart infrastructure for public governance (Johnston and Hansen, 2011). Other scholars distinguish some key elements of smart public governance such as *better use of the obtained evidence for decision making*, *greater engagement and empowerment of citizens*, *investments in expertise and skills building*, *closer collaboration with the private and non-governmental sector* (Farrell and Goodman, 2013) or highlight interrelated aspects such as *collaboration*, *engagement of citizens*, *a mix of regulation and persuasion*, *independent agencies and expert bodies, adaptive policies*, *resilient structures and foresight* (Kickbusch and Gleicher, 2014). It shows that the concept of smart public governance has not yet been sufficiently analyzed in the scientific literature; therefore there is a need to formulate a structured concept.

1.4. The link between smart public governance and good public governance

In order to identify the emergence of the concept of smart public governance, it is important to determine the relation between this concept and the concept of good public governance. Despite the different interpretations of good public governance, usually, scientific literature (Veerle Van Doeveren, 2011) and the international organizations (IMF, 2005; UN, 2009) define this concept as good public governance being primary related to a stronger democracy, human rights and the quality of operation. The analysis of various definitions of good public governance allowed identifying the general principles of this concept such as *accountability*, *efficiency and effectiveness*, *openness and transparency*, *participation*, *rule of law*, etc., but these principles are heavily loaded with normative values – what is good and what is bad – and do not feature implementation measures. In other words, the concept of good public governance is limited because there are no clear explanations and directions on how countries should implement these principles.

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Meanwhile, some authors (O'Flynn, 2005; Willke, 2009) emphasize that the concepts of smart public governance are related with the adaptation to the changing environment conditions by taking and implementing adequate decisions and forming such flexible governance structures that best suit under certain conditions and circumstances. Smart public governance provides the working methods and techniques how countries should be governed. It becomes clear that the concepts of smart public governance introduce a broader approach to public governance processes but at the same time they are based on the good public governance normative principles.

1.5. The conception of smart public governance and its dimensions

This chapter presents the conception of smart public governance summarizing the results of the analyzed theory as well as its dimensions – strategic dynamics (Subchapter 1.5.1), cross-sector collaboration (Subchapter 1.5.2), inter-institutional collaboration (Subchapter 1.5.3) and empowered citizenship (Subchapter 1.5.4).

Critical analysis of scholarly literature of public governance has allowed to present a new definition of the concept of smart public governance. Thus *smart public governance is governance that enables a social system and its subjects to operate effectively in a fast changing and complex environment rationally utilizing its internal and external resources, making adequate and advanced decisions relevant to specific circumstances in order to create shared value*[1]. Based on the analysis of scientific literature (Farrell and Goodman, 2013; Johnston and Hansen, 2011; Kickbusch and Gleicher, 2014; Kjær, 2006; Scholl and Scholl, 2014; Willke, 2009), smart public governance can be implemented through the dimensions of strategic dynamics, cross-sector collaboration, inter-institutional collaboration and empowered citizenship (see Figure 1).

The concept of smart public governance is a broad term. The features of *smartness* must be integrated into the structures and processes of the public governance system. When being faced with fast-changing economic and societal pressures as well as complex and wicked public policy problems, governments need to be able to respond proactively to those challenges. According to Doz and Kosonen (2008), governments should be able to

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[1]The concept of shared value focuses on the connections between societal and economic progress that has the power to unleash the next wave of global growth. Shared value involves creating economic value in a way that also creates value for society by addressing its needs and challenges. Governments must learn how to regulate in ways that enable shared value rather than work against it. Governments' role in shared value creation is serving as knowledge brokers, convening key players, acting as operating partners, changing the risk-reward profile for shared value opportunities, and creating more supportive regulatory environments (Porter and Kramer, 2011).

anticipate proactively and respond flexibly to the increasingly complex policy challenges so as to predict and avoid crises. Thus they should be dynamic and pragmatic in making strategic decisions. Strategic dynamics is about taking decisive action where necessary, as coherently as possible and in line with the existing priorities and environmental constraints. Secondly, there is growing awareness that governments cannot deal with complex problems alone and that citizens and other stakeholders will have to play a larger part in achieving shared public policy goals (Bingham *et al*., 2005; IAP2, 2007; Lenihan, 2007).
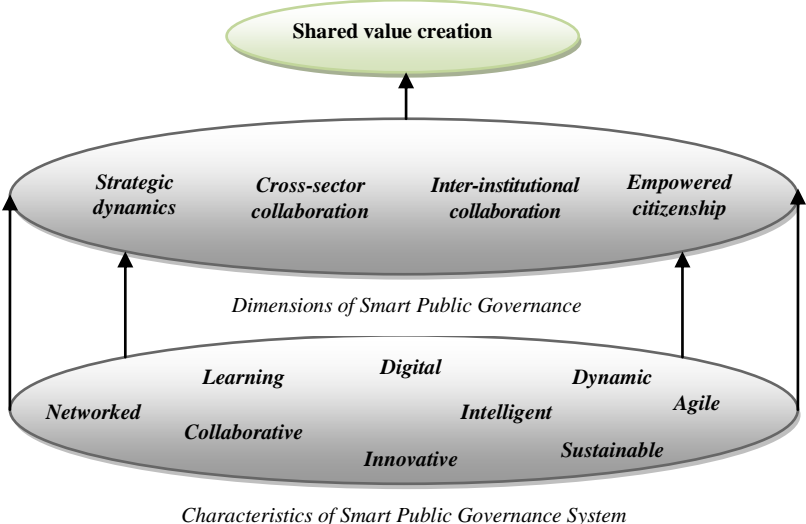

Figure 1. Conception of Smart Public Governance

Therefore, in order to make adequate and advanced decisions relevant to specific circumstances, there is a need to utilize the available capacities, experience and information and rely on the shared resources. Hence the cross-sector and inter-institutional collaboration dimensions become vital. It becomes extremely important that stakeholders should be ready to contribute to the collective decision-making process and have the necessary competencies to participate in the networks whenever public institutions and social partners take up the responsibility to form consensus-based public policies. Thirdly, smart public governance entails recalibrating the traditional governance institutions – markets, hierarchies, communities (Jessop, 2011) and also (re)combining elements from these institutions into networked forms. Governments are steadily moving from a hierarchical model to working across sectors and portfolio boundaries. This conception is characterized by multi-organizational, multi-governmental, and multi-sector interaction which involves pragmatic and

context-dependent choices on how to solve complex public problems through a specific combination of hierarchy, market and crosscutting governance networks (Meuleman, 2008). Finally, smart public governance strongly relies on empowered citizenship. This means that for the government it is not enough only to inform citizens or consult them. The relationship between governments and citizens must be based on partnerships in which citizens are actively engaged in decision-making processes (OECD, 2009). This leads to collaborative citizenship which tends to oust the liberal notion of citizenship which used to conceive the citizen as a passive bearer of legal rights (Torfing and Triantafillou, 2013). It is extremely important to create platforms for citizens to participate and present them with the ability to provide input into regulations, budgets and the provision of services (Willke, 2009).

These four dimensions of smart public governance should not be thought of as being somehow independent of one another; to the contrary, they are interdependent. It is extremely important to emphasize that the expression of these dimensions in the public governance system is necessary but it could largely vary and be conditioned by various circumstances. The expressions of these dimensions in different countries will vary depending on the environmental conditions and the government's ability to make adequate decisions reacting to these conditions.

2. METHODOLOGY OF THE RESEARCH OF THE EXPRESSION OF SMART PUBLIC GOVERNANCE DIMENSIONS

This part of the dissertation presents the methodological approach towards the research, outlines the aim of the research and defines its objectives. According to the analysis of scientific literature, the system of evaluation criteria and indicators of the expression of smart public governance dimensions is theoretically justified. This part also describes the qualitative strategy of the empirical research, the established methods of data collection and analysis. Finally, the sampling characteristics and the research process are substantiated.

2.1. The methodological approach, the aim and objectives of the empirical research

The choice of the qualitative research design for the dissertation research has been determined by the following methodological attitudes: the *phenomenological (interpretation) paradigm* according to which the social reality is explained by referring to the subjective approach; the *grounded theory* according to which the theory is formed or developed in the research process and is applied on the basis of the collected and analyzed data; the attitude of the *holistic approach* to the research object reflecting the ambition of the investigator to get deeper into the essence of the explored phenomenon is defined. Also, the characteristics and dimensions defining this attitude as

well as the interpretation of the the data in revealing the comprehensive all-embracing picture of the object are discussed; the *conception of the post-modern social constructivism* pointing out the linguistic and social reality creation aspect is outlined.

The aim of the empirical research is to reveal the determinants of the expression of smart public governance in Lithuania. The main empirical research *objectives were*:

1. To substantiate the system of evaluation criteria and indicators of the expression of smart public governance dimensions.
2. To identify the determinants promoting and restricting the expression of smart public governance in the Lithuanian public governance system.

The empirical research was conducted in several stages. The design of the empirical research is shown in Figure 2.
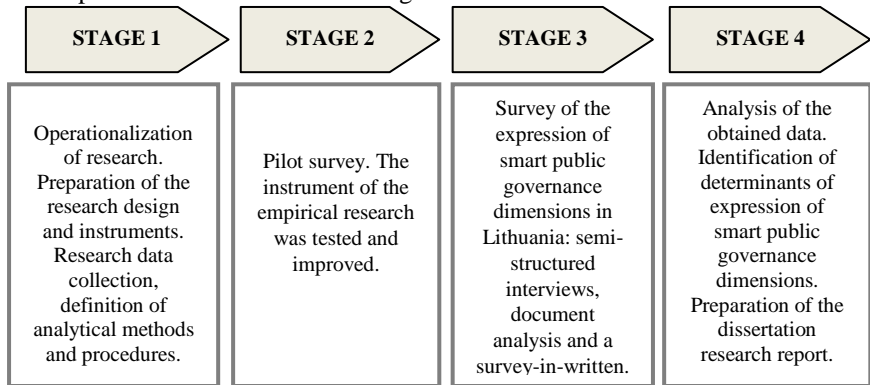
STAGE 1	STAGE 2	STAGE 3	STAGE 4
Operationalization of research. Preparation of the research design and instruments. Research data collection, definition of analytical methods and procedures.	Pilot survey. The instrument of the empirical research was tested and improved.	Survey of the expression of smart public governance dimensions in Lithuania: semi-structured interviews, document analysis and a survey-in-written.	Analysis of the obtained data. Identification of determinants of expression of smart public governance dimensions. Preparation of the dissertation research report.

Figure 2. The Design of Empirical Research

2.2. Theoretical background of the system of evaluation criteria and indicators of the expression of smart public governance dimensions

Empirical research methodology was conditioned by smart public governance due to the complexity of the unexplored phenomenon. The main part of this methodology consists of the system of evaluation criteria and indicators of the expression of smart public governance dimensions and their theoretical background which is based on various scientific literature and consultations with public sector experts and scholars in the field of public governance[2].

Two main characteristics were defined in order to manifest the dimension of strategic dynamics – the *strategic insight and sensitivity* and the

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[2] Assoc. prof. dr. Jurgita Šiugždinienė and assoc. prof. dr. Eglė Gaulė.

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resource flexibility. In order to display strategic insight and sensitivity, government institutions must regularly monitor, analyze and evaluate the external environment; they must also timely measure the risks, challenges and opportunities; they need to use evidence-based strategic decision-making and make quick decisions. Resource flexibility is crucial for adaptive systems of financial resource (re)allocation, the autonomy level of government institutions and the mobility of human resources.

In order to recognize the dimension of cross-sector collaboration, three main characteristics were identified – the *facilitative leadership*, the *collaboration platform* and the *shared responsibility*. Facilitative leadership is widely seen as a critical ingredient in the process of cross-sector collaboration; leaders of governmental institutions should demonstrate the competence of leadership and involve stakeholders into this process. In order to display the collaboration platform in government institutions, various collaborative platforms should be available; decision making must be based on negotiation and consensus as well as trust and information exchange. In order to achieve shared responsibility, critical aspects are the building of trust among partners in decision making and the sharing of commitment for the taken decisions together with the shared understanding of problems.

Two important characteristics were defined seeking to manifest the dimension of inter-institutional collaboration – the *interaction platform* and the *cooperation and collaboration competencies*. In order to develop the interaction platform, government institutions should cooperate across sectors and possess flexible structures and teams. Furthermore, strategic decisions should be compatible with the long term strategy and government priorities. Coordination and collaboration competencies must be developed among the leaders. Finally, governments should also integrate interoperability systems of the performance management.

In order to manifest the empowered citizenship dimension, two key characteristics were identified – the *citizen participation platform* and the *feedback*. In order to achieve the citizen participation platform, appropriate conditions for citizens to participate should be established. Competencies for active participation should also be developed. For getting feedback, citizens' trust and the building of an open, accountable and transparent government is of ultimate importance.

2.3. Argumentation of empirical research strategy and substantiation of used methods

The performed case study of the Lithuanian public governance system allowed disclosing the expression of smart public governance dimensions, the basic factors in these dimensions as well as the target areas of the development of smart public governance in Lithuania. This chapter outlines the strategy of

empirical research (Subchapter 2.3.1) and the applied methods (Subchapter 2.3.2).

In this dissertation, *the qualitative research methodological approach* is identified. It is based on the Lithuanian case study approach which combines the advantages of the qualitative and quantitative research methods. The level of the previous research of the dissertation research object – smart public governance dimensions – also contributed to choosing the exploratory nature of the empirical research.

According to the survey, the goal, objectives and the definition of the object, *semi-structured expert interviews*, *analysis of documents* and *survey-in-written* data collection methods were chosen when performing the empirical investigation. The target sample was selected for an interview. The explored population consisted of 14 respondents who at the time were working in various governmental institutions (the Government of the Republic of Lithuania; the Ministry of Environment; the Ministry of Finance; the Ministry of Culture, Education and Science; the Ministry of Foreign Affairs; the Ministry of Economy, the Ministry of the Interior, etc.). Survey-in-written and document analysis were chosen as quantitative data collection methods in order to supplement the results of the qualitative research and verify their validity.

3. THE RESULTS OF THE RESEARCH OF EXPRESSION OF SMART PUBLIC GOVERNANCE DIMENSIONS IN LITHUANIA

This part of the dissertation presents the analysis of the empirical research results. First of all, the results of the qualitative research provided by experts employed in the public sector in their interviews and analysis of documentation are presented. Next, the results of the quantitative research (a survey-in-written) are discussed. At the end of this chapter, determinants and development trends of the expression of the smart public governance in Lithuania are identified.

3.1. Analysis of the results of qualitative research in the Lithuanian public governance system

This chapter is aimed to present the results of the qualitative research: first of all, the legal regulation of smart public governance in Lithuania is analyzed (Subchapter 3.1.1); afterwards, the expression of main smart public governance dimensions – strategic dynamics (Subchapter 3.1.2), cross-sector collaboration (Subchapter 3.1.3), inter-institutional collaboration (Subchapter 3.1.4) and empowered citizenship (Subchapter 3.1.5) are explored.

The results of the qualitative research revealed that the concept of smart public governance is defined in Lithuania's strategic document – the State Progress Strategy *Lithuania 2030*. This strategy emphasizes the following key features of smart public governance: evidence-based decision making,

collaboration of government institutions with stakeholders, citizens' empowerment and the use of smart technologies when providing public services, investment in human resources as well as transparent and open public governance. Meanwhile, experts believe that in Lithuania smart public governance is associated with advanced-innovative methods, the use of information technologies, focus on evidence and results and the government's ability to monitor the environment and accordingly respond to it by making adequate decisions.

The evaluation of the expression of the dimension of strategic dynamics in Lithuania showed that in governmental institutions the focus is on data collection rather than on the deeper analysis of the amassed data due to the lack of analytical capacities. Experts noted that the level of use of monitoring information/data in Lithuania is quite low, and the use of evidence in strategic decision-making process is fairly limited. Nevertheless, the speed of strategic decision-making in Lithuania depends on such factors as political support, the level of the complexity of an issue, informal communication, frequent changes of the Government and legal-bureaucratic restrictions. When evaluating the flexibility of the public governance system and the financial as well as human resources, experts noted that financial resources reallocation mechanisms have been developed and are operating in the state, but the flexibility of human resources is limited because of the lack of rotation of civil servants and the mobility system. At this moment, the new Law of Civil Service is being prepared which will fundamentally change the regulation of civil service and should make it more flexible and simple.

The evaluation of the expression of the dimension of cross-sector collaboration in Lithuania demonstrated that legal regulation of governmental institutions and stakeholders' collaboration has the greatest positive impact on the practical application of this collaboration. Stakeholders' motivation, their activeness, the available and potential human and financial resources as well as the experience of participation in decision-making process are the most important preconditions for successful collaboration within the state. Experts noted that the lack of social partners, the absence of objective selection criteria and procedures, inadequate capacities of social partners to participate in the decision taking process, their lobbying activities and the lack of collaboration traditions in Lithuania are the key factors disrupting effective collaboration. In addition, the Lithuanian system of public governance is not prepared to retain and attract the managers of civil service and promote and/or develop their leadership skills, which is an important factor in encouraging collaboration.

The evaluation of the expression of the inter-institutional collaboration dimension highlighted that inter-institutional performance plans are the main tool (regulated in legal acts) for the implementation of inter-institutional collaboration in Lithuania. Nevertheless, experts believe that there is lack of

consistent inter-institutional collaboration in Lithuania because of insufficient incentives and inappropriate collaboration instruments. That is why informal relations exert the biggest impact on successful inter-institutional collaboration. An equally important factor regarding the successful inter-institutional collaboration is the coordination capacities and capabilities; however, according to experts, there is no uniform system for evaluating the requirements of the civil servants' knowledge, skills and abilities in Lithuania; there is no purposeful policy of civil servants' education and training, either.

The evaluation of the expression of the dimension of empowered citizenship in Lithuania demonstrated that in the state's legal acts various forms of citizens' participation in the public governance processes are regulated, but, nevertheless, the level of citizens' participation is quite low and is limited to citizens being informed and consulted, their involvement is not adequately promoted. The passiveness of citizens and their reluctance to participate in the decision-taking processes and the lack of citizenship competence development in the state are the critical factors hindering the successful participation of citizens. According to experts, there is lack of feedback to the citizens in Lithuania because at the moment still there is no universal tradition of asking the citizens' opinion about the drafted and taken decisions as well as the quality of the public services.

3.2. Analysis of the results of quantitative research in the Lithuanian public governance system

In this chapter, the results of the quantitative research are presented. In the first part of this chapter, the attitude of civil servants-managers' evaluation of the expression of smart public governance in Lithuania is analyzed (Subchapter 3.2.1). Afterwards, the attitude of private, NGO as well as education and science sector respondents' evaluation of the expression of smart public governance in Lithuania is presented (Subchapter 3.2.2).

The results of the quantitative empirical research (the research of civil servants managers and respondents of private, NGO, education and science sector organizations) showed that the respondents' opinion about the expression of the smart public governance dimensions in Lithuania varies considerably according to the respondents representing the sector. The attitude of the civil servants-managers towards the smart public governance in Lithuania regarding the public governance system in a 7-point scale was at the level of 4.52 whereas the attitude of private, NGO and education and science sector respondents only measured 3.59 points. It shows that civil servants working in government institutions evaluate the current situation in Lithuania in a more positive way and tend to emphasize the positive factors of the expression of smart public governance, differently from respondents not employed in the public sector who produced a more critical assessment of the

current situation. Nevertheless, a survey-in-written showed that the expression of *empowered citizenship* in Lithuania is evaluated the lowest (compared to other dimensions), i.e. there are no appropriate conditions and opportunities in Lithuania for the citizens to participate in decision-making processes; government institutions are lacking feedback from citizens and the active participation competencies of citizens are underdeveloped. Other dimensions of smart public governance are treated in a fairly similar way.

3.3. Determinants and development trends of expression of smart public governance in the Lithuanian public governance system

Investigation of the expression of smart public governance dimensions and the results of the interview, data analysis and the survey-in-written allowed to identify the main determinants promoting and restricting the development of smart public governance in Lithuania which includes strategic dynamics, cross-sector collaboration, inter-institutional collaboration and empowered citizenship.

It should be noted that the development of the smart public governance in Lithuania should be associated with the following trends: the consolidation of analytical capacities in government institutions, the modernization of the civil service system, formulation of effectively operating inter-institutional collaboration system, the establishment of transparent procedures and clearly outlined mechanisms how to involve stakeholders and social partners into the process of strategic decision-making, the encouragement of active citizens' involvement in the public governance processes and the increase of the openness and transparency of public processes.

CONCLUSIONS

1. *Critical analysis of the development of the public governance theory and practice shows that there is objective need and ever more prominent requirement for the smart public governance which is justified by the following reasons*:
   - ➢ Currently arising public governance challenges require the government to operate in the *constantly changing, complex and uncertain environment*. Because of the ongoing processes of globalization and networking, the development of information-communication technologies and the rising expectations of the knowledge society, this environment has been changing very rapidly. All this leads to the arising requirement for the state government to strategically respond to the emerging global challenges.
   - ➢ Currently, the issues of public governance are increasingly *beyond the boundaries and borders of traditional institutions and sectors*; thus conventional methods are of little help in such a situation. The state

government should revisit its activities and develop new methods of operation in order to solve such complex issues because traditional ways and features are not sufficient.

➢ *Increasing the citizens' expectations and needs* and *constantly decreasing the citizens' trust* of the government institutions requires more efficient solutions; however, these demands cannot be met by spending more public money. Thus governments should make more with more scarce resources and be more public and open in order to regain the lost trust of their citizens.

➢ *Changing the paradigm of the public administration* encourages the modernization of the public governance system because the traditional public governance models and methods have become inefficient and new initiatives have to be undertaken. Nowadays, in various states, public governance reforms are being carried out which are focused on the development of the new forms of collaboration, on the use of more efficient decision-making mechanisms and on the coordination of horizontal and vertical operations as well as on the value-based management's and citizens' involvement. That is why a new approach to the public governance system is required, i.e. this system has to become smart.

2. *The conception of the smart public governance in its current stage of development in scholarly literature is mostly associated with the concept of a smart city, the use of ITC in public governance and the concept of good public governance:*

➢ The term *smart public governance* in the context of a smart city is treated in two ways: 1. *The narrow approach* when smart public governance is understood *as the governance of a smart city* emphasizing the city as a key element of this definition; 2. *The broad approach* when the main element of the smart public governance is distinguished precisely as *the smartness of the governance process*. Smart public governance is about the citizens' involvement, collaboration with other sectors and among different government institutions, the use of information communication technologies, introduction of innovative decision-making mechanisms, etc.

➢ An especially widespread approach towards smart public governance is the association of this term with *the use of information-communication technologies in the public sector*. In the scientific literature, the smart public governance is usually understood as a higher level of e-governance which covers a much wider field of research and emphasizes the development of technological innovativeness and a smart infrastructure.

➢ In the context of the public governance, the smart public governance is usually associated with: the citizens' commitment and their empowerment, evidence-based decision making, closer collaboration between the public, private and non-governmental sectors, investment in the human capital and skills, flexible and adaptive governmental structures and open and transparent governance.

3. *The comparative analysis of the smart public governance and good public governance revealed that these concepts are not identical; a different approach to the public governance was provided.*

Despite various interpretations of the good public governance, primarily this concept is related with stronger democracy, human rights and the quality of governance. The following general principles of good public governance such as *accountability, efficiency and effectiveness, openness and transparency, participation and the rule of law* are identified. The concept of the smart public governance introduces a broader approach to the processes of public governance but is also is based on the normative principles of the good public governance.

4. *Smart public governance is a type of governance which enables a social system and its subjects to operate efficiently in a fast-changing and complex environment rationally utilizing its internal and external resources, making adequate and advanced decisions relevant to the specific circumstances in order to create shared value.*

Smart public governance can be actualized through the following four main dimensions: 1. *strategic dynamics* (which in this dissertation is defined as the *government ability* to foresee complex political challenges and *proactively and flexibly respond* to them in order to avoid crises and deal with strategic and structural changes in *an organized and timely manner*), 2. *cross-sector collaboration* (which in this dissertation is defined as *interaction between different institutions or sectors* (public, private and non-governmental) which contributes to *collective decision-making* when public institutions and social partners take up the responsibility of forming a consensus-based public policy or of making a specific decision relying on *shared information and resources* in order to achieve the best possible results, which would be impossible otherwise when different institutions and sectors work separately or on their own), 3. *inter-institutional collaboration* (which in this dissertation is defined as *coordination and management activities* based on *interdependence, interaction and negotiation* between two or more institutional units with non-hierarchical relations, in order to achieve overall results which would be impossible otherwise when the institutions work separately), 4. *empowered citizenship* (which in this dissertation is defined as *a form of interaction between the government and citizens* in the process of decision-making and joint

development of public services based on *government transparency, openness and citizen empowerment as well as the development of public competences*).

5. The results of the qualitative empirical research revealed that at the scholarly research level, as well as at the practitioner level there is no clear consensus on the conception of smart public governance in Lithuania and in other countries.

   Consolidated provisions in the Lithuanian legal framework focus on *the strategic forces, open, enabling and corresponding to the society's needs governance* nature. Meanwhile, in publicly voiced opinions and according to interviews and experts' speeches, references to the aspects of *focus to the results and the use of evidence, adaptability to environment changes as well as appropriate response to them, and use of advanced-innovative methods and information technology* are noticeable.

6. The results of the quantitative empirical research showed that the respondents' opinion about the expression of smart public governance dimensions in Lithuania *varies considerably according to the sector a respondent represents.*

   Among public sector-working civil servants and managers, better evaluations are given to the current situation about the expression of smart public governance dimensions in Lithuania and positive factors are emphasized. Meanwhile, respondents representing private, NGO and education and science sectors provide more critical assessment of the current situation and the expression of the smart public governance dimensions are evaluated more negatively rather than positively.

7. The evolution of smart public governance in Lithuania *is promoted and restricted by various determinants:*
   - ➢ Strategic dynamics is *promoted* as:
     - *The public governance monitoring system at the national level is created;*
     - *The result-based management system is being implemented;*
     - *The mechanisms for the allocation and reallocation of a financial resource are created.*
   - ➢ Strategic dynamics is *restricted* by:
     - *The lack of analytical abilities in governmental institutions;*
     - *Poor involvement of leaders into performance management processes;*
     - *The lack of political support and strong political will;*
     - *The low flexibility of the civil service system;*
     - *The deficiency of the unified civil service rotation and mobility system.*
   - ➢ Cross-sector collaboration is *promoted* by:

- *The establishment of managers' tenure and the consolidation of the partly centralized selection of civil servants;*
- *Fairly various forms of stakeholders' involvement in the strategic decision-making.*

➢ Cross-sector collaboration is *restricted* by:
- *The lack of managerial leadership and the relatively low competitiveness of the civil service;*
- *The lack of stakeholders' and social partners' willingness to engage in the collaboration process and their limited abilities (lack of experience of participation);*
- *The lack of shared responsibility and commitment for strategic decisions.*

➢ Inter-institutional collaboration is *promoted* as:
- *Informal cooperation and personal relationships are developed;*
- *The inter-institutional performance plans as a main tool for inter-institutional collaboration are established.*

➢ Inter-institutional collaboration is *restricted* by:
- *The lack of executive managers' and/or coordinators' involvement;*
- *The culture of inter-institutional collaboration is underdeveloped and there is lack of the collaboration practice and traditions;*
- *The accountability system is not strictly and specifically regulated;*
- *The lack of a general information system which would allow the exchange of information, data and documents among different governmental institutions.*

➢ Empowered citizenship is *promoted* by:
- *The activity of the Tripartite Council allowing to raise issues and to submit proposals;*
- *The accession of the Lithuanian Government to the initiative of the Open Government Partnership.*

➢ Empowered citizenship is *restricted* by:
- *The low level of active participation of citizens in the decision making;*
- *The inactivity of citizens and the lack of citizens' participation experience as well as the lack of citizens' capacities to engage in strategic decision making;*
- *The lack of a strategy of citizens' involvement and their encouragement to participate in the public governance process;*
- *The lack of provision of feedback to citizens.*

8. On the grounds of the analysis of the empirical research, the following *key development trends of smart public governance in Lithuania* may be distinguished*:*

- ➢ *To strengthen the analytical capacities of governmental institutions* by investing more in the data analysis rather than in the process of data collection.
- ➢ *To modernize the civil service* particularly by assigning *more flexibility and openness* to the civil service system of Lithuania.
- ➢ *To enable centralized development of civil servants' strategic competencies* which would help to solve the problems of civil service thereby creating appropriate assumptions to have more effective currently required human resources in order to achieve *competitive civil service*.
- ➢ To establish *clear procedures* and to develop *specific mechanisms how to involve stakeholders and social partners* into the process of strategic decision preparation and making.
- ➢ To encourage stakeholders and social partners to engage effectively in the process of strategic decision preparation and making as well as the *investment into human and financial resources and information exchange*.
- ➢ *To develop an efficiently operating system of inter-institutional collaboration* which could ensure the coordination of inter-institutional performance plans among different government institutions as well as information spread between them in order to promote communication.
- ➢ *To prepare the strategy and/or program how to involve citizens in strategic decision-making processes* which would identify the ways and mechanisms for the citizens' participation, as well as define the encouraging conditions of participation and development opportunities of the active participation in the public governance processes.
- ➢ *To increase the openness and transparency of public governance processes* by involving citizens into the customer satisfaction researches of public services as well as into the public service creation and delivery processes so that *effective feedback to citizens could be ensured*.

LIST OF SCIENTIFIC PUBLICATIONS ON THE DISSERTATION TOPIC

Articles published in reviewed scientific journals from the list of international databases

1. Gaulė, E.; Šiugždinienė, J.; Buškevičiūtė (Stanislovaitienė), J. The Need of Smartness in Public Governance // Business and Management 2014: the 8th international scientific conference, May 15-16, 2014, Vilnius, Lithuania: selected papers, Vol. 2 / Vilnius Gediminas Technical University, Riga Technical University, Tallinn University of Technology, Brno University of

Technology, Krakow University of Economics. Vilnius: Technika. ISSN 2029-4441. 2014, p. 895-902. [Conference Proceedings Citation Index].

2. Raipa, A.; Buškevičiūtė (Stanislovaitienė), J.; Giedraitytė, V. Inovatyvus viešasis valdymas: sėkmės veiksniai // Viešasis administravimas = Public administration / Lietuvos viešojo administravimo lavinimo institutų asociacija. Vilnius: LVALIA. ISSN 1648-4541. 2012, T. 2, Nr. 34, p. 25-35. [Business Source Complete; GESIS (CSA); Academic Search Complete].

3. Buškevičiūtė (Stanislovaitienė), J. Sumaniojo viešojo valdymo koncepcijos paieškos: skirtingų teorinių prieigų kritinė analizė // Viešoji politika ir administravimas = Public policy and administration / Kauno technologijos universitetas, Mykolo Romerio universitetas. Kaunas: KTU. ISSN 1648-2603. 2014, T. 13, Nr. 3, p. 359-371. DOI: 10.5755/j01.ppaa.13.3.8294. [IndexCopernicus; Academic Search Complete; Central & Eastern European Academic Source; Scopus].

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1. Buškevičiūtė (Stanislovaitienė), J.; Gaulė, E.; Šiugždinienė, J. What does smartness in public governance mean? Smart public governance conceptualization // Government vs. governance in Central and Eastern Europe: from pre-weberianism to neo-weberianism? [elektroninis išteklius]: papers from the 22th NISPAcee annual conference, May 22-24, 2014, Budapest, Hungary / Corvinus University of Budapest, Hungary and National University of Public Service, Budapest, Hungary. NISPAcee Press, 2014. ISBN 9788089013722. p. [1-12].

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4. Gaulė, E.; Šiugždinienė, J.; Stanislovaitienė, J. Smart public governance: dimensions, characteristics, criteria // IXI IRSPM Conference 2015: Shaping the future: transforming public management – "Re-invention" or "Revolution"?, Birmingham, 30th March – 1st April, 2015. p. 1-15.

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REZIUMĖ

Mokslinio tyrimo temos aktualumas. Dabartiniu laikotarpiu tiek išsivysčiusių, tiek ir besivystančių valstybių valdžia, veikdama nuolat *besikeičiančioje, kompleksinėje ir nestabilioje* aplinkoje (Sorensen, Torfing, 2012; Tollefson, Zito, Gale, 2012), susiduria su vis didesniais, globalesniais ir sudėtingesniais viešajam valdymui kylančiais iššūkiais. Šiuolaikinės viešojo valdymo problemos, arba vadinamieji *sudėtingi / sunkūs klausimai* (angl. *Wicked issues*), peržengia tradicines jurisdikcines, organizacines ir funkcines vienos institucijos ribas ir apima daugiau nei vieną viešojo valdymo arba vienos valdžios institucijos kompetencijos sritį. Tokioms problemoms spręsti dažniausiai netinka standartizuoti ir tradiciniai sprendimai (Christensen *et al*., 2011; Bouckaert, 2012; Klijn, 2008; Sorensen, Torfing, 2012), taigi viešojo valdymo sistemose reikalingi esminiai pokyčiai, orientuojantis ne į tradicinio viešojo administravimo požiūrį, o į šiuolaikinį viešąjį valdymą.

Pastaraisiais dešimtmečiais valstybėse vykdomos įvairaus pobūdžio viešojo valdymo reformos, susijusios su „visa-apimančios" (angl. *Whole-of-government*) ir „sujungtos" (angl. *Joined-up-government*) valdžios diegimu, kuriuo remiantis yra stiprinami horizontalūs ryšiai viešojo valdymo sistemoje (OECD, 2010; 2011a). Taip pat per integruotas strateginio planavimo ir biudžetinio finansavimo sistemas šalyse yra diegiamas į rezultatus orientuotas valdymas, stiprinamas tarpsektorinis ir tarpinstitucinis bendradarbiavimas, remiantis tinklaveikos procesais ir suinteresuotųjų dalyvavimu (OECD, 2012b; 2013a; 2013b; 2013c; 2013d). Vystant e. valdžios politiką, valstybėse yra modernizuojami viešųjų paslaugų teikimo mechanizmai, grindžiami viešųjų paslaugų bendrakūros procesu, inovacijų diegimu ir informacinių-komunikacinių technologijų taikymu (OECD, 2008; 2011b; 2012a; 2012c; 2013e). Šios viešojo valdymo reformų kryptys ir tendencijos rodo, kad vis dar abejojama dėl tinkamo viešojo valdymo sistemos veikimo ir kad nėra vieno geriausio viešojo valdymo modelio, kuris leistų visoms valstybėms išspręsti nuolat kylančias problemas ir įveikti nuolat kylančius iššūkius.

Aplinkos pokyčiai ir vykdomos viešojo valdymo reformos skatina plačiau pasižiūrėti į viešojo valdymo sistemose vykstančius procesus ne tik praktiniu, bet ir moksliniu lygmeniu. Viešojo valdymo modernizavimo procesus nagrinėjantys mokslininkai vienareikšmiškai sutaria, kad tradiciniai viešojo valdymo modeliai ir veiklos metodai šiais laikais tampa nebeveiksmingi ir kad vienas esminių kiekvienos šalies tvaraus vystymosi ir stabilios ekonomikos užtikrinimo veiksnių yra naujų iniciatyvų viešojo valdymo procese skatinimas. Šiuolaikinio viešojo valdymo sistema turi užtikrinti savalaikį ir efektyvų *sudėtingų problemų sprendimą* didelio kompleksiškumo, neapibrėžtumo ir nestabilumo sąlygomis, todėl itin aktualus tampa sumanumo dimensijos viešojo valdymo sistemoje klausimas.

Mokslinės problemos pagrindimas ir jos ištyrimo lygis. Vadybos mokslų krypties autorių darbuose sumanumo kategorija dažniausiai yra analizuojama socialinių sistemų lygmeniu, siekiant apibrėžti tokias socialines sistemas kaip *sumanusis miestas* (Caragliu *et al.*, 2011; Chourabi *et al.*, 2012; Kourtit, Nijkamp, 2012; Nam, Pardo, 2011; Winters, 2011), *sumanusis regionas* (Eger, 2009; Schweiker, 2010), *sumanioji visuomenė* (Albert, Fetzer, 2005; Coe *et al.*, 2001) ar *sumanioji šalis* (Gil-Garcia, 2012; Hay, Kapitzke, 2009). Žvelgiant sisteminiu požiūriu ir viešąjį valdymą suvokiant kaip tam tikrų valdymo struktūrų ir procesų visumą, kuriais valdžia priima ir įgyvendina sprendimus ir siekia efektyviai panaudoti turimus išteklius, sumanumo kategorija tampa svarbi ir viešojo valdymo sistemos kontekste. Augantis tyrinėtojų dėmesys rodo, kad sumaniojo viešojo valdymo koncepcija tampa itin svarbus mokslinių tyrimų objektas, moksliniame diskurse dar tik atrandantis savąją vietą.

Skirtingų mokslinių šaltinių analizė leidžia teigti, kad tyrimų, skirtų sumaniojo viešojo valdymo problematikai, kol kas nėra daug. Palaipsniui formuojasi dvi platesnės sumaniojo viešojo valdymo mokslinių tyrimų perspektyvos, t. y. sumanusis viešasis valdymas tiriamas *sumaniojo miesto vystymo* požiūriu (Batagan, 2011; Gil-Garcia, 2012; Hollands, 2008; Meijer, Bolivar, 2013; Walravens, 2012) arba *viešojo valdymo raidos* požiūriu (Farrell, Goodman, 2013; Kickbusch, Gleicher, 2014; Scholl, Scholl, 2014; Willke, 2007). Vis dėlto mokslinių tyrimų, kurie sisteminiu požiūriu atskleistų sumaniojo viešojo valdymo koncepcijos esmę, pasigendama tiek užsienio moksliniuose šaltiniuose, tiek ir Lietuvoje. *Fragmentiškas sumaniojo viešojo valdymo koncepcijos tyrinėjimas ir apibrėžčių skirtingų teorinių koncepcijų kontekstuose įvairovė neatskleidžia šios koncepcijos savitumo ir kompleksiškumo*. Dėl šios priežasties sumaniojo viešojo valdymo koncepcija neretai yra tapatinama su gerojo viešojo valdymo (angl. *Good public governance*) koncepcija, kuri viešajame valdyme paplitusi jau gana seniai.

Dažniausiai sumaniojo viešojo valdymo terminas mokslinėje literatūroje yra vartojamas neturint jokio teorinio pagrindo. Mokslininkų ši tema nėra iki galo išgvildenta, tačiau turi didelę ne tik teorinę, bet ir praktinę reikšmę, todėl šiame disertaciniame darbe, atsižvelgiant į nepakankamą šios koncepcijos ištyrimo lygį, yra siekiama išnagrinėti ***mokslinę problemą***, kurią galima būtų formuluoti šiais klausimais: *kaip galima apibrėžti sumaniojo viešojo valdymo koncepciją per esmines sumaniojo viešojo valdymo dimensijas? Kokie veiksniai lemia sumaniojo viešojo valdymo dimensijų raišką?*

Darbo tikslas – pagrįsti sumaniojo viešojo valdymo dimensijas, atskleidžiant jų raišką lemiančius veiksnius.

Darbo tikslo siekiama realizuojant šiuos ***uždavinius:***
1. Teoriškai pagrįsti sumaniojo viešojo valdymo koncepciją.
2. Identifikuoti esmines sumaniojo viešojo valdymo dimensijas.

3. Pagrįsti sumaniojo viešojo valdymo dimensijų raiškos tyrimo metodologiją.
4. Atskleisti sumaniojo viešojo valdymo dimensijų raišką Lietuvos viešojo valdymo sistemoje pasiūlant galimas sumaniojo viešojo valdymo vystymo kryptis.

Darbo objektas – sumaniojo viešojo valdymo dimensijos.

Disertacinio tyrimo eiga ir metodai. Disertacinis tyrimas buvo atliekamas trimis etapais. Pirmajame etape, tiriant sumanųjį viešąjį valdymą skirtingų teorinių koncepcijų kontekste, taikyti *mokslinių šaltinių analizės*, *lyginamosios* ir *sisteminės analizės tyrimo metodai,* kuriais remiantis buvo suformuluotas ir pagrįstas struktūrizuotas sumaniojo viešojo valdymo konceptas ir išskirtos esminės jo dimensijos. Antrajame etape, remiantis *mokslinių šaltinių analizės* ir *sisteminės analizės tyrimo metodais,* parengta ir pagrįsta sumaniojo viešojo valdymo dimensijų raiškos vertinimo tyrimo metodologija. Trečiajame etape, atliekant empirinį tyrimą, taikyti *pusiau struktūruoto ekspertų interviu, apklausos raštu* ir *dokumentų analizės* duomenų rinkimo metodai. Pusiau struktūruotas ekspertinis interviu ir apklausa raštu buvo taikyti siekiant išsiaiškinti pagrindinių sumaniojo viešojo valdymo dimensijų raišką Lietuvos viešojo valdymo sistemoje ir išskirti esminius šių dimensijų raiškos veiksnius. Dokumentų analizė buvo naudota kaip papildomas duomenų rinkimo metodas, leidžiantis išsamiau įvertinti sumaniojo viešojo valdymo dimensijų raiškos veiksnius Lietuvos viešojo valdymo sistemoje.

Mokslinio darbo naujumas ir teorinis reikšmingumas remiasi šiais aspektais:

➢ Atskleidus sumaniojo viešojo valdymo sampratos moksliniuose šaltiniuose fragmentiškumą, pasiūlytas patikslintas ir struktūrizuotas sumaniojo viešojo valdymo konceptas ir išskirtos esminės jo dimensijos, parodančios šio koncepto išskirtinumą kitų susijusių koncepcijų kontekste. Tai svarus indėlis plėtojant viešojo valdymo terminologiją.

➢ Išryškinta ir pagilinta takoskyra tarp dviejų skirtingų koncepcijų: sumaniojo viešojo valdymo ir gerojo viešojo valdymo. Skirtumo tarp šių koncepcijų identifikavimas ir jų turinio atskleidimas leidžia išvengti neadekvataus jų vartojimo moksliniame diskurse.

➢ Pirmą kartą viešojo valdymo moksliniuose tyrimuose adaptuota bendrosios vertės kūrimo koncepcija.

➢ Parengta ir teoriškai pagrįsta sumaniojo viešojo valdymo dimensijų raiškos vertinimo kriterijų ir indikatorių sistema, atskleidžianti svarbiausius sumaniojo viešojo valdymo dimensijų aspektus ir leidžianti atlikti kritinę šalies atvejo analizę.

➢ Nustatyti ir susisteminti veiksniai, lemiantys sumaniojo viešojo valdymo dimensijų raišką ir vystymo kryptį.

Praktinis mokslinio darbo reikšmingumas:

➢ Suformuluota sumaniojo viešojo valdymo koncepcija ir išskirtos bei detalizuotos dimensijos gali būti naudojamos kaip instrumentas tolesniems tyrimams, kurie būtų skirti plėsti mokslo žinias ir gerąją sumaniojo viešojo valdymo diegimo ir vystymo praktiką.

➢ Pateikta sumaniojo viešojo valdymo dimensijų raiškos tyrimo metodologija gali būti naudojama atliekant praktinius tyrimus, taip pat kaip mokymo instrumentas studijų procese.

➢ Identifikuoti sumaniojo viešojo valdymo dimensijų raiškos veiksniai Lietuvos viešojo valdymo sistemoje paaiškina, kokias prielaidas svarbu užtikrinti, siekiant, kad Lietuvoje viešasis valdymas įgautų aiškiai išreikštas sumanumo kokybes.

➢ Sumaniojo viešojo valdymo dimensijų raiškos vertinimo kriterijų ir indikatorių sistema yra pritaikyta Lietuvos viešojo valdymo sistemai vertinti ir nesunkiai gali būti taikoma analizuojant ir kitas panašaus išsivystymo lygio šalių viešojo valdymo sistemas.

Darbo struktūra. Disertaciją sudaro trys dalys. *Pirmoje darbo dalyje* išsamiai pagrindžiamas sumanumo viešajame valdyme poreikis ir atliekama gilumine sumaniojo viešojo valdymo sampratos ir susijusių koncepcijų analizė. Pirmosios disertacijos dalies pabaigoje suformuojamas struktūrizuotas sumaniojo viešojo valdymo konceptas ir išskiriamos esminės jo dimensijos. *Antroje darbo dalyje* pagrindžiama sumaniojo viešojo valdymo dimensijų raiškos tyrimo metodologija, kurios pagrindu atliekamas empirinis tyrimas. *Trečioje darbo dalyje* pristatomi empirinio tyrimo rezultatai ir identifikuojami esminiai sumaniojo viešojo valdymo dimensijų raiškos Lietuvos viešojo valdymo sistemoje veiksniai ir išskiriamos sumaniojo viešojo valdymo vystymo kryptys.

Disertaciją sudaro įvadas, trys dalys, išvados, literatūros sąrašas ir priedai. Disertaciniame darbe pateikiama 13 lentelių, 20 paveikslų, 16 priedų. Darbas be priedų apima 186 puslapius ir 265 literatūros sąrašo pozicijas.

IŠVADOS

1. *Atlikus viešojo valdymo teorijos ir praktikos raidos kritinę analizę galima teigti, kad egzistuoja objektyvus ir tampantis vis akivaizdesnis sumaniojo viešojo valdymo poreikis, kurį pagrindžia šios esminės priežastys:*

➢ Dabartiniu laikotarpiu kylantys viešojo valdymo iššūkiai savo pobūdžiu reikalauja valstybių valdžios veikti *nuolat besikeičiančioje, kompleksinėje ir nestabilioje aplinkoje*, kuri kinta dėl vykstančių globalizacijos ir tinklaveikos procesų, informacinių komunikacinių technologijų vystymosi ir plėtros bei žinių visuomenės keliamų

reikalavimų. Visa tai nulemia atsiradusį poreikį valstybių valdžiai strategiškai reaguoti į kylančius globalius iššūkius.

➢ Šiuolaikinės viešojo valdymo problemos vis dažniau *peržengia tradicinių institucijų ir sektorių ribas ir valstybių sienas,* taigi šioms problemoms spręsti netinka standartizuoti sprendimai. Tokioms sudėtingoms problemoms išspręsti nepakanka tradicinių būdų ir priemonių, todėl valstybių valdžia turi iš naujo peržiūrėti savo veiklą ir kurti naujus veiklos metodus, kurie atitiktų kylančių problemų sudėtingumo pobūdį.

➢ *Augantys piliečių lūkesčiai ir poreikiai* bei *nuolat mažėjantis piliečių pasitikėjimas* valdžios institucijomis kelia vis didesnius reikalavimus valstybių valdžiai kylančias problemas spręsti daug efektyviau. Kadangi turimi valstybių *ištekliai yra riboti,* valdžia turi padaryti daugiau, ne tik disponuodama mažesniais ištekliais, bet ir aiškiai matomais būdais, kad atgautų prarastą savo piliečių pasitikėjimą.

➢ *Besikeičianti viešojo administravimo paradigma* taip pat skatina modernizuoti viešojo valdymo sistemą, nes tradiciniai viešojo valdymo modeliai ir metodai tapo nebeveiksmingi, ir turi būti imtasi naujų iniciatyvų. Šiuo metu įvairiose šalyse vykdomos viešojo valdymo reformos yra orientuotos į naujų bendradarbiavimo formų kūrimą, efektyvesnių sprendimų priėmimų mechanizmų naudojimą, horizontalų ir vertikalų veiklos koordinavimą, vertybėmis paremtą valdymą ir piliečių įtraukimą. Visa tai reikalauja naujo valstybių valdžios požiūrio į viešojo valdymo sistemą, t. y. ji turi tapti sumania sistema.

2. *Sumaniojo viešojo valdymo koncepcija dabartiniame jos raidos etape moksinėje literatūroje dažniausiai siejama su sumaniojo miesto, IKT taikymo ir gerojo viešojo valdymo koncepcijomis*:

➢ Sumaniojo viešojo valdymo terminas sumaniojo miesto kontekste traktuojamas dvejopai: *1. siaurasis požiūris*, kai sumanusis viešasis valdymas yra traktuojamas *kaip sumaniojo miesto valdymas*, pabrėžiant miestą kaip esminį šio apibrėžimo elementą; *2. platusis požiūris*, kai kaip svarbiausias sumaniojo viešojo valdymo elementas yra išskiriamas būtent *valdymo proceso sumanumas,* į valdymą siekiant įtraukti piliečius, bendradarbiaujant su kitais sektoriais ir tarp skirtingų valdžios institucijų, taikant informacines komunikacines technologijas, diegiant inovatyvius sprendimų priėmimo mechanizmus ir pan.

➢ Itin plačiai paplitęs požiūris sumanųjį viešąjį valdymą sieti su *informacinių, komunikacinių ir technologinių priemonių panaudojimu ir jų diegimu* viešajame sektoriuje. Pažymėtina, kad sumanųjį viešąjį valdymą reikėtų traktuoti kaip aukštesnį e. valdžios lygmenį, apimantį daug platesnį tyrimų lauką ir pabrėžiantį technologines inovacijas bei išmaniosios infrastruktūros kūrimą.

➢ Viešojo valdymo kontekste sumanusis viešasis valdymas dažniausiai yra siejamas su: piliečių įsipareigojimu ir jų įgalinimu, įrodymais grįstu sprendimų priėmimu, glaudesniu viešojo sektoriaus bendradarbiavimu su privačiuoju ir nevyriausybiniu sektoriais, investavimu į žmogiškąjį kapitalą ir įgūdžių lavinimą, lanksčiomis ir prisitaikančiomis valdžios struktūromis bei atviru ir skaidriu valdymu.

3. *Atlikta sumaniojo viešojo valdymo ir gerojo viešojo valdymo lyginamoji analizė atskleidė, kad šios sąvokos nėra tapačios ir pateikia skirtingą požiūrį į viešąjį valdymą.*

Nepaisant skirtingų gerojo viešojo valdymo sampratų aiškinimo ir jų platumo bei įvairiapusiškumo gerasis viešasis valdymas pirmiausiai yra siejamas su stipresne demokratija, žmogaus teisėmis ir valdymo kokybe. Išskirtini šie *bendrieji* gerojo viešojo valdymo principai: *atskaitomybė, efektyvumas ir veiksmingumas, atvirumas ir skaidrumas, dalyvavimas ir teisės viršenybė*. Pažymėtina, kad sumaniojo viešojo valdymo samprata pateikia platesnį požiūrį į viešojo valdymo procesus, tačiau remiasi ir gerojo viešojo valdymo normatyviniais principais.

4. *Sumanusis viešasis valdymas* – tai toks valdymas, kuriuo valdžios institucijos *įsitraukia į bendrosios vertės kūrimą pagal savo kompetencijas, įgalindamos* viešojo valdymo sistemą ir jos subjektus *efektyviai veikti* greitai kintančios aplinkos sąlygomis, *racionaliai panaudodamos* šios sistemos ir jos aplinkoje esančius išteklius, *priimdamos ir įgyvendindamos* konkrečioms sąlygoms adekvačius sprendimus.

Sumanusis viešasis valdymas realizuojamas per šias keturias esmines dimensijas: *1. strateginį dinamiškumą* (kuris disertacijoje apibrėžiamas kaip *valdžios gebėjimas* iniciatyviai *numatyti ir lanksčiai reaguoti į* vis sudėtingesnius politinius uždavinius siekiant išvengti krizių, *organizuotai ir laiku įgyvendinti* strateginius ir / ar struktūrinius pokyčius), *2. tarpsektorinį bendradarbiavimą* (kuris disertacijoje apibrėžiamas kaip *skirtingų institucijų ar sektorių* (viešojo, privataus ir nevyriausybinio) *sąveika,* siekiant *kolektyvinio sprendimų priėmimo*, kur valdžios institucijos ir socialiniai partneriai įsipareigoja formuluoti konsensusu grįstą viešąją politiką ar priimti konkretų sprendimą, *grįstą dalijimusi informacija ir ištekliais bei bendra veikla* tam, kad būtų pasiekta geriausių rezultatų, kurių pasiekti būtų neįmanoma, jeigu institucijos ar sektoriai veiktų atskirai), *3. tarpinstitucinį bendradarbiavimą* (kuris disertacijoje apibrėžiamas kaip *koordinavimo ir vadovavimo veiklos*, grįstos *tarpusavio priklausomybe ir sąveika* ir *derybomis* tarp dviejų ar daugiau institucinių vienetų *neturinčių hierarchinio ryšio*, siekiant bendrų rezultatų, kurių nebūtų galima pasiekti šioms institucijoms dirbant atskirai) ir *4. įgalintąjį pilietiškumą* (kuris disertacijoje apibrėžiamas kaip *valdžios ir piliečių sąveika* sprendimų priėmimo ir viešųjų paslaugų bendrakūros procesuose, *grįsta valdžios skaidrumu, atvirumu ir piliečių įgalinimu, aktyvaus ir dalyvaujančio*

pilietiškumo kompetencijų vystymu). Galima teigti, kad šios dimensijos tarpusavyje yra glaudžiai susijusios ir visų jų pasireiškimas viešojo valdymo sistemoje yra būtinas, tačiau skirtingas, priklausomai nuo aplinkos sąlygų ir valdžios gebėjimų priimti šioms sąlygoms adekvačius sprendimus.

5. Atlikto kokybinio empirinio tyrimo rezultatai atskleidė, kad Lietuvoje, kaip ir kitose šalyse, tiek mokslininkų, tiek ir praktikų lygmeniu dar nėra aiškaus sutarimo, kaip traktuoti sumaniojo viešojo valdymo koncepciją.

Teisinėje bazėje įtvirtintos nuostatos yra orientuotos daugiau *į strategiškai pajėgaus, atviro ir įgaliojimų suteikiančio ir visuomenės poreikius atitinkančio valdymo* pobūdį. O viešojoje erdvėje išsakytose nuomonėse ir interviu metu apklaustų ekspertų pasisakymuose yra pastebimi *orientacijos į rezultatą ir įrodymų panaudojimą, prisitaikymo prie aplinkos pokyčių ir atitinkamo reagavimo į juos ir novatoriškų metodų bei informacinių technologijų panaudojimo* aspektai.

6. Atlikto kiekybinio empirinio tyrimo rezultatai rodo, kad respondentų nuomonė apie sumaniojo viešojo valdymo dimensijų raišką Lietuvoje smarkiai *skiriasi priklausomai nuo respondentų atstovaujamo sektoriaus*.

Viešajame sektoriuje dirbantys ir vadovaujančias pareigas einantys valstybės tarnautojai palankiau vertina esamą situaciją Lietuvos viešajame sektoriuje kalbėdami apie sumaniojo viešojo valdymo dimensijų raišką ir pabėžia teigiamus veiksnius. O privačiam, NVO bei švietimo ir mokslo sektoriui atstovaujantys respondentai pateikia kritiškesnį esamos situacijos vertinimą ir sumaniojo viešojo valdymo raišką Lietuvoje vertina labiau neigiamai, negu teigiamai.

7. Sumaniojo viešojo valdymo raidą *Lietuvoje lemia (skatina ir riboja) įvairūs veiksniai*:

➢ Strateginį dinamiškumą *skatinantys* veiksniai:
   o *sukurta viešojo administravimo stebėsenos valstybiniu lygmeniu sistema;*
   o *diegiama į rezultatus orientuoto valdymo sistema;*
   o *sukurti finansinių išteklių paskirstymo ir perskirstymo mechanizmai.*
➢ Strateginį dinamiškumą *ribojantys* veiksniai:
   o *analitinių gebėjimų valdžios institucijose trūkumas;*
   o *menkas vadovų įsitraukimas į veiklos valdymo procesus;*
   o *politinio palaikymo ir stiprios politinės valios stoka;*
   o *mažas valstybės tarnybos sistemos lankstumas;*
   o *vieningos valstybės tarnautojų rotacijos ir mobilumo sistemos Lietuvoje trūkumas.*
➢ Tarpsektorinį bendradarbiavimą *skatinantys* veiksniai:
   o *vadovų kadencijų atsiradimas ir iš dalies centralizuotos valstybės tarnautojų atrankos įtvirtinimas;*

- o *pakankamai įvairios suinteresuotųjų įtraukimo į strateginių sprendimų priėmimą formos.*
- ➢ Tarpsektorinį bendradarbiavimą *ribojantys* veiksniai:
  - o *vadovų lyderystės trūkumas ir palyginti mažas valstybės tarnybos konkurencingumas;*
  - o *nepakankamas suinteresuotųjų ir socialinių partnerių noras įsitraukti į bendradarbiavimo procesą ir jų riboti gebėjimai (dalyvavimo patirties stoka);*
  - o *bendros atsakomybės ir įsipareigojimo už priimtus strateginius sprendimus stoka.*
- ➢ Tarpinstitucinį bendradarbiavimą *skatinantys* veiksniai:
  - o *išplėtotas neformalus bendradarbiavimas ir asmeniniai ryšiai;*
  - o *įtvirtinti tarpinstituciniai veiklos planai kaip pagrindinis tarpinstitucinio bendradarbiavimo šalyje įrankis.*
- ➢ Tarpinstitucinį bendradarbiavimą *ribojantys* veiksniai:
  - o *nepakankamas atsakingų vadovų ir /ar koordinatorių įsitraukimas;*
  - o *nepakankamai išplėtota tarpinstitucinio bendradarbiavimo kultūra ir bendradarbiavimo praktikos bei tradicijų stoka;*
  - o *griežtai ir detaliai nereglamentuota atskaitomybės ir atsiskaitymo tvarka;*
  - o *bendros informacinės sistemos, kuri leistų tarp skirtingų valdžios institucijų keistis reikalinga informacija, duomenimis ir dokumentais, stoka.*
- ➢ Įgalintąjį pilietiškumą *skatinantys* veiksniai:
  - o *Trišalės tarybos veikla, leidžianti iškelti problemas ir teikti pasiūlymus;*
  - o *Vyriausybės prisijungimas prie Atviros Vyriausybės partnerystės iniciatyvos.*
- ➢ Įgalintąjį pilietiškumą *ribojantys* veiksniai:
  - o *žemas aktyvaus piliečių dalyvavimo sprendimų priėmime lygis;*
  - o *piliečių aktyvumo stoka ir nepakankama piliečių dalyvavimo patirtis bei gebėjimų įsitraukti į strateginių sprendimų priėmimą trūkumas;*
  - o *piliečių įtraukimo ir jų skatinimo dalyvauti viešojo valdymo procesuose strategijos stoka;*
  - o *grįžtamojo ryšio teikimo piliečiams trūkumas.*

8. Remiantis atlikta analize, išskirtinos šios *svarbiausios sumaniojo viešojo valdymo vystymo kryptys Lietuvoje*:

- ➢ *Stiprinti valdžios institucijose analitinius gebėjimus,* daugiau investuojant ne į duomenų surinkimo procesą, bet į duomenų analizę.
- ➢ *Modernizuoti valstybės tarnybą*, visų pirma suteikiant valstybės tarnybos sistemai Lietuvoje daugiau *lankstumo ir atvirumo*.

- ➤ Spręsti valstybės tarnybos problemas padėtų *centralizuotas valstybės tarnautojų strateginių kompetencijų tobulinimas*, taip sudarant tinkamas prielaidas turėti valstybės tarnyboje veiksmingesnius esamus ir būtinus žmogiškuosius išteklius ir siekiant *konkurencingos valstybės tarnybos*.
- ➤ Nustatyti *aiškias procedūras ir suformuoti specifinius mechanizmus, kaip įtraukti suinteresuotuosius ir socialinius partnerius* į strateginių sprendimų rengimo ir priėmimo procesą.
- ➤ Skatinti suinteresuotuosius ir socialinius partnerius efektyviai įsitraukti į strateginių sprendimų rengimo ir priėmimo procesą, *investuoti žmogiškuosius bei finansinius išteklius ir keistis informacija*.
- ➤ *Suformuoti efektyviai veikiančią tarpinstitucinio bendradarbiavimo sistemą*, užtikrinančią skirtingų valdžios institucijų koordinavimą įgyvendinant tarpinstitucinius veiklos planus ir informacijos sklaidą, skatinančią komunikaciją.
- ➤ *Parengti piliečių įtraukimo į strateginių sprendimų priėmimo procesą strategiją ir / ar programą*, kurioje būtų identifikuoti piliečių dalyvavimo būdai ir mechanizmai, apibrėžtos jų dalyvavimo skatinimo priemonės ir gebėjimų aktyviai įsitraukti į viešojo valdymo procesus tpbulinimo galimybės.
- ➤ *Didinti viešojo valdymo procesų atvirumą ir skaidrumą*, įtraukiant piliečius į vartotojų pasitenkinimo viešosiomis paslaugomis, jų poreikių nustatymo tyrimus, viešųjų paslaugų kūrimo bei teikimo procesus ir *užtikrinti efektyvų grįžtamojo ryšio piliečiams teikimą*.

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