THE STUDY

ON THE FUTURE ROLE AND DEVELOPMENT OF THE PUBLIC ADMINISTRATION

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CONTRIBUTORS:

Foundation "Baltic Institute of Social Sciences"
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CONTENT

INTRODUCTION

The general objective of the "Study on the Future Role and Development of the Public Administration" is to obtain analytical information and proposals, by implementation of which the work of the structural units of personnel management of the Latvian public administration will be improved, shifting the emphasis from technical and administrative functions to strategic actions, which will allow acting proactively instead of reacting to changes. The results of the study will be used for further development and introduction of the human resources policy. Consequently, the specific goals of the study are as follows:

1. To acquire and analyse theoretical literature and analytical research-based prognosis as well as any other corresponding information on the development tendencies of the public administration in future and, taking into consideration various factors, including changes in the European public sector, tendencies in human resources management, development of technologies, ageing of the society and requirements of the new generation, to elaborate at least two possible scenarios for development of the Latvian public administration for the further 10 years as regards the demand and supply of human resources;

2. To propose solutions for maintenance and improvement of knowledge, skills and competences necessary for effective functioning of the public administration and to elaborate proposals on making the public administration more attractive for the existing employees, potential employees and the society.

The following tasks were performed in order to achieve the goal of the study:

- A prognosis on the tendencies of development of the Latvian public administration is elaborated and a plan for actions "Public Administration as the Best Employer 2025" is drafted;
- Requirements of the young generation towards the employer and the prestige of public administration as the employer are explored as well as characteristics of the young generation as an employee presented;
- A vision on the role of the future manager is offered and characteristics of the future manager provided.

To meet the goals and implement the tasks put forward by the study the following research activities were made, as described in detail in the chapter on the research methodology:

1. To elaborate the prognosis on the tendencies of development of the Latvian public administration and to draft the plan for actions "Public Administration as the Best Employer 2025", the following was performed:
    - Studies of theoretical literature based on the available research, public opinion polls and publications on the perspectives of development of the public sector in EU states;
    - Interviews with experts of human resources management on the internal culture of the Latvian public administration, work organization, the necessary expertise and other aspects;
    - The statistical characteristics of the Latvian public administration employees;
    - Modelling of two scenarios for development of the Latvian public administration for the further 10 years;
    - Elaboration of the plan for actions "Public Administration as the Best Employer 2025".

2. To explore the requirements of the new generation towards the employer, to characterize the prestige of public administration as an employer and the new generation as the employee, the following was performed:

- The opinion poll of Latvian youth who study at higher education establishments or have recently (within the last two years) finished their studies and begun working;
- Analysis of the data from EU Member States on the age and gender structure of the public administration employees;
- Studies of the EU cases as regards solution of the problems of ageing of the public administration employees and attracting the new generation to the public sector.

3. To offer a vision on the role of the future manager, the following was performed:
- Analysis of the available publications and research in order to develop characteristics of an effective future public administration manager;
- A discussion of the focus group of human resource management experts.

By performing the aforementioned activities, the report on the "Study on the Future Role and Development of the Public Administration" is drafted in Latvian and English. The report consists of five chapters and two annexes. Chapter 1 summarizes the analysis of theoretical literature on perspectives of development of the public administration, integrating it with the results of the obtained interviews with experts. Chapter 2 characterizes the age and gender structure of the EU public administration employees and, in depth, Latvian public service employees, in order to establish the extent to which ageing of the employees can be regarded as a problem in the EU Member States, and summarizes the experience of six EU Member States in solving these problems. In Chapter 3 the Latvian youth as the potential employees and the attraction of the Latvian public administration as an employer are characterized. Chapter 4 provides a summary on the role and necessary competences of the future public administration managers. In Chapter 5, basing on the theoretical literature summarized in the study, the opinion poll of the youth and the statistical data, two scenarios for the Latvian public administration for the further ten years are characterized, including the drafted plan for actions "Public Administration as the Best Employer 2025" in Annex 2.

According to the results of the public procurement, the present study was elaborated by the foundation "Baltic Institute of Social Sciences" and "O.D.A" Ltd. The following researchers of the foundation "Baltic Institute of Social Sciences" contributed to implementation of the study: Mg. soc. Oksana Žabko (project manager), Dr. sc.soc. Evija Kļave, Dr. sc.soc. Inese Šūpule, Mg. soc. Iveta Bebriša, Mg. pol. Lelde Jansone, and the following external experts invited by "O.D.A." Ltd.: Mg. Gitāna Dāvidsone, Mg. sc.soc. Lauma Prikšāne, PhD Ģirts Dimdiņš.
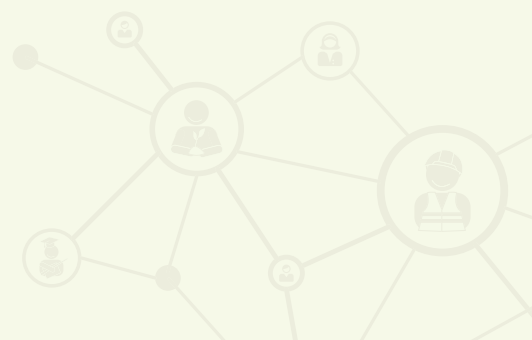
EXECUTIVE SUMMARY

The literature review and future visions acquired within the human resources management expert interviews summarised in the first part of the report show that the most critical challenge for public administration will be finding the balance and ability to integrate in its operation two sets of values which are, in certain situations, mutually contradictory. On the one hand, values of efficiency and productivity are gaining increasingly greater importance that, on the other hand, have to be integrated with traditional, democratic, morally ethical and people-oriented values of public administration. It is necessary in order to raise the competitiveness of public administration and its ability to react to the changes, while at the same time maintaining its basic values. This challenge is caused by the changing political and economic environment of the 21st century, as a result of which public administration must be able to react faster to changes within the society and the world, as well as to compete within the labour market with the private sector for limited human resources. It means that the values that until now have been more emphasised and associated with the private sector – of flexibility, innovations, initiative, efficiency and productivity – will start gaining greater importance in the operation of public administration. Although these values also exist in public administration, their relative importance is low in comparison to the private sector, as well as compared with the importance of many democratic and morally ethical values in public administration. Experts interviewed within the study emphasise that the key values of public administration must be clearly defined and common for all institutions and those employed in public administration, thereby establishing a single public administration instead of a fragmented one. At the same time, it is very important that employees of public administration, irrespective of their post and position within the common hierarchy, would have a clear and comprehensible vision of the mission of public administration, and also of each individual institution or structural unit and the objectives and tasks subordinated to it. Besides, procedures, orders and control have a less important role in organisations with strong value systems, because the actions of its employees are set by the values. Thereby defining the values can be one of the ways in which public administration can put the current tendency of organisational development – that is, to reduce bureaucracy and control – into practice.

Finding the balance between contradictory values

Coherence between the values of employees and organisations and their clear understanding makes procedures and control less important

Considering the ever-increasing competition with the private sector for human resources, the image of public administration as an employer will become more significant in future, being the basis for attracting staff with the required competences. In general, the image of public administration as an employer is difficult to separate from the overall image of public administration, and this is affected by a range of factors. The first group of factors is formed by attitudes towards public administration as a whole, where the most essential that promote trust in its institutions are: (a) satisfaction with the economic situation of the country, (b) satisfaction with the quality of public services received (including accessibility of public institutions, competence of employees and quality of communication), (c) price level within the country, (d) the employment status of the individual and (e) satisfaction with the overall functioning of democracy within the country. The second group of factors is formed by opinions on working environments and human resources management processes in the public administrations

Improving the image of public administration requires long-term systematic development of human resources policy

that, according to the studies, are at least partly based on actual problems connected with strategic personnel planning. It means that it is not possible to improve the image of public administration as an employer only by communicative means, but in the long-term it might only be achieved by systematic development of personnel policy, adjusting it to the overall strategy of public administration and labour market demand.

In general, studies show that the strengths of public administration that make it an attractive employer are: stability and sustainability of work and remuneration, long-term social guarantees, substantively interesting and responsible work (especially at management level) and opportunities to work internationally. It must be emphasised that one very important advantage of the public administration sector as a potential employer is the opportunity to perform in certain respects unique, interesting and responsible work, namely, it is an opportunity to take part in the planning and introducing of national policy. However, in the view of experts, the most important factors that prevent potential employees from working in public administration are difficulties to offer competitive remuneration, hierarchical work structures and the negative public image of public administration. Studies show that material and social guarantees offered by the workplace are more important for those working generations that have experienced economic turmoil and instability. In the same way, it must be noted that social values, namely positive relationships in a workplace – such as employees respecting management style, characterised by respect, trust, openness and honesty, pleasant colleagues and support of colleagues in problem situations at work – have only become important characteristics of jobs during the last few decades and only for the younger generations.

Several studies have been carried out during recent years that describe the skills and competencies employees need to work in public administration. For example, staff working in public administration have comparatively high (above average) information processing skills, including the ability to read, understand and draft documents. They have average level general problem-solving skills, reflecting also an ability to cope with non-standard situations). However, staff skills are less developed in mathematics and information and communication technology application. As communication and collaborative skills will be increasingly more important in the future, the assessments show that persuasion skills, involving public presentation and negotiation, are comparatively highly developed. Learning skills (learning from managers and colleagues, learning through doing, following the latest tendencies within one's own specialisation sphere) score an average level, while independent working and priority-setting skills are comparatively lower, but still close to average.

When summarising the results of a skills assessment, it can be seen that currently administrative competences are comparatively well developed. So are simple technical and management competences that allow daily work to be carried out according to instructions and directions. However, the lack of strategic planning skills at various levels in both general management and human resources management is highlighted as one of the most critical restrictions. There is also insufficient development of competencies necessary for the adoption of independent decisions and the flexibility and initiative to react to changes in the internal and external environment of the organisation.

Special attention should be paid in future to attracting employees who are directly interested in the content of public administration work. These are employees with the express intention of working in the public service – they show a willingness to take part in policy making and acting for the benefit of society. Since work in public administration is more attractive for individuals with a lower profile for risk, it is necessary to take care in attracting and retaining employees whose work duties require an innovative approach, carrying out radical changes and taking responsibility in unclear situations – with the

Opportunities to supervise national level processes and participate in EU level processes are powerful motivators in attracting high-level professionals from the private sector

respective competencies required for that. Experts interviewed within the study consider that highly qualified professionals can be motivated by opportunity to perform work with a very high level of responsibility and the opportunity to work in an international environment that includes monitoring and supervising not only national level processes, but beyond: at EU level processes, competing successfully with the private sector. These opportunities may be critical in attracting professionals from the private sector to work in the public sector.

From the perspective of selection, the listing of these qualities indicates factors that need to be considered when defining the respective competency models and requirements for the applicants before advertising work opportunities in public administration. At the same time, competition with the private sector requires that the methods of recruiting and retaining employees become more pro-active in future (by deliberately seeking out and attracting interesting would-be employees) and more flexible (by offering opportunities to improve the qualifications of personnel, rotations through public administration structures and opportunities to adjust workloads and time organisation).

When summarising prognoses, it is seen that the future labour market will be significantly affected by the development of technologies, the increase of employment in the service sector, by globalisation processes and the need to adjust to changes within the internal and external environment of organisations. One of the most important needs of the future labour market is the availability of information and communication technology (ICT), which means that this will increasingly be used for work in all of the economic fields, including public administration. The role of ICT is even more critical from a public administration point of view in offering and operating different kinds of services. At the very least, this means basic ICT skills become a pre-condition for the timely and proper accessibility of public and social services and the implementation of the obligations to citizens and delivery of their rights. Increasingly more public administration institutions offer their services via the Internet (e-governance), and this tendency will continue. Examples include completing and submitting tax declarations, applying for healthcare and social services, access to different registers, etc.) The second important tendency is the increase of employment in the service sector and an increase in the general demand for a highly qualified workforce. Studies show that demand for competencies that enable non-standard analytical tasks as well as interpersonal interaction to be carried out has increased and remained at a constant level for the last ten years.

While globalisation and its related processes creates conditions for the flow of a qualified workforce abroad, it simultaneously creates an option for the flow of a workforce in the other direction from other countries, thus participating in international competition for labour. Similarly, as a result of these globalisation processes, the tendency increases to move low-skill jobs to countries and regions with low salaries and low costs. Although this tendency has been observed previously within the manufacturing sector, it is increasingly emerging in the services sector. Although this tendency does not directly influence greatly the availability of highly qualified employees on the market, it still puts public administration, for which the opportunities of such optimisation of workforce costs are limited, in a position of competitive disadvantage compared with the private sector.

In view of these changes, public administration, as well as other organisations, will have to develop an agility to anticipate changes and challenges and to adapt to them. Therefore in future the role of such competencies that are needed to perform routine tasks will reduce (these jobs will be replaced by technology) and demand for competencies for the performance of non-standard tasks and the adoption of decisions will increase. The most essential competence groups for public administration in the future will be strategic thinking, collaboration, creativity and flexibility. It will be possible to partly reduce competition with the private sector over attracting the required skills by buying outsourced services. However, particular tendencies within the development of outsourced services are difficult to forecast, because they depend not only on economic and legal factors, but also political factors.
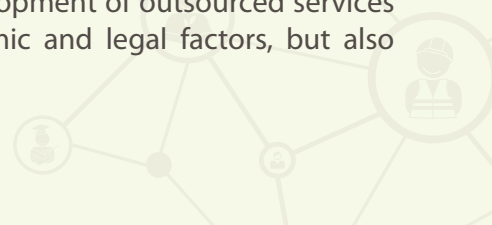
With increasing life expectancy, quality of life in old age and falling birth rate, in the decades to come the structure of the population and the proportion of economically active residents will dramatically change. That will foster competition regarding new employees and also the continued employment of older employees. This trend is more sharply defined in public administration than in the private sector. Information collected in the second part of this study on the age composition of the workforce by the central governments of 22 countries of the EU and Norway shows that the problem of an ageing work force is most topical in the old Member States of the EU – in Italy, Germany, Portugal, Finland, the Netherlands and Ireland. This problem is less topical for the new Member States of the EU: Slovenia, Hungary and Poland, as well as for certain old Member States – Luxembourg, France, Greece and Cyprus. The reasons differ why the ageing of the work force of the public administration in these countries is not be considered a problem. The majority of the countries with a low proportion of their workforce aged 50 and more are new countries of the EU. So the younger age structure of their public administrations should firstly be related to the reforms of public administration implemented in Eastern Europe at the beginning of the 1990s and prior to entering the European Union, which simultaneously promoted generational change in public administrations. Typically, certain countries have their own individual explanations that result from the specifics of the local labour market. However, the reasons for the ageing of public administration in several Member States of the EU can be, for example, set restrictions on hiring new employees for public administration work, increased requirements over time regarding the education and qualification of the workforce, etc.

The ageing of public administration is becoming an increasingly urgent problem in EU Member States

Important differences in age structures can be observed among the countries with regards to the employment of women. The greatest proportion of women is employed in central government in Latvia, Portugal, Lithuania and Hungary while the smallest is in Germany, Slovenia and the Netherlands. The reasons for the high representation of women in public administration among the Member States of the EU can be different and based on processes that have taken place over a longer period of time in the labour market. Employment policy and the model of provision of social welfare existing in the country has an important role – it either promotes or hinders the involvement of women in the labour market as a whole. However, the proportion of women employed in positions of intermediate and senior management level is altogether below the average in all countries, which might indicate a tendency for men to be nominated for management positions more often.

From the information gathered in the second part of the study on reforms implemented by six EU Member States in the area of human resources management of public administration, it can be observed that the majority of activities are oriented towards keeping staff motivated and maintaining the competencies of the existing, ageing labour force. Addressing problems of ageing and retaining a competent but older workforce – and keeping them working longer – is a policy characteristic seen in France, Denmark, Italy, Germany and Finland, i.e., all of the states reviewed except Poland. Three of these states – France, Poland and Denmark – can be distinguished for trying to bring in reforms to promote the attractiveness of public administration work and to reduce possible barriers to professionals from any age group.

From analysis of each state as well as a broader literature review, it can be observed that a lack of strategies exist at EU level aimed at targeting and purposefully attracting a new generation of employees into public service.

Various strategies for workforce attraction and retention have been developed

Summarizing the available information, EU states have applied various methods to ensure the quality of their public service labour force and address the ageing processes in their society. Reforms of the retirement system are examined as the first solution implemented in the old EU states to tackle this problem.

In general, in addition to pension reform, some states have downsized the number of their public service employees. This is mentioned in relation to the reforms of public administration implemented in France, Poland, Denmark, Italy and Finland. In the case of two states (Finland and Italy), it is especially noticeable that more effective use of ICT has a significant role to play: fewer staff are needed, support functions can be improved and duplication of roles is cut.

The second component of the human resources management policy of major importance and one common to almost all the states is the introduction of different programmes of training and lifelong learning of staff. This is practiced in France, Poland, Denmark, Germany and Finland; no information was available about Italy. Several problems are common to the way in which staff training is managed. Firstly, the experience of countries indicates that training is not regular enough and does not have a systematic goal to train the skills that are needed in public service. Secondly, experience shows that the existing training programmes may not be suitable for older professionals and should be modified. Thirdly, the older generation might not be ready for such changes and to engage in training – so ways of motivating them may need to be identified.

When examining training issues, the literature reviewed in the first part of the study indicates that in future special attention should be paid to the promotion of co-operation between employees of various generations. The first example of promoting inter-generational co-operation is the model of mentoring or instructorship, where an older employee with greater professional (and probably management) experience transfers to younger employees the skills and knowledge necessary for performing in a particular position. Like a mentor, the older employee provides continuous support

Development of inter-generational co-operation becomes more important

in a systematic way over both the short and the longer term to help develop the competence of the younger staff member. An alternative model is the promotion of inter-generational exchanges that involve forming heterogeneous working groups in terms of age, where due to inter-generational experience and exchange of information both the productivity

of work improves and mutual learning takes place between younger and older employees. The younger employees bring new ideas and knowledge to the team (for example, understanding new technology and innovative approaches to problem solving), while the contribution of senior employees is based on their experience and in-depth understanding of working processes. It must be emphasised that such experience exchange models cannot be introduced simply by management forming inter-generational working groups and then leaving the process to work on its own. For the most successful results it is necessary to improve the skills of all employees involved in communication and exchanging information. The organisational culture should promote friendliness, cooperation, openness and respectful interpersonal relations. Elements of competition that might prevent employees from sharing information should be eradicated, as this might encourage them instead to perceive their personal competence and knowledge as means for making an individual career.

The third group of policy tools is a more focused human resource management policy that includes the establishment of a system for forecasting labour and skills shortages in the future (for example, as exists in France, Italy and Germany) and incentivisation, with closer links between performance and pay. Employee career planning and retention programmes are an important part of this approach. Experts interviewed within the study emphasise that in the future public administrations will have to pay close attention to the mobility of staff within public administration, their opportunities for international traineeships and exchanges with the private sector. On the issue of the preferable objectives and results of mobility, experts acknowledge that the horizontal mobility of employees is to be supported, because that allows them to get more experience, gather insight into the content of various jobs and gain a better understanding of the work culture in other institutions. In the case of Latvia, this necessity is highlighted by the results of the youth survey. As is seen in the third chapter, the majority of

A targeted human resources management policy has been developed

Latvian youth does not want to do the same job for longer than between one and three years. They will stay at the same workplace mostly for four to five years, with an upper maximum of 10 years. University undergraduates in Riga want a more dynamic pace of work and growth. It means that when setting out to keep young people working in public administration, close attention has to be paid to their horizontal mobility to allow the provision of interesting work and the dynamics that are important to them, as vertical growth opportunities are limited.

The aim of the fourth group of activities is to increase the attractiveness of public service employment in certain directions. Firstly, to promote the balance of work and family life as well as to keep the older personnel working in the public service, several states (for example, Poland, Denmark, Germany and Finland) have developed options for more flexible working conditions and distance working. One more instrument for promoting the attractiveness of public administration work is explaining the goals, functions and accomplishments of public service to the wider society. To do this, it is necessary to explain to the entire society and to the youth as a separate target audience in

Promoting the attractiveness of public administration as employer

an exciting and engaging manner the work objectives of public administration, the opportunities available and the content of the work itself. This includes international collaboration opportunities and the dimension of interesting and socially useful work that provides personal growth prospects. These messages can be delivered through the making of video reels, infographics, etc, ensuring the messages and information are directed to the youth via the information channels they use; for example, social networks, Facebook and so on.

For several new EU Member States, Latvia included, one important aim is attracting the youth studying abroad to work in public administration. Foreign countries that have implemented similar support policies (for example, Bulgaria) have held forums (for example, "Career in Bulgaria"), where students abroad could receive information on job opportunities with the major national companies and to exchange experience[1]. When explaining job targets and opportunities for young people, the information has to be placed in international social network channels (for example, Facebook).

The third aspect for promoting the attractiveness of public administration as an employer is to reduce its weaknesses. For example, in the view of young Latvians, the weakness of public administration work is the lack of a respectful management style (respect, trust, openness and fairness), pleasant colleagues and support of colleagues when there are problems at work. One of the ways to improve the perceptions of the youth about relationships within the public administration workplace is to improve the culture of customer service. The positive experience acquired from contact with public institutions is vitally important in developing an overall positive perception.

The literature reviewed in the first part of the report indicates that increasingly more importance will be assigned to individual approaches for personnel development to diminish the risks caused by an ageing of the society in the future. Individual competency development plans and training opportunities are the most effective ways for increasing competency for both new and older employees; whereas a flexible approach to work time planning, individual feedback and evaluation and emphasis on career opportunities are crucial factors both for retaining employees within an organization in the longer-term and for maintaining their work capacity at maximum level.

Introduction of an individual approach for human resources development

Similarly, despite the idea that the state does not provide public services entirely itself but should involve society in their provision, public authorities will in the future remain responsible for the outcome. Public administration has to become more mobile and more open in order to ensure

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1   Ivanova, Vanya (2012). „Return migration: Existing policies and practices in Bulgaria." In: Ivanova, V., I. Zwania-Roessler (eds.) *Welcome home? Challenges and Chances of Return Migration*. Transatlantic Forum on Migration and Integration. Sofia: Maria Arabadjieva Printing House.

functions are fulfilled in accordance with modern information space requirements. Co-operation can be promoted through the development of social entrepreneurship, by simplifying and making more effective regulatory standards, as well as increasing the responsiveness and diversity, the decentralisation of management processes, providing complete openness and transparency, highlighting areas of responsibility, making customer services personalised and friendly, promoting individual self-service and user-driven innovation in the public sector.

Through the influence of technology, hierarchical structures of organisations are increasingly replaced by technological solutions that allow organisations to become more responsive to uncertain external environments. Decentralisation of decision making will facilitate lower management levels taking more responsibility. Despite more complex management work, job satisfaction and the performance of employees will help promote a clearer understanding of the role of the manager. Decentralisation will make organisational structures flatter and that will provide better knowledge transfer between functions and employees demanding greater involvement. The opportunity to work flexible working hours will positively influence performance if the employees themselves determine the working hours most appropriate for them. Specifically, the freedom of the employee to choose will allow them to take more responsibility and work more intensively. Although increasing work intensification can reduce job satisfaction, the studies show that employees who have decided themselves to work flexible hours rather than be forced to under the influence of optimisation processes are more satisfied with work and thus are more productive. Flexible working hours require the development of an open dialogue between the organisation and its employees not only on aspects of particular work performances, but also on feeling of comfort for the employees. This facilitates the building of personal relationship within the organisation which, in turn, positively influences relationships between public service organisations, their clients and society.

Changes in management models have been expected

Based on labour force characteristics and the qualification assessment of Latvian public administration given in the second part, both now and in the future the highest demand will be for specialists in the finance, agriculture and welfare sectors which have, firstly, a large number of employees and, secondly, a relatively high share of the ageing labour force, especially in the agencies. Although the share of younger employees in Latvian ministries is high (the proportion of employees under the age of 49 years exceeds 70%), their agencies have a significantly greater proportion of older staff. When forecasting the future, it should be taken into account that 20% of Latvian youth (women significantly more often than men) acknowledge that they would be interested in working at some of the ministries, their agencies and in local government or local authorities. Considering the current age structure of the institutions, a major future challenge will be to attract the younger generation to work in different branches of the agencies. It is considered to be even more of a challenge because the agencies have lower wages and the work includes policy implementation rather than planning components that – according to the assessment of experts interviewed within the study – is one of the most interesting aspects of public administration work.

The age structure is uneven in sectors of Latvian public administration

In general, young Latvians have high expectations regarding potential salaries. In the evaluation of the youth, a good gross wage for a graduate would be on average approximately 995 EUR, which is one and a half times higher than the average salary in 2013. However, after five years of employment graduates would earn on average approximately 2,000 EUR gross. The results of the youth survey show that students of agriculture, health and social services have one of the highest expectations regarding both their starting salary after graduation and again after five years of work. Thus, in the future the most important difficulties in attracting employees will face the agriculture and welfare sectors, which at the same time is characterised by a large number of employees and an ageing workforce.

When analysing assessments of the skills that are both present and lacking in Latvian public administration, data shows that the current performance evaluation results are very high; as a result, they do not demonstrate the objectivity necessary in public administration. This makes it difficult to identify which areas of competence need improving. High evaluations do not allow proper appraisal of management performance, identify talented staff in management and other function groups or distinguish 'good' performance from 'excellent'. In turn this threatens the successful implementation of talent management programmes in public administration. The analysis shows that higher performance scores are regularly given to employees whose functions include intellectual work such as policy planning, rather than those in support roles or doing physical or lower qualified

In competence assessment, it is necessary to distinguish between 'good' and 'excellent' performance

work where the main duties relate to the daily smooth running of the organisation – although very high scores are theoretically possible for all staff groups equally. These uneven evaluation results indicate that Latvia's public sector managers do not have the required level of competence in staff assessment skills. This conclusion is backed up by the results of expert interviews.

Over all the performance evaluation criteria, managers have received assessments of 'excellent' or 'very good' more often than any other public administration staff. These results differ from the view of a human resources management expert interviewed in the study about a lack of competence at management level in Latvia's public administration. This difference suggests that the evaluation of managers could be influenced by, firstly, a tendency observed by the experts that a lower assessment rating of a manager is considered to be discrediting his authority, and secondly, that the manager is evaluated in a narrower sense – rather as an expert and professional in his field ('an authority'), instead of a team builder and inspiring personality ('a leader').

When summarising the competence evaluation scores of all levels of managers, the competencies most often evaluated are the ability to get results, to make decisions, to take responsibility and to motivate and develop staff. Those least often evaluated are an orientation towards development; the skills to develop and maintain relationships and awareness of the values of the organisation. It would be advisable for Latvian public administration to review the assessment system to address this issue of uneven competency rating. This is important because currently, the management competencies least often assessed are actually those that the literature review suggests should be considered the most important for future managers. Their infrequent assessment creates a lack of information on the readiness of managers in Latvian public administration to act and be efficient within an environment that is changing and facing an uncertain future. It also highlights a certain lack of understanding about the importance of these competencies and the ability and desire to achieve short-term objectives.

According to the literature review (included in the first and fourth part of the study) during the next ten years multiple challenges await managers in public administration. These include global trends in demography, economics, politics and ecology as well as the development of new technology and its consequent impact on civil participation. Together these factors will form an increasingly complex and dynamic environment

The working environment of public administration managers is becoming increasingly complicated

where managers will have to be able to quickly orientate themselves and develop and communicate a clear vision for their employees. Managers will have to work with a huge and ever-increasing amount of information, demonstrating results in the improvement of efficiency – both personally and in their structural units – while simultaneously dealing with increased levels of interest from society and the media on the actual process of their work and results. Increasing uncertainty requires a higher level of openness in order for society to be able to follow the decisions made and better understand the risks involved, and so openness will be another important value for public

administration in future. Managers will have to strive to achieve higher levels of motivation from their staff, despite limited financial resources to do this and facing competition from the private and non-governmental sector for the most talented employees. Complex challenges and a public wish to take part in public management will make managers look for and work towards a balance between a hierarchical and network-based organisational relationship. Continuous change and developments in the external environment will create pressure on managers to act flexibly and provide continuous development, both at a personal, staff level and also within public administration organisations.

In future, both leaders and managers will be required in public administration organisations. Those in management positions will have to perform roles more characteristic to 'leaders' as well as their traditional manager tasks. They will need to create and maintain good communication channels to their staff, to develop the vision to inspire, to manage change and to unlock the self-motivation of employees. The most successful organisations in the future will develop cultures that enable sustainability to be maintained, both in human terms and from the ecological viewpoint of the society.

In future, 'manager-leaders' will be required at all management levels of organisations

In future organisations, there will be leaders at all levels, starting from leadership at the technical levels of the structure through team leadership by intermediate managers through to organisational leadership from the senior managers. In collaboration with organisations in other sectors managers and staff in public administration will establish teams and networks in which they will engage in collaborative leadership. The roles of managers will change in the organisations of the future. Managers will pay more attention to self-development and development of others as well as to the processes of mutual learning, establishing relationships both within and outside the sector of public administration. Less time will be devoted to performance control at work.

Since the values of the managers of the future should correspond to the values of public administration, it is important to select prospective managers whose personal value systems include fairness, openness, professionalism, efficiency and an orientation towards the customer and society. Character

Conformity between the personal value system of the manager and public administration should be evaluated during the selection procedure

evaluation of managers should take place at the time of recruitment. Since an individual value system is a stable part of the personality that an employer cannot change, the most appropriate moment to evaluate this is during the selection process.

Future managers will need a long list of competences. These will include the management and motivation of employees, managing emotions, communicating effectively and influencing through clear and rational arguments. As well as these attributes, management through participation is based on managing change, embracing tolerance and diversity, introducing a culture oriented to development and to conceptual and systemic thinking, as well as displaying a range of competencies that are necessary for this management style. However, viewing this long and varied list of the high level competencies that will be needed in the future, doubts arise about the ability of managers to develop them to the standard required. By maintaining even a partially hierarchical organisational structure, the competence model of managers will be affected by their place within that structure: for example, conceptual thinking will be more important for senior managers. However, since the role and responsibility of the intermediate and lower level managers will also grow significantly, especially in these management levels, the competencies needed for these roles will be more extensive than at the moment. It follows then that one of the most important attributes for any manager of the future will be an orientation towards development, because this will enable them to adapt quickly – to improve their existing skills and gather the new and crucial competencies for successful public administration work in the future.

A wide choice of management tools is available to future managers in order to motivate and develop employees and ensure that they understand the tasks in order to promote a high standard of performance at work. These tools do not require vast financial resources; usually the goodwill of the manager is enough. Managers need employee management and development skills and the willingness to improve. The support that managers themselves need involves practical training in various skills and then development in the application of those particular management tools; however, managers can use these development techniques without formal training by analysing success and failure in their daily work with their staff.

In addition to the analysis of the literature and data in this study, two scenarios were developed within its scope for Latvian public administration until 2025 and the action plan "Public administration as the best employer in 2025". The first scenario examines the course of development of Latvian public administration as it exists, if the reforms already initiated within human resources policy continue and the pace of reform remains unchanged. However, the second scenario examines the development of public administration if reforms are directed towards systematically attracting and integrating a younger generation within public administration through active action a collaboration of the generations to deal with ageing issues.

The most significant benefits of the first scenario - continuing reforms already initiated within human resources policy – would be a clear application of conditions for various positions, predictability and stability of the work environment that ensures feelings of security; the gradual introduction of the 'competency approach' within personnel management processes and a reduction in administrative and routine functions through centralisation and automation of support functions. Potential risks include: a moderate pace of reform, a delay in the introduction of political initiatives due to political will or limited resources; a lack of reform of the organisational culture of public administration; a lack of flexibility in human resources management that may increase the dissatisfaction among groups of employees and

The current reforms of human resources policy in Latvian public administration provide a moderate pace of development and stability in the work environment

their readiness to leave their public administration jobs – and a high resistance to change leading towards the maintenance of stability. In such a situation the risk also exists that the age structure of public administration staff encourages a polarisation of the values and working style that hinders collaboration among those working in public administration.

However, the second scenario – when reforms encourage the systematic attraction of a younger generation, ageing issues are tackled and cross-generational collaboration is introduced – the main benefit is the planning of a human resources strategy that fits the current and future needs of public administration. Resources needed to combat the consequences of these different problems can be reduced. This scenario provides for a significant transformation of the organisational culture of public administration, and will result in greater individual responsibility at all levels leading towards a 'collaboration-oriented' work environment. Because of this, the organisational structure of public administration will become flatter. Due to the application of ICT and analysis and optimisation of processes and functions, the amount of administrative and routine functions will decrease. The second scenario also provides a strengthening of the overall capacity of personnel

A pro-active human resources management policy involves transforming the organisational culture of public administration

management in public administration by creating synergy opportunities between managers as personnel managers and specialists of the personnel function. In effect they are operating as 'experts' of the personnel management branch, able to provide consultation and support to managers. Staff will be more motivated and work more efficiently, strengthening the role of human resources development policy within public administration to find efficient and individual personnel management solutions. At the same time, there is a range of risk factors determined by the study

that could hinder implementation of this scenario. The most significant among them is a weakness of the function of strategic and centralised human resources planning that hinders analysis of the required and existing competences and forecasting future needs. There is also a lack of change management capacity within public administration, from which a range of other risks follow. These will include high levels of resistance from public administration staff to the reform of organisational cultures and structures as well as non-systematic and insufficient external communication about the objectives, pace, achievements and benefits of the reforms.

Prevention of the risks involved in the second scenario – even partially – will facilitate the implementation of the action plan 'Public administration as the best employer in 2025' developed within the study. It covers eleven courses of action, the most important of which is the development of external communication. This will improve and promote public awareness of public administration work and services and how they can be improved, development of programmes in order to pro-actively attract and retain staff with the competencies required by public administration and introduce a customer-friendly culture to improve trust in public administration. At the same time, managers at all levels of public administration should be developed as leaders who promote the achievement of objectives and, at the same time, provide support for employees to implement both initiated and planned changes in public administration. They should also work towards strengthening inter-generational co-operation between employees, respecting their different work and life experiences, values, needs and motivations.
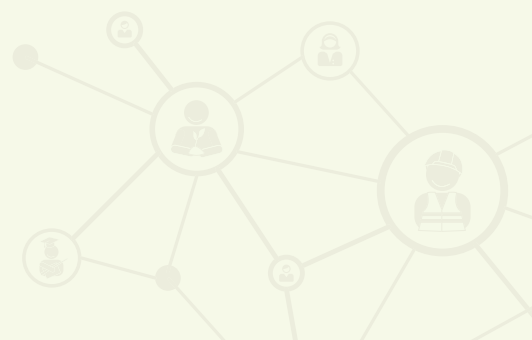
RESEARCH METHODOLOGY

Methodology chosen for achieving the objectives of the study and implementation of the tasks provides application of combined methods of collection and processing of quantitative and qualitative data, supplementing it by extensive review of theoretical literature. Research methodology is coordinated with the supervisory board of the study established by the contracting authority (the State Chancellery).

Literature review on future development tendencies of public administration

The aim of the activity is to prepare report basing on the available studies, surveys and publications on development tendencies of the public administration in the EU countries. Report examined the following themes, according to which the prepared literature review was structured:

1. **Values and content of work of public administration:** meaning of traditions, values and dominating culture of public administration and anticipated changes in future. Prognosis on potential changes into the mission, values, objectives, culture and content of work of public administration (in substantive directions);

2. **Image of public administration:** potential development of public administration as attractive employer and solutions how to make public administration attractive employer to the younger generation;

3. **Options for attraction, maintenance and keeping of knowledge and competences necessary for public administration.** Analysis on which knowledge, skills and competences in public administration are currently in sufficient amount and which are missing, by accentuating those competences, skills and knowledge that will be especially required in future. Development of recommendations for keeping highly qualified employees in public administration and attraction of new professionals;

4. **Future labour market and its impact on public administration:** changes in demand for the employed; new requirements, knowledge, skills and competences that will be essential for the future labour market, and how it will affect public administration, for example, whether and how great importance strategic planning and vision are going to have; whether it will be possible and necessary, considering the fast changes in everyday life. Prognosis on which positions are going to disappear (will not be current or will be automated) and what is going to come in their place, how the content of the positions and everydaily life are going to change, for example, whether administrative and support functions will reduce, which professions will be especially emphasized, which changes can be caused by robotisation and computerisation;

5. **Impact of processes of ageing population on public administration:** risks that can be caused in public administration by ageing of the employed and lack of new employees, age structure of the employees in public administration and its analysis, necessary changes in working environment of public administration (in connection with the so called active ageing), in order for it to operate considering future age structure, as well as necessary activities for reducing risks connected with ageing of the employees;

6. **Environment and collaboration:** explanation how will develop the importance of the inter-functional collaboration, coexistence of team/ project work and individual work and interdependency, impact of technologies on communication and interrelations, functions and automation of operations, prognosis on changes regarding mobility and openness of public administration;

7. **Changes in organization of work:** changes in organisational structures, changing from hierarchic towards matrix, more flat or other kind of structures, impact of structural changes on decision making, responsibility of different level employees and other aspects. Options of flexible working hours and distant work and impact on work results, performance and motivation of employee;

8. **Changes in personnel management processes:** the most essential personnel management processes, changes in those processes (to identify processes that will become obsolete or disappear and processes that will develop new, emerge in addition to the existing processes). Directions for development of procedures and processes and impact on implementation of the functions of personnel management.

International publication data basis were being used in search of literature, for example, EBSCO, EconBiz, JSTOR, SSRN etc., and home pages of various international institutions that are engaged in research (for example, OECD, World Bank etc.), as well as publications of Latvian and foreign authors with references to other information sources.

Interviews with experts in human resources management

The aim of the activity is to assess and prepare review on internal culture, work organization, necessary expertise and other aspects of Latvian public administration (for example, future challenges and development tendencies). 8 expert interviews were carried out within the scope of activity.

Statistical characteristic of employees in the Latvian public administration

In order to draw up development scenarios of the Latvian public administration for the next ten years and to develop action plan "Latvian public administration as the best employer", analysis of available statistical data was carried out within the scope of the study.

Data of the Ministry of Finance were used in description of demographic and employment profile of the employees of Latvian public services. In this review, employees of the Latvian public services are understood to be employees of central government institutions, i.e., ministries and their agencies, and subordinated institutions of the Cabinet of Ministers (Cross-Sectoral Coordination Centre, State Chancellery, The Corruption Prevention and Combating Bureau etc.). Review has excluded employees of the following institutions being within the direct public administration: public technical schools, music schools (including teachers), judges, assistants of judges, State Police, Border Guards, State Fire and Rescue Service, Prison Administration (including officials with special ranks), National Armed Forces (including soldiers), Emergency Medical Service (including doctors), social care centres. On the whole, analysis covered 105 public institutions.

Data entered into "Information System of the Electronic Evaluation Form" (system NEVIS) administered by the State Chancellery, were used when describing assessment of competences of the employed in the Latvian public administration. Assessments made for 2013 were available for the needs of the study.

Age and gender structure of the EU Member States

The aim of the activity is data collection on situation in the EU Member States, assessing, to what extent ageing of public administration and attraction of the youth accordingly is or is not a problem, paying more detailed attention to the employment of the youth aged up to 25 in public administration and analysing, whether these tendencies have connection with positive or negative image of public administration. According to the information provided by EUROSTAT, detailed information on the structure of the age and gender of central government institutions is not being carried out in the level of the EU, therefore information, necessary for the study, was obtained by sending questionnaire via EUPAN.

Altogether the answers were received from 25 countries – 24 Member States of the EU and Norway, where two of the countries admitted that they could not provide the requested information. Thereby, the study includes summary of information on the age and gender structure of central government institutions of 22 Member States of the EU and Norway. Data are available on following countries: Austria, Belgium, Bulgaria, Cyprus, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Poland, Portugal, Slovakia, Slovenia, Sweden, the Netherlands and Norway. Countries that answered that they could not provide the requested information were the Czech Republic and Romania. However, four countries – Great Britain, Croatia, Malta and Spain – did not complete the forwarded data request.

In order for the obtained information to be comparable, definition on central government was provided in the questionnaire, according to which data had to be summarized on core ministries and agencies of central/ federal governments, excluding sub-national level of government (regional/ local/municipal), as well as government-employed doctors and nurses, teachers, police, judges, military officials and employees of public companies. In the questionnaire, Member States were requested to provide the following information on the employed in central government:

- the total number and the number of part-time employees;
- women participation;
- proportion of women employed in positions of the top and medium managers' positions;
- age structure of the employed;
- age structure of the employed in positions of the top and medium managers' positions;
- duration of employment in public administration.

In order to be able to describe changes of the situation during the last four years, there were set two information reference points in the questionnaire – 1 January, 2010 and 1 January, 2014, thereby considering that at the moment of sending out the questionnaire, data on 1 January, 2015 could still be unavailable.

Since information on the numbers of the employed in public administration was provided in very varied manner, while data on duration of employment in public administration accordingly to the definition set in the questionnaire and time frame could be provided only by 11 countries, these data are not included in the further report.

The following aspects hinder comparison and interpretation of the obtained data:
1. Countries provided data based on their own definition of the concept of the central government that limits opportunities to make cross-country data comparison.
2. Countries changed reference dates, most often – to 31 December of the previous year. In certain cases, the change of the reference point was different. Cases, when countries have changed reference dates of the provided data, have been indicated in the notes of the respective figures.
3. Countries changed also the range of the age structure set by the questionnaire which is also indicated in the notes of the respective figures. Since part of the countries displayed data within larger age groups than it was set by the questionnaire, it is not possible to show the proportion of the employed youth by public administration of age up to 25 for all countries. Thereby proportion of the employed is initially shown in three main age groups (until 29, 30 - 49, 50 and more years) for all countries that have provided information, and in details on the proportion of the youth – only for those countries that provided information accordingly to the data request.
4. Data on gender and age structure were provided as percentage; however it refers to either headcounts or full-time equivalents, depending on the country's database management.

Since no detailed measurements that would be carried out following single methodology on the image of public administration on each EU Member State are available in the public space, description of the image of public administration (positive vs. negative) is replaced by data on trust

in government of the respective country, acquired from the European Union's *Eurobarometer* survey, carried out in the autumn of 2014. Data tables with data on each country separately, attached to the summary of survey results, have been used for characterization of the trust[2].

Case studies of the EU Member States

The aim of the activity is to perform the analysis of the situation (case studies) on three EU Member States, which have explicit problems with ageing of the public service employees and attracting the new generation into the public sector, and on three EU Member States, which deal with these problems successfully. In order to select states for the case studies, initial research of OECD data on the age structure of the public service employees and available literature was performed. The following criteria were applied in selection of the states:

1. The age structure of the public administration, selecting states with comparatively big and small proportion of the young generation (up to 30 years of age) from the total number of employed. OECD data were used for the initial selection of the countries, whereas the information provided by the states and examined in the second part of the study is used for further development of this report;
2. OECD reports on diversity of implemented reforms to solve the problem of ageing of the public service. For case studies states, having applied more varied instruments, were selected, for example, states having implemented not only reforms of the pension system but also different programmes for lifelong learning of older generation labour force[3].

By applying the above mentioned criteria France, Denmark and Poland were selected as three Member States, which solve successfully the problem of ageing since, apart from the implemented reforms, these states are characterized by relatively younger public administration, whereas Italy, Germany and Finland are among the states where the problem of ageing is acute, although Germany, for example, finds itself among the states, which have applied a wider variety of instruments to diminish the problem of ageing of the public administration. Since the new EU Member States are characterized by relatively younger age structure of the public administration, then for the purposes of case study one of the new EU Member States (Poland as one of the biggest regarding its population, about which detailed information is available) was selected together with two old EU Member States, the experience of which can be regarded as different on the background of other old EU Member States and therefore worthwhile for study.

Survey of youth studying in Latvian universities

The aim of the youth survey was to identify youth requirements regarding work and career, and to characterize the new generation as potential (future) employee. For achieving this aim youth aged from 18 to 30, who are studying and/ or working in parallel to the studies or have finished their studies during the last two years and started working, were surveyed. Within the scope of the study, students were surveyed at 13 universities:

1. University of Latvia;
2. Riga Technical University (including regional affiliates);
3. Riga Stradins University;
4. Academy of Culture;
5. *Turiba* University;
6. Riga International School of Economics and Business Administration;
7. Stockholm School of Economics in Riga;
8. University of Daugavpils;

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2   Standard Eurobarometer 82/ Autumn 2014. PUBLIC OPINION IN THE EUROPEAN UNION. Tables of Results; p.40. Available: http://ec.europa.eu/public_opinion/archives/eb/eb82/eb82_anx_en.pdf
3   OECD (2007). *Ageing and the Public Service: Human Resource Challenges*. Paris: OECD Publishing, p.31.

9. Latvian University of Agriculture;
10. University of Liepaja;
11. Rezekne Higher Education Institution;
12. Ventspils University College;
13. Vidzeme University of Applied Sciences.

Youth survey was implemented on 3 – 19 February, 2015. There were two data gathering methods used at the survey – self-completed questionnaires at study-room and on-line survey, using e-mails of university students and graduates. Achieved sample size in the survey was 1685 respondents, the major part of whom – 1377 respondents – was full-time students of bachelor level, 195 were students of master level, but 113 respondents were graduates. The applied sample method – quota sample, considering following characteristics – national higher education institutions or higher education institutions established by legal entities (private), number of full-time students at universities at various programme levels, thematic groups of studies (branches). Data on numbers of students at universities in study year 2013/ 2014 of Ministry of Education and Science were used for quota calculation (detailed description of the sample is attached in Annex 1).

When describing the surveyed cluster of youth, the following features of the survey of university students and graduates must be emphasized: 40% of the respondents are men, 60% are women; 80% of surveyed consider themselves Latvians, 17% – Russians, 3% – indicate belonging to some other nationality; 75% surveyed youth studied at universities of Riga, 25% – at regional universities; 31% surveyed youth study specialities in the sphere of social sciences, commercial sciences and law, 19% – study specialities in the sphere of natural sciences, mathematics and information technologies, 16% – study specialities in the sphere of engineering, production and construction, 11% – study specialities in the sphere of health care and social welfare, 9% – study specialities in the sphere of humanities and arts, but accordingly 6%, 3% and 4% study specialities in the sphere of services, education and agriculture. In order to provide sufficient representation of master and graduates groups, the sample was extended for the age, including also students and graduates until the age of 30. Youth aged from 18 – 20 make 44% of the sample, youth aged from 21 – 23 make 40%, youth aged from 24 – 25 are 8%, but students and graduates, who are from 26 to 30, form 8% out of all surveyed or 139 respondents.

Although initial task was to cover youth aged from 18 – 25 in the survey, target group was expanded to the age of 30. Such decision was taken due to some other requirement set within the work task, namely, to survey also such youth, who have finished studies and started working. Majority of Latvian youth graduate from secondary school at age of 19, provisional age for graduation of master studies is 24 – 25, which means that major part of the respondents can be without the necessary work experience. In order to reach respondents with work experience, research work group in its proposal planned to survey not only studying youth, but also graduates of the last two years, what resulted in the age of respondents exceeding the set age limit of 25. Majority of graduates of the last two years covered by the study was aged up to 30, what also set criteria for re-defining the target group.

Literature review on future roles and competences of managers

The aim of the activity is, basing on various sources of literature, to prepare description of the future manager, by analysing roles of managers and leaders and the necessary competences. Altogether the following issues were covered by the analysis:

1. necessity for manager's post, are leaders going to replace managers, do leaders have to be managers;
2. competences, knowledge, skills and attitudes required for a good future manager (for example, ability to manage changes, diversity and to successfully organize collaboration of generations);
3. the most essential values and mission of the future managers;

4. types of managers and management styles that will be required and will be able to ensure efficient and qualitative work of institution;
5. tools necessary for the future manager in order to have motivational impact on employees and promote achieving targets;
6. redistribution of responsibility and roles between the managers and subordinates, expected changes within interrelations between managers and employees, talent management;
7. potential problems that managers will have to face in future.

International publication data basis were being used in search of literature, for example, EBSCO, EconBiz, JSTOR, SSRN etc., and home pages of various international institutions that are engaged in research (for example, OECD, World Bank etc.), publication repositories of journals dedicated to particular themes (for example, *International Journal of Leadership in Public Services*), as well as publications of Latvian and foreign authors with references to other information sources.

Focus group discussion of experts in human resources management

The aim of the activity is to make discussion on the roles and competences of managers and leaders in public administration, on possibilities to introduce various models of leadership in the Latvian public administration. Focus group discussion was held on 19 February, 2015. Six experts took part in that (managers working in public administration, personnel management and human resources management experts with experience in work in public administration or in collaboration with public administration), one expert provided answers on questions of the discussion in electronically.
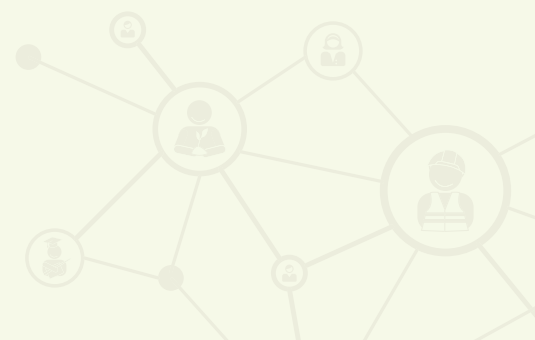
I DEVELOPMENT TENDENCIES OF PUBLIC ADMINISTRATION IN THE FUTURE

1.1. Values and content of work of public administration

Generally defining, the values are principles, standards that form the basis for the judgements and the choices for the alternatives of behaviour.[4] In the context of organizations, values are regulatory guidelines that determine the preferable behaviour and attitudes. Values form the moral background for the objectives and activities of the organization.[5] The current values within public administration can be divided into four basic categories[6]:

- **Morally ethical values:** honesty, fairness, accountability, loyalty, excellence, respect, openness, integrity.
- **Democratic values:** rule of law, neutrality, openness, responsiveness, representation, legality, as well as accountability and loyalty that appeared already in the previous category.
- **Professional values:** efficiency, effectiveness, provision of services, leadership, innovation, quality, creativity, as well as excellence that can be added also to morally ethical values. It is possible to separate traditional values (for example, efficiency) from new values (for example, innovation) within professional value category.
- **People-oriented values:** care, tolerance, politeness, compassion, courage, benevolence, humanism, as well as fairness that at the same time belongs also to the morally ethical value category.

As this classification demonstrates, it is not possible to draw strict lines between the categories, because separate values belong to more than one category (for example, accountability is both morally ethical and democratic value; fairness belongs both to the people-oriented category and morally ethical value category). Besides there are only examples of particular values mentioned in each category; in reality there are more particular values, and they might be defined by different names and specific content depending on the country and each particular institution. However, these categories are conceptually separated and represent the most essential criteria, on what the mission of public administration should base in contemporary society. These categories are abstract and weave through the entire operation of public administration. An alternative view on public administration values connects specific values with definite elements of principal functions and content of work of public administration. The study of public administration values has brought out seven such elements, each of which having corresponding value category with its own value content[7]:

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4   Van Der Wal, Z., Huberts, L., Van den Heuvel, H., & Kolthoff, E. (2006). Central values of government and Business: Differences, similarities and conflicts. *Public Administration Quarterly, 30*(3/4), 314-364.

5   Christensen, T., Laegreid, P., Roness, P.G., & Rovik, K.A. (2007). *Organization theory and the public sector: Instrument, culture and myth*. London: Routledge.

6   Kernaghan, K. (2003). Integrating Values into Public Service: The Values Statement as Centerpiece. *Public Administration Review, 63*(6), 711-719.

7   Beck Jørgensen, T., & Bozeman, B. (2007). Public Values: An Inventory. *Administration & Society, 39*(3), 354-381.

1. Contribution of public administration to society. This is the central element of the operation of public administration, and it involves values that to a great extent represent the mission of public administration. There are four dimensions of values within this category. The first is the common benefit and the values of public interests and social cohesion. This value type reflects expectations of society that public administration will serve to the overall public interests, not just separate groups or narrow circle of persons. The second value type within this category is altruism and morally ethical values and people-oriented values connected with that. This value type reflects human contribution in building the common benefit and respect towards each individual member of society and his rights, liberties and needs. The third value type is connected with the care for future generations. It includes values oriented towards sustainability that reflect desire of the society to leave a clean, habitable environment and undepleted resources for the next generations. The fourth value type is the image of public administration that characterizes how public administration represents itself in front of the society. The essence of this value type is provision of such functioning of public administration that deserves public respect and provides stability of public administration system via that. This includes both morally ethical values, democratic values and also professional values.

When commenting on this aspect, Latvian experts interviewed within the study emphasize that it is very important that employees of public administration, irrespective of their post and position within the common hierarchy, would have a clear and comprehensible vision of the mission of public administration and also of each individual institution or structural unit, objectives and tasks subordinated to it. In addition, the goals of each institution should be defined so as to be clearly visible to be linked to the common mission. The same also applies to values – core values should be common to all the institutions and all public administration employees, thus creating a single, rather than fragmented public administration.

2. Transformation of public interests within decisions of public administration. This element of public administration operation is related to provision of the process for democratic representation and democratic adoption of decisions within society. This value category basically includes democratic values of different kind that are directed towards majority rule, implementation of people interests, collective choice, citizen involvement in political processes etc.

Latvian experts interviewed within the study emphasize that the thesis that the mission of public administration is work for the benefit of society, put first the issue on collective will and ability of society to be aware of it and formulate it. If society itself cannot fully do that or there are hindrances to express this will, public administration is the one that defines collective will instead of society. However, in this moment it is important that public administration maintains public interest as primary, instead of interests of political authorities, economic elite or separate groups of civil society or does not replace it by its inner understanding on the collective will.

Although one of the ways how to ensure connection between public interests and decisions of public administration is involvement of society in decision making, the study carried out in the Baltic States on values of those working at the public administration demonstrates consistently mediocre support of the civil servants for increasing direct and active involvement of the society in public administration processes; the highest support (57%) can be observed among those working in Latvia, while the lowest (43%) – among those working at Estonian public administration. Support for social involvement into public administration is higher at the municipalities than at national level institutions.[8]

3. Relations between civil servants and politicians. This value category reflects a basic fact of how public administration is built; that politicians are decision makers, while civil servants at the apparatus of public administration – performers of those decisions. Even then, if particular political

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8   Pedersen, K.H., & Johannsen, L. (2014). Where and How You Sit: How Civil Servants View Citizens' Participation. *Administration & Society*.

decision contradicts with personal conviction of public administration employee, anyway execution of this decision is being expected from him, considering that representation of public will is reflected in decisions made by politicians.[9]

Vision of Latvian experts demonstrates differences in experience of Western and Eastern Europe countries regarding implementation of politically adopted decisions. Although theoretical literature emphasizes serving of civil service to politicians as decision makers, Latvian experts stressed that in practice political targets and tasks may reflect interests of narrow political elite, not society, whose interests the elected politicians should represent. Thereby, major part of the values built into the basis of public administration and implementation of these values against population are being jeopardized. If it happens, incomprehension is building within society on decisions adopted by public administration and the legal basis of those decisions. Consequences of such incomprehension are developing a negative public image of public administration and its strengthening into public awareness.

Conclusions on necessity for reduction of the impact of political factor are justified also by other studies carried out in Latvia before. For example, as it was concluded within research carried out in 2013 on policy planning, political factor essentially hinders planning of policy and development and negatively affects efficiency of the work of civil service[10]. Upon reasoning, how to eliminate the negative impact of this factor, it must be considered that Latvian public management system is established so that public administration cannot be fully free from political impact. In the context of human resources development policy, it is advisable, firstly, to make more clear distinction between political level of public administration and the level of civil service; secondly, to search and use tools that allow establishing and maintaining as politically neutral as possible and professional (within the meaning of required competences and experience) civil service, for example, distinguishing administrative management from political, identifying foreign experience and choosing such sectorial management systems that have demonstrated themselves as efficient.

4. **Public administration relationship with society as a whole.** This value category has several dimensions. The first dimension is openness versus limited access to information. Openness can be both passive (institutions of public administration do not hide their operation, answer the questions, make decisions public) or active (institutions of public administration actively inform society on issues it is interested in). The second dimension is representation of interests versus neutrality. On one hand, public administration consists of various institutions, each of whom has its own specific function, thereby also representation of specific interests of society is characteristic. Willingness and ability to protect these interests belong to the professional values of public administration. On the other hand, public administration emphasizes also such professional values as neutrality and impartiality (for example, by distributing budgetary means to those, who objectively need them most). The values of compromise and interest balancing also belong to the very same type of values. The third dimension is competition in opposite to collaboration. On one hand, public administration must compete in various aspects (for example, at the labour market) with private sector; and flexibility, efficiency, noticing and using of opportunities are considered as values. On the other hand, collaboration in all the levels forms basis for successful functioning of public administration, and people-oriented values connected with that are very essential.

5. **Internal organization and content of work of public administration.** This is a value category that reflects operation patterns and principles necessary for efficient practical functioning of public administration. Also here it is possible to distinguish four types of values. The first value type refers to operational stability of organization and sustainability. This includes such values as

9   Beck Jørgensen, T., & Bozeman, B. (2007). Public Values: An Inventory. *Administration & Society, 39*(3), 354-381.

10 Baltic Institute of Social Sciences (2013).*Politikas plānošanas sistēmas attīstības pamatnostādņu un attīstības plānošanas sistēmas ietekmes novērtējums*. Rīga: Baltic Institute of Social Sciences. Available: http://www.pkc. gov.lv/images/BISS_Gala_zinojums.pdf (19.01.2015.)

robustness, stability, adaptability, reliability. The second dimension within this category relates to innovation, dynamics and activity that reflect necessity for proactive approach in carrying out public administration functions and satisfaction of social needs. The third value dimension is productivity that includes efficiency, process optimization, economic thinking, and cost reduction. The fourth value dimension relates to development of human resources and improvement of working environment. It must be noted that value conflicts are possible within this value category more often than within other value categories. For example, stable functioning of organization as a value may contradict with necessity for innovation; economic efficiency not always will be easily combined with necessity for development of employees.

6. **Behaviour of public administration employees.** This category includes values that reflect requirements for conduct of individual public administration employees in execution of their duties, namely, to work earnestly, responsibly and competently. These are basically such professional and morally ethical values as honesty, observance of moral standards, awareness of ethical problems, accountability, professionalism that are contained here.

7. **Relationship of public administration with members of society as individuals.** Several dimensions can be distinguished also within this category of values. The first is legality that involves protection of individual rights, equal attitude towards everybody, rule of law and justice. The second dimension reflects necessity to reasonably apply laws, following spirit of the law and taking into consideration conditions of each individual case and the overall picture of the situation, not automatically, applying legalistic terms without understanding and immersing. The third dimension emphasizes importance of the dialogue between public administration and members of society. It is based on the idea that citizens and public administration mutually learn from each other, and efficient public administration is not possible without active citizen participation in it. The fourth dimension within this category is orientation towards customer that reflects necessity to politely and timely answer to the needs of each resident.[11]

As it can be seen, then basic categories of public values (morally ethical, democratic, professional and people-oriented values) can show up in all elements and functions of operation of public administration. The wording of particular values might differ depending on specific features of the culture and public administration organization of each country.[12] However, it is important to emphasize that both the mentioned values and basic elements of the mentioned public administration can be encountered and recognised directly or indirectly at the administration of any democratic country and may serve as basis for analysis of its objectives and culture.

Upon analysis of individual support from those working in public administration for the mentioned values of public administration, it has been shown that such values as accountability, legality, honesty, as well as reliability, efficiency and expertise are considered the most important. It is interesting that the last three values (as well as accountability) are mentioned among the most important also by those working at the private sector.[13] It can be stated that there is a certain group of organizational values that basically includes professional values and whose aim is provision of efficiency of organizational operation that is common both for those working in public administration and non-governmental sector. However, those working in public administration (but not private sector) are characterized by stronger support for such democratic and morally ethical values as legality and honesty, while for those working at private sector (but not public administration) such values as profitability and innovation are more important.[14] Similar results

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11   Beck Jørgensen, T., & Bozeman, B. (2007). Public Values: An Inventory. *Administration & Society, 39*(3), 354-381.

12   Kernaghan, K. (2003). Integrating Values into Public Service: The Values Statement as Centerpiece. *Public Administration Review, 63*(6), 711-719.

13   Van Der Wal, Z., De Graaf, G., & Lasthuizen, K. (2008). What's valued most? Similarities and differences between the organizational values of the public and private sector. *Public Administration, 86*(2), 465-482.

14   Ibid.

have been obtained upon analysis of the codes of ethics of public administration and private sector organizations – importance of professionalism and responsibility, as well as communication, openness, orientation towards customer and provision of service are being emphasized at institutions of both sectors. In its turn, comparatively greater emphasis within public administration sector is placed on accuracy, restraint, reliability, while importance of innovation, initiative and flexibility is being stressed at the private sector.[15] It must be noted also that the individual support of those working in public administration for the values of public administration is closely connected with public service motivation of the employees, as well as with priorities of individual value system of employees.[16]

Such connection with priorities of individual value system marks also potential risks for identification of employees with values of institution or with values of public administration in whole. Importance of certain values within the individual value system of people might be mutually inversely proportional. For example, if personal achievements and power are very important to somebody, there is a high probability that such values as common benefit and harmonious relations will be less important for that person; person, to whom safety is very important, will be less interested in sensation seeking, etc.[17] As it was mentioned before, certain individual values are connected with support for certain values of public administration (for example, people, to whom traditions are personally more important, express greater support for such value as political loyalty; people, to whom achievements are more important in life, express support for such values as efficiency and productivity; for those, whom mutually favourable relationship with peers is important in personal life, also people-oriented values in public administration are important). Thereby a situation is possible that certain values of public administration (or of particular institution) contradict with personal values of an individual (for example, an employee, for whom personal achievements are important, it will be easy to accept efficiency as value of an institution, but difficult to identify himself with such values of institution as equality or tolerance). Such potential conflicts of values must definitely be considered, when planning career in public administration of particular employees. However, it must be remembered that there might be also other reasons for low identification of employees with values of the institution, such as lowered job satisfaction or low trust in institutions of public administration due to the public stereotypes.

During the fast changing political and economic environment of the 21st century a necessity outlines for institutions of public administration to be able to react faster to changes within the society and world, as well as to compete within the labour market with the private sector on limited human resources. It means that those values that until now have been more emphasized and associated with the private sector – flexibility, innovations, initiative, efficiency, productivity – will start gaining greater importance at the operation of public administration. Although these values exist also in public administration; however, their relative importance is low in comparison to the private sector, as well as comparing with importance of many democratic and morally ethical values in public administration. One of the main future challenges that awaits public administration is to find balance between two in certain situations mutually contradictory sets of values and to integrate them in own performance. On the one hand, values of efficiency and productivity are gaining increasingly greater importance; however, on the other hand, traditional, central democratic, morally ethical and people-oriented values of public administration also retain their importance. Integration of both sets of values is needed for raising the competitiveness and agility of public administration, but at the same time not compromising its basic values.[18]

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15   Van Der Wal, Z., Huberts, L., Van den Heuvel, H., & Kolthoff, E. (2006). Central values of government and Business: Differences, similarities and conflicts. *Public Administration Quarterly, 30*(3/4), 314-364.

16   Witesman, E.V.A., & Walters, L. (2014). Public service values: A new approach to the study of motivation in the public sphere. *Public Administration, 92*(2), 375-405.

17   Schwartz, S.H., Cieciuch, J., Vecchione, M., Davidov, E., Fischer, R., Beierlein, C., Ramos, A., Verkasalo, M., Lönnqvist, J., Demirutku, K., Dirilen-Gumus, O., Konty, M. (2012). Refining the theory of basic individual values. *Journal of Personality and Social Psychology, 103*, 663-688.

18   OECD. (2009). *Government at a glance 2009.* Paris: OECD Publishing.

1.2. Image of public administration

The image of public administration in the literature most often is being analysed in two aspects. The first aspect – the overall image of public administration – usually being seen in context with general trust in public administration and its institutions in each particular country. Studies on trust in public administration demonstrate that, although trust in different institutions of public administration in public level might differ, in perception of individual members of society there can be observed an overall positive correlation between the level of trust in different institutions of public administration – often enough, if a person trusts in one institution, then trusts also in other, and vice versa.[19] The most essential factors that build the trust in institutions of public administration are satisfaction with quality of received public services, satisfaction with overall economic situation of the country, price level within the country, employment status of the individual, as well as satisfaction with overall functioning of democracy within the country.[20] Important role can also have satisfaction of people with experience of interaction with accessibility of public institutions, competence and responsiveness of their employees, quality of communication.[21] Trust in public administration significantly differs in various EU countries – the highest being in Nordic countries and Luxembourg, significantly lower – in former countries of socialism and Southern Europe. Overall level of trust in public administration in European Union has dropped due to the financial crisis – exception for this tendency being only Great Britain, Luxembourg and Germany, while this drop in comparison to average rate of EU has been small in the Netherlands, Finland and Sweden. The biggest drop during the last years and also the lowest trust in institutions of public administration can be observed in Greece, Cyprus and Romania.[22] These numbers, probably, reflect satisfaction of population with economic situation in respective countries and satisfaction with action of the government in overcoming the financial crisis. Since the level of trust in public administration is to great extent determined not only by individual, but also macro-economic factors, then the overall public image is difficult to be influenced only by the instruments for planning of personnel policy or for communication. However, with improving quality of public services, also satisfaction of the society with those will grow, and thereby – also trust in public administration will grow in long-term and the image of public administration in society will improve.

The second aspect of the public image of public administration is connected with perception and assessment of public administration as potential employer. Studies demonstrate that attraction of public sector as employer essentially predicts readiness to apply for a job at institution of public administration and readiness to recommend institution of public administration as possible employer to the other job-seekers.[23] Public administration as potential employer possesses several advantages in comparison to the private sector. Essential advantage is stability of work, especially under conditions of economic uncertainty. Labour legislation is generally more consistently followed at the institutions of public administration and public sector; employees' rights are protected to greater extent, as well as there are better job guarantees and social guarantees in the long-term.[24] In addition to conclusions of other studies, Latvian experts argue that public administration is an attractive employer and in case of Latvia, one of its advantages for the youth is that it is possible to

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19   Christensen, T., & Lægreid, P. (2005). Trust in Government: The Relative Importance of Service Satisfaction, Political Factors, and Demography. *Public Performance & Management Review, 28*(4), 487-511

20   Christensen, T., & Lægreid, P. (2005). Trust in Government: The Relative Importance of Service Satisfaction, Political Factors, and Demography. *Public Performance & Management Review, 28*(4), 487-511; Eurofound. (2013). *Third European Quality of Life Survey – Quality of society and public services.* Luxembourg: Publications Office of the European Union.

21   Carvalho, C., & Brito, C. (2012). Assessing Users' Perceptions on how to Improve Public Services Quality. *Public Management Review, 14*, 451-472.

22   Eurofound. (2013). Third European Quality of Life Survey – Quality of society and public services. Luxembourg: Publications Office of the European Union.

23   Ritz, A., & Waldner, C. (2011). Competing for Future Leaders: A Study of Attractiveness of Public Sector Organizations to Potential Job Applicants. *Review of Public Personnel Administration, 31*(3), 291-316.

24   Demmke, C. (2005). *Are civil servants different because they are civil servants?* Luxembourg: European Institute of Public Administration.

get a job in the lowest level of employees also without previous work experience. Equally important factor is that work in public administration for young people provides regular and sufficiently high remuneration. In the context of remuneration it must be emphasized that according to observations of the experts, large number of Latvian youth that work in public administration have come from the regions, where the total remuneration level is lower than in the capital.

Very essential and unique advantage of public administration as potential employer is the opportunity to participate in the process of public policy-making (by this meaning both planning and implementation of the policy). One of the most important drives for choosing job in public administration is public service motivation that is considered in more details in the next chapter. But one of the most stable and powerful elements of this motivation is interest in politics and policy-making. While motivation for working for the public benefit can be realized also by working at NGO or being engaged in charity, only institutions of public administration offer opportunity to directly involve into policy-making process that definitely must be used as one of the central elements within the strategy for improvement of the image of public administration as employer.

In case of Latvia and it also refers to other countries of Eastern Europe, characterized by high proportion of young employees in positions of intermediate and senior level managers, work in public administration opens up opportunities for career growth in relatively short period of time. When working in public administration, valuable experience is being gained that, if only employee wants it, opens up opportunities to build career within the scope of different public administration institutions. According to several experts, public administration often serves as initial platform for the growth of career, because employees, upon obtaining knowledge and experience, chose to continue working in the private sector or international level, most often due to remuneration: *"Public administration is a platform of mentors, where a person is being trained until such level that he finally can start doing normally his work,* [but] *then he (..) leaves for private sector with higher remuneration"*. The same experts stress that work in public administration provides an opportunity to operate in international level, collaborate with institutions of the European Union and other international organizations, and in future – to develop his own career in this level. In this context the issue on how to keep experienced, competent and professional people plays essential role. This problem has been identified also within other studies, as well as within survey of public administration employees implemented by the State Chancellery, which results demonstrate that existing career growth opportunities in public administration do not ensure keeping of the most capable employees in public administration.[25]

At the same time, it is often stated in the literature that the public image of public administration is not too positive. Although there can be differences between various countries in terms of significance of certain factors, in general it is possible to name several views within society, which hinder attractive image of public administration. Although during the last decade importance of the factors could be diminished, they still have to be taken into account[26]:

- There are too many employees at the institutions of public administration, they are too hierarchical and decision making procedures there are too slow and time consuming.
- Due to its strictly hierarchic construction, as well as due to the standardized and formalized working procedures, employees of public administration at the middle of their career have too few factors to motivate them to work.
- Classical structures of public administration are closed systems that stand above public daily needs. Any demands and needs of representatives of society for flexibility in provision of public services made by employees of public administration are being perceived as unnecessary bureaucratic burden.

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25 Valsts kanceleja (2014). Valsts pārvaldes darbinieku apmierinātība ar cilvēkresursu vadību un tās rezultātiem. Aptaujas rezultātu prezentācija.
26 Demmke, C. (2005). *Are civil servants different because they are civil servants?* Luxembourg: European Institute of Public Administration.

- Individual competences, talents and initiatives for activity of employees of public administration are not supported, because bureaucratic organization has to be impersonal, anonymous and oriented towards execution of rules.
- Organizations of public administration are strong and inflexible, not supporting mobility of employees neither within the scope of institution or outside the institution.
- Rational functioning is being paid more attention at the institutions of public administration than to implementation of institution's mission in society. Principles of hierarchy and working efficiency are valued higher than the principles of openness, transparency and democracy.

It can be seen that the negative perceptions on public administration can largely be divided into two groups. The first group reflects negative attitude towards overall public administration that is connected with low level of trust in public administration and its particular institutions. The second group of negative perceptions is connected with opinions on working environment and personnel management processes in public administration. Institutions of public administration often are perceived as overly bureaucratic organizations, where career is difficult to be made and it is difficult to influence processes by own initiative both at the organization itself and within society in its entirety. To such negative perceptions also stereotype can be added on public administration sector as working environment requiring less efforts from its employees than organizations of private sector. Although studies rebut such stereotypes as misleading[27], they can still be an obstacle for the choice of potential employees to join public administration. However, it should be noted that there exist objective, public administration characterising factors that may serve as basis for negative perceptions on working environment and personnel management processes within it[28]:

- Lack of coherence between personnel management policy and the overall strategy of public administration development. The role of human capital in achieving strategic goals is not always clearly marked in public administration development strategy, as well as quality and availability of human resources, when setting goals, is not always taken into account.
- Lack of systematic approach in planning costs of human resources within the scope of public administration. This problem has become especially topical in the context of austerity measures carried out during the last years. Reduction of funding in many places is being performed automatically, mechanically reducing budgets of institutions, but maintaining the amount of functions carried out by institutions, as well as amount of services to be rendered, what reduces quality of performance and motivation of employees. Insufficient setting of priorities in planning of personnel developments costs should be mentioned as one more aspect to this problem – it is often not clearly substantiated, in which public administration functions the needs of personnel development are the most acute, and exactly which ones of personnel development needs should be supported primarily. In a result of that, already limited means for personnel development are not used in optimal way.
- Insufficient capacity of the institutions of public administration in long-term planning of human resources. Human resources management skills, especially strategic management skills, are not sufficient both at institutions of public direct administration and the structures of personnel management of various organizations, as well as at all management levels in public administration. Governments need to invest bigger means for raising the competence of managers within the sphere of strategic personnel planning, as well as a closer coordination is necessary among various institutions of public administration both at development of personnel development policy and at experience exchange and mutual overtaking of good practice.
- Inflexible and centralized personnel management procedures. It would be desirable to have centralized personnel development strategy in public administration, but procedures of

27   Frank, S.A., & Lewis, G.B. (2004). Government Employees: Working Hard or Hardly Working? *The American Review of Public Administration, 34*(1), 36-51.
28   Demmke, C., & Moilanen, T. (2012). *The future of public employment in central public administration: Restructuring in times of government transformation and the impact on status development*. Maastricht: European Institute of Public Administration; Huerta Melchor, O. (2013). *The Government Workforce of the Future: Innovation in Strategic Workforce Planning in OECD Countries*. Paris: OECD Publishing.

personnel management for local introducing of this strategy at each institution should be maximum flexible and adaptable to the specific features of institution's operation, human resources needs and solutions for motivation of the employees. In reality the centralized strategy is often missing at all, however daily procedures are centralized, standardized and inflexible that makes difficult application of innovative and adjusted for the needs of each institution instruments in attraction and keeping of human resources.

- ■ Resistance to changes. Strategic development of human resources at institutions of public administration inevitably includes position rotation not only within the organization itself, but also among organizations, what often causes dissatisfaction and resistance of employees. Managers may perceive the learning of new personnel management skills and methods as additional workload without clearly seen added value. Organizational culture in many institutions of public administration is directed towards provision of maximum stability and performance of existing processes, and changes of any kind might be perceived as a factor endangering this stability. It is not taken into account that introduction of even positively valued within an abstract level and seemingly self-evident changes in personnel policy needs systematic and gradual management process of changes, the same as in case of any reforms within organization.

As this analysis demonstrates, then negative perceptions on working environment and personnel management processes in public administration are at least partly grounded in actual problems connected with personnel strategic planning. It means that improvement of the image of public administration as potential employer is not possible only by communicative means, but in long-term it might happen only via systematic development of personnel policy, adjusting to the overall strategy of public administration and requirements of labour market.

There are several possible solutions for improvement of the public image of the institutions of public administration marked out in the literature. The most direct way for improvement of the image is development of communication strategy or corresponding adjustment in order to inform society on the positive aspects of public administration as working environment.[29] Such communication strategy can be more effective, if it is directed towards improvement of the image of each separate organization, not the overall public administration. What concerns attraction of new employees, it is essential to directly address potential employees, for example, to go to universities and purposefully address graduates with necessary competences, similarly as it is being done by employers within private sector. It is also necessary to more actively and attractively carry out explanatory work on functions of various institutions of public administration and their contribution to society. Essential precondition for successful implementation of such strategy is analysis of public opinion – both in order to understand, which aspects of public image should be paid special attention in communication with society and also in order to periodically assess efficiency of this communication.[30] Upon creating the public image of public administration as employer, it is necessary to emphasize advantages that working in public administration provide to people with high public service motivation, clearly differentiating public administration from the private and NGO sector, signalling conformity between the individual values of this group of job seekers and those values, implementation of which is provided by public administration.[31]

Less direct way for improving the public image is the change of environment and culture at institutions of public administration that is possible to be implemented in several directions. Firstly, it is development and modernisation of personnel management systems, paying special attention to those spheres, where it is possible to most efficiently compete with employers within the private sector. Secondly, it is important to purposefully work at improvement of services provided by public

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29   Äijälä, K. (2002). *Public sector – An employer of choice? Report on the Competitive Public Employer Project.* Paris: OECD Public Management Service.
30   Ibid.
31   Ritz, A., & Waldner, C. (2011). Competing for Future Leaders: A Study of Attractiveness of Public Sector Organizations to Potential Job Applicants. *Review of Public Personnel Administration, 31*(3), 291-316.

sector that should further public satisfaction with these service that accordingly will increase trust in public administration. Thirdly, maintaining of high ethical standards in public administration is very important.[32] Important mechanism in short-term for forming the image of public administration as attractive employer is emphasizing those aspects of work that are important for younger job seekers – stability and safety, opportunities to combine work with personal life and studies. The last aspect must be especially marked out, considering that combining the work with studies are a topical issue for many economically active youth.[33] Thereby offering of various flexible employment forms (part-time work, flexible working hours, teleworking options) may serve as an important factor for improving the image of employer and differentiating from private sector. Table below summarizes the main risks and advantages of forming and maintaining a positive image of public administration as potential employer within society.

Table 1.1. Advantages and risks of forming and maintaining a positive image of public administration as potential employer within society

Description of risks/ advantages	Consequences of the image of public administration	Actions to be taken
Low trust in public administration	Negative attitude towards overall public administration (-)	Improvement of the quality of services in long-term
Uncoordinated development strategies	Overwork of employees leads to the drop of motivation and quality of services (-)	Coordinated development of the functions and human resources development policy in public administration, systematically determining priorities and according funding for them
Non-systematic distribution of means for development of human resources		
Limited capacity of human resources management	Positive intentions for improving of the working environment are not being implemented (-)	Trainings of managers and personnel specialists in all levels; explanatory work
Inflexible procedures	Difficulties to adapt the offer of particular institution to corresponding segment of labour market (-)	Defining of centralized strategy in combination with high freedom in practical introduction of this strategy at particular institutions
Resistance to changes in public administration	Positive intentions for improvement of working environment are not being implemented (-)	Education of all level managers in change management; systematic process of change management

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32   Äijälä, K. (2002). *Public sector – An employer of choice? Report on the Competitive Public Employer Project.* Paris: OECD Public Management Service.

33   Goldmanis, M., & Mieriņa, I. (2009). Jauniešu nodarbinātība: iekļaušanās darba tirgū un darba karjera. In: M. Kūle & A. Vilks (Eds.), *Latvijas jaunatnes portrets: integrācija sabiedrībā un marginalizācijas riski.* (pp. 71-128). Rīga: LU Akadēmiskais apgāds.

Lack of opportunities for career and growth	Public administration is not being perceived as long-term employer among the youth **(-)**	Development of career and training opportunities; more active popularization of existing opportunities
		Development of horizontal mobility and rotation opportunities
Stability of work and long-term security	Potential external motivators for job seekers **(+)**	To stress advantages of public administration in comparison with the private sector; to maximize availability of flexible employment forms
Protection of employees' rights		
Opportunities to participate at the policy-making	Potential internal motivators for job seekers with high public service motivation **(+)**	To stress the uniqueness of public administration in comparison with the private sector; by using public values as a central element of employer's brand
Opportunities to work for the public benefit		

1.3. Options for attraction, maintenance and keeping of knowledge and competences necessary for public administration

Within the scope of this study, competences mean the totality of individual qualities and models of action of the employee that allow him to efficiently carry out the duties of particular position. Although many developed countries use competence approach for the planning, assessing and developing of the personnel in public administration and there are competence models and manuals created for the positions in public administration[34], systematic results of evaluation of public administration competences are difficult to be found within the public space. Study on the current existing and missing competences can be made basing on analysis of the expert opinions, analysis on performance quality of the functions currently to be carried out by public administration, as well as results of more detailed labour market studies that can be related also to public administration. For example, research made in OECD countries that was published in 2013 on development of the level of adult skills[35] allows comparing skills that form basis of many competences of public administration, in various economic sectors, also among those working in public services (that involves not only institutions of public administration, but also provider institutions of other public services). Using application frequency of skills at daily work as criteria for evaluation, the results of this study separately examine information processing skills and generic skills. Regarding information processing skills it has been stated by the study that:

- Those working in public services have comparatively highly (above average) developed such information processing skills as reading and writing that includes, for example, reading, understanding and drafting of various documents.

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34 Op de Beeck, S., & Hondeghem, A. (2010). *Managing Competencies in Government: State of the Art Practices and Issues at Stake for the Future.* Paris: OECD Public Employment and Management Working Party.
35 OECD. (2013). *OECD Skills Outlook 2013: First Results from the Survey of Adult Skills.* Paris: OECD Publishing.

- General problem solving skills in public sector are being used averagely often (that reflects ability to cope with non-standard situations that require at least 30 minutes for finding solution).
- However, numerical and mathematical skills are comparatively lower developed (for example, calculation of prices, costs, budgets, comprehension and application of statistics, making of mathematical tables and graphs) and application skills of information and communication technologies are just slightly under the average (skills in using e-mail, Internet, video conferences, various other computer programmes, as well as programming skills).

Comparison of countries demonstrates that reading skill, out of other information processing skills, is being most often used at work of public administration in Austria, Denmark and Finland, information and communication technologies are used most in Estonia, Great Britain and Netherlands, while general problem solution skills – in Great Britain, Italy and Spain.[36]

Regarding communication and cooperation skills it has been stated by the study that:
- Influencing skills (that includes persuasion, providing directions and advices, training, public presentation, negotiating), communication and cooperation skills, as well as self-organizing (planning the own time) skills are comparatively highly developed.
- Learning skills (learning from managers and colleagues, learning through doing, following the latest tendencies within the own specialization sphere) are averagely developed.
- Independent work and priority setting skills (sequences of tasks, choice of approach and working speed, choice of working hours) are comparatively lower developed (but close to the average).

Communication and cooperation skills at work in public administration are more used in Denmark, Ireland and Great Britain, learning skills – in France, Norway and Spain, however independent work and priority setting skills – in Austria, Denmark and Finland.[37]

Experience of OECD countries demonstrates that administrative competences, as well as simple technical and management competences that allow performing of daily work according to instructions and directions are comparatively well developed. The attraction and development of specific technical competences and highly developed management competences required at labour market is endangered by non-systematic planning of finances that not always allow switching limited financial means for the needs of personnel in the spheres, where these competences are needed the most from the state development point of view. But the lack of strategic planning skills within various management levels both in general management and also personnel management sphere, as well as insufficient development of such competences that are necessary for adoption, flexibility and initiative of independent decisions, reacting to the changes in the internal and external environment of the organization, can be mentioned as the most essential restriction. Other sources indicate that the most important problem in developed countries is the lack of specific technical competences at the organizations of public administration. Similarly as in economy as a whole, these are IT specialists, experts of various engineering spheres and other employees with specific technical competences that are missing the most. Also high level finance experts and employees with highly developed management competences are missing.[38] Research carried out in Latvia especially marks out necessity to improve management competences within the sphere of planning and development of human resources in order for the role of the management and direct manager of the institution is not limited only with administration and formal performance of the procedures of personnel management, but also reflects actual understanding of necessities

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36 EUPAN. (2014). *Mapping and Managing Competencies in European Public Administrations. Three Italian Initiatives.* Rome, Italy: Department for Public Administration of the Italian Presidency of the Council of Ministers.
37 Ibid.
38 Äijälä, K. (2002). *Public sector - An employer of choice? Report on the Competitive Public Employer Project.* Paris: OECD Public Management Service.

for development and career of employees and motivation.[39] Those competences are required, what can be applied to the work at different spheres (for example, project management skills, skills and knowledge necessary for absorption of structural funds, etc.).[40]

Development tendencies in overall economy, as well as specifically within the scope of public administration, make to think that the very same competences are going to become even more topical in future. The most important factors determining demand for competences in the labour market will be the still increasing sphere of information and communication technologies both on daily basis and also in public administration, increasing demand for highly educated and qualified employees, as well as increasing demand for interpersonal influence and communication and analytical competences (and decrease in demand for all kinds of competences that are necessary for routine work).[41] Irrespective of the sphere of economy, human resources will be increasingly more perceived not only as workforce, but as means for provision of competitive advantage which means that those competences that are connected with strategic thinking, innovation, creativity and economic process and business sense will gain increasingly greater significance.[42] Experts interviewed within the study consider that currently employees of public administration have mainly knowledge on the industry that the particular public institution is responsible for. That prevents both from more efficiently involving into dealing with cross-sectoral issues and implementing horizontal mobility of employees, thereby in future such employees, who have understanding on several sectors, acquired by way of formal or informal education, will be higher appreciated.

Considering limited opportunities of the institutions of public administration to compete within the labour market with various forms of the offered material remuneration, one of the possible solutions is to focus attention and resources for attraction of such employees, who have distinct motivation for work in public service. This motive itself does not mean that a person will choose work in public administration (because tendency to act in the interests of society can be satisfied both at NGOs and also private organizations), still the expressiveness of such motive increases the interest of particular person in work in public sector. It is possible to distinguish several components for the public service motivation – interest in policy-making (that involves both policy planning and implementation), social conscientiousness and willingness to act for the public benefit, compassion, readiness to sacrifice personal interests in the name of higher objective, patriotism, orientation towards customer, as well as support for democratic values within society.[43] Experts interviewed within the study indicate that work content in public administration, especially in positions of higher qualification, is interesting, because it comprises not only operation of one narrow sector or subsector, but significantly larger scope. Besides, necessity for the specialist, who comes from some specific sector, to take into account within his work also on-going processes of other sectors, poses also new challenges: *"(..) work in public administration is very complicated. Much more complicated than in any other private structure. Work in public administration is multi-layered, extensively comprehensive. There is not planning of only one policy, but the planning of national policy. National policy planning also of ministry of any other sector is based on the planning of all national sector."* Thereby highly qualified people may be motivated by opportunity to do work with very high level of responsibility, competing with the private sector in this respect. It is often that exactly this argument may play the most important role in attraction of specialists from the private sector for work in public sector.

39   Baltiņa, I. (2012). *Valsts pārvaldes darbinieku apmierinātība ar cilvēkresursu vadības politiku un tās rezultātiem*. Rīgas Tehniskā Universitāte; Baltina, I., & Senfelde, M. (2014). Latvijas valsts pārvaldes cilvēkresursu vadības politikas novērtējums un pilnveidošanas iespējas. *Riga Technical University 53rd International Scientific Conference: SCEE'2012 "Scientific Conference on Economics and Entrepreneurship": Proceedings*, 21-28.

40   FACTUM. (2007). *ES struktūrfondu ieviešanā iesaistīto institūciju darbinieku konkurētspēja darba tirgū*. Available: http://www.esfondi.lv/upload/01-strukturfondi/petijumi/1_2_3_zinojums_apvienots_280408.pdf; Jałocha, B., Krane, H. P., Ekambaram, A., & Prawelska-Skrzypek, G. (2014). Key Competences of Public Sector Project Managers. *Procedia - Social and Behavioral Sciences, 119*(0), 247-256.

41   OECD. (2013). *OECD Skills Outlook 2013: First Results from the Survey of Adult Skills*. Paris: OECD Publishing.

42   OECD. (2011). *Public Servants as Partners for Growth: Toward a Stronger, Leaner and More Equitable Workforce*. Paris: OECD Publishing.

43   Vandenabeele, W. (2008). Government calling: Public service motivation as an element in selecting government as an employer of choice. *Public Administration, 86*(4), 1089-1105.

According to assessment of the experts, one more important group of motives is opportunity to work in international level that allows monitoring and administering not only national level processes, but even further – EU level processes. This motivational tool is illustrated by the recent recruitment of new employees in connection with Latvian presidency in the European Union: *"By the EU Council presidency we have attracted many young people. Not only young for their age, but fresh blood. (..)* [We attracted] *by content of work. You decide or influence to certain extent European agenda, take part in that process."*

Looking from the selection point of view, the listing of these qualities indicates those factors that need to be paid attention to in context of seeking employees and that not only should be taken into account, when making respective competence models and requirements for the applicants, but also upon advertising job opportunities at the institutions of public administration and other organizations of public sector.

Studies show that compassion towards others and general readiness to work for the public benefit is more connected with willingness to work in such spheres as agriculture and environment protection, culture, education and foreign matters, but less connected with attractiveness of finance, economy and political supervision spheres in the eyes of potential employees. But the interest in politics and policy-making is to equally great extent connected with the readiness to work at all spheres of public administration.[44] Highly qualified specialists and middle-level managers are more motivated by care about equality, provision of public administration, compliance with the principles of ethics, and wellbeing of the next generations. Comparatively stronger motives of lower level specialists for working in public administration are compassion towards other members of the society and readiness to selflessly work for the benefit of others that, in its turn, motivate senior managers to the least extent. Compassion is characteristic motive also for the middle-level managers. Differences among various groups of employees do not appear regarding the interest in politics and policy-making.[45]

Studies show that public service motivation is connected with higher identification with own profession and loyalty towards own working place, ethical behaviour at work, better relations with colleagues, as well as with higher job satisfaction, and often also with higher quality of work performance.[46]

Essential factor that should be taken into account at attraction of employees is guarantees of stability that are associated with work in public sector. Although remuneration in many cases is lower than the one offered at the private sector, it can be compensated by stability of the remuneration in long-term, as well as lower probability to lose work due to various conditions. It results in fact that people with comparatively lower risk tolerance are more interested in work at institutions of public administration – with tendency to prefer possibly more predictable, stable environment and situations.[47] Similarly to public service motivation, risk tolerance may be independent of other competences necessary for work. It is one of the personality traits that may increase the possibility that a particular job seeker will prefer working in public administration. Logical consequences of such tendency are "self-selection" of those working in public sector – higher percentage of those employees, who will be tended to avoid risk at their daily decisions and action, can be expected within this sector. It can have positive consequences for public administration, for example, better predictable execution of work, more serious and responsible attitude towards spending of public resources, following procedures, lesser threats to the public image of organization. The downside of the culture of organization with overly domination of risk avoidance can be resistance to change that

44   Vandenabeele, W. (2008). Government calling: Public service motivation as an element in selecting government as an employer of choice. *Public Administration, 86*(4), 1089-1105.
45   Desmarais, C., & Gamassou, C. E. (2014). All motivated by public service? The links between hierarchical position and public service motivation. *International Review of Administrative Sciences, 80*(1), 131-150.
46   Battaglio, R.P., Jr. (2014). *Public Human Resource Management: Strategies and Practices in the 21st Century*. Los Angeles, CA: Sage.
47   Dong, H.-K.D. (2014). Individual Risk Preference and Sector Choice: Are Risk-Averse Individuals More Likely to Choose Careers in the Public Sector? *Administration & Society*.

might partially explain those difficulties that are encountered during the process of reforms in public sector. In the context of selection of employees, on one hand, low risk toleration is a quality that may help to attract particular employee to the work in public sector, with other necessary competences, by using the offered safety and stability as motivator. On the other hand, it should be recognized that this quality might hinder innovation, reforms, adoption of independent decisions in conditions of limited information in situations, where risk toleration is necessary.

Research carried out in Germany shows that irrespective of public service motivation and other individual traits, the greater interest on work in public administration is demonstrated by the students of law, humanities, social and behavioural science, while the lowest interest is shown by natural sciences and medicine students, as well as representatives of technical sciences. Women traditionally have higher interest in work in public administration than men.[48] These tendencies should be taken into account, when carrying out direct addressing of potential employees at educational institutions and upon planning communication campaigns for popularisation of public administration as potential employer at specific segments of labour market.

In order to successfully compete with the private sector in attraction of the competences necessary for work and keeping the qualified employees, it is advisable to follow such recommendations[49]:

- To avoid passive recruitment tactics and to actively address those groups of employees which possess competences necessary for work or potential to develop them.
- Use more actively the internal selection, seeking candidates among qualified existing employees. Employees may be offered both vertical career opportunities and rotation within institution or public administration.
- To use wide spectrum of techniques for seeking and attraction of employees – electronic recruitment and selection options, assistance of recruitment companies and CV data bases, direct collaboration with universities, etc.
- To actively form and maintain positive image of organization, as well as to purposefully communicate it to the audience of potential employees.
- To seek and develop innovative selection techniques that allow assessing of such competences as independent solution of the problems, learning, communication abilities, ability to adapt and flexibility, as well as creativity.
- To differentiate between knowledge, skills and acquirements that the candidate needs at the moment of selection and those competences that are possible to develop during working process. To focus selection requirements on the necessary basic competences and to develop specific skills necessary for work in the process of work.
- To critically evaluate existing retention programmes and techniques, to systematically analyse motives of employees for leaving.
- To involve employees of all levels at the development of the motivation and retention programmes and techniques.
- To develop opportunities for rotation of employees and change of job content that would allow changing the contents of work and roles of individual employees both within the institution and overall public administration.
- To develop and offer elderly employees flexible workload options and more gradual options of leaving organization in order to prolong their employment in public administration and to promote gradual transfer of knowledge to the new employees.
- To regularly analyse and renew competence models necessary for work in accordance with development tendencies for public administration functions and situation in the labour market.

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48 Ernst & Young. (2014). *EY Studentenstudie 2014: In welche Branchen zieht es deutsche Studenten?* Hamburg: Ernst & Young GmbH; Vandenabeele, W. (2008). Government calling: Public service motivation as an element in selecting government as an employer of choice. *Public Administration, 86*(4), 1089-1105.

49 Brock, M.E., & Buckley, M.R. (2013). Human Resource Functioning in an Information Society: Practical Suggestions and Future Implications. *Public Personnel Management, 42*(2), 272-280.

When discussing on the programmes for keeping employees, experts interviewed within the study emphasize that in future public administration should pay important attention to rotation within public administration (offering horizontal mobility opportunities), as well as to the private sector. When talking about the desired objectives and results of rotation, experts admit that horizontal mobility of employees and rotation are welcome, because they allow gaining more experience, different content of work and more understanding on operation style of other institutions – *"they are much more enhanced options for a person and, if it is in a planned manner and built in the system, then a person does not have to rely only to his own individual motivation and the level of energy in order to organize something like that for himself."* Rotation of employees simultaneously allows providing development opportunities for those specialists, who are not interested in undertaking *"duties and responsibility of manager"*. Experts refer also to the big (and international) practice of private companies, where *"employees are being rotated in order for them to gain experience of the various spheres and countries"*. Upon implementing such policy in long-term, public administration would not only increase opportunities to keep qualified employees, but would also help promoting mutual cooperation of public institutions.

When speaking about Latvian situation, experts admit that, although preferable, single, systemic, strategically planned and managed transfer of the officials of civil service to another position (rotation) does not exist at the moment. Although formally options for internal rotation of the officials (transfer to another position in public interests) are determined by the article 37 of State Civil Service Law[50], experts interviewed within the study consider that there are several problems existing in the implementation practice of the law due to what negative image has established for this process. The employed at Latvian public administration most often implement their horizontal mobility by themselves, responding to vacancies advertised by another institutions: *"It* [rotation] *would have great pluses, if that happened. It does not happen at the moment, because civil service does not operate as single service. People have work relations with their particular institution, and they are not in a service as such. If there was this rotation option that would be easily understandable as part of the development of career in public administration, public administration would only benefit from that. Currently it is really not like that, but it does not mean that it does not happen. People do move around a little, but each person individually looks for his own case. They apply for another job that has been announced, or talk and watch, where the vacancies are, and offer themselves, but it does not happen in a planned manner. It is not .. [managed] process. It is individually."*

Still experts consider that single management of human resources of public administration must be developed by its gradual implementation. Experts see integrating of various administrative (including, accountancy and IT) systems in common system within the scope of ministries and their subordinated institutions as one of the first steps in establishment of a single system.

1.4. Future labour market and its impact on public administration

Development of labour market within foreseeable future will be continuously affected by transition from industrial society to information society that will manifest in several tendencies. One of the most essential tendencies is increasingly greater availability of information and communication technologies (ICT), which means that they will be increasingly used for work in all of the economic fields, including public administration. The role of ICT is even more essential from public administration point of view in offer and application of different kinds of services. At least minimum skills in application of ICT become precondition for convenient and proper accessibility of public and social services and implementation of obligations and rights of citizens. Increasingly more institutions of public administration offer their services (for example, completion and submission

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50   Available: http://likumi.lv/doc.php?id=10944 (22.01.2015.)

of tax declarations, applying for healthcare and social services, access to different registers, etc.) in Internet (e-governance), and this tendency will continue. For example, in 2010 40% residents and 80% companies in OECD countries used Internet for interaction with public administration, and this tendency has been showing a stable increase since 2005.[51]

The second important tendency of the labour market is increase of employment at the sector of services and increase of general demand for highly qualified workforce. During the last 30 years the share of service sector within the overall employment has gradually increased, but especially fast increase has been within the spheres of finance, real estate and business services. However, the share of manufacturing sector at overall numbers of employment has reduced on stable basis. In parallel to this tendency, during the last 20 years there can be seen a stable increase in demand for highly qualified employees, while demand for intermediate and low qualification employees has had a tendency to reduce. Since 70ties and 80ties of the previous century development of information and communication technologies has reduced demand for competences necessary for performance of routine duties – both within the sphere of physical work and also for competences in performance of simple cognitive tasks. However, demand for competences that allow performance of non-standard analytical tasks and interpersonal tasks of interaction has increased and remained in stable level for the last 10 years.[52]

The third essential tendency in the labour market development is globalisation and processes related with that. Firstly, upon increasing options for free movement of the workforce, risks increase for qualified workforce to go abroad; simultaneously an option emerges also to compete on international level on attraction of workforce from other countries. Secondly, as a result of globalisation processes, tendency to move the execution of low qualification functions to the countries and regions with low salaries and other costs (*offshoring*) increases. This tendency that previously could be observed basically within the manufacturing sector, now increasingly more emerges also within the sector of services.[53] Although this tendency directly does not greatly influence the availability of highly qualified employees at the market, it still puts public administration sector (for which the opportunities of such optimization of workforce costs are limited both due to regulatory and ethical considerations) in position of competitive disadvantage in comparison with the private sector.

The fourth essential tendency that in a certain sense is consequence of the interaction of the previously described factors is increasingly bigger role of organizational changes in functioning of all economy sectors.[54] Increase of both development of technologies and also pace of globalisation means that "jumps" and "shocks" of various kinds within the development process of economy, society and politics are spreading geographically very fast and can be felt in all sectors of economy. Emerging of new technologies and pushing out the old technologies, financial crisis, and unpredictable geopolitical events may force to quickly change the strategy of operation of institution or company, as well as priorities of funding and development. Thereby increasingly bigger role in all management levels will be assigned to the existence of such competences that allow to prognosticate as efficiently as possible the potential spheres of problems in future development, and also – what is even more important – flexibly and operatively react to changes of various kind in internal and external environment of the organization.

Transition to information society means that requirements for basic competences of employees change. Content of work becomes increasingly complicated and ability of employees to learn, to continuously and independently improve their performance at work, to prognosticate future development scenarios, to efficiently communicate necessities, problems and objectives, to be

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51   OECD. (2013a). *OECD Skills Outlook 2013: First Results from the Survey of Adult Skills*. Paris: OECD Publishing.
52   Ibid.
53   Ibid.
54   Ibid.

adaptive, flexible, to adapt to the situation play an even greater role within daily work.[55] Increasingly greater role in public administration will be played by competences that allow decentralizing and making more efficient decision making process at all levels and efficiently react to changes within society and international environment. These competences derive from necessity to adjust to the requirements of information society that include necessity to orientate in a large amount of information, to distinguish the essential from the less essential and to know, where to find specific information, to quickly and efficiently determine (and to change if necessary) personal and organizational priorities, to learn fast and to obtain new processes and technologies, as well as to collaborate (including with representatives of other cultures). Future topical competences can be divided in the following groups[56]:

- **Strategic thinking.** This competence group is characterised by competences related to orientation towards future, ability to see overall picture, to create and act in accordance with the vision. Such competences as ability to predict problems, ability to timely and purposefully (pre-emptively) take decisions, ability to formulate and communicate the future vision of particular process to other employees, risk management skills, ability to notice new niches for enlargement of activities of organization (competence that at commercial organizations would be formulated as ability to notice and forecast new business opportunities) are included here.

- **Collaboration.** This competence group includes collaboration-oriented competences and competences oriented towards developing of relationship, for example, developing of relationships (both within the organization and also among organizations both within the state and internationally), involving other employees in solving the problems, human resources management skills, including orientation towards development of the subordinated employees, intercultural sensitivity, honesty and ability of ethical reasoning, emotional intelligence and interpersonal communication skills, loyalty, orientation towards customer.

- **Creativity.** This competence group is characterized by competences connected with creativity and innovation. It includes such competences as creativity and creative approach in solving of the problems, imagination, readiness to experiment and try out new ideas, openness and readiness to support and promote innovation.

- **Flexibility.** This competence group includes competences that provide ability to quickly react to the situation change within the internal and external environment of the organization. These are, for example, change management skills, flexibility and decision taking speed, ability to analyse efficiency of the introduced solutions and to intervene in case of a negative feedback.

In addition to the mentioned competences, orientation towards personal development, readiness to undertake responsibility, self-efficiency will be important. Managers will need transformational leadership skills that include stimulation of development of the subordinated employees, promotion of intrinsic working motivation of employees, care about ethical and psychological climate among employees, paying personal attention to each subordinate, and demonstration of positive personal example to the employees.

As mentioned before, decrease in demand for competences necessary for performance of routine obligations is connected with automation of many work duties, upon development of respective technologies.[57] Experts interviewed within the study note that together with the increasing computerization and development of data bases, the importance of data security, protection and control will increase, and employees, who provide data quality control, will have very great

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55   Brock, M.E., & Buckley, M.R. (2013). Human Resource Functioning in an Information Society: Practical Suggestions and Future Implications. *Public Personnel Management, 42*(2), 272-280; Demmke, C. (2010). *Civil Services in the EU of 27 – Reform Outcomes and the Future of the Civil Service*. Maastricht: European Institute of Public Administration.

56   Op de Beeck, S., & Hondeghem, A. (2010). *Managing Competencies in Government: State of the Art Practices and Issues at Stake for the Future.* Paris: OECD Public Employment and Management Working Party.

57   OECD. (2013a). *OECD Skills Outlook 2013: First Results from the Survey of Adult Skills*. Paris: OECD Publishing.

importance in order for analysts, planners and decision makers did not take erroneous strategic decisions. Experts emphasize that the offered automation process of the functions (introduction of e-governance) should not be overestimated, because in any case direct work of people will be necessary. It means that automation will not allow reducing the overall human resource than increasing work efficiency and speed.

One more factor that may affect demand for the employed in public administration is the role of outsourced services within mutual interaction between public administration and private sector. Institutions of public administration use outsourced services in order to attract external competences for carrying out certain functions, as well as to make more effective provision of social services to residents. Public administration can use outsourced services in two ways. The first is public procurement for the services of private sector, for example, using of private companies for provision of support functions (for example, IT solutions, maintenance of data bases, accounting services, transport, etc.) in public administration. The second kind is transferring of services rendered by public administration as such to the companies of non-governmental sector that provide them directly to the residents, receiving remuneration for that from the state (for example, healthcare services, social work, etc.). Such transfer of public functions to the non-governmental sector may take place either by buying outsourced services or by various projects of public – private partnership. During the last decade the proportion of public outsourced services within economies of developed countries has had a slight tendency to increase. Summing up outsourced services of both kinds, higher proportion of its GDP for outsourcing is spent by the governments of Netherlands, Finland, Great Britain, and Sweden. Purchasing services of private sector for supportive functions is more popular in Nordic countries; while relatively greater means are spent for paying the private sector for provision of public services to residents in such countries as Belgium and Germany.[58] Both one and the other kind of purchasing of outsourced services potentially reduces necessity for public sector to compete with private sector on the competences necessary for performance of specific functions at the labour market in future. Opportunities to use outsourced services are included in strategic plans of public administration human resources development of such countries as France, Estonia, Ireland, Great Britain, Netherlands, Germany, and Sweden.[59] Using of outsourced services might be hindered both by stereotypes of the society, on what functions should be carried out by public administration, and also unwillingness of the employees of public administration themselves to give up execution of certain functions or scepticism on efficiency of outsourced services as solution.[60] In order for using of outsourced services to be efficient, a number of preconditions are necessary – policy and strategy for using of outsourced services defined at national level, clarity for the mutual expectations of all involved parties (public administration, partners of non-governmental sector, users of services), precisely elaborated regulative basis, techniques for evaluation of the efficiency of outsourced services, as well as mechanisms of economic influence on the part of public administration.[61] It must also be noted that probability of using the outsourced services depends not only on the legal complexity of this process and the costs of transaction, but also on dominating ideology in public administration within a particular period of time – right-wing governments are more tended to use outsourced services than left-wing governments.[62] It causes additional difficulties in forecasting the role of this factor in the future labour market.

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58   OECD. (2011a). *Government at a Glance 2011*. Paris: OECD Publishing.
59   Huerta Melchor, O. (2013). *The Government Workforce of the Future: Innovation in Strategic Workforce Planning in OECD Countries*. Paris: OECD Publishing.
60   Kakabadse, A., & Kakabadse, N. (2001). Outsourcing in the public services: a comparative analysis of practice, capability and impact. *Public Administration and Development, 21*(5), 401-413; OECD. (2005). Public Sector Modernisation: The Way Forward (Policy Brief). *OECD Observer, November 2005*.
61   Kadaï, A., Sall, F.L., Andriantsara, G., & Perrot, J. (2006). The benefits of setting the ground rules and regulating contracting practices. *Bulletin of the World Health Organization, 84*(11), 897-902.
62   Elinder, M., & Jordahl, H. (2013). Political preferences and public sector outsourcing. *European Journal of Political Economy, 30*, 43-57.

1.5. Impact of processes of ageing population on public administration

Demographic changes in society play one of the most important roles in the planning of future development of public administration. Population of developed countries, including EU, is ageing. With increasing life expectancy, quality of life in the old age, as well as upon falling birth rate, during the forthcoming decades the structure of economically active residents will dramatically change and that will foster both competition regarding new employees and also longer employment of elder employees. This tendency at the sector of public administration is even more express than at the private sector. Tendency that the proportion of those working in public sector aged over 50 increases can be observed in practically all economically developed countries (see statistics in Chapter 2.1.). The proportion of elderly employees (over 50) in public administration with minor exceptions is essentially higher than in the private sector.[63] It must be noted that situation is made even more complicated in many developed countries by the fact that employees use the opportunities to retire before reaching the generally set retirement age that causes both problems with planning of personnel and also causes additional burden for the retirement systems of those countries.[64] In many cases such early retirement options have been elaborated in the legislation at the time, when ageing of society was not an express problem yet, and nowadays these have become a luxury that government can afford to increasingly less extent. Demographic and economic situation during the last years has made a number of European countries (for example, Italy, Poland, Portugal) to carry out reforms of the retirement system, by limiting early retirement options.[65]

The increase of proportion of elderly employees within the sector of public administration is not to be explained only by general ageing of society in economically developed countries. Already since the 70ties tendencies of public administration policy development in the democratic world (more strict following of prohibitive provisions on gender and age discrimination, educational requirements, limited career options, more advantageous provisions on retirement and higher social guarantees in comparison with the private sector) have furthered systematic increase of the average age among employees of public administration in faster pace than in the private sector.[66] Many of these factors can be observed identically also in post-communist countries. It means that the general ageing tendency of workforce and productivity risks connected with that are systematically more express and acute within the sector of public administration than overall society. Although this tendency may decrease in long-term (for example, upon increasing social guarantees and decreasing discrimination options in the private sector in comparison with public sector), at the moment it has to be accepted as to great extent unavoidable fact, accordingly planning policy of public administration in future.

Changes to the working environment of public administration and personnel management policy have to be planned in two directions – maximising productivity of elderly employees and making the sector of public administration utmost attractive for the new employees. Ageing of employees carries along inevitable changes which are neither clearly negative, nor clearly irreversible. There are following main advantages of elderly employees distinguished in the literature[67]:

- Experience, knowledge and high level of expertise within the own sphere of specialisation;
- Accuracy and scrupulosity in execution of duties at work;
- Knowledge of processes, operations, terminology within the own sphere of specialisation;

63   OECD. (2011). *Government at a Glance 2011*. Paris: OECD Publishing; Pilichowski, E., Arnould, E., & Turkisch, E. d. (2007). Ageing and the Public Sector: Challenges for Financial and Human Resources. *OECD Journal on Budgeting, 7*(4), 1-40.
64   Bossaert, D., Demmke, C., & Moilanen, T. (2012). *The impact of demographic change and its challenges for the workforce in the European public sectors: Three priority areas to invest in future HRM*. Maastricht: European Institute of Public Administration.
65   OECD. (2013). *Pensions at a Glance 2013: OECD and G20 Indicators*. Paris: OECD Publishing.
66   Colley, L. (2013). Understanding Ageing Public Sector Workforces: Demographic challenge or a consequence of public employment policy design? *Public Management Review, 16*(7), 1030-1052.
67   Ilmarinen, J. (2005). *Towards a longer worklife! Ageing and the quality of worklife in the European Union*. Helsinki: Finnish Institute of Occupational Health; Twenge, J. (2010). A Review of the Empirical Evidence on Generational Differences in Work Attitudes. *Journal of Business and Psychology, 25*(2), 201-210.

- High social competences;
- Ability to critically assess information, separating significant from the insignificant and connecting with existing base of knowledge;
- Commitment to the organization and comparatively higher job satisfaction.

The following factors are mentioned as main disadvantages of elderly employees[68]:
- Slowdown of cognitive processes – deterioration of memorizing and working memory, increase of reaction times, deceleration of learning;
- Impaired hearing;
- Worsening of physical competences;
- Deterioration of logical and mathematical skills.

As it can be seen from the above listing, potential gains from employment of elderly employees compensate potential risks basically connected with decline in cognitive and physical strengths due to ageing of the body.

There can be distinguished three main elements for the personnel management policy that is directed towards reduction of the impact of ageing effects of society: corrective, preventive and proactive dimension.[69] Corrective dimension of personnel policy is directed towards development of missing competences, by offering elderly employees to improve existing, as well as to acquire new skills and acquirements necessary for either continuing work at the current position or carrying out duties of other position due to the change of career or rotation. Possible activities within the scope of this dimension are regular assessment of competences and quality of performance of work in order to identify and prognosticate learning needs, providing options for internal and external trainings, career consulting. Trainings can take place in various forms – additionally to the traditional audience learning increasingly high popularity is gained by various forms of e-learning, simulations, individual consulting (couching, mentoring), exchange of experience between employees. Training of such kind, provided by workplace, is part of lifelong learning process. At the moment proportion of elderly employees at various learning programmes is significantly lower than proportion of younger employees – participation frequency at various programmes of continuing education drops already after the age of 45, even more essential drop can be observed after the age of 55. True, this tendency does not characterise various self-education and informal learning activities, where the drop appears only after the age of 65. The fact that many employees reduce participation at training programmes well before retirement age is an important factor for decrease in productivity, loss of skills necessary for work or insufficient development, as well as premature leaving of labour market.[70] In order to motivate younger employees to participate at trainings provided by workplace, traditional audience learning that is based on one-directional transfer of the knowledge from the teacher to the audience should be avoided to the extent possible, but instead the focus should be targeted at interactive learning format that relates the covered competences with particular situations and examples from working environment and make employees to actively join in the learning process, by solving the problems in a practical manner. Trainings of such kind can be, for example, sample situations, role-plays and simulations of various kinds. The same way, when working with elderly employees, speed of the training must be individually adapted for the learning speed of employees. The spheres, where according to the results of studies special attention should be paid to the increase of competence of elderly employees, are computer skills, information management and processing skills, language skills, learning skills, understanding and acceptance of changes, teamwork skills, as well as international collaboration skills.[71]

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68 Ilmarinen, J. (2005). *Towards a longer worklife! Ageing and the quality of worklife in the European Union*. Helsinki: Finnish Institute of Occupational Health.
69 Bossaert, D., Demmke, C., & Moilanen, T. (2012). *The impact of demographic change and its challenges for the workforce in the European `public sectors: Three priority areas to invest in future HRM*. Maastricht: European Institute of Public Administration.
70 Ibid.
71 Ilmarinen, J. (2005). *Towards a longer worklife! Ageing and the quality of worklife in the European Union*. Helsinki: Finnish Institute of Occupational Health.

Preventive dimension involves set of measures that is directed towards avoidance of deterioration of health and maintenance of maximum working capacity during the whole period of employment, but especially during the final stage of working life. Health risks (that carry also productivity risks along with them) for elderly employees depend on the sector of employment. It means that comprehensive analysis of working environment at all kinds of institutions of public administration, identification of risks, as well as timely elaboration of a plan for reducing them must serve as basis for the preventive measures. Although the aim of preventive measures is improving of health, subjective wellbeing and productivity of elderly employees, these measures on the substance are preventive; therefore they are to be planned in regard to groups of employees of all ages. Preventive measures include improvement of working environment, identification and reducing of physical and psychological stressors, regular health checks and prevention of occupational illnesses, promotion of healthy lifestyle, trainings of employees for reduction of the stress impact, etc. But among preventive measures there must be mentioned also general improvement of organizational climate, improvement of management and delegation skills at all management levels, improvement of working organization both in level of individual positions and also within the overall institution, adaptation of content of work (as far as possible) for competences of each employee, introduction of flexible working hours, increase of options for balancing work and family life, etc. All these factors reduce stress at work and promote subjective wellbeing of employees in long-term. Essential element for promotion of subjective wellbeing and health of elderly employees is offering of part-time employment forms of various kind (part-time work, dividing of workload among several employees, telework, project work, hourly work, etc.) that provide an opportunity for elderly employees to gradually switch from full-time work to the status of pensioner, as well as to maintain productivity and connection with their profession and work place also after retirement. Part-time employment is beneficial also from the point of employer, because it promotes more fluent transfer of expertise, more efficient mentoring and provides maintaining of "institutional memory" at the particular organization.[72]

Special attention in this aspect should be paid to promotion of cooperation between employees of various generations, what can be organised in accordance with at least two models of cooperation. The first is the model of mentoring or instructorship, where elderly employee with bigger professional and management experience in systematic way within a shorter or longer period of time, transfers to younger employee skills and knowledge necessary for execution of duties under particular position, providing continuous support in development of the competence of the younger employee. An alternative model is promotion of intergenerational exchange that involves forming of heterogeneous working groups in terms of age, where due to intergenerational experience and exchange of information both productivity of work improves and mutual learning between younger and elderly employees takes place. Younger employees bring new ideas and knowledge to the team (for example, understanding of technologies, innovative approaches in problem solution), while contribution of elderly employees is based on their experience and in-depth understanding of working processes. It must be emphasized that such experience exchange models cannot be introduced by simply forming intergenerational working groups in a formal manner and then leaving the process on its own. For successful result it is necessary both to improve skills of communication and information exchange of all involved employees and also to purposefully make the organizational culture friendly to maximum extent for cooperation of such kind, by promoting openness, correct and dignified interpersonal relations and by eradicating elements of competition that might motivate employees not to share with information available to them and to perceive their personal competence and knowledge as means for making individual career.[73]

Proactive dimension includes systematic planning of personnel and selection of new employees, timely providing for the spheres, where the change of employees will be necessary. In addition

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72   Bossaert, D., Demmke, C., & Moilanen, T. (2012). *The impact of demographic change and its challenges for the workforce in the European public sectors: Three priority areas to invest in future HRM*. Maastricht: European Institute of Public Administration.
73   Ibid.

to systematic planning of personnel, proactive dimension includes set of measures as the most essential element that is directed towards attraction and keeping at organization of younger employees, increasing their working motivation and loyalty. To this effect, special attention is focused on those aspects that distinguish employees and job seekers of the "Y Generation" (born after 1980) from the employees of previous generations. For example, surveys of employers show that in comparison with employees of other generations, the younger employees pay more attention to the fact that working life would not interfere their private life, and assign less value to a long-term career at one company. They also expect to greater extent individualized approach from employer both for the feedback on their working results and forming of their remuneration package, and also for development of the competence and organization of working time. More attention is being paid to clear and comparatively fast career prospects and opportunities to increase own competences both at technical spheres and also at the sphere of personal productivity and management skills. The employees of this generation are distinguished from the others also by the tendency of greater reliance on information and communication technologies in daily interaction with the surrounding environment and other people.[74] When basing on these observations, it might conclude that the preferences of the employees of this generation regarding working environment and content of work both overlap to great extent with competences necessary in public administration in future and also at least partially justify the changes in personnel management processes expected in future.

Below table summarizes potential directions of development of personnel management policy for reduction of risks related to ageing of the employed ones in public administration.

Table 1.2. Potential directions of development of personnel management policy for reduction of risks related to ageing of the employed ones in public administration

Elements of policy	Possible actions	Possible challenges and risks
Corrective dimension	▪ Individually selected e-learning ▪ Individual consulting (couching, mentoring) ▪ Systematic exchange of experience	▪ Low motivation of employees for participation at trainings ▪ Inadequate learning format (for example, lectures for big groups)
Preventive dimension	▪ Improvement of working environment ▪ Identification of risks and prevention of occupational illnesses ▪ Flexible forms of employment ▪ Promotion of intergenerational cooperation	▪ Lack of understanding of management on prevention options and necessity for them ▪ Competition-promoting organizational culture
Proactive dimension	▪ Personnel planning ▪ Selection of younger employees ▪ Development of the talents of younger employees ▪ Long-term keeping of employees at the organization	▪ Limited career opportunities in public administration ▪ Negative image of public administration

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74 Hershatter, A., & Epstein, M. (2010). Millennials and the World of Work: An Organization and Management Perspective. *Journal of Business and Psychology, 25*(2), 211-223; Lester, S.W., Standifer, R.L., Schultz, N.J., & Windsor, J.M. (2012). Actual Versus Perceived Generational Differences at Work: An Empirical Examination. *Journal of Leadership & Organizational Studies, 19*(3), 341-354; Ng, E.S.W., & Gossett, C.W. (2013). Career Choice in Canadian Public Service: An Exploration of Fit With the Millennial Generation. *Public Personnel Management, 42*(3), 337-358.

1.6. Environment and collaboration

Development of technologies at the end of the 20th century has promoted globalisation and integration of public administration with business environment (for example, purchasing maintenance of information systems or even whole execution of functions for processing and storing of information as maintenance of various registers, etc., as outsourced services from non-governmental sector), forcing to revise initial understanding on what the public administration generally is. It can be stated that the new, integrating approaches do not replace the old approaches towards public administration, but supplement them.[75] Similarly the new technologies provide preconditions for integrated and capable of collaboration public administration in the context of Europe.[76] Democratic public management is local, pursuing interests of people residing in a certain geographical area. However, upon developing of globalisation, the impact of international principles and standards will increase[77], for example, management integrated in European Union has exceeded a simple inter-institutional collaboration for introduction of common EU laws. European Union has adapted multidimensional approach in solving of administrative problems.[78] Since already beginning of the 90ties there can be observed development of uniform standards of administrative management within the scope of EU that can be seen in various spheres: coordinating of regulative documents, simplification of legislative procedures, trainings of civil servants of public administration, assessment of the quality for performance of the work by public administration, systematic comparison of various national procedures and popularization and wider application of examples of good practice.

Technologies allow hierarchic, mechanical structures to provide flexibility within indefinite, fast changing environment and provide openness for better learning of practice. They allow making efficient collaboration both within the scope of public administration (within separate institutions and agencies, as well as between organizations) and between public administration and society. Application of technologies within the scope of public administration provides opportunity to find a balance between many factors that due to the diversity of contents and organizational complexity of public administration create challenges for efficient management process. [79] For example, it provides opportunity to balance centralization and decentralization processes in public administration. Centralization is necessary in order to provide uniform standards for the services of public sector, building operational efficiency, as well as integration and coordination of interests and activities of various branches and institutions of public administration. Decentralization, in its turn, allows in more efficient manner to adapt services of public sector to particular social groups, cultural and geographical contexts, as well as to more quickly react to changes in the country and society, making services rendered by public administration more available, flexible and appropriate for particular time and place requirements. Technologies allow implementing "networking governance" that integrates benefits provided by centralization and decentralization and minimizes deficiencies of both processes.[80] For example, information and communication technologies may simplify centralized control of the quality of rendered services; simplify the collecting and analysis of information incoming from various institutions, as well as ensure fast communication of adopted decisions both vertically and horizontally. Simultaneously technologies also allow each institution to

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75   Emery, Y., & Giauque, D. (2014). The hybrid universe of public administration in the 21st century. *International Review of Administrative Sciences, 80* (1), 23-32.

76   Amoretti, F., & Musella, F. (2011). Toward the European administrative space: The role of e-government policy. *European Political Science Review, 3*(01), 35-51.

77   OECD. (2005). Public Sector Modernisation: The Way Forward (Policy Brief). *OECD Observer, November 2005.*

78   Amoretti, F., & Musella, F. (2011). Toward the European administrative space: The role of e-government policy. *European Political Science Review, 3*(01), 35-51.

79   Millard, J. (2007). eGovernance and eParticipation: Lessons from Europe in promoting inclusion and empowerment. In: S. Hafeez (Ed.), *E-Participation and E-Government: Understanding the Present and Creating the Future. Report of the Ad Hoc Expert Group Meeting Budapest, Hungary, 27 – 28 July 2006* (pp. 91-113). New York: United Nations.

80   Ibid.

maximally adapt its rendered services to the needs and requirements of the customers, to change them upon necessity, as well as to speed up and simplify provision of services. The same way technologies allow balancing necessity for complexity and simplicity. For example, information on tax obligations or social needs of particular person may include many elements and come from different institutions, but information technologies allow making this exchange, collection and application of this information for the employees of this and other institutions (as well as person himself) fast and simple.

Development of information and communication technologies directly influences also collaboration within a team and project works. Information exchange and processing rate, as well as availability of communications have the main impact on such collaboration. There can be distinguished several elements for collaboration process, where these factors play an important role.[81] Firstly, technologies to great extent determine among which employees' collaboration is possible at all, because increasingly less significant role is played by geographical location of employees involved in collaboration. It allows increasing the competence of work group or collective competence of the team – the totality of knowledge, skills and acquirements needed by the group for adopting decision or performing specific tasks. Technologies allow also more efficiently finding, assessing and selecting information necessary for performance of group tasks. Within the process of collaboration technologies allow to quickly and operatively communicate, to make information available to all involved ones, to make the process of collaboration itself transparent to maximum extent for all its participants, to operatively provide and receive feedback both on results of the overall work and also on the performance of each individual employee. Operative exchange of information allows teams or work groups of projects to quickly adapt to changes of situation, to interpret unclear and non-standard situations together. Fast and efficient exchange of information also allows coordinating work between several teams or project groups that work at implementation of mutually connected tasks.[82]

Development of technologies promotes involvement of citizens in public administration, providing efficiency, availability of information, and taking responsibility.[83] For example, taking decisions at local level (including residents of particular district or street) can become much more efficient, if the issues that the residents are interested in can be debated and decisions taken at Internet forums, not every time organising general meetings of residents. Mutual feedback between institutions of public administration (at all management levels) and society becomes much faster and dynamic, when residents can express their evaluation for national and municipal initiatives electronically or to receive the answers or explanations on issues of interest electronically. Development of technologies promotes also availability of information on work of public administration (for example, on votes of particular civil servants, on adopted decisions, progress of particular legislative initiatives, etc.). So in whole, not only quality of services rendered by public administration improves as a result of development of technologies, but also potential motivation of members of society and opportunities to more actively involve into the process of public administration with their own questions, suggestions and assessments. Technologies have created new management level, and users of public services increasingly more involve into provision of services, incorporating in public administration and undertaking greater powers in order to increase their own and collective benefits, coordination and balance of management, openness, ethics and responsibility,

81   Bedwell, W.L., Wildman, J.L., DiazGranados, D., Salazar, M., Kramer, W.S., & Salas, E. (2012). Collaboration at work: An integrative multilevel conceptualization. *Human Resource Management Review, 22*(2), 128-145.

82   Marks, M.A., DeChurch, L.A., Mathieu, J.E., & Panzer, F.J. (2005). Teamwork in Multiteam Systems. *Journal of Applied Psychology, 90*, 964-971.

83   Rishel, N.M. (2011). Digitizing Deliberation. *Administrative Theory & Praxis, 33*(3), 411-432. Millard, J. (2007). eGovernance and eParticipation: Lessons from Europe in promoting inclusion and empowerment. In: S. Hafeez (Ed.), *E-Participation and E-Government: Understanding the Present and Creating the Future. Report of the Ad Hoc Expert Group Meeting Budapest, Hungary, 27 – 28 July 2006* (pp. 91-113). New York: United Nations.

personalization of services of public administration.[84] This process requires collaboration of several kinds both within public administration and between public administration and non-governmental sector:

- Mutual collaboration of organizations, determining the involved ones in rendering and receiving of particular service and defining processes necessary for creating the service;
- Technical collaboration, creating reliable, efficient and useful information systems;
- Semantic collaboration, ensuring that information is equally understood during the whole process of rendering the service.[85]

Example for necessity and implementation of such collaboration is development of "one-stop agency" for citizens to receive public administration e-services. Institutions of public administration need to mutually collaborate in organizational level in order to define the totality of those services that should be included in such system of electronic services on the part of each institution. Technically institutions of public administration should collaborate both mutually and with providers of IT outsourced services in order for all involved institutions to have all the information to their regard technically available, for exchange of information to take place efficiently both between the institutions and also between providers of services and their users, and also in order for all the system to be maximally stable and convenient to use – both for providers of services and users. Collaboration in semantic level provides that both involved institutions of public administration and users of services, and also developers of technical solutions similarly understand the needs of all the involved parties, mutual expectations, and technical capacities.

Technologies serve as support for management not only as means for delivery and exchange of information, but also in creating new communication roles at all management levels. Technologies create a new communication paradigm, focusing on efficiency of interpersonal communication and distribution of the information at mass media that increases openness and transparency of public administration processes. At the same time it should be considered that processes taking part in virtual space and real life may differ, therefore public administration must actively involve in order to avert injustice and vulnerability of representatives of separate social groups, for example, due to limited access to Internet or insufficient application skills[86], and to maintain efficient communication and interpersonal contacts with all social groups. For example, introduction of options for electronic declaration of residence or taxes inevitably make those services more accessible to large part of society, simultaneously making this process faster and cheaper both for service users and public administration. It can cause temptation to increasingly greater extent to "replace" physical declaration procedure by the electronic, making physical procedure increasingly more expensive and less convenient for the users, thereby urging them to use electronic procedure. But in such process it should not be ignored that Internet might be unavailable for separate social groups (for example, those living in distant rural areas) or that the quality of connectivity might deny complete using of electronic declaration opportunities. In this case, although the overall availability of the service will grow, the availability of this service might reduce for small part of society. Reducing of such exclusion risk would include, for example, keeping the option to declare by mail. Similarly it must be taken into consideration that publishing of current information on social network accounts of the institution (for example, Twitter) does not guarantee that this information will reach sufficiently large part of the customers of this institution, and it is necessary in parallel to use also more "old-fashioned" communication channels as radio and television.

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84 Millard, J. (2007). eGovernance and eParticipation: Lessons from Europe in promoting inclusion and empowerment. In: S. Hafeez (Ed.), *E-Participation and E-Government: Understanding the Present and Creating the Future. Report of the Ad Hoc Expert Group Meeting Budapest, Hungary, 27 – 28 July 2006* (pp. 91-113). New York: United Nations. Stavrou, E. T. (2005). Flexible work bundles and organizational competitiveness: a cross-national study of the European work context. *Journal of Organizational Behavior, 26*(8), 923-947.

85 Amoretti, F., & Musella, F. (2011). Toward the European administrative space: The role of e-government policy. *European Political Science Review, 3*(01), 35-51.

86 Rishel, N.M. (2011). Digitizing Deliberation. *Administrative Theory & Praxis, 33*(3), 411-432.

Another potential problem that is related to the development of e-governance is availability of information and openness of public administration. Upon increasing availability and experience of e-services, it is often necessary to increase also accessibility to personal data being at disposal of institutions of public administration (both internally within public administration and on the part of service user). It increases risks for intentionally malicious or accidental coming of personal data at disposal of the third parties. Technologies allow making public administration processes increasingly open and available for social assessment and it is here that the risks of information leakage appear. For example, if the meetings of government are regularly broadcasted on Internet, it becomes important to ensure that technologies used for this purpose do not cause availability for information leakage in situation, when government is discussing sensitive information (for example, by holding closed parts of government meetings in a separate room, where technologies are not accessible). Such issues become more and more topical, creating the need to balance such values of public administration as openness versus limited availability of information, or national security versus individual freedom.[87] It means that development and availability of security technologies during the process of introduction of e-governance may limit options for involvement of society at the process of public administration. Automation of information processing causes a problem of another kind – how to protect users of information systems from technical errors that may cause basis for adopting wrong decisions, sometimes involving individual rights on the part of institutions of public administration. With more information processing entrusted to technologies, existence of such procedures that allow operatively examining claims of the users and correcting errors having arisen in a result of automatic processes becomes more important.[88]

However, if the mentioned exclusion and vulnerability risks are taken into consideration and eliminated, technologies open new opportunities in interpersonal communication, providing integration and allowing those, who will be affected by the adopted decision, to take part at making decisions. Technologies ensure more comprehensive and detailed deliberation of the issues to be discussed, enhancing ability to listen to others and to hear the criticism of the own opinion, as well as more efficiently communicating the interests and values of one person so that others, who have other values, would understand them.[89] For example, many issues important to the society can be effectively discussed between the interested parties still before the work at development of particular legislative acts or legislative initiatives is started, besides, such discussions may take place in virtual space, making them accessible to people, whose participation at on-site discussions would be difficult or impossible, for example, due to being in another country or due to special needs. Technologies also enhance flexibility of organization in changing, unpredictable environment; it becomes more open for learning of the best practice. Technologies help the management of organization to better control the situation and more efficiently communicate both within the organization and also with other organizations and society as whole, as well as enhance learning of organizations. Modern public administration must be based on knowledge that is directed towards the user, distributed and mutually linked in all organizational functions and levels. However, it must be recognised that simple introduction of technologies itself would not facilitate modernisation of public administration. There is necessary strong political determination for coordinated long-term strategies and introduction plans.[90]

Although public administration will never be as flexible as entrepreneurship (because it is necessary to balance larger number of values and interests of various involved parties within the process of public administration), however process complexity and flexibility require ability to change, to adapt. Employees of public administration will face the conflicts of values and dilemmas, where the

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87   Beck Jørgensen, T., & Bozeman, B. (2007). Public Values: An Inventory. *Administration & Society, 39*(3), 354-381.
88   Smith, M.L., Noorman, M.E., & Martin, A.K. (2010). Automating the Public Sector and Organizing Accountabilities. *Communications of the Association for Information Systems, 26*(1), 1-24.
89   Rishel, N.M. (2011). Digitizing Deliberation. *Administrative Theory & Praxis, 33*(3), 411-432.
90   Centeno, C., Van Bavel, R., & Burgelman, J.-C. (2005). A Prospective View of e-Government in the European Union. *The Electronic Journal of e-Government, 3*(2), 59-66.

knowledge on ethical principles and skills for solving conflicts of interest might help.[91] The future challenge will be to find balance between competing values and principles: standardisation and orientation towards citizens, flexibility and stability, autonomy, individualism and justice, limited availability of information and openness, hierarchy and accountability, necessity for new rules and freedom, individual performance and equality.[92]

1.7. Changes in organization of work

Organizations in public administration have to reach many, often contradicting objectives, besides, specifics of operation of each organization is unique; thereby operation of organizations in public sector is complicated and multidimensional.[93] Operational complexity and necessity to provide uniform understanding of laws has formed the basis for specifics of work relationship in public administration, requiring special demands for the employed ones in public administration, as well as setting special employment terms. Employees in public administration traditionally were applied career-based system, granting employment for the civil servants, but not particular position. Career-based system ensures development of reliable organization, professionalism, promotes development of uniform culture and understanding of the values of organization, as well as provides more precise application of legal regulations. On the other hand, career-based systems encourage versatility instead of specialization; they are static and non-flexible, directed towards minimising of risks instead of excellence at performance of work.[94] The spread of career-based systems within public administration was encouraged also by the fact that in many countries it is country itself or government that features as employer instead of a specific institution (agency), where the employee (civil servant) works. Such principle of governance provides for a high stability of employment, but not always high professionalism within specifics of particular activity.

Upon entrepreneurship principles increasingly entering public administration (performance management, using of outsourced services, etc.), position-based systems establish, where employees are competing for every open vacancy without granted advantages for filling this position. Position-based systems encourage decentralization; it is easier to determine competences necessary for the position within them, and to remunerate them in accordance with situation at labour market, improving performance of work. The negative features of the position-based systems are that they are more expensive, do not encourage development of uniform organizational culture and they are easier to be influenced both economically and politically.[95]

At the current stage transition from bureaucracy to an alternative model of governance means even bigger complexity and contradictoriness. OECD research shows that transition takes place from:

1. Centralized employment rules to decentralized (employer is specific institution of public administration instead of state);
2. Statutory governance (providing open-ended work relations) to contractual or managerial governance (the concluded employment contracts are to be terminated or concluded for a definite period of time);
3. Career-based system to position-based system, questioning efficiency of professional civil servants, and requiring professional and competent public employees instead;

91   OECD. (2005). Public Sector Modernisation: The Way Forward (Policy Brief). *OECD Observer, November 2005*. OECD. (2008). *The State of the Public Service*. Paris: OECD Publishing.
92   OECD. (2008). *The State of the Public Service*. Paris: OECD Publishing.
93   Andrews, R. (2010). Organizational social capital, structure and performance. *Human Relations, 63*(5), 583-608. Kim, Y. (2014). The Relation Between Policy Types and Organizational Structures in U.S. Federal Agencies: An Analysis Focused on Formalization, Span of Control, Headquarters Ratio, and Personnel Mobility. *Administration & Society*.
94   Rexed, K. (2007). *The Pros and Cons of Career- and Position-based Systems*. Presentation at the Good Governance for Development in Arab Countries Initiative, Rabat, May 24-25, 2007.
      Available: http://www.oecd.org/dataoecd/42/16/39931908.ppt
95   Ibid.

4. In addition to the above mentioned delegation of responsibility to managers of intermediate and lower level increases.[96]

However, it is possible to interpret the described tendencies also otherwise – that transition to new governance model is not taking place, but instead the existing system is being supplemented by new elements[97], for example, by combining the benefits of career-based system and position-based system, adaptation and flexibility is encouraged, at the same time taking into consideration of collective interests.[98] In order to adapt the historically established management model that provides correct implementation of state power to modern requirements and possibilities, it is being recommended to adapt the lawfully managed career-based systems to provision of traditional basic functions of the institutions. But for the service provision and other production functions it is recommended to apply contractually managed position-based system.[99]

When organizing changes in various public organizations, their specifics and factors characterizing their structures that might influence the nature and amount of required changes must be taken into consideration. Change of organizational structures is greatly influenced by development of information technologies that allow modifying organizational structures, providing efficient and centralized processing of information. Development of technologies has modified hierarchic structures into matrix structures, matrix structures into network structures, and now is forming "virtual structures" (see Table 1.3.). Technologies are not management support instrument anymore, but instead they become the "virtual structure" of the organization themselves.[100] Respectively, information technologies replace in real life existing bureaucratic, hierarchical structures, allowing any participant of the system to access information summarized on centralized basis that is necessary for decision taking.

Table 1.3. Environment factors and development of organization structures[101]

	1950 – 1960-ties	**1970 – 1980-ties**	**1990 – now**	**Future**
Degree of environmental uncertainty	Period of stability	Period of transition	Period of uncertainty	Period of increased uncertainty
Evolution of information processing	Routine vs. non-routine	Vertical or horizontal information processing	Horizontal information processing	Network information processing
Evolution of organizational designs	Bureaucratic form	Matrix form	Network form	Virtual form

96 OECD. (2008). *The State of the Public Service*. Paris: OECD Publishing; Rexed, K. (2007). *The Pros and Cons of Career- and Position-based Systems*. Presentation at the Good Governance for Development in Arab Countries Initiative, Rabat, May 24-25, 2007. Available: http://www.oecd.org/dataoecd/42/16/39931908.ppt

97 Emery, Y., & Giauque, D. (2014). The hybrid universe of public administration in the 21st century. *International Review of Administrative Sciences, 80*(1), 23-32.

98 OECD. (2005). Public Sector Modernisation: The Way Forward (Policy Brief). *OECD Observer, November 200.*

99 Rexed, K. (2007). *The Pros and Cons of Career- and Position-based Systems*. Presentation at the Good Governance for Development in Arab Countries Initiative, Rabat, May 24-25, 2007.
   Available: http://www.oecd.org/dataoecd/42/16/39931908.ppt

100 Dibrell, C.C., & Miller, T.R. (2002). Organization design: the continuing influence of information technology. *Management Decision, 40*(6), 620-627.

101 Ibid.

Introduction of solutions of information technologies in organization means that essential part of processing of information that was previously carried out by people either independently or coordinating their operation at several management levels, is being done automatically. Coordination of action of employees does not need traditional hierarchical structures anymore, because the logics of adoption of decisions is built in information systems, creating parallel to the world, virtual environment. It allows delegating decision making to lower management levels and further allow organizations to become more flexible within uncertain external environment.

Decentralization of decision making promotes initiative, linkage with local needs and responsiveness in local level.[102] Decentralized structure of decision making does not increase complexity of work and promotes job satisfaction.[103] Decentralization of decision making forms flat organizational structures that are more flexible upon testing and introducing innovative programmes and administrative systems. Flat organizational structures give more opportunities for employees to control working process personally, provide free knowledge transfer and allow employees to involve in working process more intensively[104] that positively influences motivation of employees. At the same time, it is more difficult to provide uniform understanding of operational objective and mission of organization within the flat organizational structures, what creates additional challenges to the managers.[105] Direct managers can promote involvement of employees by setting clear rules, roles and responsibilities, as well as building personal relationship.[106]

Necessity to involve employees in organizational processes in more personal manner promotes forming of new individual and organizational forms of collaboration, applying various flexible forms of work, for example, shorter working hours, nonstandard working hours, distant work and compressed working hours. Opportunity to work flexible working hours is a benefit that organization provides for its employees, taking into consideration opportunities caused by technologies and organization of work. Unlike other benefits, what organization allocates its employees, agreement on changes in organization of working hours is an interactive process, upon employee himself undertaking responsibility for application of working hours most appropriate for him. Exactly the fact that it is employee, not employer, who determines most appropriate working hours, enhances increase of employee job satisfaction.[107] Job satisfaction positively affects productivity of work[108], and application of flexible working hours reduces rotation, while work outside the office improves performance of work and reduces absence from work.[109] According to the recent trends, in 2013, the State Chancellery also in Latvia developed guidelines for application of flexible working hours in public administration[110], what provide opportunity for the employed in public administration institutions to apply flexible working hours as far as possible – variable working hours, part-time work, part-time working week, distant work –, maintaining the set duration of the daily or weekly work.

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102   Andrews, R. (2010). Organizational social capital, structure and performance. *Human Relations, 63*(5), 583-608; Kim, Y. (2010). Stimulating Entrepreneurial Practices in the Public Sector: The Roles of Organizational Characteristics. *Administration & Society, 42*(7), 780-814; Stavrou, E. T. (2005). Flexible work bundles and organizational competitiveness: a cross-national study of the European work context. *Journal of Organizational Behavior, 26*(8), 923-947.

103   Hansen, J. R., & Høst, V. (2012). Understanding the Relationships Between Decentralized Organizational Decision Structure, Job Context, and Job Satisfaction – A Survey of Danish Public Managers. *Review of Public Personnel Administration, 32*(3), 288-308.

104   Kim, Y. (2010). Stimulating Entrepreneurial Practices in the Public Sector: The Roles of Organizational Characteristics. *Administration & Society, 42*(7), 780-814; Hansen, J. R., & Høst, V. (2012). Understanding the Relationships Between Decentralized Organizational Decision Structure, Job Context, and Job Satisfaction – A Survey of Danish Public Managers. *Review of Public Personnel Administration, 32*(3), 288-308.

105   Andrews, R. (2010). Organizational social capital, structure and performance. *Human Relations, 63*(5), 583-608.

106   Ibid.

107   Kelliher, C., & Anderson, D. (2009). Doing more with less? Flexible working practices and the intensification of work. *Human Relations, 63*(1), 83-106.

108   Judge, T.A., Thoresen, C.J., Bono, J.E., & Patton, G.K. (2001). The job satisfaction-job performance relationship: A qualitative and quantitative review. *Psychological Bulletin, 127*(3), 376-407.

109   Stavrou, E.T. (2005). Flexible work bundles and organizational competitiveness: a cross-national study of the European work context. *Journal of Organizational Behavior, 26*(8), 923-947.

110   Available: http://www.mk.gov.lv/sites/default/files/editor/elastigs_darba_laiks_valsts_parvalde.pdf (sk.: 19.01.2015.)

The negative aspect of the application of flexible working hours is increase of work intensity both for those, who work fewer working hours and for those, who work flexible working hours. The experts interviewed within study indicate that application of the flexible working hours includes assignment of particular working task to employee and planning of the time necessary for its performance. One of the problems of application of the flexible working hours can be inadequate calculation of the time for performance on the part of managers, for example, when drawing up some document: *"(..) classic problem – time is being calculated in absolutely inadequate manner. Things and activities are not counted in that are required to be performed in order, for example, for the document to be qualitative. Research job has to be carried out, what you are going to write about, must be written, and then, when you write, you consult with the involved parties. These factors are being forgotten"*.

When speaking about potential risks regarding work results, experts outline also other problems concerning application of the flexible working hours that put additional workload on the manager. One problem is connected with the sense of responsibility of employees: *"(..) there are people, who will honestly tell that it took less time and I can do more, and there are people, who will never tell that."* Thereby manager has to trust or continuously monitor the fact of performance of the particular working task. Second problem is connected with the motivation of employees to work while being outside their place of work: *"(..) it must be considered (..) if it is efficient, namely, if a person is really motivated to work at home or cafeteria."* This also requires the manager to trust the employee or additional control.

Since application of flexible working hours is agreement between organization and individual, the perceived value of flexible working hours (personal/ emotional benefit) on the part of employee can be higher than the actual benefit, making employee to work more. Intensification of work is encouraged also by desire to meet expectations of colleagues regarding performance of work[111], as well as opportunity provided by technologies to work outside working hours and being absent from work.[112] Intensification of work reduces employee job satisfaction, causing such problems as stress, reduced subjective welfare, and tension in family.[113] So it can be said that flexible working hours similarly to other material benefits allocated to employees initially increase job satisfaction and work performance, but, upon employees getting used to that, job satisfaction and work performance decrease. In order to promote the ability of employees to fully use opportunities provided by flexible working hours and to reduce negative effects, arisen due to intensification of work, organizations can promote the concept of work – life balance, strictly determine and control both accomplished working hours and workload of each individual, as well as to set restrictions for performance of work outside official working hours (for example, prohibiting to send e-mails in order not to make additional pressure on colleagues and subordinates). For employees working flexible working hours, special meaning is assigned to relationship with direct manager, whose professionalism dictates the wellbeing of employees, job satisfaction and the respective work performance.

Research that was carried out in 2012 on satisfaction of Latvian public administration employees with human resources management policy and its results demonstrates that such form of the flexible working hours as distant work is being used in public administration very seldom[114]. Survey of public administration employees implemented by State Chancellery in 2014 reveals positive tendencies regarding following flexible working hours and using distant work. In comparison with data of 2012,

111 Kelliher, C., & Anderson, D. (2009). Doing more with less? Flexible working practices and the intensification of work. *Human Relations, 63*(1), 83-106.

112 Pedersen, V.B., & Lewis, S. (2012). Flexible friends? Flexible working time arrangements, blurred work-life boundaries and friendship. *Work, Employment & Society, 26*(3), 464-480.

113 Hansen, J.R., & Høst, V. (2012). Understanding the Relationships Between Decentralized Organizational Decision Structure, Job Context, and Job Satisfaction – A Survey of Danish Public Managers. *Review of Public Personnel Administration, 32*(3), 288-308; Kelliher, C., & Anderson, D. (2009). Doing more with less? Flexible working practices and the intensification of work. *Human Relations, 63*(1), 83-106.

114 Baltiņa, I., Šenfelde, M. (2014). Latvijas valsts pārvaldes cilvēkresursu vadības politikas novērtējums un pilnveidošanas iespējas. *Economics and Business.* 2014/23: 26.-27.lpp.
Available: https://ortus.rtu.lv/science/en/publications/17497/fulltext. (accessed 20.01.2015.)

greater changes towards positive direction can be observed exactly on using the form of distant work – if in 2012 7% of the surveyed employees agreed that management supported using distant work (summarized answers "rather agree than disagree" and "fully agree"), then in survey of 2014 this indicator is 20%[115].

On the whole, experts interviewed within the study expect that in future distant work will be applied more often in organizing of the work of public administration due to at least two reasons. Firstly, application of the distant work will be encouraged by international environment, for example, when working in work groups consisting of representatives of different countries, employees of public administration can perform their direct duties also from distance. Secondly, under conditions of the expected lack of work force the distant work will allow attracting employees from regions to the work in public administration, as well as to keep those employees, who cannot work on-site work place due to personal reasons (for example, women taking care for children, or disabled people).

1.8. Changes in personnel management processes

Current and planned demographical situation, future tendencies of availability of workforce and necessity for new competences require to build a new, competitive strategy of personnel management of public administration. Public administration will continue becoming more efficient (fiscal discipline, consolidation and structural reforms, integration of public administrations at EU level, digitalization), at the same time personnel gets older and new competences and skills are necessary to carry out functions of public administration customer service and other functions in line with time. Due to these reasons necessity increases to elaborate and improve such personnel management policy and offer such working conditions that would allow positioning public administration as attractive employer. Competition at labour market on talents and new specialists will grow, and public administration will have to be able to offer new solutions in following spheres: management of human resources, analysis of labour market and development of strategy for attraction of employees for particular segments of market, planning of human resources, selection, recruitment, training and programmes of development, rotation, and motivation.[116]

When speaking about the most important problems of personnel management of Latvian public administration, experts highlighted four essential aspects, to what attention should be paid. Firstly, experts considered that personnel management in Latvian public administration is very fragmented – each institution has its own structural unit with its understanding on its main operational objectives and personnel management opportunities, for example, regarding the planning of development of employees, are not being fully used. Secondly, experts mentioned that structural units of personnel management exercise mainly administrative functions of personnel management, dealing with and organizing documentation and its circulation in connection with execution of employment relations, remunerations of employees, vacation, business trips, etc. Experts see that in future it is necessary to develop automation of these functions, by reducing the numbers of people involved in performance of the work. Thirdly, currently majority of personnel structural units are weak in human resources planning that involves also planning of trainings, development of competences, improvement of manager skills and their strengthening, establishing of motivation systems for keeping of the capable employees in public administration. Fourthly, the lack of personnel management competences for the managers of structural units: *"(..) [essential] problem of personnel management (..) is work with the managers of structural units exactly as personnel specialists. Within a system that has been established, these are people, who have worked there longest,*

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115   Valsts kanceleja (2014). Valsts pārvaldes darbinieku apmierinātība ar cilvēkresursu vadību un tās rezultātiem. Aptaujas rezultātu prezentācija.

116   Bundesministerium des Innern. (2013). *Demografiesensibles Personalmanagement in der Bundesverwaltung: Empfehlungen zur Gestaltung.* Berlin: Bundesministerium des Innern; Huerta Melchor, O. (2013). *The Government Workforce of the Future: Innovation in Strategic Workforce Planning in OECD Countries.* Paris: OECD Publishing.

that usually become the managers of structural units, due to their experience. And very often there is a situation forming that they are very good specialists in their sphere, but they absolutely lack personnel management skills." An opinion was dominating among the experts that the managers must partly undertake personnel management functions. One of the main arguments is that manager not only knows his employees, but is responsible for the common organization of work that involves also efficient application of the competences of employees.

Personnel policy must consider demographic changes within society, it has to be directed towards common goals, reforms, taking into consideration current employment law regulations and interests and needs of employees. Personnel management of public administration is expected to have greater impact regarding increase of productivity of workforce, creating of new added value. Thereby increasingly greater role at processes of personnel management of public administration will be played by systematic evaluation of policy and practice of personnel management, applying various indicators that reflect ratio of personnel cost to added value for organization.[117] Policy has to be oriented in long-term, dynamic, oriented towards results, with intense communication.[118] Table below summarizes the key challenges and problems of the personnel management, at the same time marking out current processes and activities of personnel management that will be topical in overcoming these challenges.

Table 1.4. The main challenges of personnel management and current personnel management processes

Challenges / problems of personnel management	Current processes and activities of personnel management
Decline in availability of workforce, at simultaneous increase of ageing and work complexity	▪ Long-term planning of personnel ▪ Introduction of flexible employment forms and working hours ▪ Talent management ▪ Succession planning ▪ Introduction of horizontal solutions for career ▪ Planning of outsourcing
Knowledge transfer (contact networks, knowledge)	▪ Planning and introduction of non-standard learning solutions (for example, simulations, e-learning, individual consulting, interpersonal exchange of experience, etc.) ▪ Integration of lifelong learning at personnel trainings ▪ Succession planning
Work safety and development, applying systematic approach and preventive health promotion activities	▪ Introduction of flexible employment forms and working hours ▪ Diversity management ▪ Health promotion programmes and activities

117   Dulebohn, J.H., & Johnson, R.D. (2013). Human resource metrics and decision support: A classification framework. *Human Resource Management Review, 23*(1), 71-83; Lawler, E. E., III, Levenson, A., & Boudreau, J. W. (2004). HR Metrics and Analytics: Use and Impact. *Human Resource Planning, 27*(4), 27-35.
118   Bundesministerium des Innern. (2013). *Demografiesensibles Personalmanagement in der Bundesverwaltung: Empfehlungen zur Gestaltung*. Berlin: Bundesministerium des Innern.

Challenges / problems of personnel management	Current processes and activities of personnel management
Increased requirements regarding composition, competences and capacities of management and management techniques	- Planning and introduction of individualized learning solutions - Development solutions directed towards acquiring experience and analysis - Talent management - Development of competences - Assessment of management competences at selection of managers - Feedback, including application of 360 degree method
Changes of mutual requirements and expectations of society and individual values, and employers and employees	- Introduction of flexible employment forms and working hours - Diversity management - Decentralization of personnel management procedures - Individualization of personnel management processes
Increased requirements regarding work relationship and organizational culture; necessity to promote motivational organizational culture, oriented towards results and collaboration	- Education of personnel specialists and managers of all levels in change management and development of organizational culture - More active involvement of personnel management resources in planning and implementation of the process of changes - Regular revision and renewal of personnel policy
Increasing competition with private sector for highly qualified specialists and trainees	- Introduction and application of proactive personnel selection forms and methods - Development of competences - Talent management - Introduction of flexible employment forms and working hours - Introduction of non-standard career solutions - Individualization of personnel management processes - Planning of outsourcing

Upon summarizing information on future development of the labour market examined both at this table and also at previous chapters, several directions of personnel management processes, where the most essential changes are expected, can be distinguished.

Individualization and customization of personnel management processes. At the surveys of employees it can be seen that demand for regular assessments of individual performance (feedbacks between employer and employee) and planning of individual development increases.[119] High level specialists gradually begin paying increasingly more attention to systematic development of personal skills that allow them building career of professional growth (in contrast to hierarchic career within particular organization), what may develop both within one institution and also

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119 Bundesministerium des Innern. (2013). *Demografiesensibles Personalmanagement in der Bundesverwaltung: Empfehlungen zur Gestaltung*. Berlin: Bundesministerium des Innern.

moving between different organizations in search for new professional challenges and opportunities to grow.[120] Thereby in competition on attraction of talents and keeping them increasingly greater role will be played by adaptation of personnel management processes and solutions for individual needs (individual plans for development of competences and trainings, providing of individual feedback at working process, adaptation of position's content, offering of flexible employment forms and working hours, etc.).It means not only respective changes in personnel management processes, but also development of respective management and communication competences of all level managers. Personnel management based on such individual interaction also means that it will be necessary to require more responsibility on personal development also from employees. Increasingly greater value in personnel management is being ascribed to the competence of self-development – learning of such skills that help employees to learn and develop, so that they themselves could flexibly and sufficiently independently acquire those skills that are current for them. Necessity for self-development competence will become increasingly more topical in future.[121] At level of strategic management of human resources changes in processes of personnel management of such kind require decentralization of human resources management and granting more powers to managers at institutional level.

Life-cycle oriented personnel management. Policy of personnel management both have to base on analysis of demographic tendencies, forecasting availability of employees in various age groups, and cover elements of motivation of employees, efficiency of work and health management system at all ages of personnel, integrating corrective, preventive and proactive solutions. Following aspects can be integrated at the basis of such policy: age, balance of work and personal life, equality of various groups of society, mobile work, flexible working hours, organization of work, lifelong learning, knowledge management, health management, modern methods of efficiency of work, attractiveness of employer. The task of the system is to ensure development and maintenance of working capacity at changing life-cycle conditions. Proactive systems regarding health management of personnel will provide positive result in the budgets of employers. This kind of policy is, for example, life-cycle oriented personnel management in public administration of Germany.[122] Such kind of programmes is introduced also in Belgium, France and Finland.[123]

Diversity management. At personnel management policy it is important to identify different audiences of employees and their various competences, and purposefully direct them towards performance of various functions and tasks of public administration. Diversity management means that simultaneously with identification and attraction of competences it is being thought also about involvement of various social groups in provision of public administration processes, as well as in labour market and performance of specific functions in general. For example, one of the objectives of diversity management in public administration can be purposeful more intense involvement of women in management processes; another objective can be providing more family-friendly and more flexible models of working hours, both for women and men, to whom it is important to balance working hours with family care, thus promoting possibly more effective participation in the labour market of new parents and maintaining of their competences. In addition to the positive effects regarding motivation of employees and attraction of necessary competences to public administration, inclusion of various groups at work of public administration may promote trust in institutions of public administration. One reason for such increase in trust is that broader representation in public administration of particular minorities (for example, ethnic, religious groups, but not only) promotes identification of those groups with country. But equally important

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120   De Caluwé, C., Van Dooren, W., Delafortry, A., & Janvier, R. (2014). Mind-Sets of Boundaryless Careers in the Public Sector: The Vanguard of a More Mobile Workforce? *Public Personnel Management, 43*(4), 490-519.

121   Getha-Taylor, H. (2010). Human Relations 2.0. *Public Administration Review, 70*, s170-s172; Petrie, N. (2011). *Future Trends in Leadership Development*. Colorado Springs: Center for Creative Leadership.

122   Bundesministerium des Innern. (2013). *Demografiesensibles Personalmanagement in der Bundesverwaltung: Empfehlungen zur Gestaltung*. Berlin: Bundesministerium des Innern.

123   Bossaert, D., Demmke, C., & Moilanen, T. (2012). *The impact of demographic change and its challenges for the workforce in the European public sectors: Three priority areas to invest in future HRM*. Maastricht: European Institute of Public Administration.

mechanism is that inclusion of various groups in public administration allows improving the content and quality of provision of public services, adjusting them to the needs of various social groups.[124] It improves satisfaction with work of public administration in long-term, and via that – trust in institutions of public administration and the overall image of public administration. Towards diversity management oriented policy examples can be encountered in public administration of Belgium, Ireland, Netherlands, Germany and Sweden.[125]

Talent management. Traditionally by talent management is understood forming of a group of talented (such, whose performance of work is above the average and who have potential of development) existing employees for filling of positions important for organization and systematic development of the competences of those employees and maintenance of their commitment to the organization, preparing them for taking over of duties.[126] In terms of definition and essence talent management differs from the strategic personnel management with greater emphasis on elitism and marking out of separate employees or their groups within the process of personnel management. However, an opinion also exists that talent management is not to be seen as (elitist) part of strategic personnel management, but as general philosophy of personnel management, and many organizations also avoid to specifically distinguishing talent management from personnel management, strategically using term "talents" as synonymous for the overall workforce.[127] Talent management at the process of personnel management of public administration is mentioned as one of the methods, how to cope with challenges caused by ageing of employees (and society in a whole) and to retain the knowledge that promotes competitiveness of institutions of public administration.[128] As of the perspective of future development of public administration, greater benefit is possible upon applying basic principles of talent management as philosophy of general personnel management, planning development of employees and succession in a complex manner not only for the positions crucial for competitiveness, but also all the positions necessary for functioning of public administration. Such approach follows from necessity not only to develop competitiveness with organizations of private sector, but also to increase ability of public administration to flexibly and dynamically react to the changes of environment, increased assuming of responsibility by employees and their ability to take decisions at all levels, as well as to increase satisfaction of employees with work in public administration. Thereby it is expected that in future talent management in public administration will increasingly be perceived not as a separate towards elitist group of employees oriented element of personnel management, but as basic principle of general planning of personnel. Such change of approach includes several potential challenges. Firstly, it makes to look at talent management not only as means for maintaining and increasing of organizational efficiency, but also as socially responsible practice, where work provides opportunity to every employee to realise potential of their development.[129] Secondly, process of personnel planning will become technically more complex. Thirdly, it will be even more important than now to define, which competences are possible to develop at the process of work and trainings, but which ones need to be attracted by selection.[130] The elements of talent management have been included

124   Popescu, S., & Rusko, R. (2012). Managing Diversity in Public Organizations. *Global Business & Management Research, 4*(3/4), 235-247.

125   Ministry of the Presidency. (2010). *Public employment in European Union member states.* Madrid: Ministry of the Presidency. Technical Secretariat-General.

126   Collings, D.G., & Mellahi, K. (2009). Strategic talent management: A review and research agenda. *Human Resource Management Review, 19*(4), 304-313.

127   Dries, N. (2013). The psychology of talent management: A review and research agenda. *Human Resource Management Review, 23*(4), 272-285.

128   Calo, T.J. (2008). Talent Management in the Era of the Aging Workforce: The Critical Role of Knowledge Transfer. *Public Personnel Management, 37*(4), 403-416.

129   Thunnissen, M., Boselie, P., & Fruytier, B. (2013). Talent management and the relevance of context: Towards a pluralistic approach. *Human Resource Management Review, 23*(4), 326-336.

130   Meyers, M.C., van Woerkom, M., & Dries, N. (2013). Talent – Innate or acquired? Theoretical considerations and their implications for talent management. *Human Resource Management Review, 23*(4), 305-321.

in the personnel policy of public administration, for example, in such countries as Belgium, France, Great Britain, and Netherlands.[131]

Development of culture of confidence and psychological contract. Within environment, where future institutions of public administration will have to face unexpected changes in society, economy and geopolitical processes, it is very important to promote mutual trust both between public administration as employer and employees, and also among the employees themselves (both vertically and horizontally). In future employees will be expected to demonstrate greater independence, initiative, flexibility and ability to undertake individual responsibility; practical realization of such competences is possible only upon existence of sufficiently high trust in individual skills and decision making. Building of such trust is an essential precondition for ability of organization to adapt and react to changes.[132] One of the ways for building such trust is to practice mutual agreements between employer and employee on the task and expectations of results in parallel to legal work relationship. Such agreements create conditions and situations that employee undertakes additional initiatives and duties in long-term. Such agreement may include (on the part of employer) job security guarantees, interesting job content, seeking career opportunities, informal balancing options of work and personal time, development options of competence, praises, creation of modern working conditions (on the part of employee), work engagement, orientation towards objective and result, loyalty towards organization, initiative of independent development, flexibility in acceptance and performance of working tasks, openness in communication. Such approach in long-term allows employees to get used to greater independence, but employer – to trust employee.[133]

Integration of strategy of personnel management in development of strategy of public administration. Successful development of long-term strategy of personnel management needs to have its priorities coordinated with priorities of development of public administration. Personnel management strategy serves as intermediate step between the strategy of organization and performance of organization (quality of performance of the functions), ensuring coherence between strategic objectives on the one hand, and organizational culture and regulations, capacity of human resources and motivation necessary for introduction of strategy, on the other hand. As a result of this, coordination of the processes of human resources management with organizational strategy improves organizational performance.[134] Within the context of public administration it means that the role of the processes of personnel management is not only top-down realization of development strategy of public administration, but also active participation at development of this strategy (bottom-up notification, feedback and correction). Examples for integration of strategy of human resources with the strategy of public administration can be found in public administration of France and Great Britain.[135]

Previously mentioned directions of development concern practically all processes of personnel management, therefore it is not possible to unambiguously forecast, which processes will be topical and which ones will lose their significance. The same as in development of competences of public administration, there is a tendency also within personnel management processes to move away from standardized, routine procedures and to offer flexible solutions, adapted to the needs of each institution and individual. The following table outlines potential changes within particular processes of personnel management.

131 Huerta Melchor, O. (2013). *The Government Workforce of the Future: Innovation in Strategic Workforce Planning in OECD Countries.* Paris: OECD Publishing; Op de Beeck, S., & Hondeghem, A. (2010). *Managing Competencies in Government: State of the Art Practices and Issues at Stake for the Future.* Paris: OECD Public Employment and Management Working Party.

132 Lengnick-Hall, C.A., Beck, T.E., & Lengnick-Hall, M.L. (2011). Developing a capacity for organizational resilience through strategic human resource management. *Human Resource Management Review, 21*(3), 243-255.

133 Bundesministerium des Innern. (2013). *Demografiesensibles Personalmanagement in der Bundesverwaltung: Empfehlungen zur Gestaltung.* Berlin: Bundesministerium des Innern.

134 Buller, P.F., & McEvoy, G.M. (2012). Strategy, human resource management and performance: Sharpening line of sight. *Human Resource Management Review, 22*(1), 43-56.

135 Huerta Melchor, O. (2013). *The Government Workforce of the Future: Innovation in Strategic Workforce Planning in OECD Countries.* Paris: OECD Publishing.

*Table 1.5. Expected changes in personnel management processes
for managers and human recourse management specialists*

Personnel management process	Expected changes for managers	Expected changes for personnel managers and specialists
Personnel planning	Stronger involvement, linking the planning of personnel with strategic planning of organization and overall development of public administration	The role of information exchange and integration will increase both within organization and between the organizations (for example, planning rotation and other elements of horizontal career in centralized manner) The role of career management will increase both in regard to the new employees and elderly employees
Selection	Managers as active participants of candidate evaluation process, improvement of managers' skills in assessment of competences	The role of management consultant, specifying the model of competences and respective instruments of selection. By development of technologies, the routine functions (analysis of CV, initial analysis, preparation and sending of refusals) in selection will decrease. Development of skills in application of modern technologies for selection (Skype and video interviews, etc.).
Assessment of competences	Process will be to greater extent integrated with personnel planning, talent management and management of work performance, establishing systematic long-term development and assessment plans of competences for each employee	
Trainings	Stronger involvement, defining individual learning needs of employees. The role of managers will increase within trainings at work, by using, for example, such methods as mentoring, shadowing of manager's work, support of managers in preparation of individual development plan, etc.	Greater emphasis on integration of learning needs with personnel planning and talent management. The role of consultant of management, choosing learning solutions. Integration of new learning methods, taking into consideration learning objectives, learning style of employees, specific characteristics of age, possibilities of technologies, etc.
Talent management	Stronger involvement at personnel planning process, cooperation with personnel specialists, as well as in talent management programmes, ensuring individualised attention for employees.	The role of information exchange and integration both within organization and between organizations (for example, planning development of competences of particular employees for continuing of the career at other institutions) will increase

Personnel management process	Expected changes for managers	Expected changes for personnel managers and specialists
Performance management	Upon development of technologies, process can be made more dynamic and the feedback more often	Upon development of technologies, the role of administrative support in this process will decrease; the role of management consultant in development and improvement of the system of performance management will remain
Position and competence analysis	Increased involvement in the process, laying more emphases on goals and expected results, less on description of duties. Managers will have a crucial role in defining the necessary competences	Upon development of technologies, supportive role in this process will decrease
Development and management of remuneration systems	Process is increasingly more purchased as an outsourced service	
Personnel record management	Upon development of technologies, involvement will decrease	
Termination of employment	Offering of flexible employment forms (for example, part-time work, piecework) as alternative for termination of employment	Without changes: Analysis of causes for termination of employment, using of this information for personnel planning
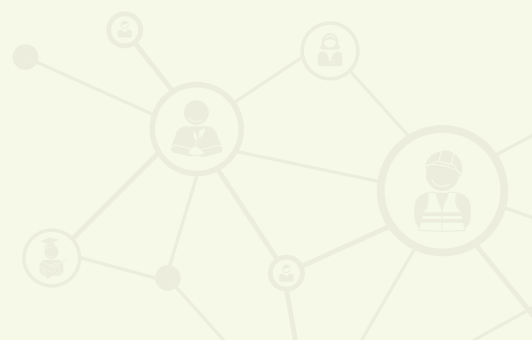
II DESCRIPTION OF EMPLOYEES OF PUBLIC ADMINISTRATION AND THE SOLUTIONS FOR AGEING PROBLEMS

2.1. Age and gender structure of the EU public administration

One of the tasks of the study was data collection on situation in the Member States of the EU, evaluating, to what extent the ageing of the public administration and respectively attraction of the youth is a problem or not, paying more attention to the employment of the youth aged up to 25 in public administration and analysing, whether these tendencies have relation to positive or negative image of public administration.

2.1.1. Age structure of employees of the public administration of the EU Member States

Among the examined 23 countries the age structure of the employed in public administration that is generally younger in terms of age is characteristic to the new Member States of the EU. The lowest proportion of the employed aged 50 and more in the beginning of 2014 was in Slovenia (22%), Luxembourg (23%), Hungary (23%), Poland (27%), France (29%), Greece (30%) and Cyprus (30%). As it can be seen, the proportion of the employed aged 50and more did not exceed 30% there (see Figure 2.1.1.). Thereby, these countries are to be considered as those, where attraction of young work force for work in public administration is not to be considered a problem. The highest proportion of the employed aged 50and more at the beginning of 2014 was in Italy (64%), Germany (48%), Portugal (47%), Finland (47%), the Netherlands (46%) and Ireland (45%). These countries can be considered as those, where the problem of ageing of the workforce of public administration is the most topical.

Upon comparing age structure of the EU Member States within three most extensive age groups (see Figure 2.1.1.) in 2010 and 2014, it can be seen that in most cases the proportion of the employed in public administration aged 50 and more increases. It has increased most in Ireland (from 33% in 2010 to 45% in 2014, that is, for 12 percentage points), Italy (from 54% to 64%, that is, for 10 percentage points), Austria (from 33% to 42%, that is, for 9 percentage points) and the Netherlands (from 38% to 46%, that is, for 8 percentage points). The numbers of the employed aged 50 and more have reduced in Hungary (from 30% in 2010 to 23% in 2014, that is, for 7 percentage points), Latvia (from 38% to 33%), Sweden (from 40% to 36%), Cyprus (from 33% to 30%), Luxembourg (from 26% to 23%) and Slovakia (from 37% to 35%). In case of Greece and Estonia it is not possible to compare the age structure of the employed in public administration, because they have provided data only for the beginning of 2014.

Upon examining countries, where the problem of ageing of the work force is the lowest and the highest, it can be seen that they represent the EU Member States that differ in terms of political, economic and social development. Thereby the reasons, why the ageing of the work force of public administration in these countries is or is not considered a problem, can be quite different.

Generally the first most essential explanation results from belonging of the country to the new or the old Member States of the EU, because it can be seen in the Figure 2.1.1 that the proportion of the employees aged 50 and more is lower in the age structure of public administration of the new Member States in comparison to the old Member States. At the beginning of the 90ties of the 20th century and before entering European Union, East European countries implemented extensive reforms of public administration that promoted change of generations in public administration. Attraction of the new generation for work in public administration at the beginning of the 90ties of the 20th century was promoted also by the favourable conditions of employment, for example, until 2000 it was possible to work in public administration in Latvia with general secondary education, what resulted in being the first work experience for many students of universities[136]. Although requirements for the education of the employed in public administration were increased already prior to entering European Union, still public administration in Eastern Europe is being considered as good option for gaining the first work experience. Besides, according to Latvian experience, for the employed in several branches, for example, law and finance sphere, experience in public administration can provide unique and therefore competitive knowledge within the private sector (for example, on decision adoption mechanisms, etc.)[137].

There is a presumption that various systems of civil service that are characteristic to the EU Member States, can also be as a reason for a higher or lower ageing problem of the work force. However, existing statistical information rather deny than approve this presumption, because countries with the lowest ageing problem in public administration represent various systems of civil service. For example, France among the old EU Member States and Poland among the new Member States can be characterized by career based system, while Luxembourg, Hungary and Slovakia represent position based systems[138].

Certain countries are characterized also by their own individual explanations that result from the specifics of the local labour market. For example, public administration of Cyprus, in comparison to the private sector, is to be considered as an attractive employer for qualified and talented work force, considering the offered salaries, safety at work, working hours and pension system, however, the challenge of this country is ageing of the intermediate level and senior management (see further Figure 2.1.2.), because seniority has great importance, when choosing candidates for promotion[139].

However, potential reasons for ageing of public administration in several EU Member States can be, for example, restrictions for hiring new employees for work in public administration, over time increased requirements regarding education and qualification of the employed[140], etc.

More detailed review on the proportion of the youth employed in public administration can be obtained on 18 countries (see Figure 2.1.2.). Data indicate that the proportion of the employed in public administration aged up to 24 (including) is low – no more than 4 %, what is naturally, because in this age majority youth still study and only start their first working experience. On the whole, the lowest proportion of the youth employed in public administration aged up to 29 is in Italy (0% in 2014) and in Portugal (2% in 2014).

136   Sarnovičs, Andris (2010). *Cilvēkresursu mērķtiecīga attīstība valsts pārvaldē un tās pilnveidošanas virzieni. Promocijas darbs*. Rīga: Latvijas Universitāte.

137   FACTUM (2007). *ES struktūrfondu ieviešanā iesaistīto institūciju darbinieku konkurētspēja darba tirgū*. Available: http://www.esfondi.lv/upload/01-strukturfondi/petijumi/1_2_3_zinojums_apvienots_280408.pdf (accessed 11.05.2015.)

138   Shivergueva, Margarita (2011). "Public sector modernization – Balkan realities and current trends". In: Lucica Matei, Davor Vašiček, Marija Kāstelan Mrak (eds.) *European Administrative Space – Balkan Realities, South-Eastern European Administrative Studies, Editura Economica*, pp.271-279.

139   Shiakides, Sotos (2007). "Systematic learning in response to the productivity and innovation challenges of ageing: The case of the civil service in Cyprus. Presentation" (unpublished), quoted in: Hartmut Buck (2007). *Demographic Change and the Public Sector. Summary of the European Expert Conference*. Berlin: Federal Ministry of the Interior, p.22.

140   The Federal Minister for Women and the Civil Service, Federal Chancellery of Austria, Directorate General III (2011). *The Austrian Federal Civil Service 2011. Facts and figures*. Vienna: The Federal Minister for Women and the Civil Service, Federal Chancellery of Austria, Directorate General III. Available: http://www.bka.gv.at/DocView.axd?CobId=44697 (accessed 11.05.2015.)

Figure 2.1.1. **AGE STRUCTURE OF THE EMPLOYEES** *at central government in the EU Member States and Norway in 2010 and 2014 (%)*

Legend:
- Until 29 years
- 30-50 years
- 50+ years

NORWAY — 2010: 40% / 9% / 51%; 2014: 41% / 9% / 50%

SWEDEN — 2010: 40% / 11% / 49%; 2014: 36% / 13% / 51%

FINLAND — 2010: 44% / 8% / 49%; 2014: 47% / 7% / 47%

ESTONIA — 2014: 32% / 16% / 52%

DENMARK — 2010: 38% / 9% / 54%; 2014: 39% / 9% / 52%

LATVIA — 2010: 38% / 10% / 51%; 2014: 33% / 17% / 51%

LITHUANIA — 2010: 38% / 15% / 48%; 2014: 42% / 12% / 46%

IRELAND — 2010: 33% / 11% / 56%; 2014: 45% / 3% / 52%

NETHERLANDS — 2010: 38% / 8% / 54%; 2014: 46% / 6% / 47%

BELGIUM — 2010: 40% / 10% / 50%; 2014: 43% / 8% / 49%

GERMANY — 2010: 42% / 7% / 51%; 2014: 48% / 7% / 45%

POLAND — 2010: 27% / 25% / 48%; 2014: 27% / 15% / 58%

LUXEMBOURG — 2010: 26% / 16% / 59%; 2014: 23% / 17% / 60%

SLOVAKIA — 2010: 37% / 20% / 44%; 2014: 35% / 15% / 50%

AUSTRIA — 2010: 33% / 8% / 60%; 2014: 42% / 7% / 51%

HUNGARY — 2010: 30% / 17% / 53%; 2014: 23% / 18% / 60%

FRANCE — 2010: 27% / 18% / 55%; 2014: 29% / 15% / 56%

PORTUGAL — 2010: 43% / 3% / 54%; 2014: 47% / 2% / 51%

SLOVENIA — 2010: 18% / 16% / 66%; 2014: 22% / 8% / 70%

BULGARIA — 2010: 32% / 9% / 59%; 2014: 34% / 8% / 58%

ITALY — 2010: 54% / 1% / 45%; 2014: 64% / 36%

GREECE — 2014: 30% / 7% / 62%

CYPRUS — 2010: 33% / 14% / 53%; 2014: 30% / 5% / 65%

Notes: 1) data of the following countries have different reference points: France, Latvia, Portugal, Slovenia, Germany and Sweden; different age groups: France, Greece, Ireland, Poland. 2) proportion of employees expressed in full time equivalents: Bulgaria, Denmark, Ireland, the Netherlands, Germany.

Figure 2.1.2. Proportion of the **YOUTH EMPLOYED** at the central government in the EU Member States and Norway in 2010 and 2014 (%)
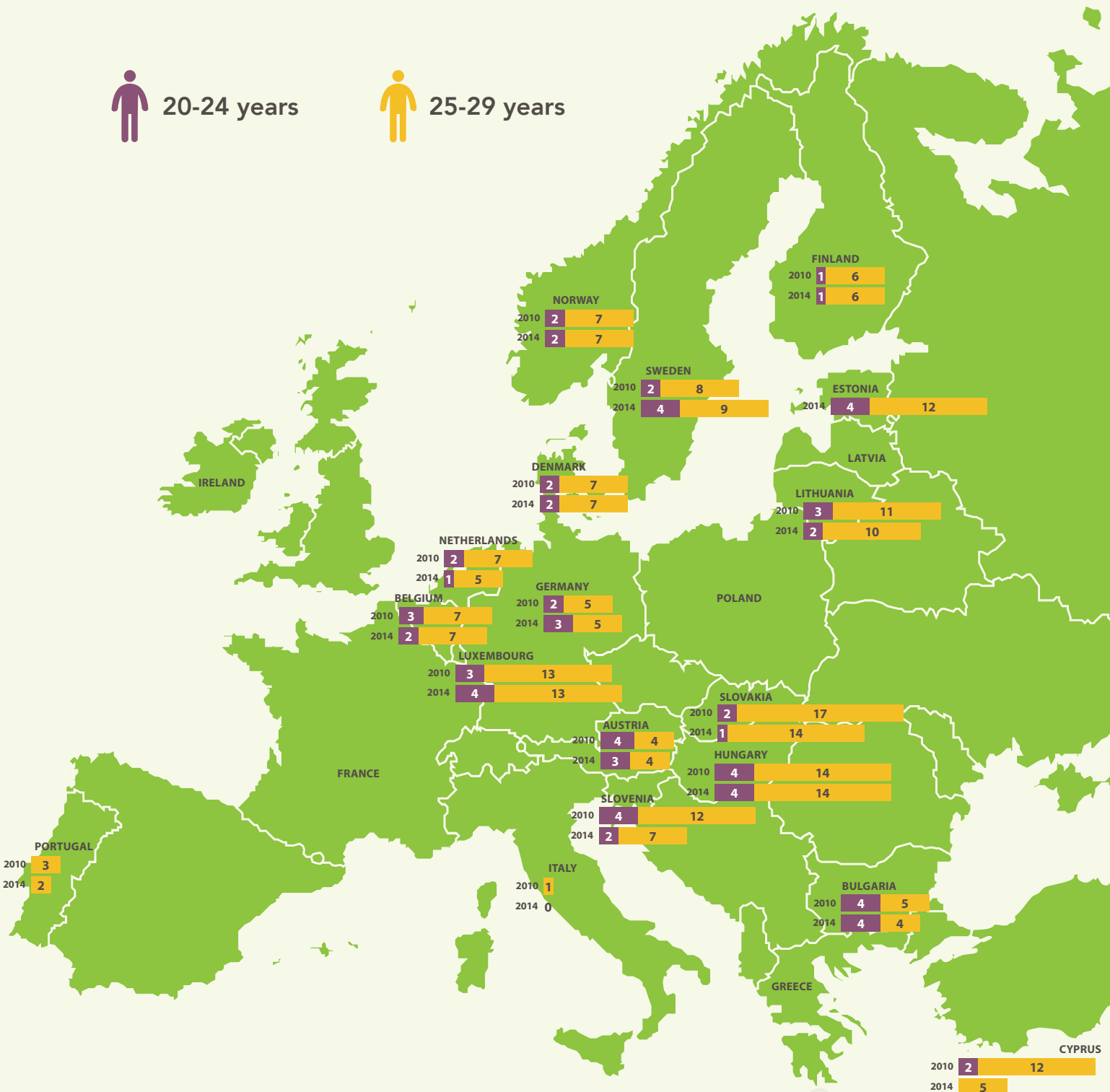
20-24 years   **25-29 years**

FINLAND
2010 | 1 | 6
2014 | 1 | 6

NORWAY
2010 | 2 | 7
2014 | 2 | 7

SWEDEN
2010 | 2 | 8
2014 | 4 | 9

ESTONIA
2014 | 4 | 12

LATVIA

LITHUANIA
2010 | 3 | 11
2014 | 2 | 10

DENMARK
2010 | 2 | 7
2014 | 2 | 7

IRELAND

NETHERLANDS
2010 | 2 | 7
2014 | 1 | 5

GERMANY
2010 | 2 | 5
2014 | 3 | 5

POLAND

BELGIUM
2010 | 3 | 7
2014 | 2 | 7

LUXEMBOURG
2010 | 3 | 13
2014 | 4 | 13

SLOVAKIA
2010 | 2 | 17
2014 | 1 | 14

AUSTRIA
2010 | 4 | 4
2014 | 3 | 4

HUNGARY
2010 | 4 | 14
2014 | 4 | 14

FRANCE

SLOVENIA
2010 | 4 | 12
2014 | 2 | 7

PORTUGAL
2010 | 3
2014 | 2

ITALY
2010 | 1
2014 | 0

BULGARIA
2010 | 4 | 5
2014 | 4 | 4

GREECE

CYPRUS
2010 | 2 | 12
2014 | 5

Notes: 1) data of the following countries have different reference points: France, Latvia, Portugal, Slovenia, Germany and Sweden; different age groups: France, Greece, Ireland, Poland. In comparison to the Figure 2.1.1., proportion of the youth may differ for +/- 1% due to data rounding. 2) proportion of employees expressed in full time equivalents: Bulgaria, Denmark, Ireland, the Netherlands, Germany

Figure 2.1.3. Age structure of the medium level and senior **MANAGERS** employed at central government the EU Member States and Norway in 2010 and 2014 (%)

Until 29 years

30-50 years

50+ years

FINLAND
2010: 27% / 73%
2014: 28% / 72%

ESTONIA
2014: 3% / 28% / 70%

LATVIA
2010: 1% / 39% / 61%
2014: 2% / 35% / 63%

LITHUANIA
2010: 42% / 52%
2014: 3% / 45% / 52%

NORWAY
2010: 50% / 49%
2014: 54% / 46%

SWEDEN
2010: 53% / 47%
2014: 1% / 47% / 52%

DENMARK
2010: 54% / 46%
2014: 52% / 48%

IRELAND
2010: 43% / 55%
2014: 3% / 51% / 48%

NETHERLANDS
2010: 60% / 40%
2014: 67% / 33%

BELGIUM
2010: 71% / 29%
2014: 62% / 38%

GERMANY
2010: 27% / 73%
2014: 20% / 81%

POLAND
2010: 10% / 35% / 55%
2014: 3% / 31% / 67%

SLOVAKIA
2010: 8% / 43% / 49%
2014: 8% / 42% / 51%

LUXEMBOURG

FRANCE
2010: 5% / 28% / 67%
2014: 3% / 30% / 67%
2014: 8% / 50% / 42%

AUSTRIA
2010: 2% / 35% / 63%
2014: 2% / 48% / 50%

HUNGARY

SLOVENIA
2010: 2% / 26% / 72%
2014: 3% / 28% / 69%

PORTUGAL
2010: 47% / 53%
2014: 2% / 44% / 56%

BULGARIA
2010: 2% / 49% / 49%
2014: 1% / 53% / 47%

ITALY
2010: 1% / 61% / 38%
2014: 1% / 61% / 38%

GREECE
2014: 1% / 59% / 40%

CYPRUS
2010: 23% / 77%
2014: 23% / 77%

Notes: 1) data of the following countries have different reference points: France, Latvia, Portugal, Slovenia, Germany and Sweden; different age groups: France, Greece, Ireland, Poland. 2) proportion of employees expressed in full time equivalents: Bulgaria, Denmark, Ireland, the Netherlands, Germany

By using *Eurobarometer* of autumn, 2014 on trust into government of the EU Member State (tend to trust vs. tend not to trust) and on the proportion of young employees (aged up to 29) in public administration, Pearson correlation coefficient was calculated, if correlation between these two indications exists. By examining all EU Member States together, low correlation between the trust in government and proportion of young employees in public administration has been observed (0.25). However, upon distinguishing the new and the old EU Member States and calculating correlation between the indications of both within the scope of the respective group, averagely strong relation between trust in government and proportion of young employees in public administration is revealed. The value of the coefficient in the new EU Member States was 0.66, in the old – 0.41. The reason, why the correlation does not reveal when examining all countries together, can be found in different levels of trust in government that exist in the old and new EU Member States. In general, the trust in government is higher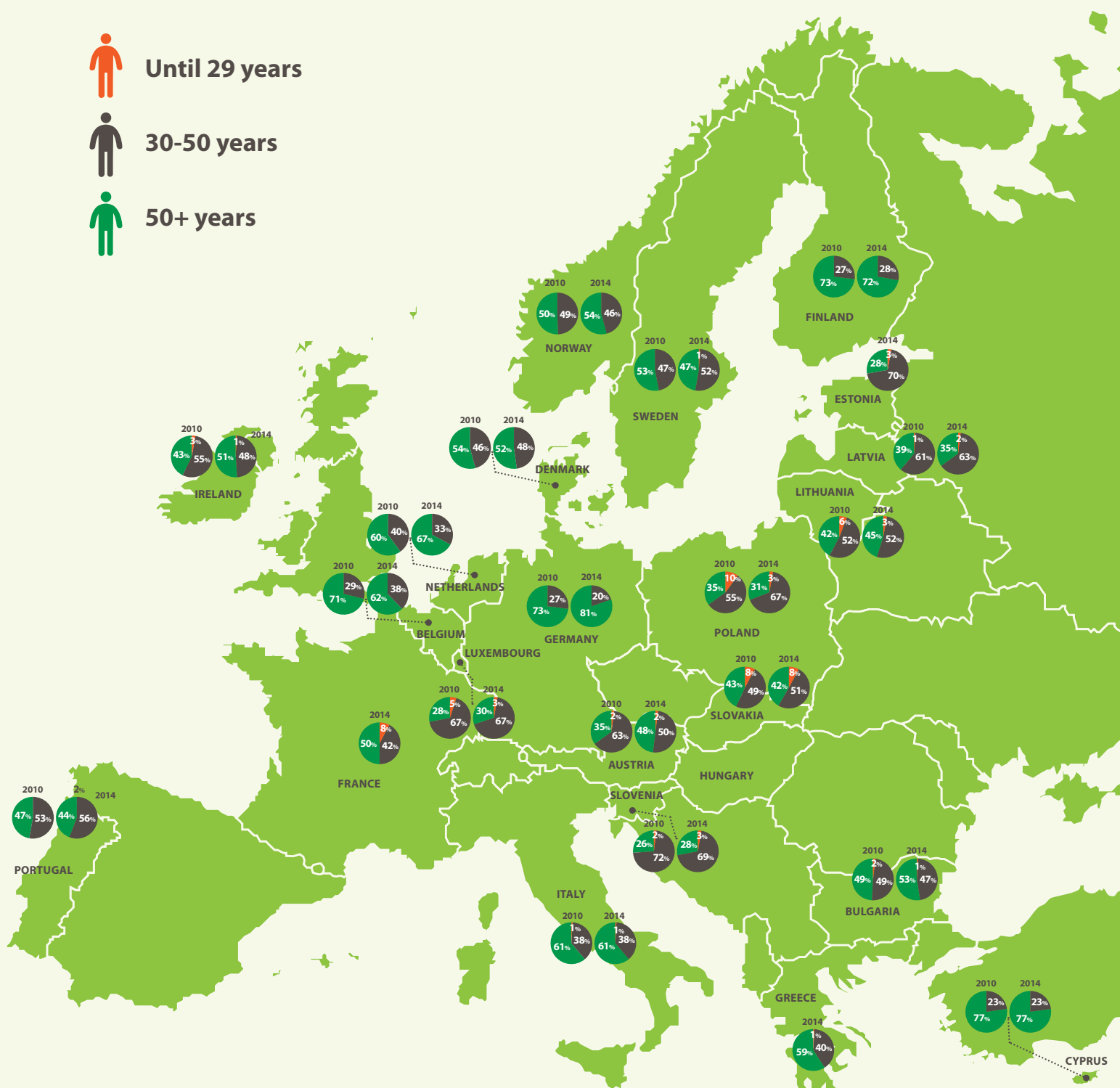 in the old EU Member States than the new Member States. However, within the scope of both groups countries with higher trust in public administration are characterized by slightly, but still higher proportion of the young employees that reveals, when examining these groups each separately.

Upon examining the age structure of the intermediate level and senior managers employed at central government in the EU Member States and Norway (see Figure 2.1.3.), it can be seen that majority of the employed of this group are aged 50 and more. In 2014 the highest proportion of the intermediate level and senior managers aged 50 and more was in Germany (81%), Cyprus (77%), Finland (72%) and the Netherlands (67%). However, the lowest – in Slovenia (28%), Estonia (28%), Luxembourg (30%), Poland (31%) and Latvia (35%).

The most crucial differences of the age structure upon comparison of the overall employment in public administration and the intermediate level and senior managers, can be observed in Cyprus, Germany, Finland and Greece, what causes higher risk of creating of intergeneration conflicts and can endanger attraction of the new generation employees to public administration.

2.1.2. Gender structure of the employed at the public administration of the EU Member States

Between the EU Member States and Norway (see Figure 2.1.4.) there can be observed also significant differences in the gender structure of the employed by central government. The highest proportion of the women at the beginning of 2014 was in Latvia (74%), Portugal (74%), Lithuania (72%) and Hungary (70%), however, the lowest – in Germany (36%), Slovenia (43%) and the Netherlands (44%). In comparison to 2010, the proportion of the women employed by central government in majority of countries has remained practically unaffected or slightly increased in 2014. It has slightly reduced only in certain countries with already previously high proportion of the women in public administration (in Bulgaria, Poland and Slovakia).

According to the available information that explains the gender structure differences of the employed by public administration in the EU Member States, it can be seen that it might be a tradition developed in a result of long-term processes. Besides, every country can have their own unique explanation of the situation. For example, the high participation of the women of Portugal is explained by several factors. Firstly, high participation of women in the labour market is characteristic to Portugal in general. Its reason is numerical reduction of the male work force that was caused due to the colonial war (1961 – 1974) and extensive migration to Europe (especially France) at the beginning of the 60ties of the 20th century. Secondly, following establishment of democracy in Portugal (in April, 1974) career development opportunities at intermediate level public sector institutions, diplomacy and legal system became available for women. Thirdly, in comparison to the private sector, conditions of work in public sector are more attractive for women, because they offer work and family life combining options, for example, flexible working hours and full-time employment, reducing duration of the working hours by one hour for those, who have children below 12, as well as additional social guarantees (especially in relation to the support of children education and health care)[141].

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141   According to written comment given by Portuguese expert of EUPAN Teresa Ganhão.

Figure 2.1.4. Proportion of the WOMEN EMPLOYED by central government in the EU Member States and Norway in 2010 and 2014 (%)

2010   2014

FINLAND 58%

NORWAY 53%

SWEDEN 52%

ESTONIA 58%

LATVIA 74%

LITHUANIA 72%

IRELAND 60%

DENMARK 55%

NETHERLANDS 44%

BELGIUM 53%

LUXEMBOURG 56%

GERMANY 36%

POLAND 61%

SLOVAKIA 60%

FRANCE 54%

AUSTRIA 53%

HUNGARY 70%

SLOVENIA 43%

PORTUGAL 74%

ITALY 52%

BULGARIA 62%

GREECE 47%

CYPRUS 64%
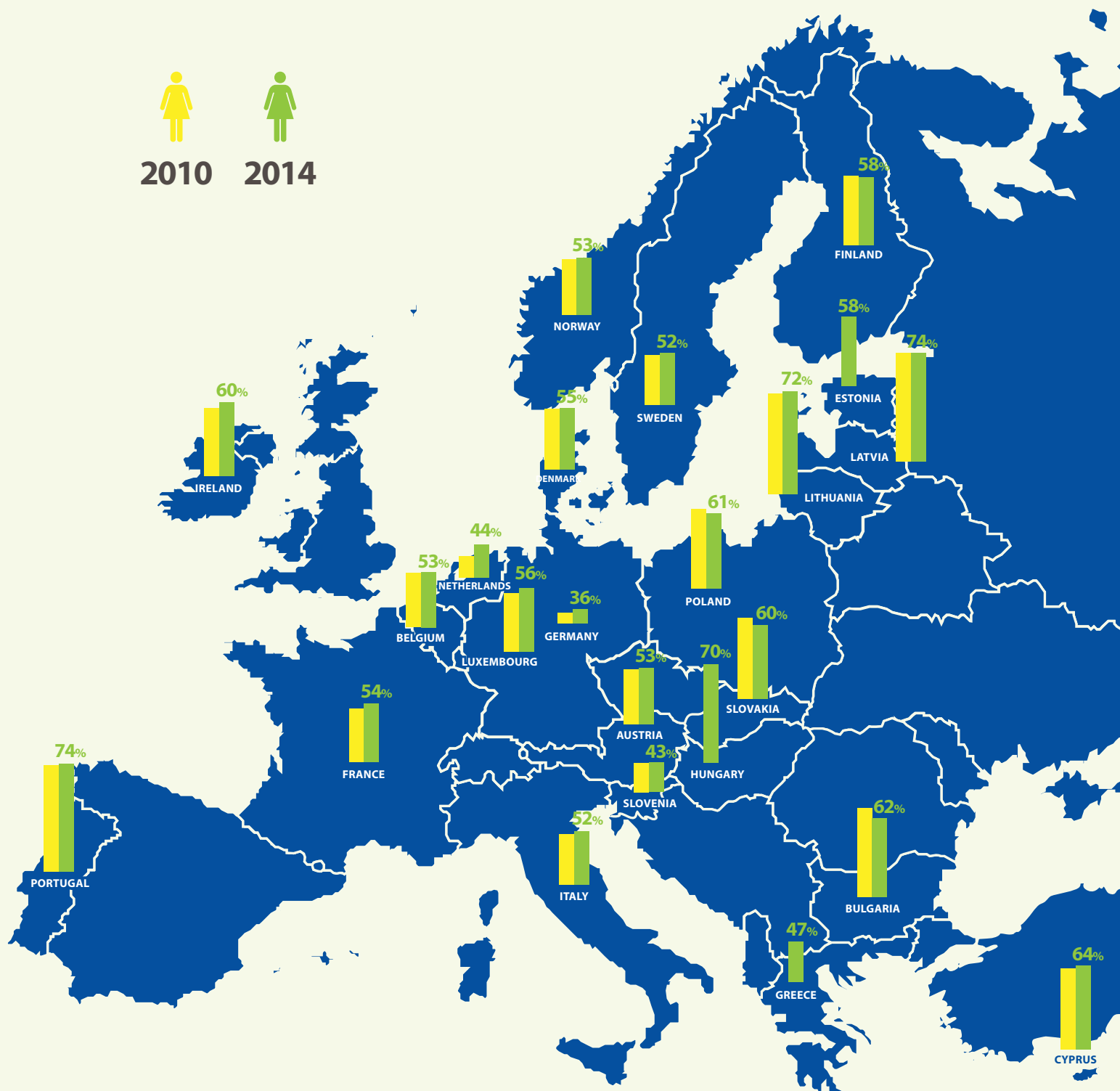
Notes: 1) data of the following countries have different reference points: France, Latvia, Portugal, Slovenia, Germany and Sweden. 2) proportion of employees expressed in full time equivalents: Bulgaria, Denmark, Ireland, the Netherlands, Germany

Figure 2.1.5. The proportion of WOMEN EMPLOYED in the medium and high level MANAGEMENT POSITIONS of public administration in the EU Member States and Norway in 2010 and 2014 (%)
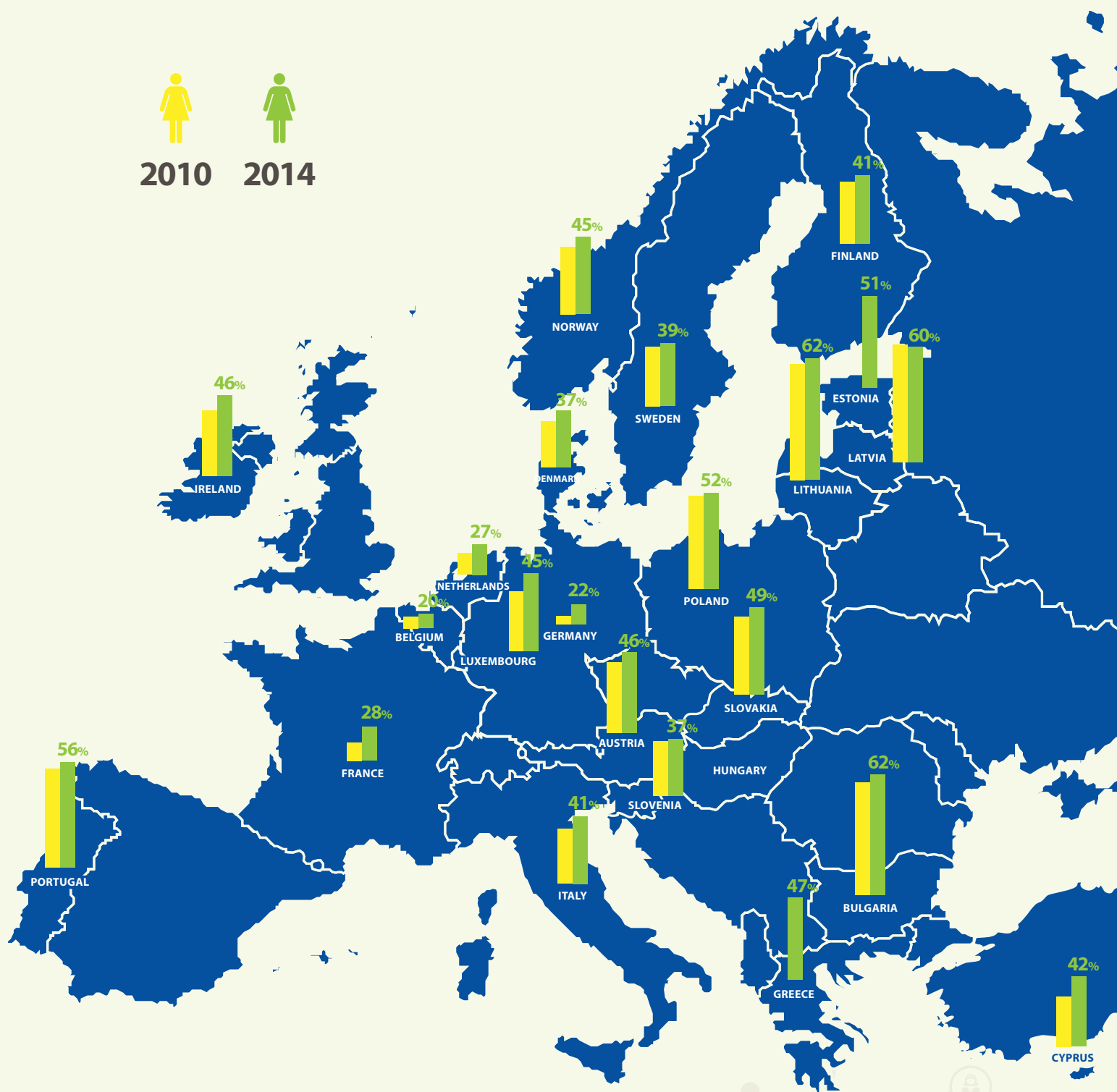
2010   2014

- NORWAY — 45%
- FINLAND — 41%
- SWEDEN — 39%
- DENMARK — 37%
- ESTONIA — 51%
- LATVIA — 60%
- LITHUANIA — 62%
- IRELAND — 46%
- NETHERLANDS — 27%
- BELGIUM — 29%
- LUXEMBOURG — 45%
- GERMANY — 22%
- POLAND — 52%
- SLOVAKIA — 49%
- AUSTRIA — 46%
- HUNGARY — 37%
- FRANCE — 28%
- SLOVENIA — 41%
- BULGARIA — 62%
- PORTUGAL — 56%
- ITALY — 41%
- GREECE — 47%
- CYPRUS — 42%

Notes: 1) data of the following countries have different reference points: France, Latvia, Portugal, Slovenia, Germany and Sweden. 2) proportion of employees expressed in full time equivalents: Bulgaria, Denmark, Ireland, the Netherlands, Germany.

Data show that the proportion of the women employed by central government in many new EU Member States is higher than the average. It can be explained by the different employment policy implemented during the Communist regime in the East European countries, when participation of women in the labour market was to be considered mandatory. Simultaneously with starting of democratization processes in Eastern Europe, there could be observed also attempts to restore the traditional gender, including man as the main breadwinner, roles[142] that materialised as mainly aligning with the labour market straight after obtaining secondary education and/ or selection of such professions that can be characterized by higher remuneration. For example, the high participation of Latvian women in public administration can also be explained both by the high common participation of women in the labour market and the different choice of education and profession. There are proportionally more women in Latvia, who have obtained the higher education that is necessary also for work in public administration, than men; besides, social sciences that are the most demanded for work in public administration, are also most often studied by women in Latvia.

The low proportion of women in public administration institutions of several Central European countries is explained by different social welfare regime existing there, in result of what the overall participation of women in the labour market has been low for several decades. For example, still in the 70ties of the 20th century women in the Netherlands after getting married had to leave job, and the trade unions had successfully achieved a good remuneration for men in order for them to be able to support family without woman participating in the labour market. Situation changed along with emancipation of women, when women also wanted to do salaried work. Thereby, majority of the employed by Dutch public administration within the older age is men and it is expected that the proportion of the women in central government will reach 50% approximately from 2023 to 2025[143]. Also the low proportion in Germany of women in public administration can be similarly explained – until 1953 there was a law in force in Western Germany according to which women after getting married had to leave job at public administration. However, since mid 50ties of the 20th century part-time employment of the married women was popularized in Western Germany[144]. Thereby, the second essential factor that must be considered, when examining proportion of the women in central government of Germany, is the differences of reference mentioned in the chapter on methodology – in case of Germany, data indicate proportion of women employment, expressing it in full time equivalents, not from the headcounts.

Upon comparing proportion of the women employed in medium and high level management position, in all countries it is in general lower than the overall proportion of the women employed by public administration (see Figure 2.1.5.). It can indicate a tendency to nominate men for the managing positions more often than women. The highest proportion of women employed in medium and high level management positions in the beginning of 2014 was in Bulgaria (62%), Lithuania (62%) and Latvia (60%). The lowest – in Belgium (20%), Germany (22%), the Netherlands (27%) and France (28%). In comparison to 2010, the proportion of women employed in medium and high level management positions has more or less increased in 2014.

142   Pascall, Gillian, Anna Kwak (2005). *Gender Regimes in Transition in Central and Eastern Europe*. Bristol: Policy Press

143   According to written comment given by Dutch expert of EUPAN Herma Kuperus.

144   Oertzen, Christine (1999). "Women, work, and the state: Lobbying for part-time work and 'practical equality' in the West German Civil Service, 1958-1969" In: Rolf Torstendahl (ed.) *State Policy and Gender System in the Two German States and Sweden 1945-1989*. Lund: Bloms i Lund Tryckeri AB, pp.79-104.

2.2. Portrait of Latvian public administration: analysis of statistical data

2.2.1. General demographic description of employees of the Latvian public administration

According to the data collected by the Ministry of Finance, at the end of 2014 68% of the employed in the Latvian public administration were aged up to 49 (including) and 32% – aged 50 and above. The employees of the younger generation, that is, aged up to 29, form 17%, and majority of the employed is aged from 30 to 49 (51%). Data show that during a period from 2011 until 2014 the proportion of the employed aged up to 29 has increased for 7 percentage points, however, the proportion of the employed aged above 60 has reduced for 4 percentage points (see Figure 2.2.1.).

Figure 2.2.1. Age structure of the employed in the Latvian public administration in 2011 – 2014 (% out of all employees)
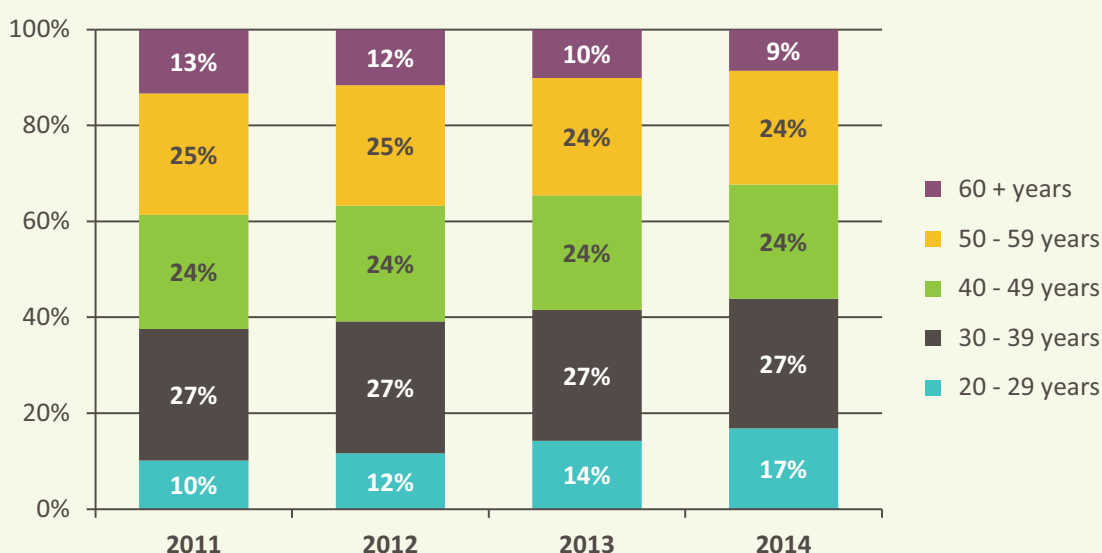
Note: data of 2011 – 2013 reflect the number of employees on 31 December of the respective year, in 2014 – on 30 November.

Age structure of the employees in ministries and subordinated institutions of ministries significantly differs. Younger employees more often work in ministries than their subordinated institutions that can be seen, when comparing age structure only separately in ministries (Figure 2.2.3.) and in ministries together with their agencies (Figure 2.2.2.).

Upon examining ministries together with their agencies, it can be seen that the highest proportion of young employees is in the Ministry of Foreign Affairs and in its agencies (25% employees are aged 20 – 29 and 41% employees – 30 - 39 years old), in the Ministry of Economy and Ministry of Environmental Protection and Regional Development and in its agencies (in both cases 23% employees are aged 20 – 29 and 31% employees are 30 – 39 years old). There are comparatively many young employees also in the Ministry of Justice and its agencies and in the Ministry of Transport and in its agencies. However, the most elderly employees are in the Ministry of Culture and its agencies (27% employees are aged 50 – 59 and 21% – 60 and above), in the Ministry of Health and its agencies (26% employees are aged 50 – 59 and 13% – 60 and above) and in the Ministry of Agriculture and its agencies (29% employees are aged 50 – 59 and 7% – 60 and above).
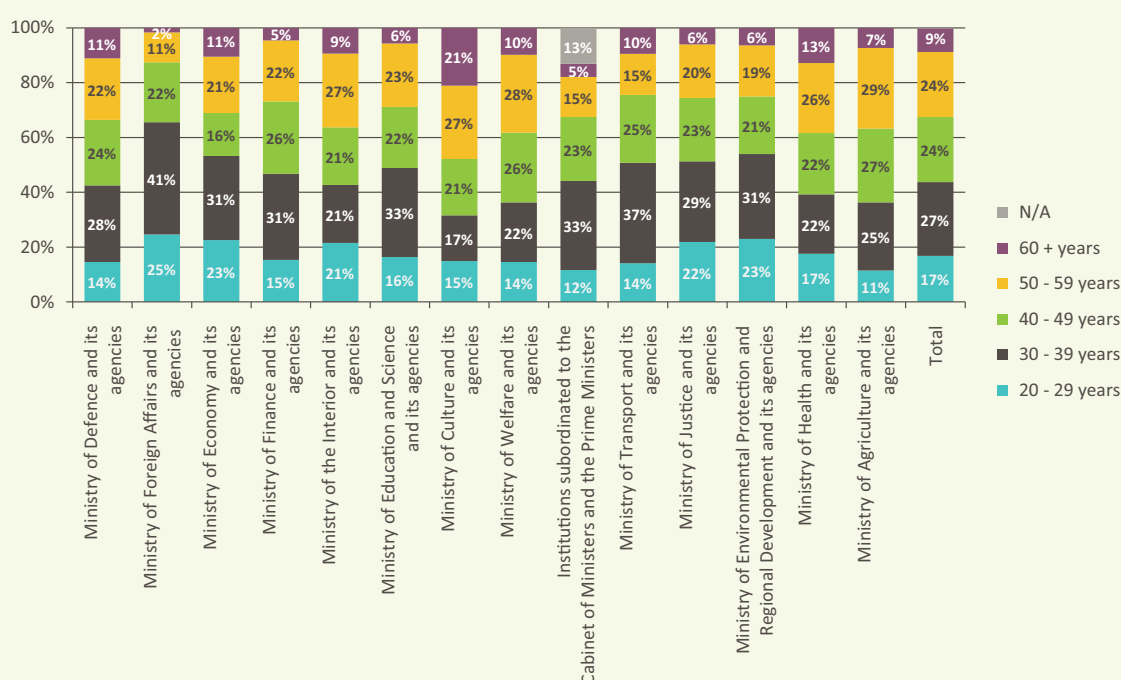
Notes: Ministry of Defence and its agencies – 5 institutions, Ministry of Foreign Affairs and its agencies – 3 institutions, Ministry of Economy and its agencies – 7 institutions, Ministry of Finance and its agencies – 6 institutions, Ministry of the Interior and its agencies – 5 institutions, Ministry of Education and Science and its agencies – 9 institutions, Ministry of Culture and its agencies – 17 institutions, Ministry of Welfare and its agencies – 7 institutions, institutions subordinated to the Cabinet of Ministers and the Prime Minister – 5 institutions, Ministry of Transport and its agencies – 5 institutions, Ministry of Justice and its agencies – 12 institutions, Ministry of Environmental Protection and Regional Development and its agencies – 7 institutions, Ministry of Health and its agencies – 9 institutions, Ministry of Agriculture and its agencies – 7 institutions.

Upon examining separately only ministries, it can be seen that usually there is higher proportion of young employees within the age structure of the employed in them. Approximately half of the employed in practically all ministries is aged up to 39 (see Figure 2.2.3.). The highest number of the employed within this age group is in the ministries of Justice (77%), Finance (73%), Economy (71%), Health (67%), Foreign Affairs and Environmental Protection and Regional Development (64% in both). The most drastic differences of the age structure of the employees between the department (of the ministries and their agencies taken together) and separately the ministry of this sector can be observed in the sectors of culture, health, justice, finance and welfare (more than 25 percentage points). Such significant difference in the age structure of employees may negatively influence policy implementation process that results from the generational conflict within the scope of the department.

Upon considering separately each of the sectors, it can be seen that the lowest proportion of young employees within the sector of economy is in the Central Statistical Bureau, within the sector of finance – in the State Revenue Service, within the sector of education – in the National Centre for Education and in the State Service of Education Quality, within the sector of culture – in all agencies of the ministry, within the sector of welfare – in the State Medical Commission for the Assessment of Health Condition and Working Ability, State Social Insurance Agency, Social Integration State Agency and State Employment Agency, within the sector of transport – in all agencies of the ministry, within the sector of justice – in the State Probation Service, State Forensic Science Bureau, National Language Centre and State Land Service, within the sector of environment protection – in all structures of the State Environmental Service, within the sector of health – in the State Centre for Forensic Medical Examination and Health Inspectorate, within the sector of agriculture – in the State Forest Service and Food and Veterinary Service.

Figure 2.2.3. Age structure of the employed in ministries on 30 November, 2014 (% out of all employees)
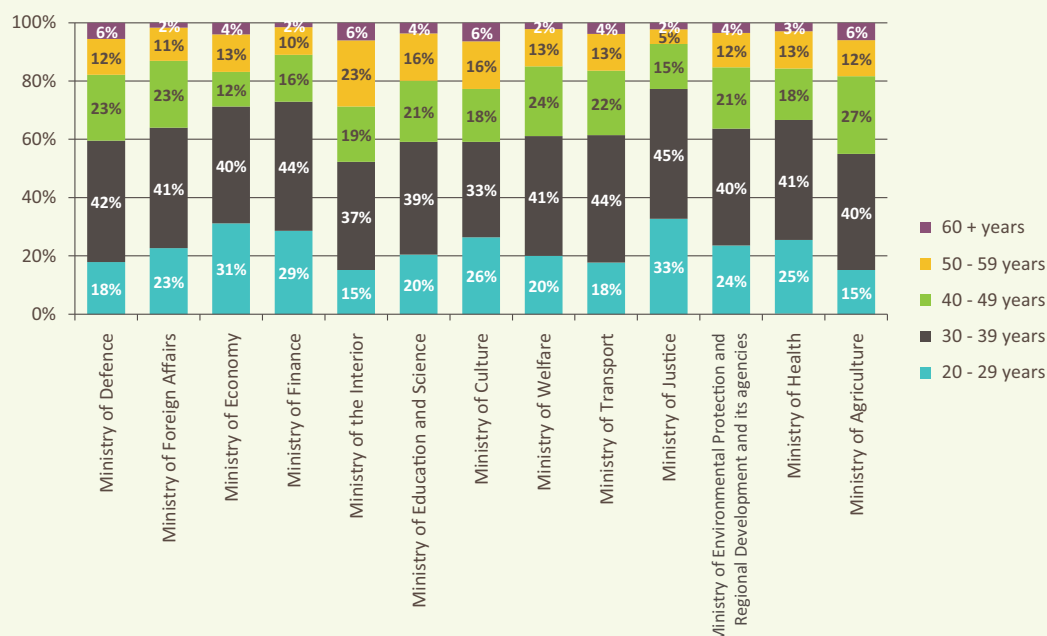
74% of the employed in Latvian public administration are women, and this proportion has not changed during the last four years (see Figure 2.2.4.A.). In comparison with other EU Member States (see chapter 2.1.), Latvia is one of the countries with the highest proportion of women in public administration. Such gender structure may cause the lack of specialists within professions that are more often chosen by men.

Upon viewing the distribution of the employed in public administration after workload (Figure 2.2.4.B.), it can be seen that during the last four years the proportion of the part-time employees in public administration has reduced, and in 2014 it has reached 4%. Contrary to the assumption that upon introduction of flexible working hours and attracting various experts, the proportion of the employees of part-time work should increase, currently an opposite process has been observed in the Latvian public administration, however, its reasons may be different – for example, introduction of flexible working hours has allowed starting full-time work or people with comparatively low income cannot afford working part-time.

Figure 2.2.4. Gender and workload structure of the employees in 2011 – 2014 (% out of the employed)
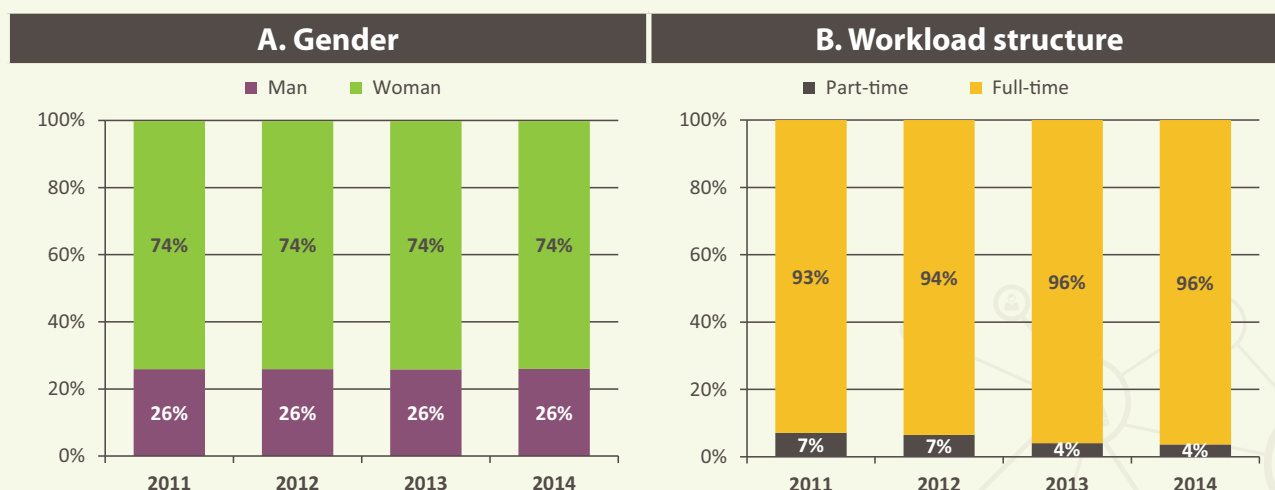
Note: data of 2011 – 2013 reflect the number of employees on 31 December of the respective year, in 2014 – on 30 November.

In 2014, there were in total 20963 employees working in the Latvian public administration, out of whom 56% employees were civil servants and 44% had another status (see Figure 2.2.5.). Although the number of the employees has slightly varied during the last years, the proportion of the civil servants and other employees in public administration has been constant during the last four years – from 2011 – 2013 it was as follows: 57% civil servants and 43% other employees.

Figure 2.2.5. Number of the employed in the Latvian public administration after the status of employment relationship in 2011 – 2014 (% out of the employed)
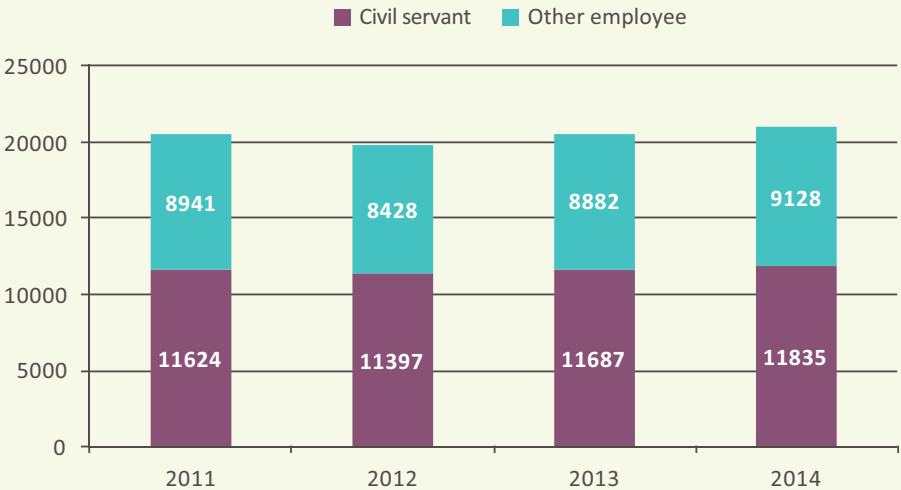
Note: data of 2011 – 2013 reflect the number of employees on 31 December of the respective year, in 2014 – on 30 November.

Information on education of the employed in public administration is available only partly – it is being collected only on civil servants, that is, on 56% employed in 2014 (see picture 2.2.6.). In total, 31% out of all (or 54% out of those, whose obtained level of education is known) employed in the public administration have master's degree or doctorate and 26% out of all (46% out of those, whose obtained education is known) employed have bachelor's degree.

Figure 2.2.6. Educational level of the employed in the Latvian public administration on 30 November, 2014 (% out of the employed)
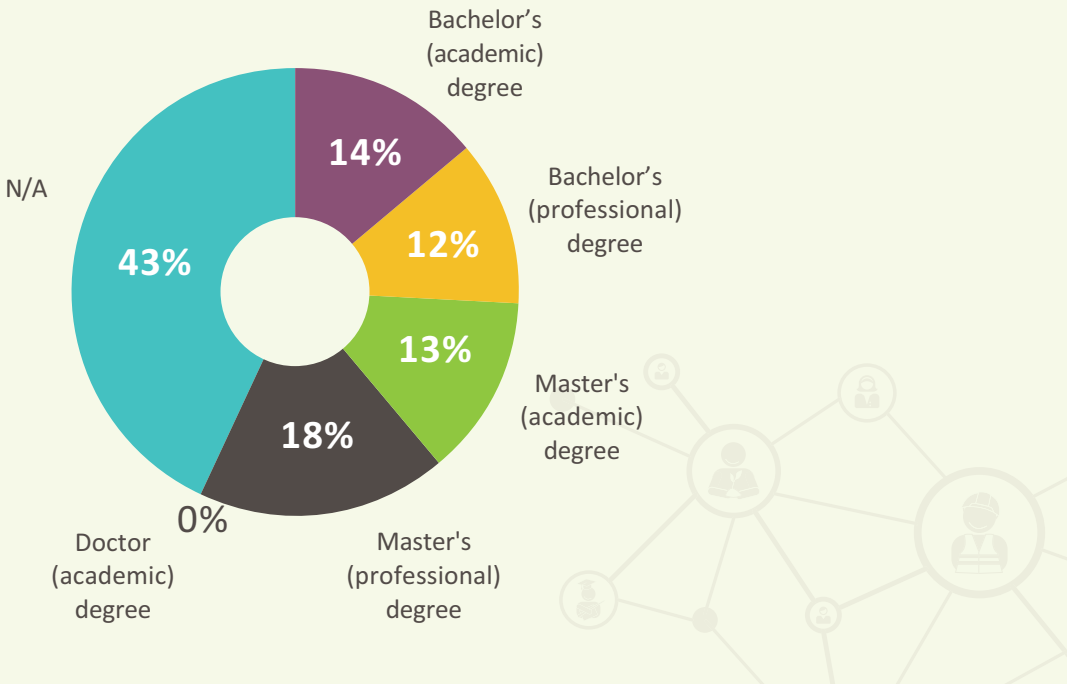
2.2.2. Detailed description of the number and positions of the employed in the public administration

Altogether the highest number of the employed is in the Ministry of Finance and in its agencies (in 2014 – 4823, out of which 4029 – in the State Revenue Service), in the Ministry of Agriculture and its agencies (in total in 2014 – 2612, out of which 785 worked in the Rural Support Service, 660 – in the State Forest Service, 586 – in the Food and Veterinary Service) and in the Ministry of Welfare and in its agencies (in total in 2014 – 2519, out of which 984 – in the State Social Insurance Agency and 823 – in the State Employment Agency).

Figure 2.2.7. The number of the employed in the Latvian public administration in the ministries and their agencies in 2011 – 2014
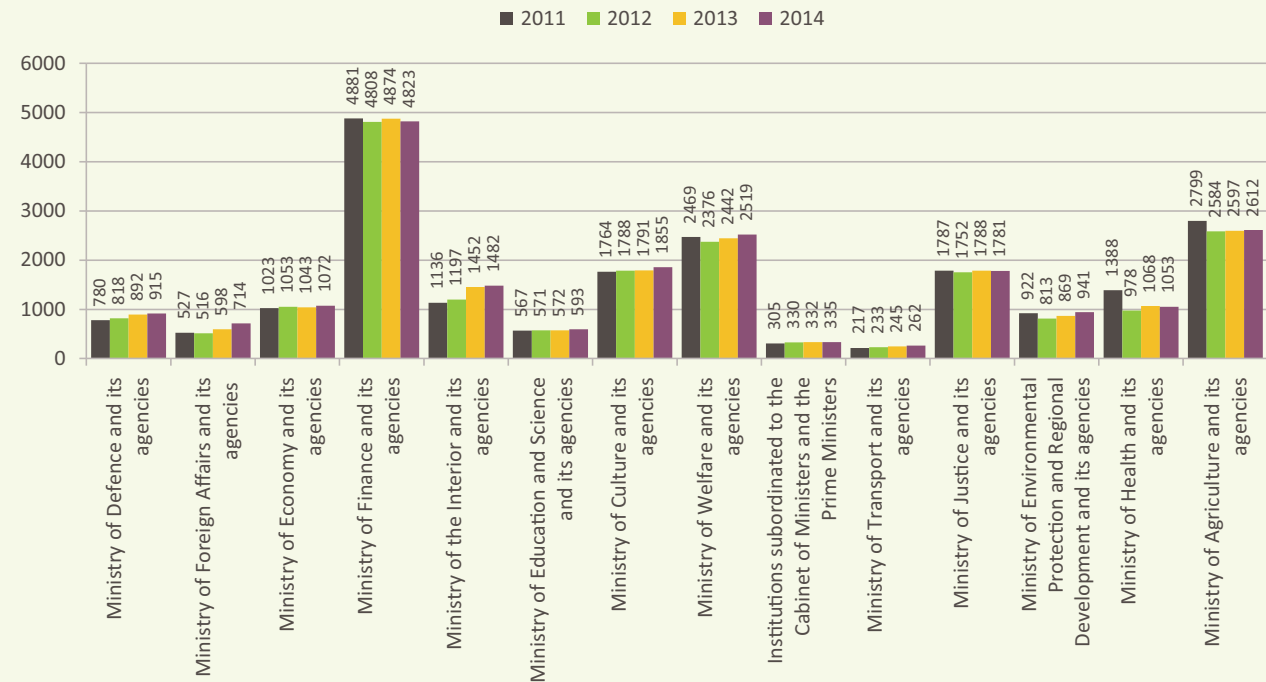
Note: data of 2011 – 2013 reflect the number of employees on 31 December of the respective year, in 2014 – on 30 November.

Description of the positions of the employed in the Latvian public administration has been made according to the classification determined by the Regulations of the Cabinet of Ministers No. 1075 of 30.11.2010. "Job Catalogue of State and Local Government Institutions". There are 56 job families defined in these regulations. The most employees (see Figure 2.2.8.) are in the family 26.3. – control of individuals (3468 employed in 2014), altogether in the family 18 – information collection and analysis (2296 employed) that include positions of archives, libraries, museum services and statistics, in the family 35 – policy implementation (1974 employed), in the family 23 – customer service (1906 employed), in the family 44 – management of foreign finance tools (1500 employed), in the family 36 – policy planning (1022 employed) and in the family 19 – information technologies (1004 employed). Several mentioned job families (for example, policy planning and implementation, management of foreign finance tools) are required in different sectors, the employed within them are going to form significant part of the number of the employed in public administration also in future. However, the high numbers of the employed within the job families of customer service and information collection and analysis illustrate the opportunity to reduce the numbers employed within them, by increasingly more automating circulation of documents and introducing e-services.

Figure 2.2.8. The number of the employed in the more common job families in 2011 – 2014

Legend: 2011, 2012, 2013, 2014

Job family	2011	2012	2013	2014
Maintenance (3.)	561	431	435	412
Diplomatic and consular operation (7.)	336	322	349	407
Expertise (10.)	607	520	619	621
Physical and qualified work (13.)	806	624	693	612
Accountancy (14.)	484	477	490	510
Information collection and analysis (18.)	2328	2196	2208	2296
Information technologies (19.)	943	946	1009	1004
Engineering and technical works (20.)	492	486	489	499
Legal analysis, performance control and services (21.)	677	684	714	760
Customer service (23.)	1868	1851	1938	1906
Customs and custom control (26.2.)	692	662	666	661
Control of individuals (26.3.)	3253	3383	3552	3468
Policy implementation (35.)	1738	1801	1894	1974
Policy planning (36.)	931	880	945	1022
Management of foreign finance tools (44.)	1285	1391	1456	1500

Note: data of 2011 – 2013 reflect the number of employees on 31 December of the respective year, in 2014 – on 30 November. Picture reflects the number of employees within the job families, where the number of the employed exceeds 400 employees.

Figure 2.2.9. Age structure of the employed in more common job families on 30 November, 2014 (% out of all employed within the trade family)

Legend: 60 + years, 50 - 59 years, 40 - 49 years, 30 - 39 years, 20 - 29 years, Until 19 years
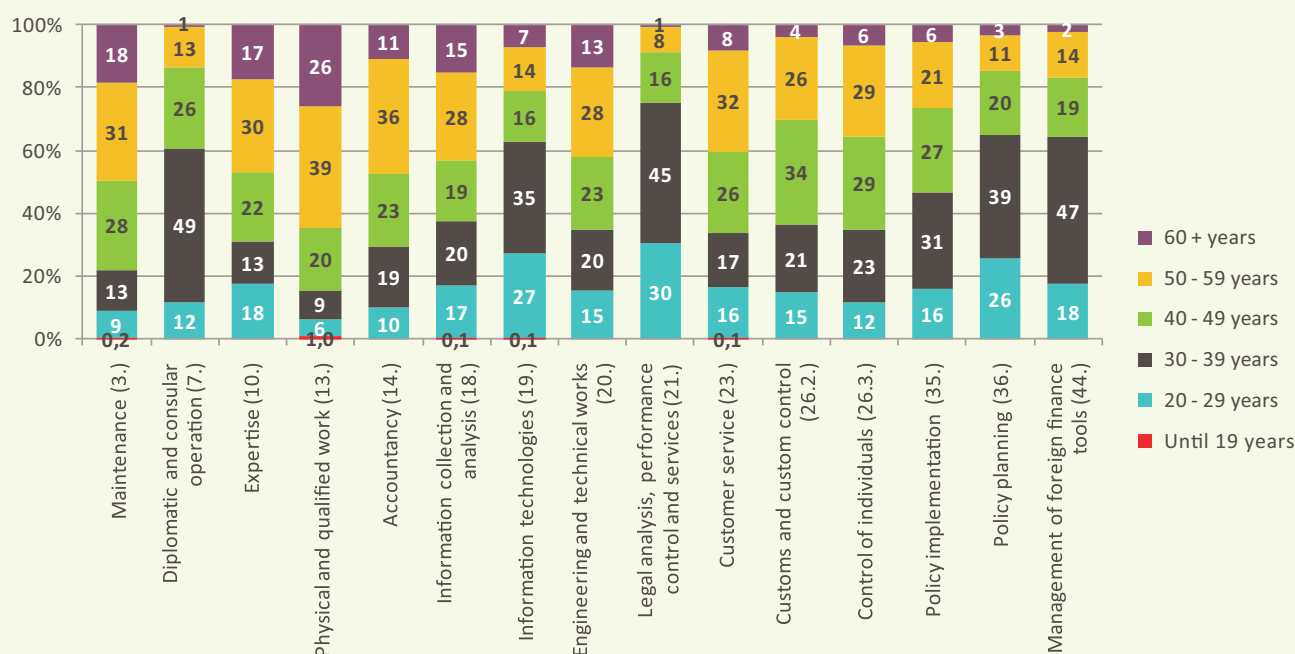
Upon examining age structure of employees of various job families, it can be seen that some of them have higher proportion of young employees (see Figure 2.2.9.). The highest proportion of the employees aged up to 39 is in the job family 21 – legal analysis, performance control and services (75%), in the job family 36 – policy planning (65%), in the job family 44 – management of foreign finance tools (64%), in the job family 19 together – information technologies (63%) and in the job

family 7 – diplomatic and consular operation (61%). In the job family 35 – policy implementation – almost half of the employees (47%) are aged up to 39. However, elder employees can most often be encountered in the job family 13 – physical and qualified work (65% employees are aged above 50), in the job family 3 – maintenance (49%), in the job family 10 – expertise and in the job family 14 – accountancy (both have 47% employees aged above 50).

Figure 2.2.10. Number of vacancies in the most common job families on 30 November, 2014
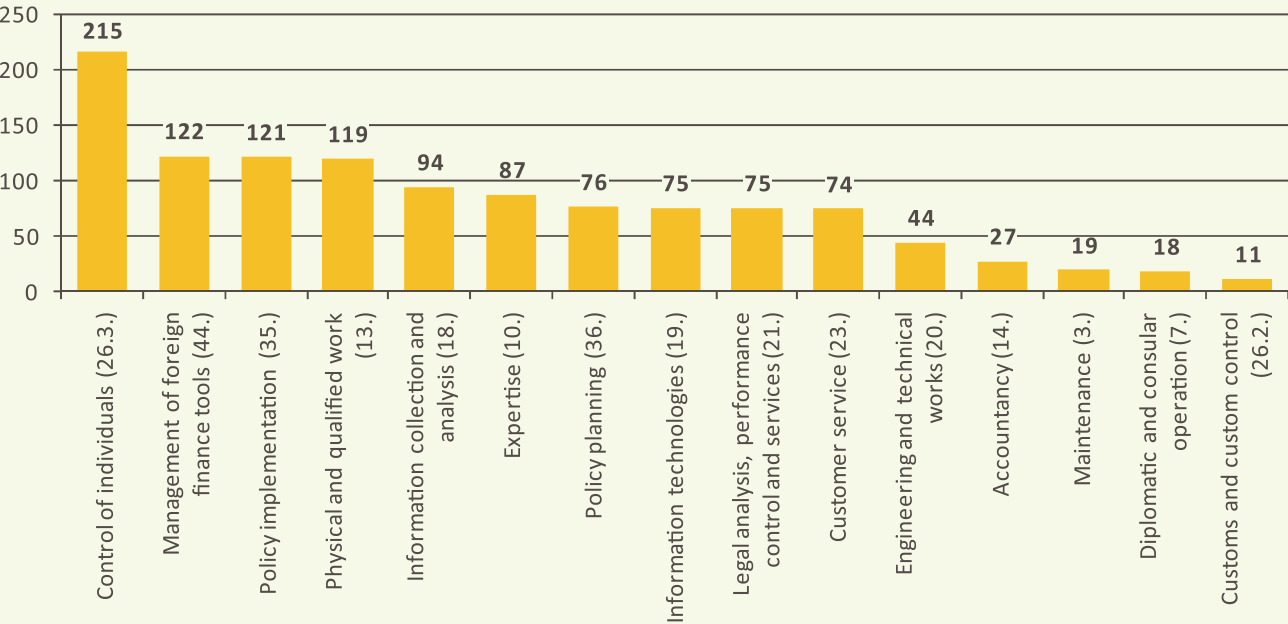
At the end of 2014, there were a total of 1468 vacancies in the Latvian public administration (see Figure 2.2.10.). The most vacancies were in the job family 26.3 – control of private entities (215), in the job family 44 – management of foreign finance tools (122), in the job family 35 – policy implementation (121) and in the job family 13 – physical and qualified work (119). However, upon examining data proportionally to the number of the employees within the job family, the greatest proportion of the vacancies was in the job family 13 – physical and qualified work (19%), in the job family 10 – expert examination (14%), in the job family 21 – legal analysis, performance control and services (10%) and in the job family 20 – engineering and technical works (9%).

2.2.3. Remuneration of employees of public administration institutions

Upon examining the average monthly salary (gross) and the amount of premiums in the ministries and their agencies taken together, their essential mutual difference can be seen (see Figure 2.2.11.). In January – November, 2014, the highest remuneration was in the Ministry of Foreign Affairs and in its agencies (on average 1700 EUR, out of which 460 EUR comprise premiums), in the Ministry of Transport and in its agencies (on average 1586 EUR), as well as in the institutions subordinated to the Cabinet of Ministers and the Prime Minister (on average 1441 EUR). However, the lowest remuneration was in the Ministry of the Interior and in its agencies (on average 779 EUR), in the Ministry of Culture and in its agencies (on average 780 EUR) and in the Ministry of Welfare and in its agencies (on average 795 EUR). The amount of premiums in different ministries and their agencies varies – the highest premium beside monthly salary is common in the Ministry of Foreign Affairs and in its agencies, the lowest – in the Ministries of Culture and Welfare and in their agencies (see Figure 2.2.11.).

Figure 2.2.11. The amount of the average monthly salary and premium in ministries and their agencies in January – November, 2014 (EUR, gross)

■ Monthly salary   ■ Average amount of premiums

Ministry	Monthly salary	Average amount of premiums
Ministry of Defence and its agencies	922	66
Ministry of Foreign Affairs and its agencies	1240	460
Ministry of Economy and its agencies	989	120
Ministry of Finance and its agencies	920	111
Ministry of the Interior and its agencies	725	54
Ministry of Education and Science and its agencies	1117	116
Ministry of Culture and its agencies	735	44
Ministry of Welfare and its agencies	763	32
Institutions subordinated to the Cabinet of Ministers and the Prime Ministers	1307	134
Ministry of Transport and its agencies	1422	164
Ministry of Justice and its agencies	865	72
Ministry of Environmental Protection and Regional Development and its agencies	1012	117
Ministry of Health and its agencies	928	73
Ministry of Agriculture and its agencies	913	122

Analysis of statistical data shows that higher proportion of young employees is in the ministries and their agencies, where the average remuneration is higher – for example, in the Ministry of Foreign Affairs and in its agencies and in the Ministry of Transport and in its agencies. At the same time, proportion of young employees is also lower in direct public administration institutions, where the average remuneration is lower – for example, in the Ministry of Welfare and in its agencies and in the Ministry of Culture and in its agencies.

Upon examining the amount of the average monthly salary and premium separately only in the ministries (see Figure 2.2.12.), it can be seen that at the end of 2014 the highest remuneration was in the Ministry of Foreign Affairs (on average 1750 EUR), Ministry of Agriculture (on average 1620 EUR) and Ministry of Finance (on average 1618 EUR). However, the lowest remuneration was in the Ministry of Education and Science (on average 1297 EUR) and Ministry of Health (on average 1280 EUR). Although the range of difference of the average monthly salary in different ministries is narrower than it can be observed, if to compare ministries and their agencies altogether, the amount of premium among the ministries significantly differs. For example, in 2014 the highest premiums were in the Ministry of Foreign Affairs, while the average amount of premiums in two of its agencies (in the Secretariat of the Latvian presidency of the Council of the European Union and direct administration institution "Latvian Institute") is low. This example characterizes the different remuneration policy in direct public administration institutions, whereof some can be characterized by significantly more generous premium policy than the others.
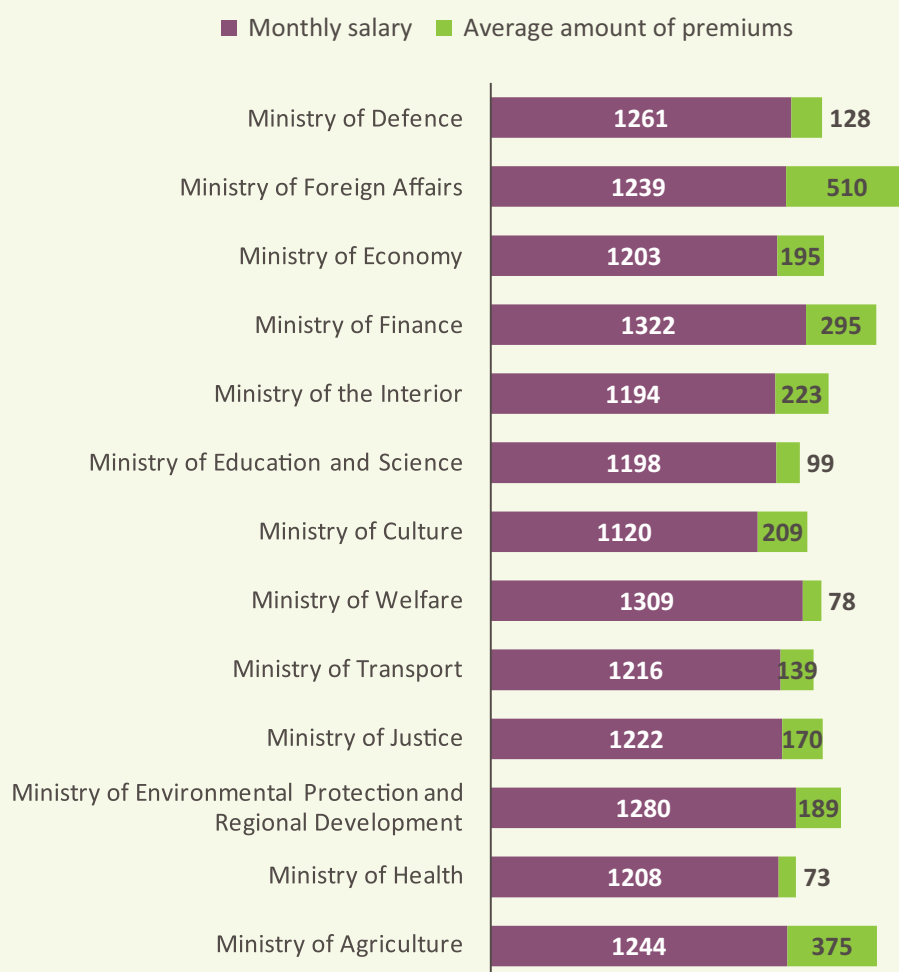
Figure 2.2.12. The amount of the average monthly salary and premiums in ministries in January – November, 2014 (EUR, gross)

■ Monthly salary ■ Average amount of premiums

Ministry	Monthly salary	Average amount of premiums
Ministry of Defence	1261	128
Ministry of Foreign Affairs	1239	510
Ministry of Economy	1203	195
Ministry of Finance	1322	295
Ministry of the Interior	1194	223
Ministry of Education and Science	1198	99
Ministry of Culture	1120	209
Ministry of Welfare	1309	78
Ministry of Transport	1216	139
Ministry of Justice	1222	170
Ministry of Environmental Protection and Regional Development	1280	189
Ministry of Health	1208	73
Ministry of Agriculture	1244	375

2.2.4. Assessment of qualification of public administration employees

Assessment of qualification of public administration employees within institutions is being carried out in accordance with the Regulations of the Cabinet of Ministers No. 494 of 10.07.2012. "Regulations on the Evaluation of Work Performance of Employees in Direct Administration State Institutions". According to the regulations, assessment of the work performed by the employed is carried out by his direct manager, however, assessment of the work performed by the managers of institution is carried out by assessment commission specially established for that. Regulations provide also assessment criteria and definitions of assessment of different levels. Evaluation results are being entered into "Information System of the Electronic Evaluation Form" (system NEVIS), whose administrator is the State Chancellery. Evaluations that were performed for 2013 were available for the needs of the study.

Evaluations within NEVIS system are available according to the classification into job groups introduced in the regulations of the Cabinet of Ministers that are being made after their principal functions (policy planners, policy implementers, performers of support functions, performers of physical and qualified work, managers (lower level managers, medium level managers and senior level managers)).

Data on evaluation of the work performance by the employees of direct administration state institutions demonstrate that the overall received assessment is positive. At the same time, the total evaluation of the work performed by employees of certain job categories is higher than of others.

For example, more than a half of policy planners (55%) has received excellent or very good overall evaluation, such assessment for their work has been received also by almost half of the policy implementers (46%) and performers of support functions (48%) (see Figure 2.2.13.). However, only one third of employees (33%) among the performers of physical and qualified work has received the overall assessment "excellent" or "very good" on performance of work.

Figure 2.2.13. The overall evaluation of performance of work in the main job groups (proportion of each grade of evaluation in %)
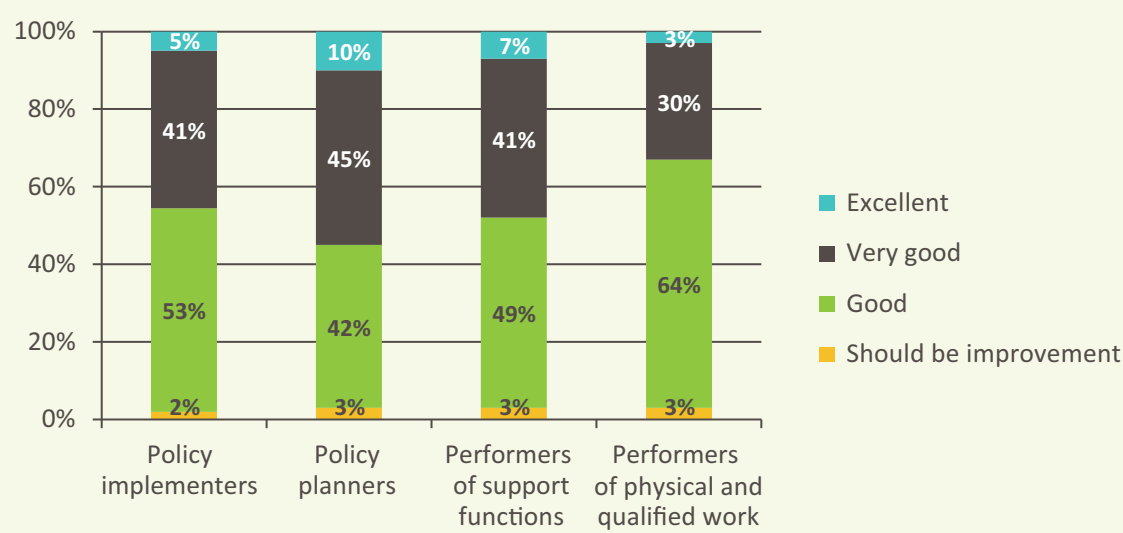
According to the Regulations of the Cabinet of Ministers No. 494 of 10.07.2012. evaluation grade "excellent" may be used only if performance of work exceeds requirements during the whole period of assessment, however, "good" – if performance of work fully complies with requirements during the whole assessment period. Evaluation "should be improvement" is applicable, if performance of work does not correspond to part of requirements during the whole assessment period. Upon examining content of work of various job groups, it is easier to substantiate evaluation grade "excellent" for employee, whose functions include mental work, for example, policy planning, instead of physical or qualified work, when the main work tasks are related to maintaining of the existing order and performance of various daily duties.

At the same time, managers only in some cases have assessed the performed work by "should be improvement" and have not used assessment "unsatisfactory" at all, thereby using mainly only the comparatively positive evaluation grade of the scale. Since the results of evaluation are altogether very high, they do not demonstrate the objective situation in public administration and hinder determining those spheres that need improving of work performance. Such results of evaluation indicate also insufficient personnel competence assessment skills, what is proved by the results of expert interviews.

Managers of different levels comparatively more often than other employees of public administration have received excellent and very good overall assessment on performance of work (see Figure 2.2.14.). However, it is interesting that the overall evaluation "excellent" or "very good" on performance of work has been more often received by senior level (77%) and lower level (72%) managers than medium level managers (67%). Simultaneously, this evaluation to the greatest extent discords with the opinion of the experts of human resources management interviewed within the study on the lack of competences of managers in public administration. Such difference allows concluding that evaluation of managers could be influenced, firstly, by the tendency observed by the interviewed experts that lower evaluation of the manager is to be considered as discrediting of his authority, and, secondly, that the manager is being assessed in more narrow sense – rather than expert and professional of his sector (authority), instead of team builder and inspirer (leader).

Figure 2.2.14. The overall evaluation of performance of work by managers of different levels (proportion of each grade of evaluation in %)
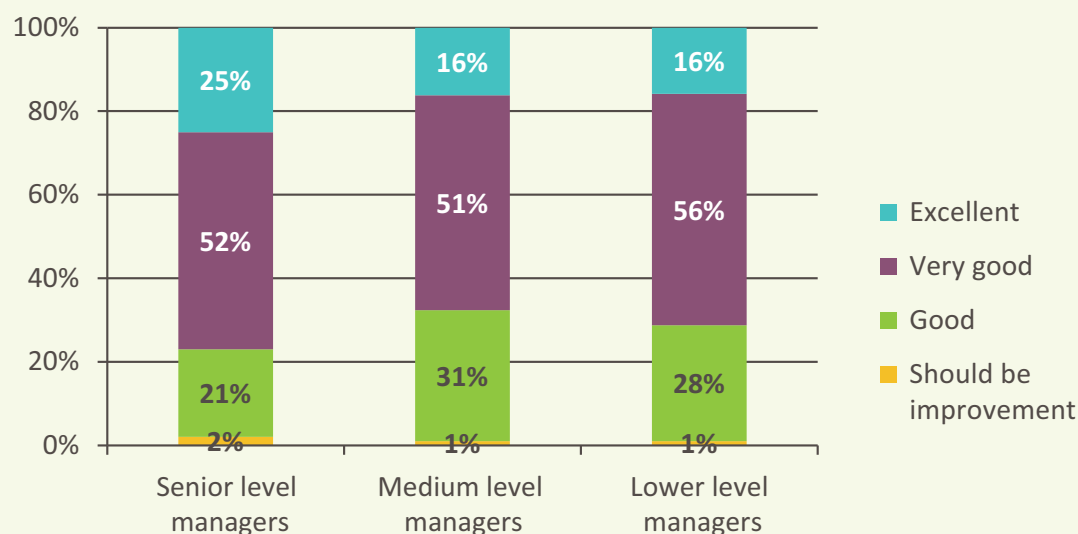
Upon examining the evaluation of competences of the employed in direct administration state institutions (see Figure 2.2.15.), it can be seen that for the employed in certain job groups it is higher than in others, besides, their evaluation differs from the overall evaluation of the performance of work. There is a higher proportion of those, who have received "excellent" or "very good" grades in the evaluation of competences among policy planners (58%). Evaluation of such competences has been received also by 42% performers of support functions, 40% policy implementers and only 28% performers of physical and qualified work.

However, as it can be seen in the Figure 2.2.16., majority of the senior level managers have received high evaluation of competences – 79% have received evaluation "excellent" or "very good". Comparatively more seldom such evaluation of competences has been received by medium level (62%) and lower level (62%) managers.

Figure 2.2.15. Evaluation of competences within the main job groups (proportion of each grade of evaluation in %)
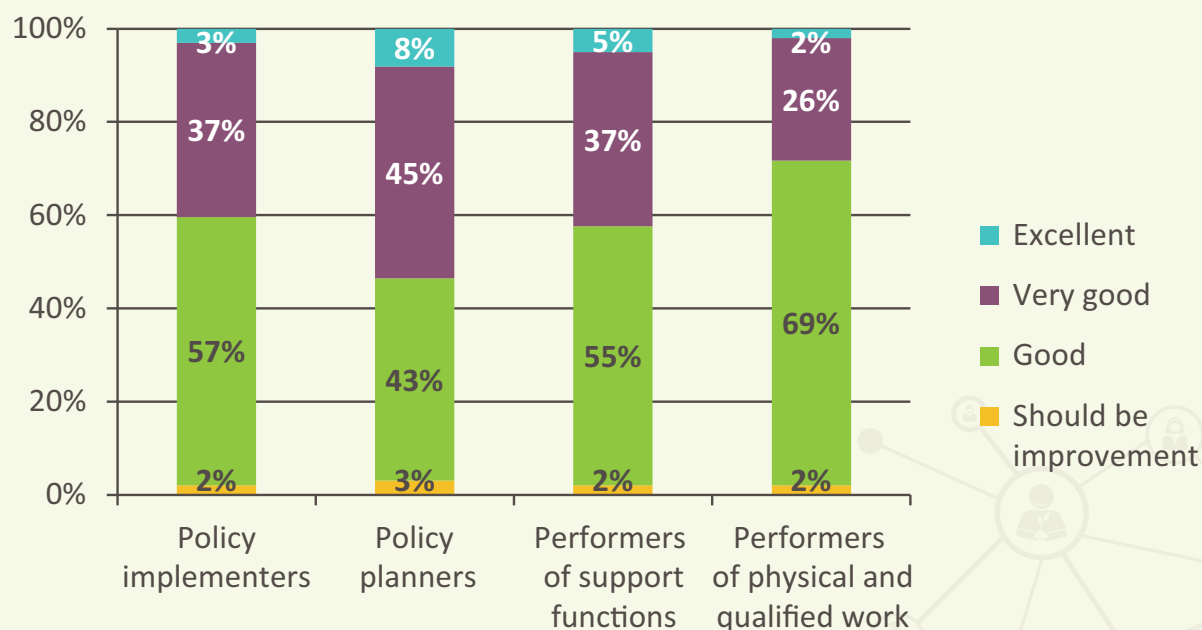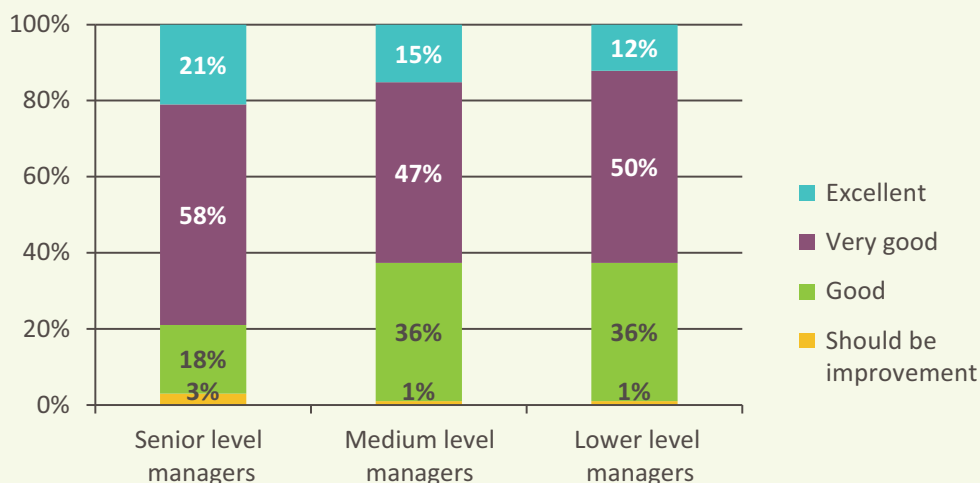
Article 35 of the Regulations of the Cabinet of Ministers No. 494 of 10.07.2012. determines that competences have to be assessed within each job group. Upon examining evaluations of the competences of direct administration managers, several conditions set within the regulations of the Cabinet of Ministers must be additionally taken into consideration. Firstly, the list and number of the competences to be assessed for each level of manager differ; secondly, senior managers are being evaluated once in two years. According to the regulations of the Cabinet of Ministers, for the lower level managers at least three of eight competences defined by the regulations are being assessed, for the medium level managers – at least four and for senior level managers – at least five of nine competences. The competence to be compulsory assessed for all job groups is "ethics", therefore hereinafter, in the list of the more often assessed competences, it is not separately indicated.

According to the summary drawn up by the State Chancellery from the system NEVIS, the most often evaluated competences of senior level managers among 14 institutions (12 ministries, except Ministry of Defence, the State Chancellery and the Corruption Prevention and Combating Bureau) were strategic vision (in 86% cases), orientation towards achieving results (79%) and ability to make decisions and to undertake responsibility, and employee motivation and development (both competences have been assessed in 64% cases). The least often (in 29% cases) assessed competences are orientation towards development and (in 36% cases) competences of building and maintaining relationships, as well as awareness of organizational values. Change management as competence has been assessed for 43% senior level managers.

In case of medium level managers, upon summarizing data of 13 institutions (above mentioned, except the Corruption Prevention and Combating Bureau), the most often assessed competences were orientation towards achieving results (in 85% cases), planning and organization (77%) and ability to make decisions and to undertake responsibility, and employee motivation and development (both competences have been assessed in 69% cases). The least often (in 15% cases) assessed competences are building and maintaining relationships and orientation towards development. However, in case of the lower level managers the most often assessed competences were achieving of results (in 69% cases), team management, as well as planning and organization competences (both – in 62% cases), but the least often – orientation towards achieving results (8%).

Upon summarizing the frequency of evaluation of all level manager competences, it can be seen that the least often assessed competences are orientation towards development, building and maintaining relationships, and awareness of organizational values; however, literature review demonstrates that they are important for the future managers. The infrequent selection of these competences for evaluation causes lack of information on the readiness of the Latvian public administration managers to operate and be efficient within the changing and unclear environment

of the future, as well as indicates on certain lack of understanding on importance of these competences and orientation towards short-term objectives.

Considering assessment of the experts interviewed within the study which competences are most missing in the Latvian public administration, the State Chancellery, by applying information available at NEVIS, additionally prepared review on the average evaluation of various competences of senior level managers in 2013 (see Figure 2.2.17.). This evaluation cannot be directly compared to the previously mentioned list of the more often assessed competences, because it has been drawn up for different time periods, covering a list of slightly different institutions (14 institutions – 11 ministries, the State Chancellery, the Cross-Sectoral Coordination Centre and the Corruption Prevention and Combating Bureau).

Upon examining the detailed average evaluation of the senior level manager competences of 14 direct administration state institutions, it can be seen that the highest evaluation is possessed by the competences of strategic vision (averagely 4.19 points in 5 point scale) that at the same time are one of the most often evaluated competences on the whole, however, the other highest evaluated competence – awareness of organizational values – on the whole has been evaluated infrequently, therefore its average evaluation is significantly determined by the separate high grades. Planning and organizing competences are evaluated comparatively lowest (3.10 points). Upon viewing evaluation in relation to institutions, it can be seen that essential differences exist – higher evaluation grades are dominating in evaluation of managers of some institutions (for example, "excellent" and "good"), of others – lower evaluation grades (for example, "good") that may indicate on different interpretation of evaluation criteria and their application in evaluation of managers.

Figure 2.2.17. The average evaluation of competences of the senior level managers in 2013
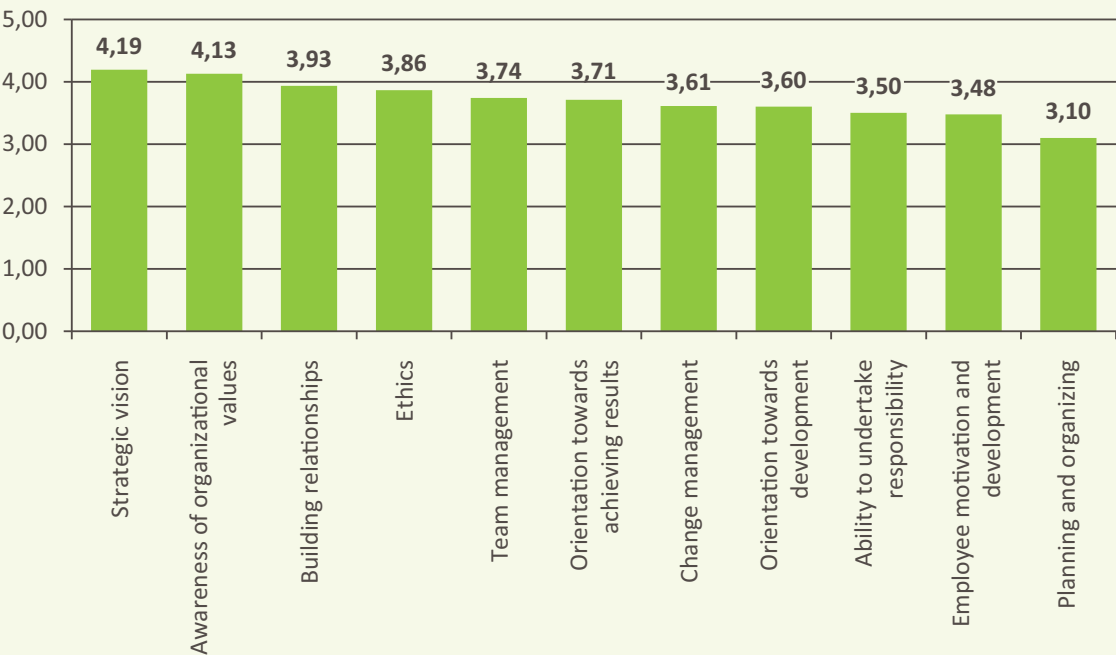
Note: competences have been assessed within scale from 1 (unsatisfactory) to 5 (excellent)

As it can be seen from the Figure 2.2.18., majority of the senior level managers have received high evaluation of professional qualification – 85% have received evaluation "excellent" or "very good". Comparatively less often such evaluation of competences has been received by the medium level (71%) and lower level (69%) managers. Comparison of the evaluation of professional qualification and the overall evaluation of work performance proves assumption that in case of managers, professionalism has important impact on the overall evaluation of work performance.

Figure 2.2.18. Evaluation of professional qualification of different level managers (proportion of each grade of evaluation in %)
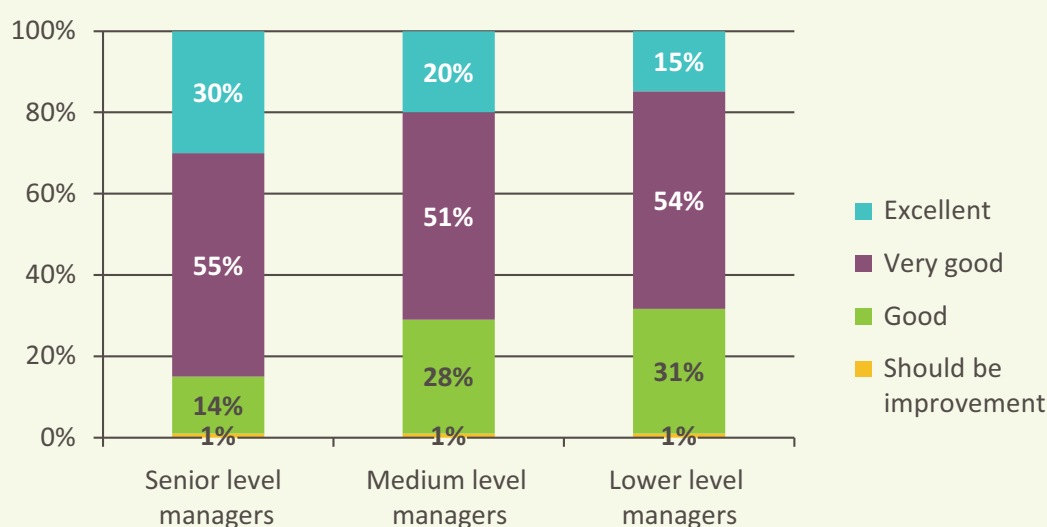
2.3. Study on EU Member State experience of solving labour force ageing problems

2.3.1. France

France has adopted several structural measures to remove incentives for employees to take early retirement, including the increased number of years of obligatory pension contributions in order to receive full pension benefits. Other measures that are implemented in the mid-2000s are abolishing age limits for entering the civil service and improving mobility across sectors. Although these measures were not necessarily aimed at addressing ageing challenges, they should have a positive effect on recruitment.[145] According to the information included in Chapter 2.1.1. at the moment France is one of those EU Member States with the lowest employed proportion above age 50 in public administration (29% in 2014).

In 2012, a report about ageing problems in French civil service and further strategic action was addressed to the French Prime Minister. The goal of the strategy was broader than just to develop a separate human resource management approach for the older workforce, the key idea of the strategy was to adapt human resource management and working conditions to the needs of all staff and to bring them in a better balance with private life and thus to promote longer active employment. In the report the following measures were identified as the most important for introducing human resource management, which better takes into account age based needs during the whole professional life:

- "Filling the gap as regards statistics and scientific analysis in the field of age management in the public sector;
- Improving the access to work relevant training activities and promoting smooth professional transitions to new functions and particularly at end career;
- Improving career guidance of public employees during their whole professional life and better supporting them in their career management by introducing a midcareer appraisal led by an expert in the field of career mobility;

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145   OECD (2007). *Ageing and the Public Service: Human Resource Challenges*. Paris: OECD Publishing, p. 21.

- Diversifying professional careers by preventing public employees to reach the top of their career at the age of 50;
- Preventing professional disability through a better recognition and valorisation and making more use of work psychologists;
- Improving the organisation of knowledge and competencies;
- Promoting a culture of intergenerational learning and management."[146]

The main question that is at the core of the French discussion is how to maintain in future the employability of public employees during longer careers than in the past. A significant attention in the strategy is paid to investing in career management and the development of mobility. During recent years, different instruments have been adopted. They promote professional mobility and development of more varied and longer career paths. With these measures linear, ascendant and continuous career management will more and more be replaced by "zig-zag careers" or second or even third careers in order to compensate skill shortages and losses. All previous mentioned changes of human resource management policy illustrate a trend towards more individualized careers and competency based professions.[147]

Another important measure in the French context, which is developed to better cope with the effects of demographic change, is the introduction of human resource management instrument, which supports long term planning of policy of personnel, functions and competencies. The objective of this instrument – *Gestion prévisionnelle des emplois et des compétences* (GPEC) – is to prevent skill and competency gaps in an environment of rapid economic, technological and demographic change. In the early 1990s the government established an institution, which on regular basis analyses current employment situation in public sector and gives prognosis on future needs regarding competencies, number of retiring employees and the like.[148]

The application of this instrument requires implementation of three sequential stages. Firstly, it is necessary to analyse situation and identify human resource problems, secondly, to develop action plan for solving problems, thirdly, to implement action plan and evaluate its impact.[149] In addition practical guidelines have been developed (in the form of questions), for example, how to carry out assessment of a particular position or group of positions, how to determine necessary competencies for certain positions and groups of positions (shared and specific competencies), how to develop classification of positions, including, descriptions of positions, how to do employee evaluation. The guidelines are rather general, so that they could be applied both for individual and group evaluations regardless of sector or the field of organisation.[150]

In addition to GPEC a catalogue of competencies *Répertoire Interministériel des Métiers de l'État* (RIME) is introduced. Its main goal is to ensure and increase inter-ministerial mobility of employees.[151] For the first time the catalogue was published in 2006, but its latest edition was introduced in 2010. All of the civil service positions are grouped in 26 fields, which cover both policy fields and sub-fields, and groups of certain functions, for example, policy planning and development, diplomacy, security, higher education, culture and national heritage, justice, logistics, human recourse management,

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146 Bossaert, D., Demmke, C., Moilanen, T. (2012). *The Impact of Demographic Change and its Challenges for the Workforce in the European Public Sectors: Three Priority Areas to Invest in Future HRM*. European Institute of Public Administration. Working Paper 2012/W/01, pp. 45.-46. Available: http://www.eipa.eu/files/repository/product/20121018073618_WorkingPapers2012_W_01.pdf (accessed 19.01.2015.)

147 Ibid.

148 Ibid.

149 La Gestion Previsionnelle Des Emplois Et Des Competences. RH Organisation. Formation Conseil En Organisation Et Management Des Entreprises. Available: http://www.rh-organisation.fr/dossiers_pdf/la-gestion-des-emplois-et-des-competences.pdf (accessed 05.02.2015.)

150 Les bases de la Gestion des Ressources Humaines – DESS MRH 2003. Fiches Techniques. Available: http://www.e-rh.org/documents/baseRH1.pdf (accessed 05.02.2015.)

151 Bossaert, D., Demmke, C., Moilanen, T. (2012). *The Impact of Demographic Change and its Challenges for the Workforce in the European Public Sectors: Three Priority Areas to Invest in Future HRM*. European Institute of Public Administration. Working Paper 2012/W/01, pp. 46-47. Available: http://www.eipa.eu/files/repository/product/20121018073618_WorkingPapers2012_W_01.pdf (accessed 19.01.2015.)

communication and so on. Each of this field includes a short description and list of corresponding positions. Each position is described according to these categories: general definition, main duties, skills, knowledge, special conditions, and evaluation principles. This kind of catalogue of competencies ensures not only mobility of employees at inter-ministerial level by clearly defining requirements for each position, but at the same time fulfils the role of an instrument, which allows to ensure the transparency of the work of public administration in a way that it shows society what the public employees are doing and thus forms and promotes the image of public administration.[152] It also gives a list of required skills for different positions, which should be taken into account for development of training programs and allows several ministries to organize common competitions for vacant positions.[153]

In order to improve mobility within the state civil service a database is established, it is available on the website of the Ministry for the Public Service: the inter-ministerial public employment exchange. This platform publishes civil service vacancies in the ministries. As well other measures have been implemented to encourage vertical and horizontal mobility, allowing civil servants to pursue a second career in the public service or to allow mid-career conversion for many categories of public employees. This policy specifically targets teachers who, after 15 years of service in their profession, would like to continue their career in administrative posts, employees of large enterprises with civil servant status who wish to rejoin the public service and former military personnel who after leaving the armed forces wish to pursue a career in the public service. The aim of these measures is to offset as much as possible the lack of staff and skills caused by retirements in the particular sector.[154]

Although there is an information in the OECD publication[155] that besides reforms there are new training programs, which are mostly occasional, but specific trainings with a goal to offset lack of skills due to large retirements are not introduced, later documents, for example, the information included in the report addressed to the French Prime Minister in 2012 shows that different trainings and measures to solve ageing problems are taking place, but their implementation is not consistent, because different institutions are working separately from each other.

In general increasing the attractiveness of the public sector in not a primary objective of French ageing policy, because at the present civil service does not have any difficulties in recruiting, except in certain occupations for which there is competition with the private sector.[156]

Before these measures related to ageing problems central government of France launched the reform programme "General Review of Public Policies" (*Revision generale des politiques publiques* (RGPP)), which at that moment was an initiative without similar precedent among OECD countries. Its intention was to carry out at the same time reforms designed to improve the quality of services to public, to reduce costs (including personnel costs and program costs) and to enhance structural conditions of central government operations. The main tasks of reform programme were to: 1) improve service to users, 2) rationalize public expenditure, 3) modernize the management of the central government's human resources. More than 500 measures have been introduced since the beginning of programme – of these 119 have been officially completed, but 392 are still in progress.[157]

One of the initiatives for cost reduction was decrease in public employment levels. In order to do it, a policy to replace only 50% of retiring staff was implemented.[158] The result was 75 000 jobs cut in

152 Répertoire interministériel des métiers de l'État. Deuxième édition. Ministère du Budget, des Comptes publics, de la Fonction publique et de la Réforme de l'État. 2010. Available: http://rime.fonction-publique.gouv.fr/bibliotheque/docs/Rime_2010.pdf?PHPSESSID=fffb6fcc166d0de9baf06c640071e75b (accessed 05.02.2015.)
153 OECD (2013). *Poland: Implementing Strategic-State Capability*, OECD Public Governance Reviews, Paris: OECD Publishing, p. 291.
154 OECD (2007). *Ageing and the Public Service: Human Resource Challenges*. Paris: OECD Publishing, p. 156.
155 Ibid, pp. 156-157.
156 Ibid, p. 155.
157 OECD (2012). *OECD Public Governance Reviews: France: An International Perspective on the General Review of Public Policies*, OECD Public Governance Reviews, Paris: OECD Publishing, p. 3, 17.
158 Ibid, p. 172.

2008 and 45 000 – in 2009, which represented 5% of government jobs over those two years. [159] Thus it will result in 150 000 jobs cut by 2013. [160]

According to RGPP programme also the initiative to freeze civil service salaries was implemented. The government also was permitted to dismiss employees on open-term contracts, but reallocation possibilities had to be proposed beforehand. Also voluntary departures with attractive leave allowances were regularly encouraged.[161]

Another aspect of RGPP is related to recruitment of civil servants, introducing significant reforms for pooling competitions, centralizing communication about competitions (a special Internet site, SCORE), centralizing competition management process and involving professional juries. These reforms are directed to pool competitions, moving toward shared competitions among multiple organizations. Approach to organize competitions have become more professional, with the introduction of motivation tests, interviews about current work, orientation sessions and collective interviews, personality tests, practical cases etc. Although the use of tests is encouraged, they are not applied very often. In the case of "in-house" competitions it is allowed to replace competitive exam by new selection methods where candidates can demonstrate their competencies and professional knowledge. In some cases it is allowed to recruit candidates without competition offering up to two years of degree-earning or qualifying training to unskilled young people prior to hiring, followed by an examination. Regardless of variety of applied procedures, OECD experts suggested France in 2012 to broaden them even more in order to allow professionals to enter the civil service, for example, to move away from academic competitions and thus to open up recruitment into the civil service for experienced persons in mid-career. [162]

RGPP also instituted significant reforms for measuring individual outcomes and linking pay to performance. In 2007 the law authorized ministries to institute employee interviews with superiors and prepare evaluation reports that could lead to a promotion or lowering the position. The working of this system was at first tested in 13 ministries and gave positive results, allowing for dialogue and more personalized and regular monitoring of employees. Since 2009 this system was generalized to the entire civil service. At the same time the government decided to systematize performance-related pay in the civil service in the form of a "function and outcomes bonus" (*Prime de fonction et de resultats*, PFR). It was applied to administrative staff and to senior positions as a priority. The bonus consists of two parts. One that takes account of responsibilities, level of expertise and special demands related to employee's functions, but the other is based on the results of the individual appraisal procedure and individual performance.[163]

2.3.2. Poland

According to information of Chapter 2.1.1. Poland is one of the EU Member States with the lowest proportion of employees above 50 years in public administration (27% in 2014), that is in general characteristic to new EU Member States. Poland is also one of EU Member States where due to reforms a decrease in employment levels in public administration was observed from 2010 till 2011. In addition as a part of fiscal consolidation measures public employee wage freeze was implemented.[164] In general the experience of Poland shows that increasing effectiveness of public

159   Bezes, P., Jeannot, G. (2013). *Public Sector Reform in France: Views and Experiences from Senior Executives*. Country Report as part of the COCOPS Research Project, p. 10. Available: http://www.cocops.eu/wp-content/uploads/2013/06/France_WP3-Country-Report.pdf (accessed 19.01.2015.)

160   OECD Human Resources Management Country Profiles: France (2012), p.2. Available: http://www.oecd.org/gov/pem/OECD%20HRM%20Profile%20-%20France.pdf (accessed 19.01.2015.)

161   Ibid.

162   OECD (2012). *OECD Public Governance Reviews: France: An International Perspective on the General Review of Public Policies*, OECD Public Governance Reviews, Paris: OECD Publishing, pp. 194-203.

163   Ibid., p. 192.

164   OECD Human Resources Management Country Profiles: Poland (2012), p.2. Available: http://www.oecd.org/gov/pem/OECD%20HRM%20Profile%20-%20Poland.pdf (accessed 19.01.2015.)

administration (including increase of competencies) are more urgent issues in new EU Member States than solving public administration ageing problems. Despite lower urgency of ageing problems in Polish public administration ageing of society together with significant migration of Polish labour force has promoted development of different policy documents (especially since 2008) to solve these problems.[165]

The discussion of active ageing policies in employment in Poland started relatively late – in the 2nd half of 1990s, when the pension reform started. After accession to the European Union its policy goals and priorities became mandatory to Poland, including active ageing issues. Programme "Solidarity across Generations" (*Program Solidarność Pokoleń. Działania dla zwiększenia aktywności zawodowej osób w wieku 50+*), which began in 2008, was the first comprehensive and structural attempt to mobilize the potential of older generation in Poland. One of the goals of programme was related to increasing the number of years spent in productive employment. This programme was the first and so far the only one which addressed the economic activation of people 50+. More intense implementation of active ageing policies in Poland started in 2012 during the European Year of Active Ageing. The Ministry of Labour and Social Affairs of Poland introduced a programme "Governmental Programme of Social Activity for the Elderly for 2012-2013" (*Rządowy Program na rzecz Aktywności Społecznej Osób Starszych na lata 2012-2013*), which had a goal to create conditions for the elderly to stay active in societal and economic life longer. According to this goal the programme had four priorities – education, civic engagement promoting inter- and intra-generational activity, social participation and social services. Development of the second edition of the programme for years 2014 – 2020 began in 2014. It will be an attempt to organize the next mobilization of seniors after "Solidarity across Generations".[166]

Other broader middle term planning document, which also indirectly includes active ageing issues, is "Human Capital Development Strategy 2020" (*Strategia Rozwoju Kapitału Ludzkiego 2020*). There are five sub-goals in the strategy – increase of employment, prolonging the working life and improvement of life quality of ageing, improvement of situation for social risk groups, improvement of inhabitant health and improvement of inhabitant competencies and skills. This strategy covers all stages of human life from childhood till the old age[167].

Despite the comparatively positive age structure of public employees, "the government of Poland has acknowledged the risks of ageing in the civil service, such as the loss of specialized skills in certain areas, and has taken some preliminary steps to encourage older employees to stay in the workforce" [168]. One of these steps is support of their professional development with help of different trainings – IT training, language lessons and personal and interpersonal skills development training. Regardless of previously mentioned OECD report of 2013 says that assessment of skills that workforce has is not complete and "openings for civil servants each year is determined by the annual budget, not by a strategic needs assessment" [169]. Therefore there is a risk that in the future the government of Poland will not be able to ensure public administration with necessary competencies.

It is said in the OECD report of 2013 that "in the last several years, the government of Poland has developed a variety of tools to modernize the management of its workforce, but these tools are not connected to one another within a coherent, integrated strategic approach". One of the tools are,

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165 Styczynska Izabela (2014). *Conceptual framework of the active ageing policies in employment in Poland*. CASE Network Studies & Analyses No. 470/ 2014. Warsaw: CASE-Center for Social and Economic Research on behalf of CASE Network; Lesińska, Magdalena (2013). "The Dilemmas of Policy Towards Return Migration. The Case of Poland After the EU Accession". *Central and Eastern European Migration Review*, No. 2, pp. 77-90. Available: http://www.ceemr.uw.edu.pl/vol-2-no-1-june-2013/articles/dilemmas-policy-towards-return-migration-case-poland-after-eu (accessed 13.05.2015.)

166 Styczynska Izabela (2014). *Conceptual framework of the active ageing policies in employment in Poland*. CASE Network Studies & Analyses No. 470/ 2014. Warsaw: CASE-Center for Social and Economic Research on behalf of CASE Network, pp.8-10.

167 https://www.mpips.gov.pl/praca/strategie-i-dokumenty-programowe/strategia-rozwoju-kapitalu-ludzkiego-srkl---projekt-z-31072012-r/

168 OECD (2013). *Poland: Implementing Strategic-State Capability*, OECD Public Governance Reviews, Paris: OECD Publishing, p.76.

169 Ibid, pp.76, 290-291.

for example, new job evaluation and salary system, which covers all positions of civil service and is based both on traditional criteria like complexity of tasks, influence of decisions and competencies like education and interpersonal skills. Despite the development of Strategy for Human Resource Management in the Civil Service in 2011, the government has not adopted it. It proposes three main strategic goals: to increase effectiveness of civil service, to strengthen its management and to increase its professionalism.[170]

As one of the measures to reach the goals of civil service human resource development is the reform of civil service remuneration system, which includes: *I)* monitoring the remuneration levels and employee turnover in the civil service, *II)* motivating for work in the civil service; *III)* evaluating jobs in the civil service; and *IV)* standardising variable remuneration components in the civil service. In addition to financial stimuli the government of Poland is exploring other ways to motivate civil service employees, for example, policies promoting greater work-life balance and teleworking. [171]

In order to ensure ministry ability to solve their needs in a more flexible manner, the government of Poland has delegated significant responsibilities regarding human resource management to each ministry. However this kind of responsibility delegation in a situation, when ministries do not have sufficient human resource management expertise and without an effective accountability mechanism at government level that would provide consistency in human resource management across government institutions can lead to fragmentation and reduction in effectiveness, and lack of capability to address problems quickly and correctly. As a result in Poland there is a wide variation in the employment conditions across the ministries for similar or identical jobs, as well as in job descriptions. The decentralization of human resource management has also contributed to significant differences in pay between similar jobs in different ministries, which hinders mobility in the civil service. Although one of the features of effective workforce planning is harmonization of demand and supply of competencies and skills, this fragmentation limits the government's ability to reallocate employees with certain skills to other jobs and thus solve the situations caused by new priorities.[172]

To strengthen the capacity to implement and sustain whole-of-government human resource management, OECD experts recommend the government of Poland to ensure that the Chancellery's Civil Service Department is mandated to lead a whole-of-government process to achieve strategic human resource reform working closely with ministry and agency human resource units as well as include strategic issues regarding human resource management in middle term strategic planning documents and financial plans. Strategic human resource management reform should include:

- Government-wide strategic workforce planning system that could ensure capability to identify competency gaps and develop strategies to prevent them.
- Review of civil service remuneration system to ensure that it attracts and retains talented employees guaranteeing same pay level for similar duties in different ministries and setting pay levels for different job categories based on labour market trends.
- Measures that promote greater mobility within civil service and opportunities to displace human resources where they are most needed.[173]

From a broader perspective OECD experts suggest the government of Poland to consider the following measures regarding reforms of remuneration system[174]:

- "increasing the portion of pay that is linked to performance while decreasing the amount linked to longevity;
- further standardizing pay levels for similar jobs across different ministries, to ensure that different ministries have equal access to qualified staff;

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170   OECD (2013). *Poland: Implementing Strategic-State Capability*, OECD Public Governance Reviews, Paris: OECD Publishing, pp. 104, 288, 290.
171   Ibid, p. 299-301.
172   Ibid, pp. 104, 291.
173   Ibid, p. 108.
174   Ibid, p. 302.

- determining pay levels for different job categories based on labour market trends, to improve its ability to retain talented staff in high-demand markets;
- developing a motivation strategy that includes "total rewards" – i.e. the various financial and non-financial incentives that civil service employees receive."

2.3.3. Denmark

According to information given in Chapter 2.1.1. Denmark is one of those EU Member States, where there is average proportion of employees above age 50 in public administration (29% in 2014). However it can be seen from data and also the government of Denmark has acknowledged that the number of younger public employees decreases with each year, but the number of older workers remains constant, although their proportion of the total workforce increases with years. [175] Denmark can be considered as a country that successfully solves ageing problems because during the last years it has developed and implemented broad and systematic human resource management policy of public administration.

Danish ageing strategy includes workforce planning and reorganization, institutional changes, resource and staff reallocation, as well as reforms of personnel management, for example, regarding staff mobility, recruitment, development of competencies. Unlike other countries that use ageing as an opportunity to downsize the public workforce, government of Denmark implements different measures to retain older workers.[176]

Danish central government's ageing policy is delegated and devolved to state institutions, which are responsible for development and implementation of ageing policies that are usually part of their personnel policies. The Ministry of Finance of Denmark is responsible for coordination of ageing policy and gathering statistics regarding all employees in the state sector. There are three main areas in the ageing strategy:

1. First, it is part of the global human resource management plan for the public sector - the Danish government's Personnel and Management Policy, which mainly regards civil servants at the central government level.
2. Second, the public sector ageing policy includes workforce adjustments and institutional plans for the entire public sector, including at the local government level. It comprises plans to reshape public service delivery, including resource and staff reallocations across levels of government, so as to respond to the increasing demand for public services due to an ageing population.
3. Third, the ageing strategy is coordinated and linked with the government's broader economy-wide plan for the labour market to increase employment.[177]

Although it was previously mentioned that the government of Denmark did not use ageing to downsize employees, Denmark is one of 27 OECD countries, which reported an anticipated decrease in public employment levels as a result of planned reforms. In particular, administrative staff reductions and efficiency gains through restructure of support services have been implemented. [178] Decrease in the number of employees was affected also by the increase of the number of retiring employees. Therefore, Danish government will need to recruit new employees but for now the exact number is not defined. Recruitment rates and workforce planning are related to broader efficiency goals and over the last years there has been a shift from recruits with lower education levels to candidates with higher education level. Although the Danish government lacks centralized

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175   OECD (2007). *Ageing and the Public Service: Human Resource Challenges*. Paris: OECD Publishing, p.104.

176   Ibid, p.100.

177   Ibid, pp.106-107.

178   OECD Human Resources Management Country Profiles: Denmark (2012), p.2. Available: http://www.oecd.org/gov/pem/OECD%20HRM%20Profile%20-%20Denmark.pdf (accessed 19.01.2015.)

information on future needs regarding employee skills, it is expected that the trend to recruit people with higher education level will continue.[179]

The government of Denmark has placed a high priority on working to improve the competitiveness of the public sector to attract new employees to various state institutions. With the increase of the proportion of older workers in public sector also the need to increase the sector's attractiveness becomes more important, it is especially urgent for recruitment of additional personnel with specific skills and knowledge. The attractiveness policy includes marketing activities to attract, for example, newly educated academics at career and education fairs, changes to the pay system making it more attractive for younger people to work at the state sector and modern and active personnel policy. Although differences in retirement and pension arrangements between the public and private sectors favour the former, in future these differences will be eliminated. There are plans to employ new personnel under collective bargaining agreements that provide pension schemes similar to those that exist in private sector. Therefore the government is in need for new instruments to increase attractiveness of the public sector to potential employees.[180]

In addition to other initiatives Denmark has implemented older worker training programmes, which include individual career consultations outside the organization. However the older employees do not participate there as active as their younger colleagues, therefore it is necessary to develop initiatives for them to recognize the necessity to improve their skills and offer new opportunities. Often the programmes are not suited to the needs of older workers, who need the development of other kind of skills than younger employees – skills that are based on their big practical experience and not on academic knowledge, thus there is a need for development of new training programmes.[181]

Flexible working time and satisfaction is one of the main management tools that are used to retain older workers. OECD report explains that collective bargaining agreements allow employers to give employees over the age of 60 a reduction in the number of working hours of up to 15 hours per week with partial or full compensation in relation to pension. For employees over 62, employers can grant up to 12 days of sabbatical with full salary. In the context of large-scale departures due to retirement the aspect of transfer of institutional memory becomes important. Danish state institutions use different mechanisms (including consultations and training) to ensure knowledge transfer from older workers to their young colleagues. Besides employees over the age of 62 get various bonuses (flexible working time etc.), if they become mentors of younger workers.[182]

To reach the goals of reforms more successfully OECD experts recommend the government of Denmark to increase coordination between sectors and ensure balance between the replacement rate and additional Recruitment. It involves strict decisions on the number of annual recruitment and the use of internal mobility. Encouraging mobility (both vertical and horizontal) in the state sector is one of the main tasks in the context of ageing, as it can prevent the lack of knowledge and skills caused by the great number of retiring personnel. While improving the mobility of employees, it is also urgent to reform the training and knowledge management programs, so as to maintain functions and knowledge affected by employee departures.[183]

2.3.4. Italy

According to information of Chapter 2.1.1. Italy is a country with one of the highest indicators of the proportion of employees above age 50 in public administration (64% in 2014). According to calculations of OECD, 45% of employees of Italian civil service will terminate work in public

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179   OECD (2007). *Ageing and the Public Service: Human Resource Challenges*. Paris: OECD Publishing, pp. 109-111.
180   Ibid, pp. 111-112.
181   Ibid, p. 113.
182   Ibid, pp. 112-114.
183   Ibid, pp. 113-114, 117.

administration institutions during the period from 2010 till 2025. Special strategic policy to solve ageing problems in Italian public administration begun later than in other countries covered in this report, the ageing issues mainly were solved individually by each structural unit (at the level of ministries or departments).[184]

In general central human resource management unit in Italy is subordinate to Prime Minister's Office. Its main responsibilities are design of human resource development strategy, coordination and supervision, design of proposals for legal framework of human resource policy, transmitting public service values, standardizing recruitment principles and professional skills. At the same time central human resource management unit develops and monitors pay and work evaluation systems. Employee selection and recruitment is delegated to ministries, which manage contract duration and career management.[185]

Pension reform that took place in several stages was the main instrument to solve public administration ageing problems. The reform was based on contribution-based regime, which required close link between pension and contributions made during the work life. During the reform in Italy the pension age was increased till age 60 for women and age 65 – for men (previously it was 55 and 60 years), gradually implementing the requirement of minimum of 40 years of contribution. Early retirement system did not experience significant reforms, although the changes of minimum years of contribution (40 years) for receiving full pension benefits gave indirect influence. At the same time stronger requirements were implemented for those employees, who wanted to retire before reaching 60 years. [186] The goal of all measures related to pension reform was to increase the length of economically active life period of inhabitants. [187]

Next to pension system reforms there were other measures with a goal to decrease public administration costs, at the same time maintaining human resource productivity and capacity. These measures are also considered to be of a kind that solves ageing issues of public administration:

- Public workforce downsizing measures (recruitment freezes with a goal to decrease number of new recruitments; non-renewal of fixed-term contracts; decrease of quotas for replacing retiring staff);
- Measures to promote public employee inner mobility;
- Improvement of training of new recruits and current employees (promoting closer cooperation between public administration and higher education institutions);
- Changes in the compensation system (it was urgent due to great number of employees above age of 50, who at the same time were in higher positions in public administration).[188]

Other important reform trend in Italy in the context of this study is public administration reforms initiated in 2009 and referred to as *"Brunetta Reform"* [189]. Economic and social crisis determined the necessity to implement reforms and led to a decrease in public trust in state administration. Fight against increasing corruption in public administration was also an important reason for implementing the reform. The aim of the reform was to increase effectiveness, productivity and transparency of public administration. The public administration reforms were related to central government institutions and their subordinate institutions. The measures were developed in six different directions: (I) to implement performance based human resource management; (II) to improve performance appraisal; (III) reinforce the role of managers; (IV) reinforce selection

184   OECD (2007). *Ageing and the Public Service: Human Resource Challenges*. Paris: OECD Publishing, p.210.
185   OECD Human Resources Management Country Profiles: Italy (2012), p.1., Available: http://www.oecd.org/gov/pem/OECD HRM Profile - Italy.pdf (accessed 17.02.2015.), p.2.
186   OECD (2007). *Ageing and the Public Service: Human Resource Challenges*. Paris: OECD Publishing, p.213.
187   Kings, J., Turkisch, E., Manning, N. (2007). Public Sector Pensions and the Challenge of an Ageing Public Service. OECD Working Papers on Public Governance, p.8., 23.
188   OECD (2007). *Ageing and the Public Service: Human Resource Challenges*. Paris: OECD Publishing, pp.214-215.
189   OECD (2012). *Italy Reviving Groth and Productivity*. OECD "Better Policies" series, September 2012, p.19.

mechanisms for economic and career incentives; (v) reform of collective bargaining provisions aligning them with those regulating the private sector; (vi) reform of the disciplinary proceedings.[190]

An important task of these reforms was to enhance the productivity of the public administration in all its levels to improve trust of the citizens in public institutions, which was considered as one of the preconditions for renewal of economic growth[191]. Central public administration institutions were due to develop the so called performance cycle, containing phases of planning, monitoring and reporting and asking for development of specific performance indicators. The indicators cover eight areas – 1. the implementation of the policies and the final satisfaction of collective needs; 2. the implementation of plans and programs, in accordance with phases and timing, quantity and quality standards defined and the expected level of consumption of resources; 3. the level of customer satisfaction; 4. the modernization of the organization and the improvement of professional skills and competencies of civil servants and the ability to carry out plans and programs; 5. the qualitative and quantitative development of relations with citizens, stakeholders, users of delivered services, including the development of forms of participation and collaboration; 6. the efficient use of resources; 7. the quality and quantity of goods and services provided; 8. the achievement of the objectives of promoting equal opportunities. The task for each institution and department was to develop three year plan that defines its strategic and operational objectives and their performance indicators. It is required to develop a performance report of the plan at the end of each year[192].

It can be seen from recent plans of Italian government that after approving instruments to facilitate generational turnover and increase mobility, development of comprehensive reform of public administration is in progress with a date of acceptance in 2015. It will address some of the main weaknesses of Italian public administration, especially the following[193]:

- Better human resources management at all levels of government: it enhances the strategic dimension of HR management by developing medium-term plans on needed competences and reviewing the hiring system;
- Improving the management of senior public servants to strengthen their professional skills and result orientation through: I) elimination of rigidities in senior civil servants management such as boundaries among ministries (ruolo unico) affecting appointments and remuneration, change in the recruitment system and in the assignment of managerial positions (job descriptions and skills instead of grades); II) better performance appraisal system; III) reduction in the managers/employees ratio; IV) better handling of redundancies.
- Better functioning and more efficient central government through: I) rationalization of support services through their shared management (procurement; ICT/information services; accounting; payroll, etc); II) rationalization of police services; III) reduction of Minister's Cabinet staff; IV) elimination of duplications of tasks; V) reorganization of decentralized offices of the central government, by setting up unified decentralized offices of different Ministries (State Territorial Offices).

Taking into account the fact that previously mentioned initiatives at the moment of this study are in the decision making stage, it is not possible to evaluate the effectiveness of implemented policies.

2.3.5. Germany

Since the beginning of 1990s policy initiatives with a goal to reduce negative effects of aging society by promoting personnel policy oriented to aging problems have been permanently on the agenda

190   Galli, D., Tantardini, M. (2011). *Performance measurement in central government administrations: a comparative analysis through Italian lenses*, pp.134-135. Available: http://sna.gov.it/fileadmin/files/ricerca_progetti/SNA_Bocconi/1/SSPA_2010_P_Report3_Articolo_EGPA.pdf (accessed: 19.02.2015.)

191   OECD (2012). *Italy Reviving Groth and Productivity*. OECD "Better Policies" series, September 2012, p.17.

192   Galli, D., Tantardini, M. (2011). *Performance measurement in central government administrations: a comparative analysis through Italian lenses*, p. 135.

193   Ministero dell'Economia e delle Finanze (February, 2015). "2014: A turning point for Italy: Structural reforms in Italy since september 2014". Rome: Ministero dell'Economia e delle Finanze, pp. 32-33; Available: http://www.mef.gov.it/inevidenza/documenti/riforme_strutturali.pdf (accessed: 22.04.2015.)

of German public administration reforms. [194] Despite these initiatives there was one of the highest proportion of public employees aged 50 and more in German public administration in 2014 (48%, see also Chapter 2.1.1.).

The German Government report of 2011 on older people proposes holistic and life cycle approach as being the best solution to cope with demographic change and ageing problems. The implementation of following measures is suggested in this context:

- Health protection and the promotion of a good health condition;
- Continuous promotion of skills and qualifications;
- The development of an 'age-friendly' work organization and the flexibilisation of working time;
- Life-long learning;
- The promotion of mobility;
- Life-cycle management and its integration into the social security systems;
- The promotion of motivational instruments (especially in fields like the quality of work, leadership and job security).[195]

The age analysis structure is used more and more in public organizations in order to successfully cope with the situation of high numbers of retirements. It allows balancing demographic profile in the public sector and preventing employee and skill shortages in a tighter labour market.[196]

The government program of 2010 recommends ministerial departments to introduce a demography-sensitive personnel policy. This approach was developed by the Federal Agency of Work and it is based on the concept that "age based specificities are taken into consideration in recruitment, personnel guidance, personnel development, health management and communication. The policy goal is to maintain workability, to promote individual employability and to improve the quality of working relationships between employees and employers with regard to working time, work life time and work organization as well as training and work assignments. A priority of demography-sensitive personnel policy is the creation of opportunities for life-long qualifications of public employees through work-related training courses and age based training methods.[197]

The goal of the training is to promote a constant interlinkage between work and learning through the introduction of cross-ministerial working groups as well as self-steered, horizontal thematic working groups and multi-media based learning platforms. The new training objectives of the public sector can be summarized as follows:

- Arranging a systematic interlinkage between work and learning;
- Improving training opportunities for part-time workers and teleworkers;
- Developing possibilities for participation of employees in self-controlled (online) learning groups, the so-called 'Communities of practice' such as is for instance the case with many European networks (e.g. EUPAN, ESFage);
- Reaching a higher attendance of training courses through a more effective marketing;
- Extending the offer of e-learning opportunities;
- Improving the image and the work-related benefits of training.[198]

It is said in the working paper of European Institute of Public Administration that in addition to training, the German demography-sensitive personnel policy builds-up on 'family friendly' working conditions. Important elements of this policy are more flexible working hours and more and better opportunities for child or family care for employees with children or sick parents, more

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194 Bossaert, D., Demmke, C., Moilanen, T. (2012). *The Impact of Demographic Change and its Challenges for the Workforce in the European Public Sectors: Three Priority Areas to Invest in Future HRM*. European Institute of Public Administration. Working Paper 2012/W/01, p. 49. Available: http://www.eipa.eu/files/repository/product/20121018073618_WorkingPapers2012_W_01.pdf (accessed 19.01.2015.)
195 Ibid.
196 Ibid, p. 50.
197 Ibid, pp. 49-50.
198 Ibid., p. 50.

flexible retirement schemes, the introduction of job-rotation schemes and of possibilities for new job assignments for older workers. Its final aim is to achieve a better compatibility of private and professional life and thus to contribute to longer active working lives. [199]

In order to introduce life-cycle principles, the German ministries are testing long-term working time accounts, which are valid for several months, years of even whole life. This initiative is based on the principle that employee is allocated a certain amount of required working time, which he needs to work during his working life. Accordingly the employee can work less during the period of life, when he needs to raise children or care for his parents and more during other periods of life. [200]

Older employees of state institutions have rights to take part in a partial retirement scheme as a form of part-time work. OECD report explains: "Partial retirement means that the remaining working time is spread across two phases – a working phase and a non-working phase – until the employee reaches full retirement age. During partial retirement, older employees can work half the number of hours previously worked and receive 83% of their most recent net pay. This option can be exercised according to a so-called block model or as part time work. The vast majority of employees opt for the block model, in which the remaining number of working hours before retirement age is spread across two phases. In the first (working) phase, employees work full-time but receive a lower salary. During the second (non-working) phase, employees are no longer required to work, since they have worked these hours in advance. Only small percentage of employees are availing themselves of partial retirement by opting to work part-time."[201]

Similarly to other countries also in Germany the policy of cutting jobs and decreasing number of employees was implemented. However this initiative is to a lesser extent related to ageing workforce problems, but more to fiscal consolidation.[202]

2.3.6. Finland

According to data given in Chapter 2.1.1., Finland is between those EU Member States with one of the highest proportion of employees aged 50 and more in public administration (47% in 2014). The central unit of human resource planning (*the Office of the Government as Employer*) in Finnish public administration is subordinate to Ministry of Finance. Its aim is to support state institutions by setting common human resources management principles.[203] Most significant functions of human resource management, which are centrally implemented, are development, coordination and supervision of human resource strategy, development of proposals for legal framework of human resource policy, promotion of diversity, management of employee dismissal and retirement. Ministries and other state institutions are responsible for pay systems, management of bonuses, distribution of posts, recruitment, duration of individual contracts, career management, employee evaluation, work conditions, as well as employee dismissal that may follow reorganizations.[204]

Although in general society thinks that work in public administration is stable, tended to professional development and interesting[205], OECD reports talk about Finland as a country most heavily and earliest affected by an ageing public service. The largest waves of retirement were expected

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199 Bossaert, D., Demmke, C., Moilanen, T. (2012). *The Impact of Demographic Change and its Challenges for the Workforce in the European Public Sectors: Three Priority Areas to Invest in Future HRM*. European Institute of Public Administration. Working Paper 2012/W/01, p. 51. Available: http://www.eipa.eu/files/repository/product/20121018073618_WorkingPapers2012_W_01.pdf (accessed 19.01.2015.)

200 Ibid.

201 OECD (2007). *Ageing and the Public Service: Human Resource Challenges*. Paris: OECD Publishing, p. 174.

202 OECD Human Resources Management Country Profiles: Germany (2012), p.2. Available: http://www.oecd.org/gov/pem/OECD%20HRM%20Profile%20-%20Germany.pdf (accessed 23.01.2015.)

203 Finnish Public Governance – A Background Report (2010). Ministry of Finance publications, p. 81.-82.

204 OECD Human Resources Management Country Profiles: Finland (2012), p.2.

205 Finnish Public Governance – A Background Report (2010). Ministry of Finance publications, p. 81. Available: https://www.vm.fi/vm/en/04_publications_and_documents/01_publications/08_other_publications/20100330Finnis/18_2010_low.pdf (accessed: 12.01.2015.)

between 2009 and 2015 and will continue until 2020.[206] Initially the strategy to solve this issue included such measures as delayed mandatory retirement age for civil servants, decreased pension rates in the case of early retirement, improved working conditions for older workers. In addition there was an emphasis on lifelong learning, improved training for managers, measures to improve the attractiveness of public sector as employer. On the one hand, significant staff departures from state sector as a result of ageing were considered as an opportunity to bring staff with new skills into government, decrease total number of employees and accordingly – costs, also because new employees have smaller salaries than those of permanent staff. On the other hand, human resource ageing and departure is considered as a risk and challenge because of the loss of key capacity and significant competencies leading to a necessity to postpone the retirement of some key staff.[207]

Finland has implemented several programmes to solve ageing problems, they have been directed both to public and private sector. The first programme of this kind was implemented in a time period from 1990 till 1995. It was aimed at changing the general opinion of society that older workers had reduced mental and physical abilities. However studies revealed that this target group can better maintain productivity and learn new competences in a work environment that provides appropriate conditions according to their needs. [208]

Between 1998 and 2002 the next programme was implemented – *The Finnish National Programme of Ageing Workers*. The programme was implemented jointly by the government (including research institute), employer and employee organizations representing the following institutions – Ministry of Social Affairs and Health, the Ministry of Labour and the Ministry of Education, Finnish Institute of Occupational Health, trade unions and employer associations.[209] Similarly to previous programme, also this one covered both public and private sector. One of the reasons for developing this programme was the increasing number of unemployed of age between 55 and 64 years.[210] Therefore its main objective was to prolong active work life of people contrary to the previous policy which promoted early retirement and was oriented at involving young people into labour market.[211] The following were the key problems addressed by this programme:

- Early retirement of ageing workers and general attitudes favouring early retirement;
- Low employment rate of ageing workers;
- Weak re-employment of ageing workers;
- Weakening working capacity of ageing workers;
- Low educational level of ageing workers
- Lack of information in society on ageing in general and the situation of ageing workers;
- Ageism: Prejudice, even discrimination towards ageing people.[212]

The main target group of the programme was employees and unemployed over the age of 45. The basic strategy of the programme was based on three interlinked concepts – work ability (human resources and working conditions), employability (employment policy, social and health services, prevention of age discrimination) and employment. 4,2 million Euros were granted to the implementation of the programme.[213] The Finnish experience shows that if the employer has

206   OECD Public Governance Reviews. Finland: Working Together to Sustain Success (2010), p.205.
207   Ibid, p. 207.
208   Managing the challenge of an ageing workforce – Case example of the Finnish national strategy on ageing (2004). European Foundation for the Improvement of Living and Working Conditions, p.4. Available: http://eurofound.europa.eu/sites/default/files/ef_files/emcc/publications/2004/ef0479en_2.pdf (accessed: 20.02.2015.)
209   Ibid., p. 3.
210   The National Programme for Ageing Workers, Finland: Executive Summary (2000), p. 1. Available: http://pdf.mutual-learning-employment.net/pdf/exec-summ-Finland-Oct00-E.pdf (accessed: 20.02.2015.).
211   Bossaert, D., Demmke, C., Moilanen, T. (2012). *The Impact of Demographic Change and its Challenges for the Workforce in the European Public Sectors: Three Priority Areas to Invest in Future HRM*. European Institute of Public Administration. Working Paper 2012/W/01, p. 43. Available: http://www.eipa.eu/files/repository/product/20121018073618_WorkingPapers2012_W_01.pdf (accessed: 19.02.2015.)
212   Arnkil, R., Nieminen, J., Rissanen, P., Pitkänen, S., Lyytinen, S.-M. (2003). Assessment of the Finnish National Programme on Ageing Workers (FINPAW), Social Development Company Ltd., p.38., Available: http://citeseerx.ist.psu.edu/viewdoc/download?doi=10.1.1.201.9724&rep=rep1&type=pdf (accessed: 20.02.2015.)
213   The National Programme for Ageing Workers, Finland: Executive Summary (2000), p. 1.,3.

developed a policy to strengthen workability of its employees during their whole work life, they are less inclined to retire early, and they also better adapt to professional change in work life. A major instrument to promote workability of Finnish public employees is the workability index which assesses workability against work demands and personal resources (health and functional capacity, education and skills, attitudes, values, motivation and job satisfaction). [214]

The specific activities and instruments of Finnish National Programme of Ageing Workers were developed to improve the workability, the mental and physical well-being at work place and the general health condition. In addition to those previously mentioned also the following tasks were defined: "to prevent discrimination based on age, to improve the atmosphere in the working environment and to decrease the number of employees who have to retire on grounds of disability because of mental health problems." This approach was based on the study that working atmosphere and leadership behaviour have the strongest influence on public employee's health and work satisfaction. The programme included also such instruments as training and consultations, flexible working time, lifelong learning strategies, part-time pensions (option to receive part of pension and work part-time job), vacations and part-time jobs.[215] The successful implementation of the programme was also affected by changes in retirement policy – increasing retirement age from 58 to 60 years and also by decreasing of unemployment and disability benefits. In general there is an opinion that the programme was very successful with positive influence on almost all of the previously mentioned problem groups, except for age discrimination.[216]

The third important programme implemented in Finland in previous years is *Productivity for the Public Sector 2005-2015* which is part of the broader strategy for solving government ageing problems. As can be seen from the title of the programme its main goal is to increase productivity and efficiency of the public sector work.[217] The main fields of the programme – increasing leadership and management, improving operational processes, broadening the use of IT and communication technologies, and developing the know-how, increasing motivation and professional well-being of the staff. [218] During the programme it was planned to reduce government staff numbers by reducing costs, re-allocating resources and developing innovative solutions for fulfilling functions. When evaluating the implementation and sustainability of the programme, OECD experts "feel that staff cuts have actually limited organisational capacity to develop innovative ways to increase productivity". That results in risk that smaller number of staff will have to do the same amount of work with fewer resources. On the one hand, "the Productivity Programme has effectively required ministries to review their operations and come up with efficiency proposals that appear to have led to innovation in some cases". But on the other hand, for the programme to reach its goals more attention has to be paid at how and not just where (institutions, functions) this efficiency can be achieved.[219]

It should be emphasized that in case of Finland the issue of workforce ageing is solved in a complex manner and in the context of broader macroeconomic processes, covering all of the employment sectors – both public and private – with a goal to increase total employment indicators in the country.

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214   Bossaert, D., Demmke, C., Moilanen, T. (2012). *The Impact of Demographic Change and its Challenges for the Workforce in the European Public Sectors: Three Priority Areas to Invest in Future HRM*. European Institute of Public Administration. Working Paper 2012/W/01, p. 44. Available: http://www.eipa.eu/files/repository/product/20121018073618_WorkingPapers2012_W_01.pdf (accessed: 19.02.2015.)

215   Ibid, pp. 43-44.

216   The National Programme for Ageing Workers, Finland: Executive Summary (2000), pp. 3-6.

217   OECD (2007). *Ageing and the Public Service: Human Resource Challenges*. Paris: OECD Publishing, p.45.

218   OECD Human Resources Management Country Profiles: Finland (2012), p.4.

219   OECD Public Governance Reviews. Finland: Working Together to Sustain Success (2010), pp.35-36.

III DESCRIPTION OF LATVIAN YOUTH AS POTENTIAL EMPLOYEES

Theoretical outlook

Within the scope of this study, speaking about work choices, values and making career by youth, two theoretical directions developed during the last twenty years and also currently topical should be examined in more detail. Firstly, transition studies and secondly, social generations approach. Nowadays conceptualization of the both theoretical conclusions is continued by such recognized youth researchers as Dan Woodman, Andy Furlong and others[220]. The mentioned authors see potential for broader application of these theories in planning of the youth policy also in future[221].

Transition studies focus on the life course. In nineties of the 20th century youth research was significantly influenced by works of such authors as Ulrich Beck and Anthony Giddens. By applying this approach, social scientists explain the spread of globalization, uncertainty and risks and reveal the meaning of individual solutions in transition of the modern youth to the status of adult life[222].

Altogether theoretical justification of transitional studies is based on analysis of changes of the life course. Nowadays the model of life course changes, it becomes more de-standardized, biographic and dynamic. De-standardization means release from limitations of social roles and life phases. Biographicity means that the own biography becomes the leading theme of life. Dynamism means continuous changes that become the most important characterization of any situation[223]. Modern youth grow under social and cultural conditions that make them consider themselves the only stable element of their life, because work, home, family and personal relationship become unstable and flexible. Emphasis on the own inner "me" causes situation, when participation and engagement in social life and adoption of various social roles during the life do not seem important for modern individuals anymore. The choice of the own unique and individual path and going along it is important. Dutch researcher Henk Vinken notes that biography is made differently in the late modern society than it was characteristic to the previous generations. People in modern society learned by participation, and biography within it revealed slowly by itself, depending on choices that were or were not made. Each individual during his life came to conclusions, what his strengths and weaknesses are, each individuality reveals gradually. However, in the late modern society the said processes take place in reverse order, namely, at the beginning it must be clear, what abilities each

220 Woodman, Dan & Steve Threadgold (2014). "Critical Youth Studies in an Individualized and Globalized World: Making the Most of Bourdieu and Beck." In: Peter Kelly and Annelies Kamp (eds). *A Critical Youth Studies for the 21st Century*, pp. 552-565; Brill; *Handbook of Youth and Young Adulthood New Perspectives and Agendas* (2009). Ed. by Andy Furlong. London: Routledge; Furlong, Andy (2012). *Youth Studies: An Introduction*. London: Routledge.

221 Woodman, Dan (2013). "Researching 'Ordinary' Young People in a Changing World: The Sociology of Generations and the 'Missing Middle' in Youth Research". *Sociological Research Online* 02/2013; 18(1).

222 Chisholm, Lynne, Siyka Kovacheva, Maurizio Merico, Maurice Devlin, David Jenkins and Andeas Karsten (2011). "The social construction of youth and the triangle between youth research, youth policy and youth work in Europe." In: Lynne Chisholm, Siyka Kovacheva, Maurizio Merico (eds.) *European youth research. Integrating research, policy and practice*. Innsbruck: M.A. EYS Consortium, pp. 11-46; Koroļeva, Ilze, Mieriņa, Inta, Rungule, Ritma (2014). *Profesiju prestižs un izvēle youth vidū: divu paaudžu salīdzinājums*. Rīga: LU Akadēmiskais apgāds., 16.lpp.

223 Vinken, Henk (2007). "New life course Dynamics?: Career orientations, work values and future perceptions of Dutch youth." *Young*, 15 (1): pp. 9-30.

person possesses and what each person wishes to be, and then individual imagines the available options and their expected results. If the choice disappoints (for example, if individual talent and abilities are not recognized immediately, a new plan is being put forward. Doubts about the failure of compliance of the plans are less important, the main thing is the willingness to implement plans. In result of this, modern individual develops such rhythm of life that constantly is being compared with desires of the person, what it wishes to become. Simultaneously it requires competence to handle the unknown, not only ability to plan and organize, but most importantly – to be open for various opportunities and using them. It requires also abilities to continuously assess the own motives and action in order to identify whether they conform to the inner "me" of individual. Thereby individual must always be ready to change and to change his thoughts and activity. This new life cycle dominates in the level of societal culture, values, ambitions and activities, and youth sociology for emphasizing changes in development of biography uses concept "choice biography", thereby demonstrating openness of individual life course for various choices and necessity to make it yourself[224].

The story on the above mentioned processes demonstrates that nowadays it is increasingly more difficult to use clearly set limits of the status and rites of passage that mark changes within the sphere of employment, studies, personal relationship. In such situation it is difficult to identify, when the youth become grown-up, or how the transition takes place from education towards employment, if the youth simultaneously study and work or continue education, when they have already started work career. Therefore youth researchers acknowledge that due to the above uncertainties transition approach within youth studies has come to deadlock[225]. Social generations approach is offered as solution[226].

Concept of social generation, overtaken from Karl Mannheim, allows to understand the youth in the context of particular specific historical conditions and various subjective elements. According to K. Mannheim, groups of people that live in particular period of time have similar experience that encourages establishment of similar behaviour, sense and thinking, as well as creates unique sense of generation. Thereby it is important in social generation approach to perform systematic analysis of economic, political and social conditions that influence the new generation[227]. In order to present the possible generations, which experience might differ, literature widely uses concepts of X generation (used to describe individuals that are born within a period from 1966 to 1976), Y generation (born in 1977 – 1994) and Z generation (born in 1995 – 2012). According to the division of generations, participants of this youth survey present the time of turn between Y and Z generations.

Generation approach is one of the dominating approaches in modern research of work values, demonstrating that contemporary youth grow up in a world that crucially differs from that world, where their parents grew, and that these differences reflect in work values of each generation[228]. Foreign researchers most often talk about differences in significance of the intrinsic and extrinsic work values. Intrinsic work values characterize its content and mental incentives caused by it. It

224   Woodman, Dan (2009). "The mysterious case of pervasive choice biography: Ulrich Beck, structure/ agency, and the middling state of theory in the sociology of youth." *Journal of Youth Studies*, 12 (3): 243-256.
225   Furlong Andy, Dan Woodman, Johanna Wyn (2011). "Changing times, changing perspectives: reconciling 'transitional' and 'cultural' perspectives on youth and young adulthood." *Journal of Sociology*, 47 (4): 355-370.
226   Koroļeva, Ilze, Mieriņa, Inta, Rungule, Ritma (2014). *Profesiju prestižs un izvēle youth vidū: divu paaudžu salīdzinājums*. Rīga: LU Akadēmiskais apgāds., 18.lpp.
227   Furlong Andy, Dan Woodman, Johanna Wyn (2011). "Changing times, changing perspectives: reconciling 'transitional' and 'cultural' perspectives on youth and young adulthood." *Journal of Sociology*, 47 (4): 355-370.
228   See for example: Twenge, Jean M. (2010). "A Review of the Empirical Evidence on Generational Differences in Work intitudes." *Journal of Business and Psychology,* 25 (2): 201-210; Twenge, Jean M., Stacy M. Campbell, Brian R. Hoffman, and Charles E. Lance (2010). "Generational Differences in Work Values: Leisure and Extrinsic Work Value-Increasing, Social and Intrinsic Values Decreasing." *Journal of Management* 36 (5): 1117-1142; Lyons, Sean (2003). *An exploration of Generational Values in Life and at Work*. Ottawa: Carleton University, https://curve.carleton.ca/system/files/theses/27043.pdf; Jin, Jing, and James Rounds (2012). "Stability and Change in Work Values: A Meta-analysis of Longitudinal Studies." *Journal of Vocational Behavior* 80 (2): 326-339; Krahn, Harvey J. & Nancy L. Galambos (2014). "Work values and beliefs of 'Generation X' and 'Generation Y'", *Journal of Youth Studies*, 17:1, 92-112.

includes interesting work that allows achieving something, opportunities to learn and develop at work, apply own knowledge, diversity of work tasks, etc. However, extrinsic work values refer to material (remuneration) and prestige-related characteristics of work, for example, good salary and career options. Freedom-related work options are opportunities to combine work with family life, convenient working hours, safety at work, opportunities to adopt decisions regarding own working hours. Altruistic work values refer to willingness of people to perform work that is valid for society or directly influences outcome of work of organization/ company. However, social work values involve desire of people for positive contacts at work and respecting management style.

The most important conclusions that result from comparisons of work values between generations are as follows[229]:

- Intrinsic work values (for example, interesting work and opportunities to grow at work) are significantly more characteristic to the younger (Y generation) generation, and their overall significance increases upon a person reaching the age of 25;
- Extrinsic work values (remuneration, additional benefits, authority, etc.) are significantly more important for those generations that have experienced economic difficulties, thereby by comparing representatives of one generation in various Member States of European Union, differences of work values can be observed, which explaining factor is welfare country model dominating within them;
- Significance of extrinsic work values reduces, when comparing early years of the youth (age of 18 – 25) with later age period (26 – 30);
- When living in "risk society", younger (Y) generation cares less for safety at work, what results in it being less loyal and attracted to employer;
- Pleasant communication with colleagues (social work values) has become important feature characterizing place of work only in the last decades and only for the younger (Y) generation;
- Work values of the new generation of various European Union countries may differ, they base on specific characteristics of national and local culture (for example, in Northern countries for representatives of the new generation freedom and social work values are more important, in Eastern Europe – extrinsic or remuneration work values, in Central Europe – intrinsic or work content values).

It must be noted that sense of the concept "interesting work" in various generations may also differ. The USA consultant Ginny Barnes, basing on empirical studies, has named several specific characteristics of Y generation, what the employer should count with[230]. In relation to work content, G. Barnes stresses that Y generation can be characterized by speed, ability to perform various activities at the same time, by applying the latest technologies. Accordingly new generation possesses ability to work with numerous ideas simultaneously and characteristic dislike for linear communication models and organizing procedure of linear projects. The younger generation works best in groups, where it can express ideas and quickly receive feedback. In connection with such manner of work organization and performance, the younger generation does not form respect towards senior leaders, thereby they are willing to get an opportunity to come with their ideas and to achieve good results. The objective of Y generation is to quickly build career, gain recognition, therefore willingness to take lead and desire for success can be basis for the conflicts between generations at work. Such characterization of the younger generation updates the role of future managers, what is outlined in the fourth part of this study.

229 Sillerud, Henriette (2011). *Generational Differences in Employee Work Values. An Explorative Study in a Norwegian Work Context*. Oslo: BI Norwegian School of Management; Emmanouil F. Papavasileiou & Sean T. Lyons (2014). "A comparative analysis of the work values of Greece's 'Millennial' generation", *The International Journal of Human Resource Management*.

230 Ginny Barnes (2009). "Guess Who's Coming to Work: Generation Y. Are You Ready for Them?", *Public Library Quarterly*, 28:1, 58-63.

3.1. Choice of studies and competitiveness of the speciality in the labour market

To characterize the Latvian youth as the future workforce, in the beginning of survey they were asked to name the reasons, why they have chosen to study their speciality in Latvia instead of some other university abroad. As it can be seen in the Figure 3.1.1., every second (53%) of those young people, who currently are studying at some of Latvian universities, indicates that the reason for studies in Latvia has been the unwillingness to leave home. Also such reasons as opportunity to study in mother tongue (38%), satisfactory quality of education (36%) and opportunity to study cheaper (26%) were preconditions for the currently studying youth to choose obtaining higher education in Latvia.

The youth, who have already graduated from some of Latvian universities, explain their choice for studying in Latvia mainly by unwillingness to leave home (58%) and by opportunity to study cheaper (44%). One third of the surveyed graduates substantiates their choice to study in Latvia also by opportunity to study in mother tongue (36%) and satisfactory quality of education (30%).

Comparatively few students and graduates have grounded their choice to obtain higher education in Latvia by the lack of information on study opportunities abroad (students – 10%, graduates – 16%), by the fact that studies in Latvia open up more opportunities to find work in Latvia (students – 9%, graduates– 10%), as well as by the fact that there is less competition for study places in Latvia (students – 6%, graduates– 8%).

It must be added that minor part of students and graduates has explained their choice to study in Latvia by other reason, for example, by not being enrolled in particular foreign university or by not receiving scholarship for studies abroad, by having job in Latvia that they did not want to lose or by the fact that they were interested in particular study programme in some of Latvian universities.

Figure 3.1.1. Reasons for studying in Latvia: students and graduates (%)

	Students	Graduates
I did not want to go away from home	53	58
Opportunity to study in the mother tongue	38	36
I am satisfied with the quality of education	36	30
Studying in Latvia is cheaper	26	44
There was no information on study opportunities abroad	10	16
More likely to find work in Latvia	9	10
Less competition	6	8
Other reason	5	10
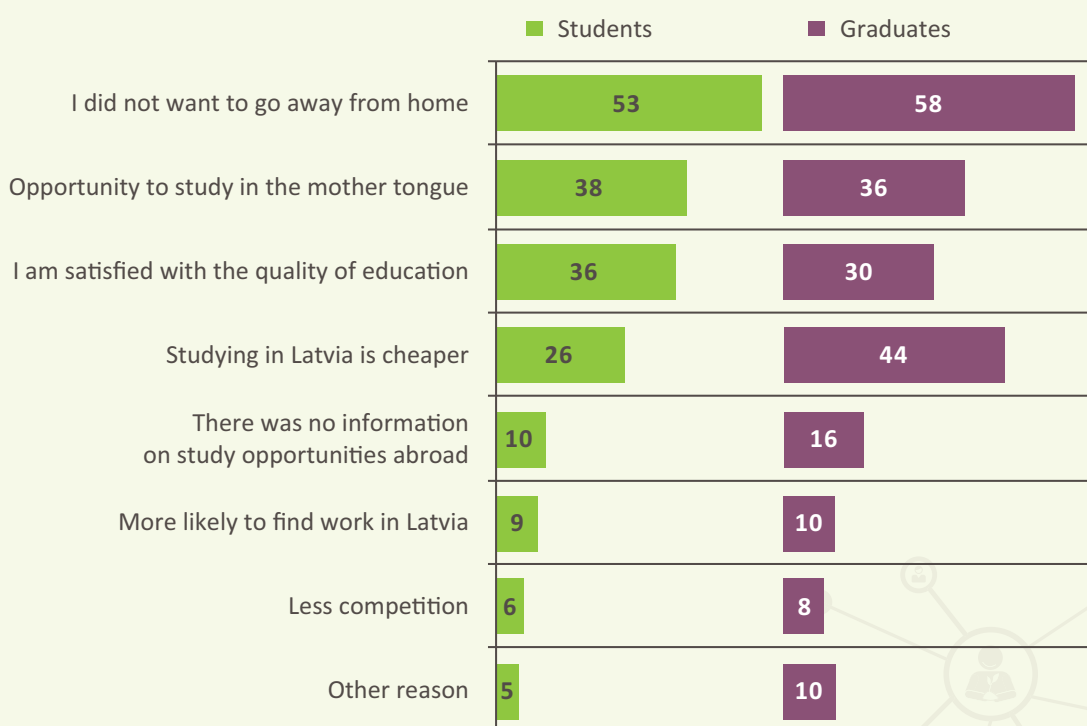
Multiple response question

Almost two thirds of the youth (68%), who are currently studying, evaluate their chances to find a job in Latvia after finishing the current study programme as good (very good – 23%, rather good – 45%), but 10% youth – as poor (rather poor – 8%, very poor – 2%) (see Figure 3.1.2.). However, 22% of the currently studying youth did not provide particular evaluation of their chances, indicating that in their opinion they are neither good, nor poor. Evaluation of chances to find a job in Latvia after finishing particular study programme also by those youth that have already graduated from some of Latvian universities does not significantly differ – 64% evaluate them as good, 13% – as poor, but 24% do not provide specific evaluation, indicating that in their opinion they are neither good, nor poor.

Figure 3.1.2. Self-evaluation of students and graduates on chances to find a job in Latvia (%)

Very good ■ Rather good ■ Neither good nor bad ■ Rather bad ■ Very bad

	Very good	Rather good	Neither good nor bad	Rather bad	Very bad
Students (N=1566)	23	45	22	8	2
Graduates (N=110)	26	37	24	10	3

Base: all respondents
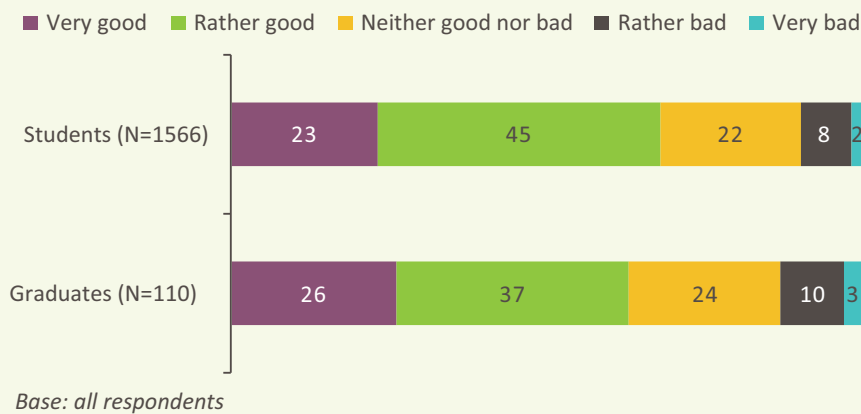
Figure 3.1.3. Self-evaluation of students on chances to find a job in Latvia by a field of studies (%)
Summarized answers "very good", "good" and "rather poor", "very poor"

■ Good ■ Neither good nor bad ■ Bad

	Good	Neither good nor bad	Bad
ALL	68	22	10
Agriculture	78	19	3
Health care and social welfare	75	16	8
Engineering, manufacturing and construction	75	17	8
Natural sciences, mathematics and information technologies	70	21	8
Social sciences, business and law	68	22	9
Education	60	34	6
Services	55	27	19
Humanities and arts	50	30	20

Base: those who are currently studying, N=1566
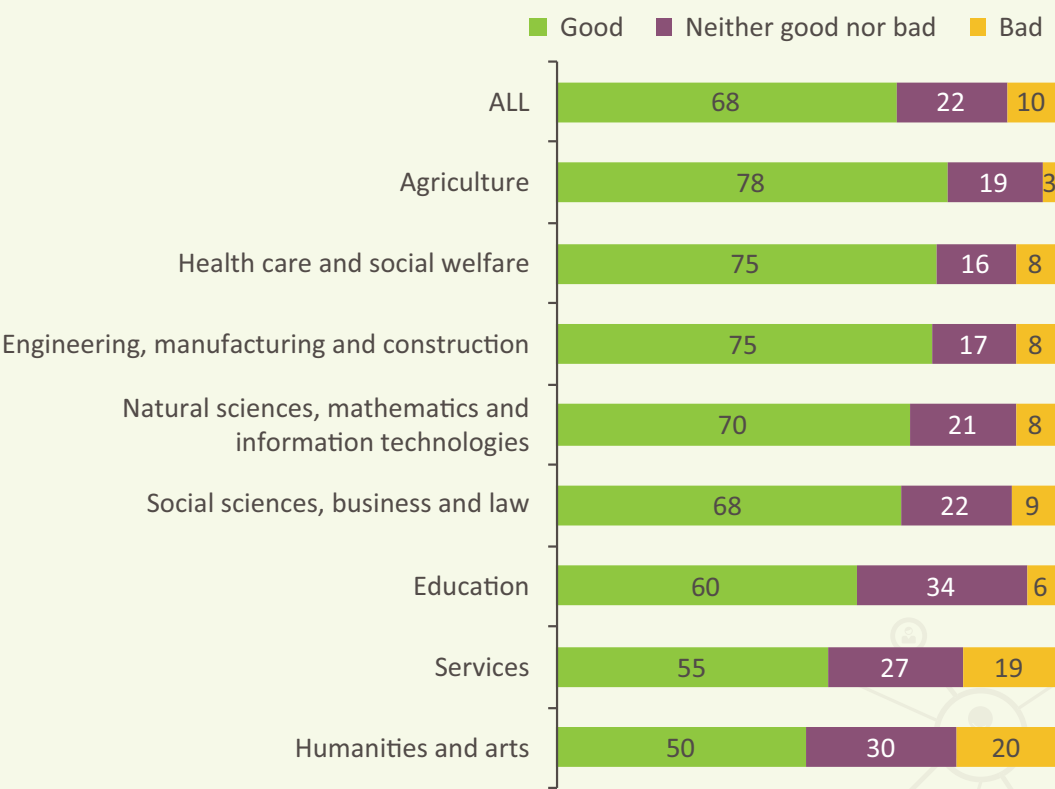
According to the analysis of survey data, the youth currently studying in Riga universities (students of Riga universities – 70%, students of universities of other cities– 65%), as well as currently studying men (women – 66%, men – 72%), have more often evaluated their chances to find a job in Latvia after finishing the current study programme as good. Also, as it can be seen in the Figure 3.1.3., those youth that currently study in study programmes related to agriculture, health care and social welfare sphere, as well as to engineering, production and construction sphere have more often evaluated their chances to find a job in Latvia as good.

Figure 3.1.4. Self-evaluation of students and graduates on chances to find a job <u>outside Latvia</u> (%)

Legend: Very good · Rather good · Neither good nor bad · Rather bad · Very bad

	Very good	Rather good	Neither good nor bad	Rather bad	Very bad
Students (N=1518)	13	34	35	14	4
Graduates (N=110)	15	31	36	16	4

Base: all respondents
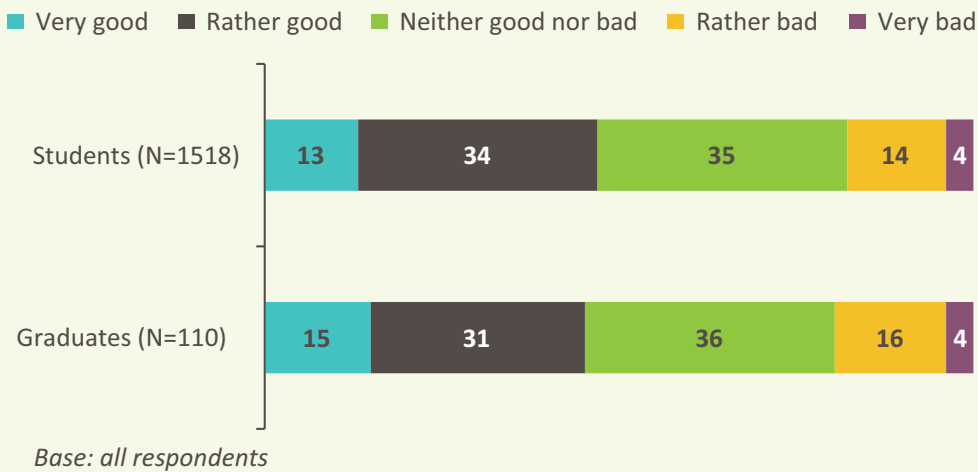
Figure 3.1.5. Self-evaluation of students on chances to find a job <u>outside Latvia</u> by a field of studies (%)
Summarized answers "very good", "good" and "rather poor", "very poor"

Legend: Good · Neither good nor bad · Bad

	Good	Neither good nor bad	Bad
ALL	47	35	18
Humanities and arts	61	31	8
Health care and social welfare	58	29	13
Natural sciences, mathematics and information technologies	55	37	9
Engineering, manufacturing and construction	50	34	16
Services	43	36	21
Social sciences, business and law	36	38	26
Agriculture	35	40	25
Education	31	40	29

Base: those who are currently studying, N=1518
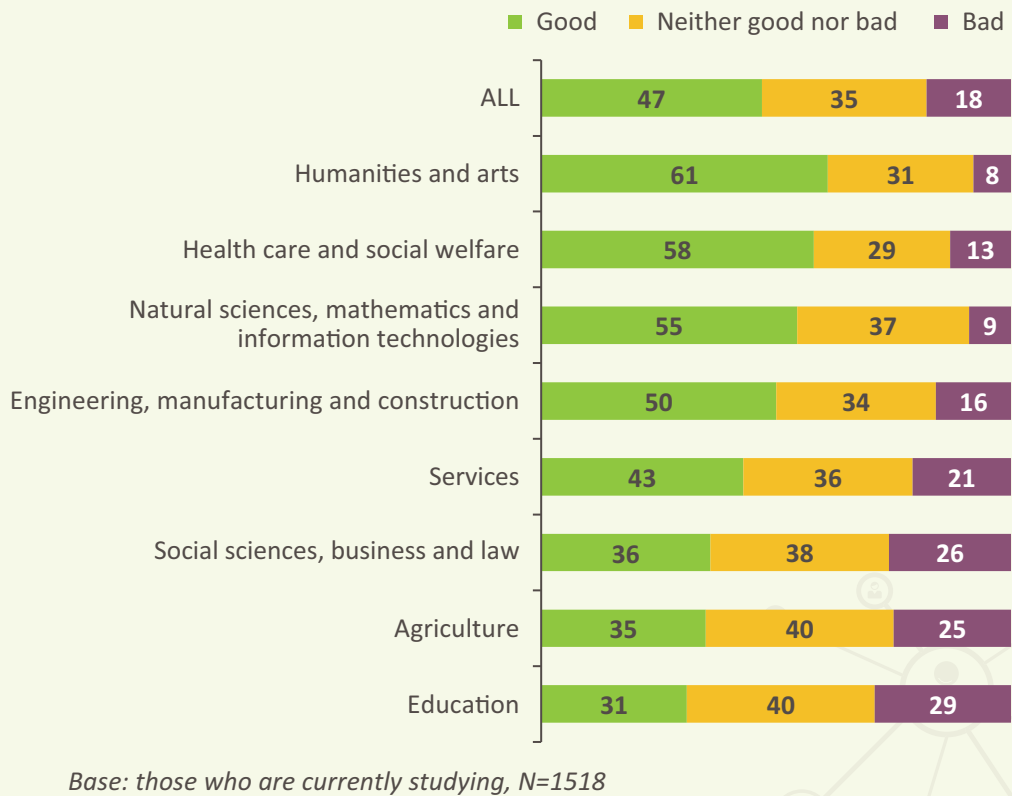
Almost half of the youth (47%) that currently study evaluate their chances to find a job outside Latvia after finishing the current study programme as good (very good – 13%, rather good – 34%), but 18% youth – as poor (rather poor – 14%, very poor – 4%) (see Figure 3.1.4.). However, one third of the currently studying youth (35%) did not provide particular evaluation of their chances, indicating that in their view they are neither good, nor poor. Also evaluation of chances to find a job outside Latvia after finishing the particular study programme of those young people, who have already graduated from some of Latvian universities, does not significantly differ – 46% evaluate them as good, 20% – as poor, but 36% do not provide any evaluation, indicating that in their view they are neither good, nor poor.

Analysis of survey data proves that students currently studying in Riga universities have more often evaluated their chances to find a job outside Latvia after finishing the current study programme as good (students of Riga universities – 67%, students of universities of other cities – 41%). As it can be seen from Figure 3.1.5., also those young people that currently study in study programmes that are related to humanities and arts sphere, to health care and social welfare sphere and to natural sciences, mathematics and information technologies sphere more often evaluate their chances to find a job outside Latvia as good.

Figure 3.1.6. Country for further studying after graduating from current study programme
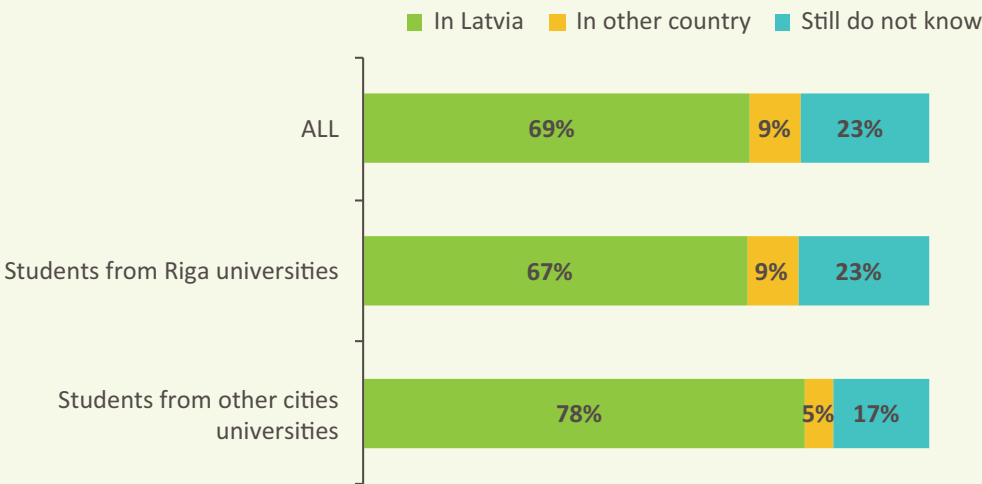
Base: those who are currently studying and who plan to continue their studies, N=503

Those currently studying young people that plan to continue studies in the next level or start studies in other programme within a period of one year after finishing the current study programme, were asked, if they are going to study in Latvia or some other country. As it can be seen from the Figure 3.1.6. two thirds of the youth (69%) plan to continue studies in Latvia, but 9% youth will do it in some other country – most often mentioning such countries as Germany, Denmark, Great Britain, Sweden and USA. However, almost every fourth youth (23%) has not decided yet, in which country to continue studies.

Analysis of survey data proves that students of universities of other cities, who plan to continue studies in the next level or start studies in other programme within a period of one year after finishing the current study programme, have more often than students of Riga universities planned to do it in Latvia (students of Riga universities – 67%, students of universities of other cities – 78%) (see Figure 3.1.6.). Also those students, who evaluate their chances to find a job or their competitiveness in Latvian labour market after the current study programme as good, more often indicate that they will continue studies in Latvia (see Figure 3.1.7.).

Good   Neither good nor bad   Bad

	Continue studies in Latvia (N=347)		Continue studies abroad (N=43)	
	Competitiveness in Latvia	Competitiveness abroad	Competitiveness in Latvia	Competitiveness abroad
Bad	7%	18%	19%	2%
Neither good nor bad	20%	37%	35%	14%
Good	73%	45%	47%	84%

Base: those who are currently studying and who plan to continue their studies

Those young people that after finishing the current study programme plan to continue studies outside Latvia substantiate their choice mainly by three reasons. Firstly, after studies abroad it is easier to find a job in a foreign or international company. Secondly, by studying abroad there is an opportunity to obtain more qualitative education in the particular speciality than studying in Latvia. And, thirdly, it is an opportunity to gain international study experience.

3.2. General attitude towards work and career

There were three statements included into the questionnaire of survey in order to find out the attitude of the youth towards work in general. The answers "fully agree" and "rather agree", as well as "rather disagree" and "fully disagree" are summarized in the analysis of results.

Only every fifth surveyed youth (19%) agrees to the statement "Work is just a way of making money – nothing else". Half of the surveyed youth (53%) agrees that they would like to work as paid employees even if they did not need money. Every second surveyed youth (51%) agrees also to the statement "Work is the most essential occupation of a human".

Surveyed youth more often have indicated that they would like to conduct business or start their own business – 29%. Every fourth youth (26%) would like to work in the private sector as paid employee, however, every fifth youth (20%) – in public administration or other institutions of public sector. Only 3% of the surveyed youth would like to work in non-governmental organization, as well as in university as teaching staff and/ or to perform scientific work there. 18% youth do not know or have not decided yet, where they would like to work. It must be noted that these data demonstrate the most preferred manner of employment by the youth, what can be the aim of both near future and further future. It is proved by comparison of the answers on different questions of survey provided by the youth. For example, although survey data show that the youth most often

wish to start their business during the first year after finishing studies, it has been actually started just by 4%. However, international studies show that the new generation, born after 1995 (so called Z generation) to greater extent strives to be businessmen than previous generations[231].

According to the analysis of survey, the youth, who currently study or have already graduated some of Riga universities, would be more willing to work in the private sector as paid employees (students and graduates of Riga universities – 28%, students and graduates of universities of other cities – 22%), however, students and graduates of universities of other cities would be more willing to conduct business and start their own business (students and graduates of Riga universities – 27%, students and graduates of universities of other cities – 35%). Surveyed men would be more willing to conduct business and start their own business (women – 24%, men – 36%), but women would prefer working in public administration or other institutions of public sector (women – 25%, men – 12%). Such differences in the interest of various genders to work in public administration can be explained by influence of several possible factors. Firstly, women choose more often studies in social sciences, what have broader opportunities to be used in public administration than the knowledge of natural sciences and engineering spheres that are more often chosen to be studied by men. Also several characteristics of work in public administration, noticed by the youth, are more important for women, not men (for more details see Chapters 3.3., 3.5. and 3.6.).

Those young people, who evaluate their competitiveness in Latvian labour market as good, are more willing to work in the private sector as salaried employees (good – 29%, neither good, nor poor – 23%, poor – 18%). However, those youth, who evaluate their competitiveness in Latvian labour market as poor, are more willing to engage in business and to start their own business (good – 20%, neither good, nor poor – 26%, poor – 37%). Such results, at least partly, are explained by different contributions for starting business and different options of professionals, representing various branches, to work as paid employees or to be businessmen. The youth studying/ having studied agriculture, health care and social welfare, engineering, production and construction, natural sciences, mathematics and information technologies sphere are most often confident on their competitiveness of their education in Latvian market. In most of these professions the most easy available work options are at medium and big companies that offer both competitive remuneration and, possibly, international collaboration opportunities. However, starting business in these professions is connected both with large investments and higher risks.

Interesting is the fact that those youth that currently regularly or from time to time work comparatively more often indicate that they would like to conduct business and to start their own business (working – 34%, not working – 24%). Among working youth there are less those, who do not know or have not yet decided, where they would like to work (working – 12%, not working – 22%). Upon comparing answers provided by the youth on the preferred job and the current job, they mostly correspond. For example, the youth, who currently work in the private sector as paid employees, more often as the youth working somewhere else indicate that they would like to work in the private sector as salaried employees.

61% of the surveyed youth indicate that they would like to work in their profession, but 27% of the surveyed youth indicate that they would like to work in other equivalent profession, where education obtained by them allows (see Figure 3.2.1.). However, 11% youth admit that it does not make difference, in what profession to work, because, in their opinion, the most important is to find a job at all after obtaining education.

As can be seen in the Figure3. 2.1., the youth, who evaluate their competitiveness in Latvian labour market as good, comparatively more often indicate that they would like to work in their profession. However those youth, who evaluate their competitiveness in Latvian labour market as poor or could not provide particular evaluation, comparatively more often admit that it does not make difference what profession you work in, because, according to them, it is primary to find a job at all after obtaining education.

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231   http://theundercoverrecruiter.com/most-productive-generation-xyz/

Figure 3.2.1. The role of obtained education in choice of the potential profession

Legend:
- It does not matter, the main thing in general is to find a job after education acquirement
- In another equivalent profession where I can work with acquired education
- In my own profession

	ALL	Good	Neither good nor bad	Bad
It does not matter...	11%	7%	17%	28%
In another equivalent profession...	27%	26%	30%	31%
In my own profession	61%	67%	52%	41%

Competitiveness in Latvia
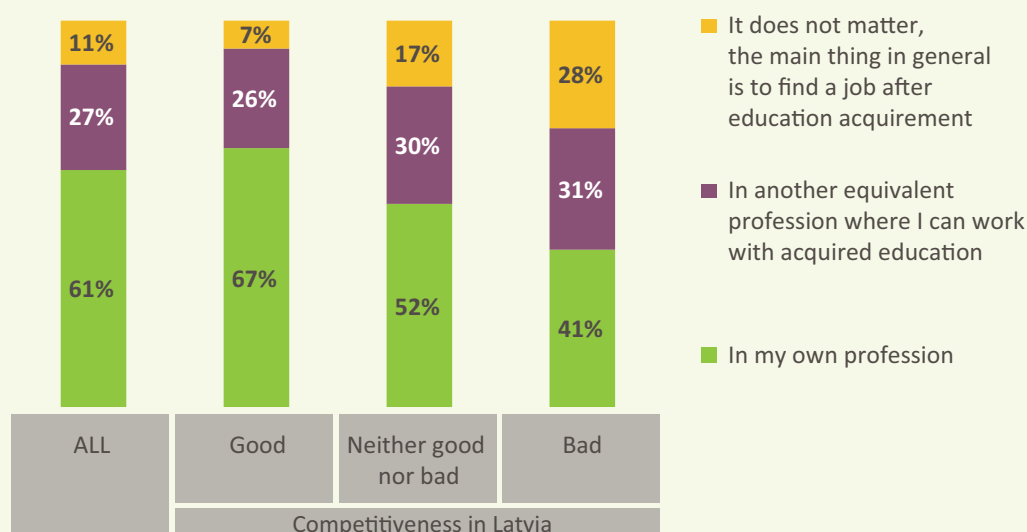
Base: all respondents, N=1671

58% of the surveyed youth admitted that they consider option to go working abroad. The fact of considering going to work abroad is more often admitted by the students and graduates of Riga universities (students and graduates of Riga universities – 63%, students and graduates of universities of other cities – 44%), men (women – 55%, men – 63%), as well as the youth that evaluate their competitiveness in Latvian labour market as poor. Such results are at least partly explained by evaluation of competitiveness in Latvia and abroad of those branches, where the youth study. The youth that study in education, services, humanities and arts sphere are confident at least for their competitiveness in Latvian labour market. However, students of humanities and arts sphere are one of the most confident on their competitiveness in foreign market. Thereby, examining these results depending on the confidence of respondents on their chances to find a job in Latvia and abroad, willingness to go working abroad is natural for those Latvian youth, whose self-evaluation chances to find a job in Latvia are low.

Figure 3.2.2. Reasons to consider opportunity to work abroad

| Reason	%
Higher salaries	76%
I want to gain international experience and practice	70%
Better prospects for an independent life	34%
The higher prestige of the profession	31%
There is no job in chosen speciality in Latvia	11%
Members of the family have moved to live abroad	6%
Many acquaintances, course members moving abroad	6%
Other reason	5%

Multiple response question

Majority of the youth, who consider going to work abroad, substantiates it by higher remuneration (76%) and willingness to gain international experience and practice (70%) (see Figure 3.2.2.). Every third of the youth, who considers opportunity on working abroad, explains it also by better chances to start independent living (34%) and higher prestige of profession (31%).

Students and graduates of Riga universities more often explain, why they consider option to go working abroad, by willingness to gain international experience and practice (students and graduates of Riga universities – 72%, students and graduates of universities of other cities – 60%), as well as by the fact that their chosen profession has higher prestige abroad (students and graduates of Riga universities – 32%, students and graduates of universities of other cities – 26%). However, students and graduates of universities of other cities, who consider opportunity to go working abroad more often substantiate it by moving of their family members for living abroad (students and graduates of Riga universities – 10%, students and graduates of universities of other cities – 5%), as well as by moving abroad of many acquaintances and study mates (students and graduates of Riga universities – 10%, students and graduates of universities of other cities – 5%).

The fact that they consider moving to work abroad due to the higher remuneration is more often indicated by the youth, who currently study or have already graduated study programmes that are related to such spheres as agriculture, health care and social welfare, services and education. Higher prestige of their chosen profession – this is more often mentioned as reason for considering going to work abroad by those youth, who currently study or have already graduated study programmes that are related to such spheres as health care and social welfare, agriculture, education and engineering, production and construction. The youth, who currently study or have already graduated study programmes that are related to humanities and arts sphere, more often than others substantiate opportunity to go working abroad by the fact that there is no work in their chosen speciality in Latvia.

Those young persons, who evaluate their competitiveness in Latvian labour market as good, but still consider the option of going to work abroad, substantiate it more often with willingness to gain international experience and practice (good – 76%, neither good, nor poor – 59%, poor – 58%). The youth that evaluate their competitiveness in Latvian labour market as poor or could not provide particular evaluation, comparatively more often explain the opportunity to go working abroad by the fact that there are better chances to start independent living (good – 29%, neither good, nor poor – 39%, poor – 44%). Then the youth, who evaluate their competitiveness in Latvian labour market as poor, comparatively more often than others substantiate the opportunity to go working abroad by the fact that there is no work in their chosen speciality in Latvia (good – 6%, neither good, nor poor – 14%, poor – 23%).

Figure 3.2.3. Time that the youth would be ready to spend in <u>one job</u>

Base: all respondents, N=1667
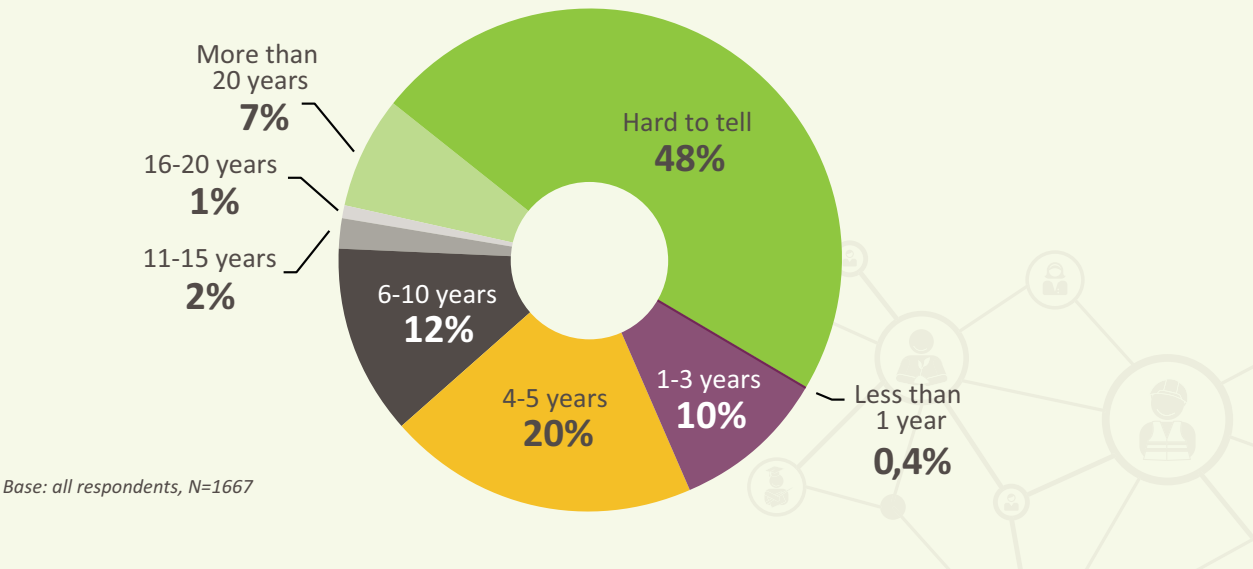
As can be seen in the Figure 3.2.3., 10% of the surveyed youth would be ready to work in one job from one to three years, 20% youth – from four to five years, 12% youth – from six to ten years and 10% youth – for 11 years and more. At the same time almost half respondents (48%) did not have an opinion on how long they would be ready to work in one job.

Analysis of survey data proves that students and graduates of Riga universities comparatively more often than students and graduates of universities of other cities have indicated that they would be ready to work in one job only from one to three years (students and graduates of Riga universities – 11%, students and graduates of universities of other cities – 6%).

The youth that currently regularly or from time to time work, comparatively more often than those youth, who currently do not work, would be ready to work in one job from four to five years (working – 23%, not working – 18%). However, the youth that do not work comparatively more often than the working ones do not have an opinion on how long they would be ready to work in one job (working – 42%, not working – 53%).

6% of the surveyed youth would be ready to work less than a year, 37% youth – from one to three years, 14% youth – from four to five years, 4% youth – from six to ten years and 3% youth – 11 years and more in one position, not changing duties and content of work. At the same time, more than one third of respondents (36%) did not have opinion on time they would be ready to work in one position.

According to the analysis of survey, students and graduates of Riga universities comparatively more often indicate that they would be ready to work in one position only from one to three years (students and graduates of Riga universities – 39%, students and graduates of universities of other cities – 28%). However, students and graduates of universities of other cities comparatively more often indicate that they would be ready to work in one position from four to five years (students and graduates of Riga universities – 13%, students and graduates of universities of other cities – 18%).

Those youth, who currently regularly or from time to time work, would be ready to work in one position only from one to three years comparatively more often than the youth that do not currently work (working – 42%, not working – 32%). However, the youth that do not work comparatively more often than the ones working have no opinion on how long they would be ready to work in one position (working – 30%, not working – 42%).

The youth were asked to name remuneration that in their opinion would be good, when starting work straight after studies, and what it should be, in their opinion, after five years of employment. As seen in the Figure 3.2.4., opinion of the youth on good remuneration, when starting work after studies, is crucially different – good net remuneration varies from 200 EUR to 1500 and more EUR per month. Considering the small numbers of the respondents, who have recognized 200 to 499 EUR as good net remuneration, it can be considered that majority of the youth recognizes amount starting from 500 EUR net as a good remuneration, when starting work after studies. In total 75% youth consider that good net remuneration, when starting work straight after studies, would be up to 1000 EUR per month.

Upon calculating the mean of the good remuneration, when starting work after studies, that would be 866 EUR net. It must be noted here that the mean as measure is sensible for extreme values, meaning, if some of the youth is willing to receive very high or very low remuneration, then it significantly influences the mean. Therefore, in order to identify opinion of majority of the youth, the value of median of the average remuneration is being calculated in parallel to the mean, which demonstrates that level, what is straight in the middle between all named values. The value of the median of good remuneration after studies is 700 EUR net (approximately 995 EUR gross). Salary, mentioned by the students that can be evaluated as good, is approximately two times higher than the average net salary in 2013. According to the data of Central Statistical Bureau the average net salary in 2013 was 516 EUR.

Figure 3.2.4. Expectations on good remuneration _starting work after studies_ (EUR/per month net)

Bar chart:
- 200-399: 2%
- 400-499: 7%
- 500-599: 16%
- 600-699: 16%
- 700-799: 18%
- 800-999: 16%
- 1000-1499: 16%
- 1500 and more: 8%
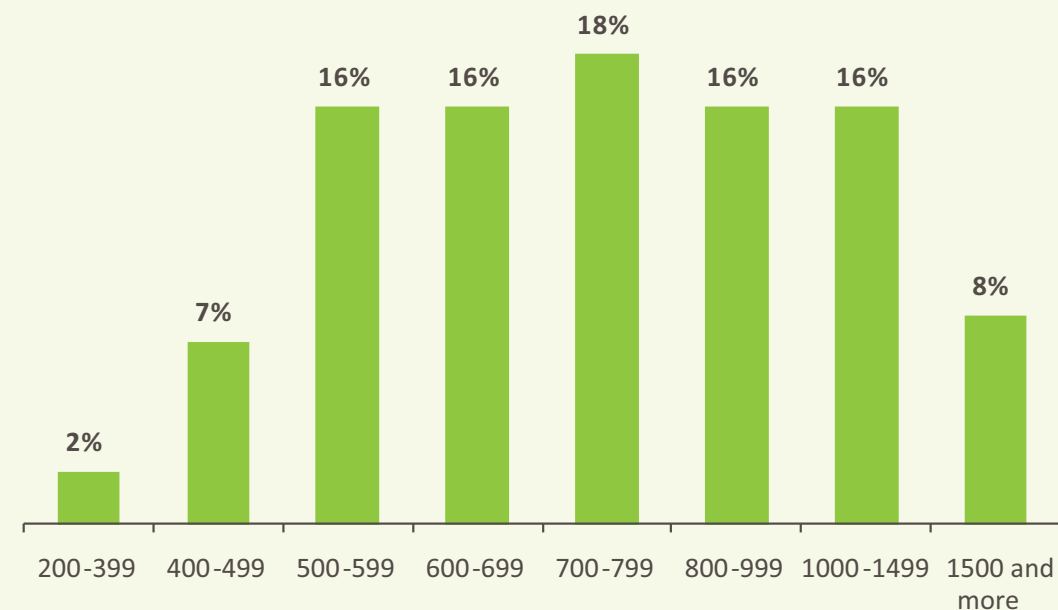
Base: all respondents, N=1655

As it can be seen in the Figure 3.2.5., after five years of employment the youth would like to receive not less than 400 EUR per month net. Besides, the proportion of those respondents that consider that good net remuneration would be up to 1000 EUR per month, has reduced to 21%. Similarly as before, two measures were set, when calculating the average remuneration. After five years of employment the mean of good remuneration is 1969 EUR net. Since data analysis shows that separate respondents have named very (even unrealistically) high values, then in this case it is important to consider that the value of good remuneration median after five years of employment is lower – 1400 EUR net (approximately 2000 EUR gross). Also this indicator is high and does not conform to the expected pace of growth of salaries at Latvian economic sectors.

Figure 3.2.5. Expectations on good remuneration _after five years of employment_ (EUR/per month net)

Bar chart:
- 400-799: 8%
- 800-999: 13%
- 1000-1199: 16%
- 1200-1499: 13%
- 1500-1999: 21%
- 2000-2999: 16%
- 3000 and more: 13%
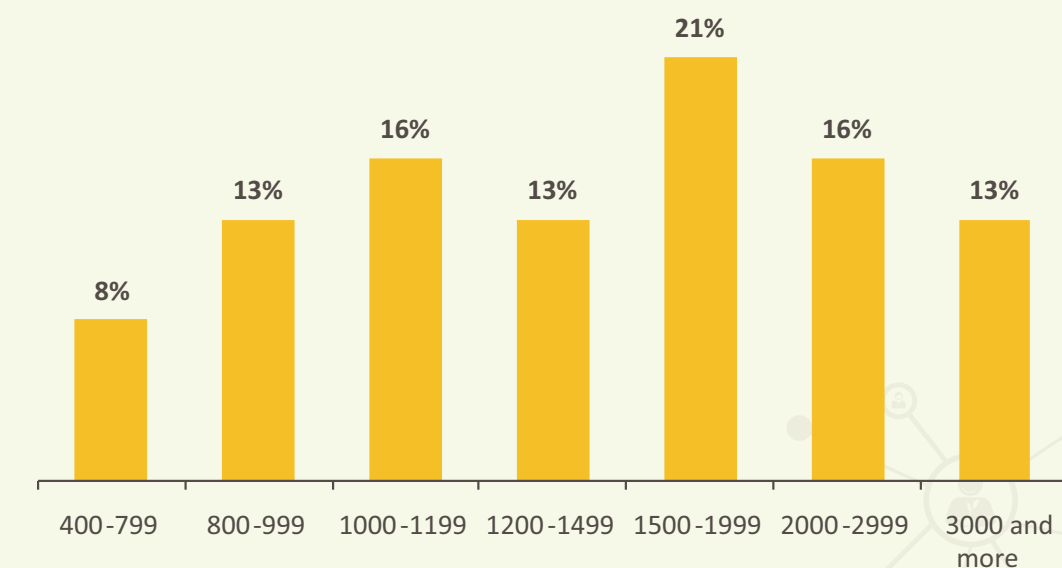
Base: all respondents, N=1651

According to the analysis of survey, men consider higher remuneration than women as good both starting work after studies and after five years of employment. When starting work after studies, men consider on average 1021 EUR per month as good remuneration, but after five years of employment – on average 2425 EUR per month (women accordingly 766 EUR and 1675 EUR).

Comparing answers provided by participants of the survey depending on the location of the university, where they currently study or what they have graduated, it can be seen that when starting work after studies, opinion of both students and graduates of Riga universities and universities of other cities on good net remuneration is almost similar – on average 871 EUR per month (students and graduates of Riga universities – 863 EUR, students and graduates of universities of other cities – 878 EUR). However, after five years of employment, the amount of net remuneration mentioned by the students and graduates of Riga universities is clearly higher than the one mentioned by the students and graduates of the universities of other cities (students and graduates of Riga universities – on average 2092 EUR, students and graduates of universities of other cities – on average 1602 EUR).

Interesting that youth that currently study in bachelor programmes consider higher remuneration as good both starting work after studies and after five years of employment (on average 888 EUR per month net) than the youth and graduates that currently study in master programmes (accordingly 787 and 749 EUR per month net). After five years of employment good net remuneration for those studying in bachelor programmes would be 2067 EUR per month, for those studying in master programmes – 1499 EUR per month, but for graduates – 1608 per month net.

Figure 3.2.6. Average of good remuneration starting work after studies and after five years of employment – comparison by a field of studies (EUR/per month net)

Legend:
- After studying (N=1655)
- After five years of employment (N=1651)

Field of studies	After studying	After five years of employment
ALL	866	1969
Agriculture	1112	1875
Education	1082	1422
Health care and social welfare	969	2540
Natural sciences, mathematics and information technologies	940	2351
Humanities and arts	880	1757
Engineering, manufacturing and construction	816	1805
Services	802	1408
Social sciences, business and law	762	1852

As seen in the Figure 3.2.6., upon starting work after studies, those youth, who currently study or have already graduated study programmes that are related to the sphere of agriculture and the sphere of education, consider as good averagely higher remuneration than students and graduates of other study programmes. It is interesting that the students and graduates of social sciences, commercial sciences and law study programmes have recognized as good averagely lower remuneration.

After five years of employment averagely higher remuneration would be desired by those youth, who currently study or have already graduated study programmes that are related to the sphere of health care and social welfare, and with the sphere of natural sciences, mathematics and information technologies. Averagely lower remuneration after five years of employment has been recognized as good by those youth, who currently study or have already graduated study programmes that are related to the sphere of services and the sphere of education.

Upon comparing the above results, firstly, wording of the question must be taken into account – "good salary", what means that the youth would consider such remuneration as attractive. In practice possibility exists that the youth would also be ready to work for a lower remuneration, what is also proved by comparatively lower requirements for good salary of the youth studying in master programme and graduates of this programme. Also experience of international studies must be taken into consideration here that shows that exactly youth from 18 to 25 have the highest expectations for various material benefits offered by the work and for salary, however these demands reduce by time, upon the content of work obtaining greater significance. Thereby an option exists that also the high demands of Latvian youth for remuneration reduce, when feeling the actual requirements of the labour market and assessing their actual competitiveness. Secondly, health care and social welfare, where the students have the highest expectations regarding future salary, at the same time is that branch, which, in evaluation of the respondents, is competitive both in Latvian and foreign level, and the students of which consider options to go working abroad. Thirdly, in total more than a half of the students consider option to go working abroad and as the main reason for such decision is mentioned opportunity to receive higher remuneration. Thereby the prospects to work abroad can be the reason, why Latvian youth already now have high expectations regarding remuneration.

3.3. Description of the factors forming work values and work motivation of the youth

Upon adapting the tools applied in the international environment, the youth survey measured importance of 46 indicators characterizing attitude towards work and work values, what was divided in several thematic blocks. Further in the survey also conformance of all the mentioned factors to the work in Latvian public administration was identified that allowed to determine its strengths and weaknesses (see Chapters 3.5. and 3.6.).

Initially youth provided assessment of the significance on eight various characteristics (see Figure 3.3.1.). Upon summarizing assessments of respondents "very important" and "rather important", it reveals that three most important work characteristics for the youth are good salary (97%), stability of workplace (95%) and opportunity to combine work with family life (92%). Analysis of these indicators on grounds of gender shows that differences can be observed only regarding opportunity to combine work with family life that is more often important for women (women – 94%, men – 90%).

The other group of features for significance of work characteristics is formed by characteristics that have been recognized as important by 87 - 90% respondents. The fact that in addition to remuneration at work also other social guarantees are provided is important for 90% respondents,

annual vacation is important for 88%, while equality at work – 87% of the surveyed youth. All three mentioned features are more important for women than men. Equality at work is important for 93% of the surveyed women and 78% men, annual vacation is important to 93% women and 81% men, social guarantees – 93% women and 85% men.

Two characteristics of work are comparatively less often recognized as important – good image in society (71%) and international collaboration opportunities (68%). It must be emphasized that in assessment of both of these characteristics there can be also observed comparatively high proportion of those respondents, who consider them "neither important, nor unimportant" (22% have assigned such assessment to the feature "good image in society" and 25% have similarly assessed feature "international collaboration opportunities"). Also these two features have been more often evaluated as important by women. Students or graduates of Riga universities have slightly more often evaluated as important international collaboration opportunities, this indicator among them is 69%, while respondents of universities of other cities have evaluated this feature as important in 63% of cases. Although in general international collaboration opportunities at the moment of implementation of the survey are comparatively less important, it is one of the reasons, why Latvian youth is willing to go studying and working abroad. Thereby offering of such opportunity at Latvian work can be an opportunity to keep the young work force here.

Figure 3.3.1. Significance of characteristics of the workplace
Summarized answers "rather important" and "very important"

Base: all respondents, N=1685

The youth assessed nine various features in the question block on work environment and characteristics of work organization. The most important feature characterizing work environment and work organization according to respondents is clean, secure, tidy and well-ventilated work site (94%) (see Figure 3.3.2.). Women have slightly more often assessed this feature as important.

The next three features that are more often assessed as important, are application of the new technologies at work (76%), work, where it is possible to freely plan own day of work and working hours (in both cases 72% respondents have recognized it as important feature). Application of the new technologies is slightly more important for men and students and graduates of universities of other cities, except Riga. However, opportunity to freely plan their working hours has been more often indicated in the questionnaires as important feature of work organization by women (74%) compared to men (68%).

Opportunity to meet different people is important in total for 67% respondents, besides, it is more important for women, who have chosen answer very or rather important in 70% of cases contrary to men, among whom this indicator is 62%. Fixed and constant working hours are important for slightly more than a half of the surveyed youth – 54%. This feature of work organization is more important for women (57%) in comparison to men (49%), as well as for respondents of universities of other cities, except Riga (59%), while respondents of Riga universities the overall assessment important have provided in 52% of cases.

Opportunity to work in various premises and various organizational/ company departments (49%) and opportunity to work from home (44%) are mentioned more seldom as important characteristics of work environment and work organization.

Figure3. 3.2. Importance of characteristics of work environment and work organization
Summarized answers "rather important" and "very important"
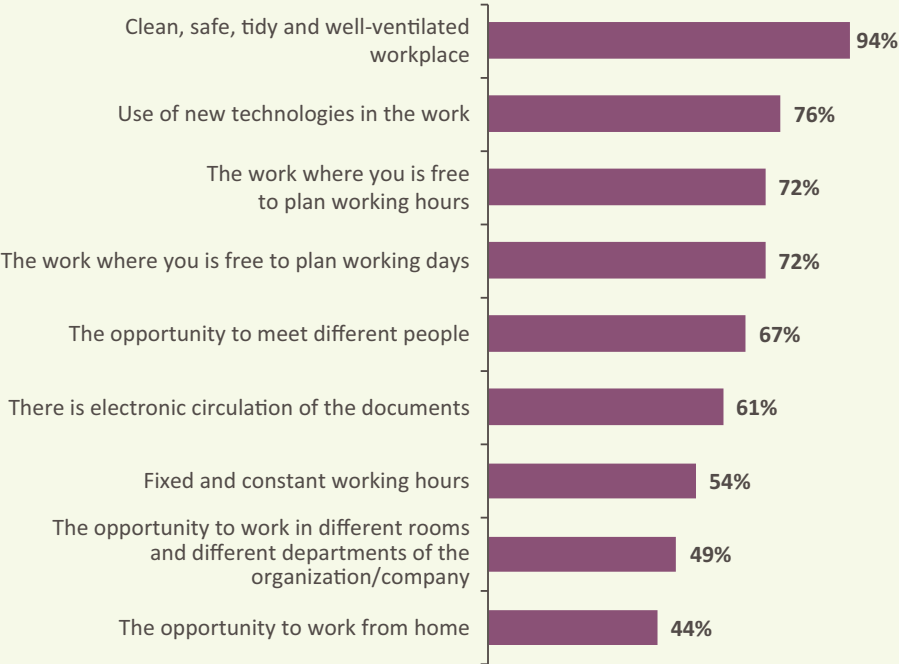
Base: all respondents, N=1685

Three of the aspects mentioned in the Figure 3.3.2., namely, work, where it is possible to freely plan own day of work, work, where it is possible to freely plan working hours, and opportunity to work from home, demonstrate various expressions of the flexible and distant working hours. Answers of the youth show that currently options of the flexible working hours are more important for them, because they simultaneously allow combining studies and work. However, opportunity to work from home, characteristic to the distant work, could be less important for the youth due to several reasons. Both survey of Latvian youth and also foreign studies demonstrate that also social work values are important for the new generation (for example, opportunity to meet different people, good relations in the collective, etc.), what to great extent can be satisfied when people are at their place of work. Since these opportunities are evaluated by Latvian youth higher, then the lower importance of opportunity to work from home is also natural. Considering increasing tendency of the flexible and distant work that is an answer for the actual needs of the working, also the attitude of Latvian youth may change when encountering work environment and their other needs of adult people. As the Figure 3.1. shows, opportunity to combine work and family life is also very important work aspect, thereby, when the respondents notice that work from home helps to achieve this need, the relative importance of the factor may increase.

Figure 3.3.3. Importance of the characteristics of the content of work

Summarized answers "rather important" and "very important"

Characteristic	Percentage
Interesting work	97%
The work in which I feel that I can achieve something	96%
The work that match my abilities	94%
Explicit work tasks	93%
The work where I can learn new skills	92%
To perform tasks that correspond to both my education and knowledge that I have gained	85%
Training opportunities	84%
The opportunity to take the initiative	78%
Not too much tension/stress	78%
The work that gives the opportunity to work independently	77%
The opportunity to perform various/diverse work tasks	76%
To carry out the tasks that have the clearly visible result	76%
Responsible work	74%
The opportunity to influence important decisions	71%
Useful job for society	70%

Base: all respondents, N=1685

Assessments of the importance obtained in the youth survey for fifteen various characteristics of the content of work are summarized in the Figure 3.3.3. Considering the high assessments of the importance for almost all offered features, it can be concluded that the youth have high demands regarding the content of work.

Data analysis shows that most often it is important for the youth to have an interesting work (97%), then comes work, where it is possible to achieve something (96%), work that corresponds to the abilities of employee (94%). Such features of content of work as clear work tasks (93%) and work that allows acquiring new skills (92%) are assessed as important only slightly more seldom. The aspects of the content of work in evaluation of the youth are united by the fact that they are basically directed towards individual – personal and professional – growth of the youth.

Comparatively smaller part of the youth has recognized as important such aspects of the content of work as socially useful work – it has been recognized as important by 70% respondents –, opportunity to influence important decisions (71%) and responsible work (74%). All these aspects are related to social importance and responsibility of work.

The greatest differences in evaluation of the requirements regarding the content of work between women and men concern such aspects as socially useful work (important for 75% women and 62% men), not too much tension/ stress (important for 83% women and 71% men), training opportunities (accordingly – 88% and 79%), responsible work (accordingly – 77% and 68%). Since women have generally more often recognized all the aspects as important, it can be concluded that young women have higher demands for the content of work in comparison with young men, besides, women are more ready to undertake responsibility at work, when doing socially important and responsible work.

Upon comparing the answers provided by the participants of the survey, it can be seen that respondents of Riga universities have recognized as important opportunity to demonstrate initiative

more often than respondents of universities of other cities (accordingly Riga – 80% and other cities – 72%), however, representatives of universities of other cities slightly more often consider important not having too much stress at work. Regarding the other features examined in this block, although little differences exist, they are not important, because they fall within the limits if the statistical error.

Survey included indicators characterizing both relationship between managers and subordinates, indirectly allowing to evaluate the most preferable management style for the youth, and also characteristics of the relationship with colleagues. The summarized data demonstrate that almost all respondents (96%) consider that it is important to follow employees respecting management style at work that is characterized by respect, trust, openness and fairness (see Figure 3.3.4.).

For two thirds (60%) of the surveyed youth it is important not to have an express hierarchy at work. Women have negative attitude towards hierarchic work relations more often (64% women, 54% men). These data illustrate the conclusion expressed at theoretical literature and the interviews and discussions of Latvian experts that organizations with strong hierarchy do not seem attractive for the youth; it is characteristic for them not to recognize formal authorities, if they have not proved themselves in particular activities, and it is important for them to feel as part of the common process of work.

For 94% youth it is important to have pleasant colleagues at work. Simultaneously only 25% respondents consider important opportunity to work in the collective of the same age, for 30% the age of colleagues is not important, however, for 45% surveyed it is neither important, nor unimportant. These indicators indirectly demonstrate that, basing on the existing work experience or the own perceptions on the preferable collective of work, the youth do not notice risk for generational conflict in work relationship, positive relationship with colleagues is more important than the age of colleagues, as well as more important is support by colleagues in work problem situations (88%). Such support is slightly more often assessed as important by women (90%), in comparison to men (84%).

Opportunity to be among people at work is important in view of 67% youth. Regarding this aspect there can be observed the most crucial differences between the answers provided by women and men. If among men this indicator is important for 59% respondents, then among women – 72%.

Figure 3. 3.4. Relations within workplace and importance of the characteristics of the management style
Summarized answers "rather important" and "very important"
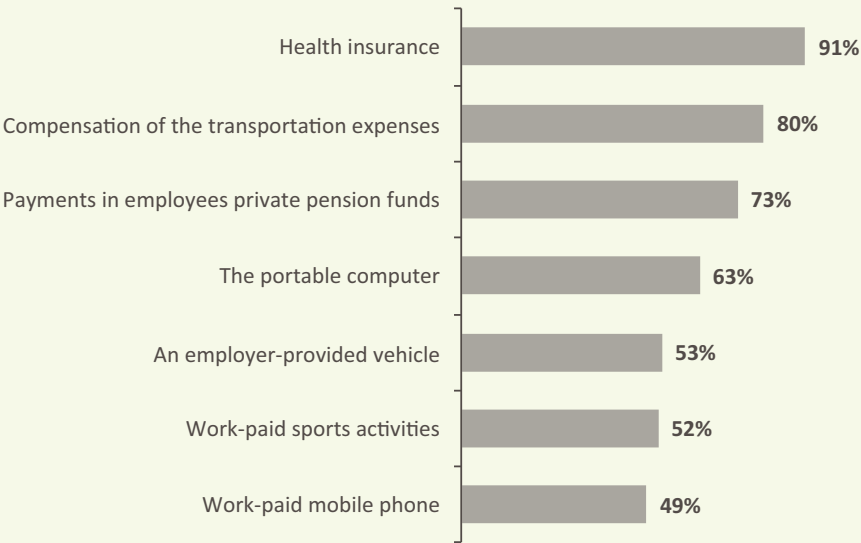

Base: all respondents, N=1685

Less than a half of the respondents has indicated that they value as important opportunity to work in ethnically and culturally varied collective (46%). Slightly more importance to this aspect is assigned by women – 50% have assessed it as important feature, while this indicator among men is 40% (24% men have indicated that ethnical variety at work is not important for them).

The common division of the answers to the question, what technologies and additional social guarantees are important for the youth to be provided by the employer, is reflected in the Figure 3.3.5.

The most often mentioned by the youth important additional opportunity provided by work is health insurance (91%), what is followed by compensation of transport costs (80%) and contributions to the private pension fund made by work (73%). Health insurance is slightly more often important for women than men and students of Riga universities. Also compensation of transport costs is slightly more often important for women, compared to men. Possibly, the higher interest of women on compensation of the transport costs is related to the readiness of women to work for lower salary than men. In such cases various additional opportunities offered by work are essentially important in order to compensate comparatively lower remuneration.

The youth have altogether more seldom mentioned as important such opportunities provided by work as laptop computer (important for 63%), office car (53%), sport activities paid by work (52%) and mobile phone paid by work (49%). Interesting that provision of laptop computer is more often important to women, who have provided such evaluation in 68% of cases, while men – in 56% of cases.

Figure 3.3.5. Importance of provision of technologies and additional social guarantees
Summarized answers "rather important" and "very important"

Health insurance	**91%**
Compensation of the transportation expenses	**80%**
Payments in employees private pension funds	**73%**
The portable computer	**63%**
An employer-provided vehicle	**53%**
Work-paid sports activities	**52%**
Work-paid mobile phone	**49%**

Base: all respondents, N=1685

3.4. Interest to work in public administration

Upon examining the answers provided by all respondents, irrespective of their chosen course of studies, it can be seen that half of the youth would like to work in some of the ministries, their subordinated institutions and municipalities and municipal institutions, however, almost the same proportion of the youth indicates that they would not like to do it (see Figure 3. 4.1.). Only one third of the surveyed youth would like to work in educational institutions (38%), health or social care institutions (32%) and national security institutions (27%). When evaluating interest of the youth on work in various public institutions, their study programme must be considered (these data are examined in more details further, in the Table 3.4.1.).

Figure 3.4.1. Willingness of the youth to work in public administration or public sector institutions

■ Would like to work   ■ Would not like to work

Institution	Would like to work	Would not like to work
Ministries	51%	49%
Agencies of ministries	51%	49%
Local authorities or institutions of the local authorities	53%	47%
Institutions of national security	27%	73%
Educational institutions	38%	62%
Health or social care institutions	32%	68%

Base: all respondents, N=1685
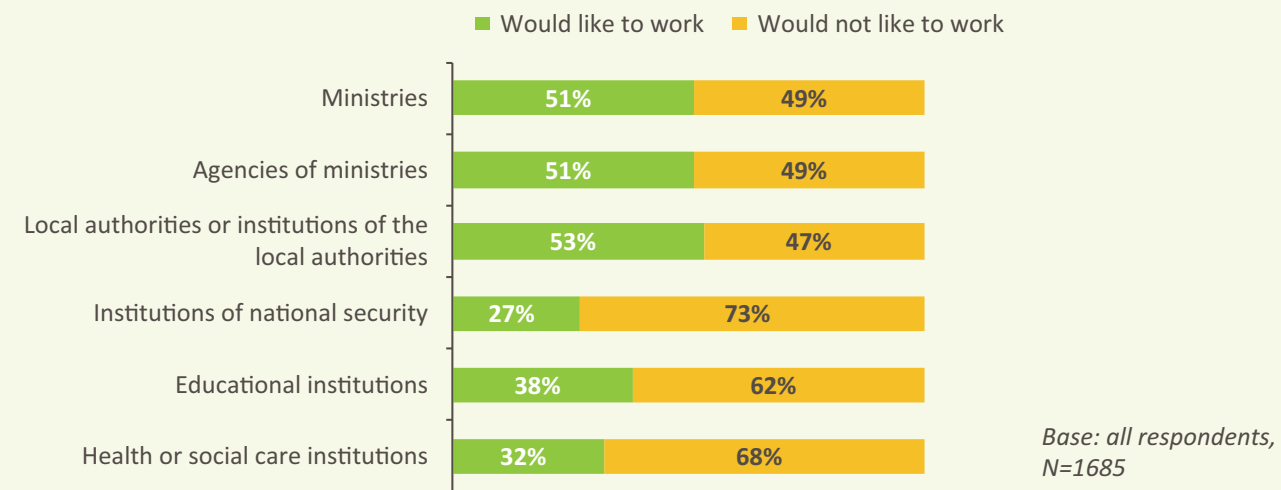
According to the analysis of survey, women comparatively more often than men indicate that they would like to work in educational institutions (women – 41%, men – 34%) and health care or social welfare institutions (women – 40%, men – 20%). Comparing the answers provided by participants of survey, depending on where the university, where they currently study is located or what they have already graduated, it can be seen that students and graduates of universities of other cities are much more willing than students and graduates of Riga universities to work in subordinate institutions of ministries (students and graduates of Riga universities – 41%, students and graduates of universities of other cities – 55%) and municipalities or municipal institutions (students and graduates of Riga universities – 48%, students and graduates of universities of other cities – 68%).

It is interesting that the youth, who currently study in master programmes and who have already graduated some of Latvian universities, comparatively more often than young people currently studying in bachelor programmes indicate that they would like to work in educational institutions (bachelor programme – 35%, master programme – 47%, graduates – 60%).

Table 3.4.1. Willingness to work in public sector by a field of studies

	Ministries	Agencies of ministries	Local government institutions	National security institutions	Educational institutions	Health or social care institutions
ALL	51%	51%	53%	27%	38%	32%
Studying social sciences, commercial sciences and law	**63%**	**62%**	57%	28%	31%	21%
Engineering, production and construction	49%	44%	54%	23%	40%	21%
Health care and social welfare	29%	35%	35%	27%	44%	**93%**
Humanities and arts sphere	56%	57%	42%	15%	**53%**	31%

	Ministries	Agencies of ministries	Local government institutions	National security institutions	Educational institutions	Health or social care institutions
Studying natural sciences, mathematics and information technologies	46%	44%	51%	32%	37%	27%
Studying services	50%	**66%**	**73%**	34%	28%	28%
Studying education sciences	32%	31%	**65%**	30%	**93%**	**48%**
Agriculture	54%	46%	54%	29%	16%	6%

Willingness to work in ministries is more often indicated by the youth, who currently study or have already graduated study programmes that are related to the sphere of social sciences, commercial sciences and law (see Table 3.4.1.). Subordinate institutions of ministries would be preferred most by those youth that currently study or have already graduated study programmes that are related to the sphere of services and the sphere of social sciences, commercial sciences and law. Willingness to work in municipalities or municipal institutions is more often expressed by the youth, who currently study or have already graduated study programmes that are related to the sphere of services and the sphere of education.

Willingness to work in national security institutions is not express for the youth studying in study programmes of some particular sphere or their graduates. The fact that they would like to work in educational institutions, is more often admitted by the youth, who currently study or have already graduated study programmes that are related to the sphere of education and the sphere of humanities and arts, but the fact that they would like to work in health or social care institutions – is more often admitted by the students or graduates of the study programmes of health care and social welfare sphere and the sphere of education.

Table 3.4.2. Proportion of the youth who would definitely like to work in public sector institutions by the current workplace
Answers "definitely yes"

	Ministries	Agencies of ministries	Local government institutions	National security institutions	Educational institutions	Health or social care institutions
ALL	15%	9%	11%	6%	9%	10%
Employee in the private sector	16%	9%	11%	6%	8%	7%
Enterpreneur	12%	5%	**20%**	7%	17%	2%
Public administration or other public sector institutions	19%	**21%**	13%	7%	20%	**19%**

	Ministries	Agencies of ministries	Local government institutions	National security institutions	Educational institutions	Health or social care institutions
University teaching staff and/ or perform scientific work	7%	0%	7%	7%	**33%**	7%
Non-governmental organization	12%	10%	2%	7%	2%	12%

Among the youth, who currently work in public administration or other institutions of public sector, there is higher proportion than among those employed somewhere else, who admit that they would definitely like to work in subordinate institutions of ministries, educational institutions and health or social care institutions (see Table 3.4.2.). Higher proportion of those, who currently work in universities as teaching staff and/ or perform scientific work, than the ones employed somewhere else, admit that they would definitely like to work in educational institutions – it is indicated by every third. Interesting that among the youth, having their own business, there is higher proportion of those, who would definitely like to work in municipalities or municipal institutions than among the ones employed somewhere else – it was admitted by every fifth.

Figure 3.4.2. Most popular public sector institutions as potential workplace among Latvian youth

Institution	%
Local authorities or institutions of the local authorities	13,9%
Health or social care institutions	7,6%
Educational institutions	6,2%
The State Revenue Service	5,6%
The Ministry of Environmental Protection and Regional Development	5,6%
The Ministry of Foreign Affairs	5,4%
Institutions of national security	4,8%
Justice	3,8%
The Ministry of Finance	3,4%
The Ministry of Health	3,2%
The Ministry of Justice	3,2%
Embassies	2,6%
The Ministry of Education and Science	2,2%
The Saeima	2,0%
The Ministry of Economy	1,8%
The Ministry of Defence	1,8%
The State Forest Service, "Latvia's State Forests"	1,6%
The Cabinet of Ministers, ministries	1,4%
The Bank of Latvia	1,4%
The Ministry of the Interior	1,4%
The Ministry of Transport	1,2%
The Ministry of Culture	1,2%
The Ministry of Welfare	1,0%
Cultural institutions	0,8%

Base: those who want to work in public sector; multiple response question
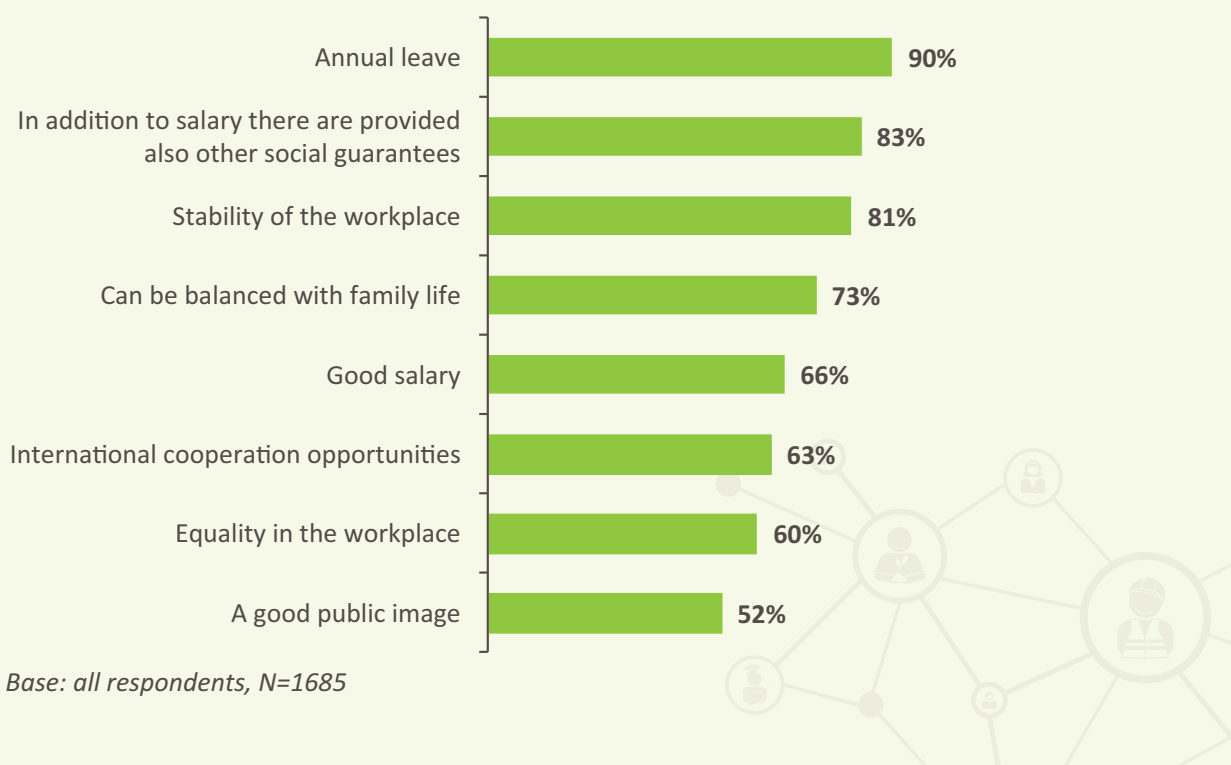
The youth were asked to name particular institutions of public administration or public sector, where they would like to work. As seen in the Figure 3.4.2., the youth most often indicated that they would like to work in some particular municipality or municipal institution – 14%. Comparatively often as the preferred job by the youth was mentioned also particular health or social care institutions (8%) and particular educational institutions (6%). 6% youth indicated that they would like to work in State Revenue Service and The Ministry of Environmental Protection and Regional Development, 5% youth indicated that they would like to work in The Ministry of Foreign Affairs and in certain national security institutions, for example, National Armed Forces, Security Police or State Police.

3.5. Perceptions on work in public administration

This chapter describes perceptions of the students and graduates of Latvian universities on work in public administration that in part of cases are based on the existing gained experience of the youth, while working in public administration (17% youth have indicated at survey that currently work in public administration or other institutions of public sector), but in most cases derive only from indirect experience – opinion that has formed under the influence of various unidentified sources of information (for example, the heard from acquaintances, mass media, upon contact with the culture of service in public institutions or other sources). Considering that one of the aims of the youth survey is to assess the attraction of public administration as employer, perceptions, irrespective how substantiated, are important element of the characteristics of the situation. The totality of the perceptions on work in public administration analysed within study has been divided into five thematic blocks that form the summary structure of the further results.

Within examination of perceptions of the youth on work in public administration the target group was being offered several characteristics of work in each thematic question block. Participants of survey had to indicate on each of them, to what extent they agree that the particular feature, in their opinion, is possessed by or characteristic to work in public administration. Analysis of results includes summarized answers "fully agree" and "rather agree", as well as "rather disagree" and "fully disagree".

Figure 3.5.1. General perception of public administration as employer
Summarized answers "fully agree" and "rather agree"

Annual leave	90%
In addition to salary there are provided also other social guarantees	83%
Stability of the workplace	81%
Can be balanced with family life	73%
Good salary	66%
International cooperation opportunities	63%
Equality in the workplace	60%
A good public image	52%

Base: all respondents, N=1685

Youth attitude assessment on characteristics of public administration as employer shows that three most often mentioned features are annual vacation (90% agree with it), also other social guarantees are provided in addition to remuneration (83%), job stability (81%) (see Figure 3.5.1.).
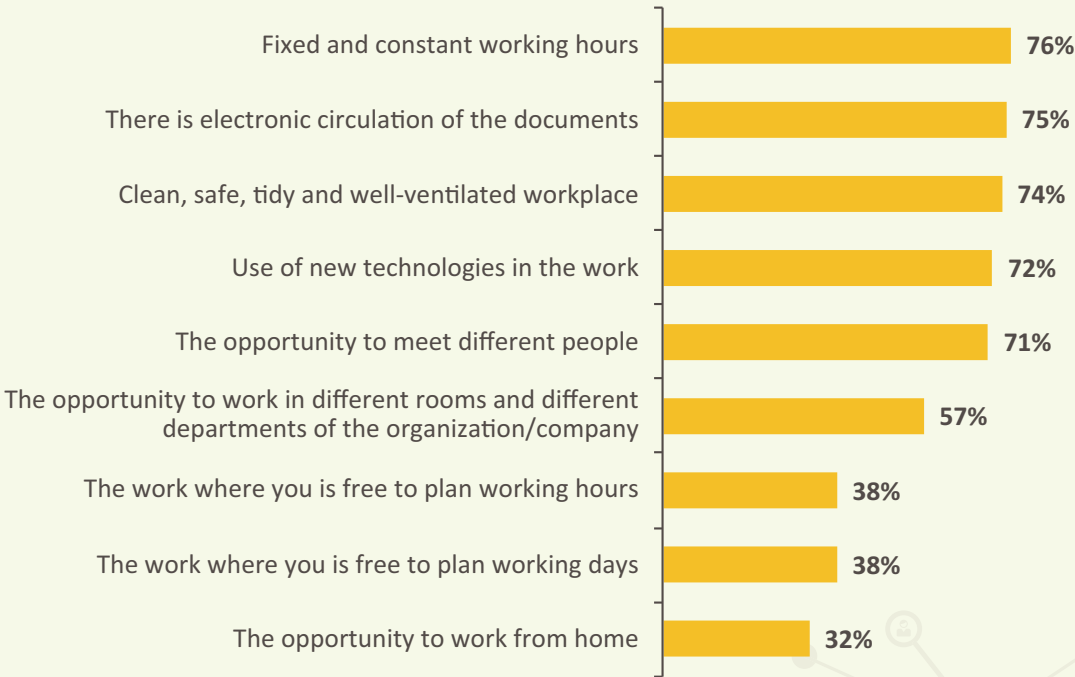
73% respondents in their perceptions on work in public administration can combine work in public administration with family life, 66% agree that there is good salary in public administration, however, 63% have answered approvingly that international collaboration opportunities exist in public administration. Comparatively less respondents agree that equality (60%) is met in public administration as work and that public administration as employer has good image in society (52%).

Upon evaluating the answers summarized in the Figure 3.5.1. on grounds of gender, it can be concluded that there are no essential differences between perceptions of the young women and men. Differences can be observed in perceptions of the students and graduates of Riga universities and universities of other cities regarding work in public administration. The youth studying outside Riga and graduates more often agree with the following aspects characterizing work in public administration:

- good image in society (other cities – 62%, Riga – 49%);
- good salary (other cities – 74%, Riga – 63%);
- equality at work (other cities – 68%, Riga – 57%);
- stability of job (other cities – 87%, Riga – 78%);
- work can be combined with family life (other cities – 79%, Riga – 72%).

Differences in these indicators show that the image of public administration as employer is more attractive in view of those youth, who study in universities that are located outside Riga. This tendency conforms with the opinion of several Latvian experts that public administration is especially attractive employer for the youth of the regions.

Figure 3. 5.2. Perception of work environment and work organization in public administration
Summarized answers "fully agree" and "rather agree"

Fixed and constant working hours	76%
There is electronic circulation of the documents	75%
Clean, safe, tidy and well-ventilated workplace	74%
Use of new technologies in the work	72%
The opportunity to meet different people	71%
The opportunity to work in different rooms and different departments of the organization/company	57%
The work where you is free to plan working hours	38%
The work where you is free to plan working days	38%
The opportunity to work from home	32%

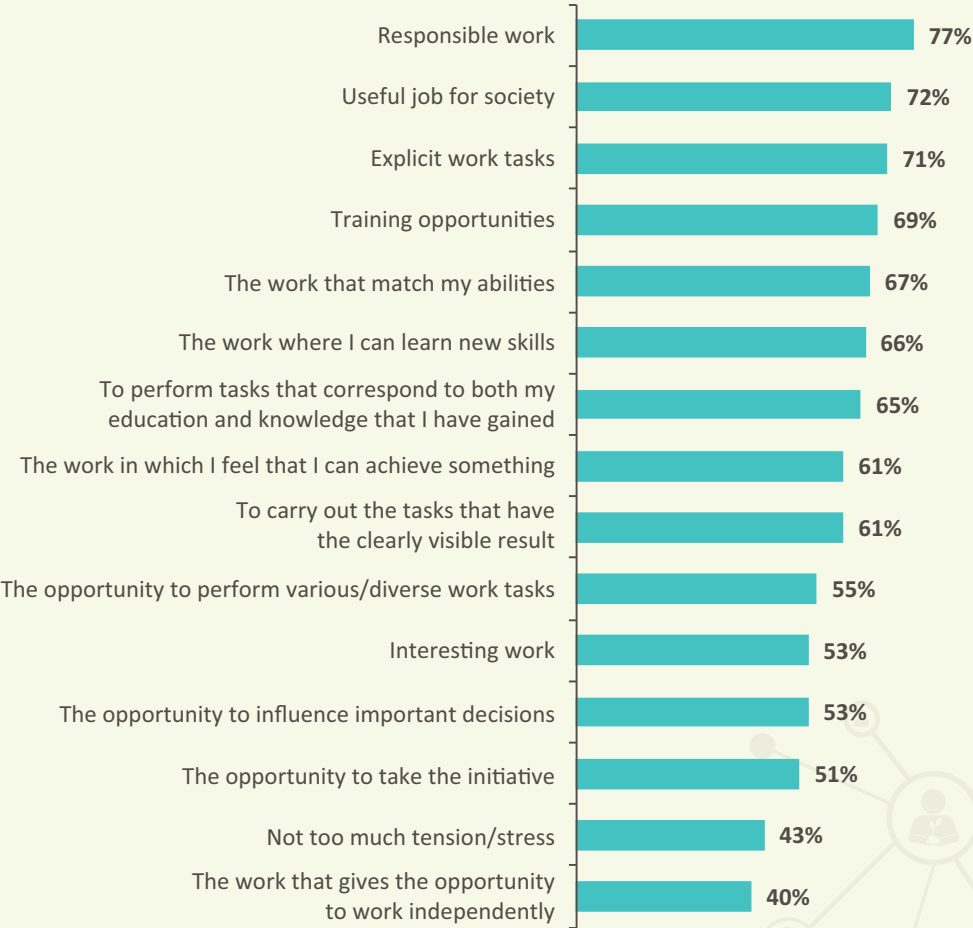*Base: all respondents, N=1685*

The total reflection of perceptions of the youth on characteristics of work environment and work organization in public administration is shown in the Figure 3.5.2.

The youth most often consider that the work organization of public administration is characterized by fixed and constant working hours (76%), circulation of documentation in electronic manner (75%) and application of the new technologies (72%). However, regarding characteristics of work environment respondents most often agree that public administration has clean, secure, tidy and well-ventilated work sites (74%) and there is an opportunity to meet different people (71%).

According to perceptions of the youth, "work, where it is possible to freely plan your own day of work" (38%), "work, where it is possible to freely plan working hours" (38%), as well as "opportunity to work from home" (32%) are less characteristic to public administration. Accordingly, for these features in terms of frequency the answers "disagree" and "neither agree, nor disagree" have higher indicators. It means that flexible working hours and opportunities of distant work are not among the most characteristic perceptions on work in public administration among the youth.

Respondents of universities of other cities, except Riga, have more positive perceptions in almost all aspects on characteristics of public administration as place of work examined within this thematic block. The most essential differences (above 5 percentage points) among these groups can be seen on such features as opportunity to work from home (difference of 12 percentage points); work, where it is possible to freely plan your own day of work (10 percentage points) and working hours (10 percentage points); clean, secure, tidy and well-ventilated work site (10 percentage points); application of the new technologies at work (9 percentage points); opportunity to work in various premises (6 percentage points). Similarly as in the above question on public administration as employer in general, it can be concluded that among respondents of regional universities there are more youth with positive perceptions on public administration.

Figure 3.5.3. Perception of work content in public administration
Summarized answers "fully agree" and "rather agree"

Responsible work	77%
Useful job for society	72%
Explicit work tasks	71%
Training opportunities	69%
The work that match my abilities	67%
The work where I can learn new skills	66%
To perform tasks that correspond to both my education and knowledge that I have gained	65%
The work in which I feel that I can achieve something	61%
To carry out the tasks that have the clearly visible result	61%
The opportunity to perform various/diverse work tasks	55%
Interesting work	53%
The opportunity to influence important decisions	53%
The opportunity to take the initiative	51%
Not too much tension/stress	43%
The work that gives the opportunity to work independently	40%

Base: all respondents, N=1685

Majority of the youth, who took part in survey, consider that work in public administration is responsible (77%) and socially useful (72%). These two aspects are agreed more often by women, namely, if among women 82% agree that work in public administration is responsible and 75% – that it is socially useful, then among men these indicators are accordingly 69% and 68%.
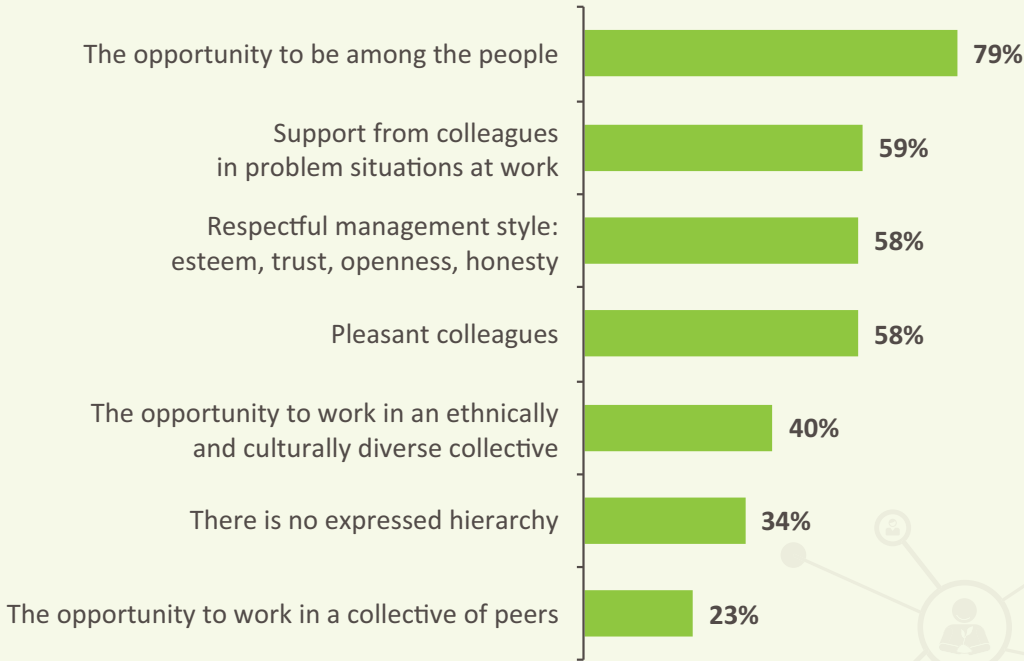
The next more often recognized characteristics of the content of work in public administration (in such sense that respondents have more often provided answers "agree" regarding them) are clear work tasks (71%), training opportunities (69%), work conforming to abilities (67,4%) and work that allows acquiring new skills (66%). Division of the answers illustrating perceptions of the youth on all characteristics of the content of work in public administration is reflected in the Figure 3.5.3.

Features that are agreed by less than a half of participants of survey are option to work independently (40%) and the fact that work in public administration is not related to high tension/ stress (43%).

Comparatively fewer youth consider that work in public administration is interesting (52%), what is an important indicator, considering that exactly interesting work is the most often mentioned important characteristic of the work in general (97% considered this feature as "very important" or "rather important"). According to the description of foreign literature, for work force of the younger generation characteristics of the content of work are more important than for the previous generations. It must be noted that also the current age structure of public institutions reveals that the youth are more willing to work in ministries, where the content of work, in opinion of experts, is more interesting than in subordinate institutions of ministries.

Data analysis reveals a clear tendency that respondents of universities of other cities, except Riga, more often consider that work in public administration is interesting, it is possible to perform varied work tasks and acquire new skills there. Differences in assessments of those aspects between respondents of Riga universities and universities of other cities are within the limits from 10 to 17 percentage points, what can be assessed as significant.

Figure 3.5.4. Perception of relations within the workplace and the management style
Summarized answers "rather important" and "very important"

The opportunity to be among the people	79%
Support from colleagues in problem situations at work	59%
Respectful management style: esteem, trust, openness, honesty	58%
Pleasant colleagues	58%
The opportunity to work in an ethnically and culturally diverse collective	40%
There is no expressed hierarchy	34%
The opportunity to work in a collective of peers	23%

Base: all respondents, N=1685

Summarized answers "fully agree" and "rather agree" on characteristics of the management style and relationship within the collective of workplace, provided by the youth are reflected in the Figure 3.5.4.
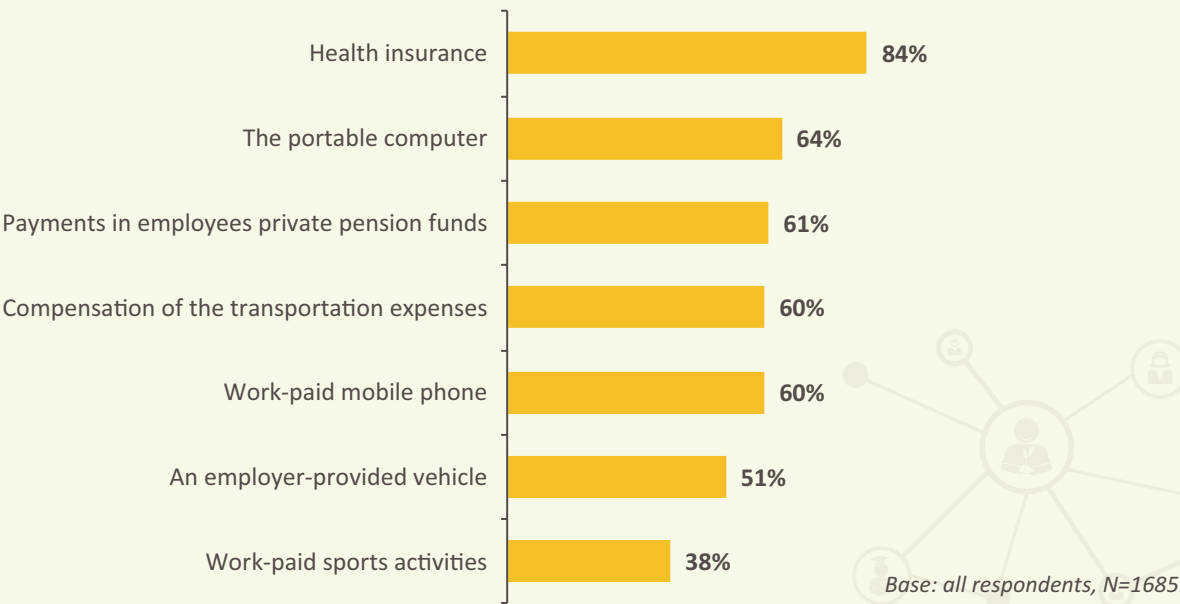
Perceptions of respondents on the management style that is characteristic to public administration are revealed by division of answers on question, if they agree that public administration has respecting management style and no express hierarchy. Survey data prove that 58% consider that management style is respecting – it is characterized by respect, trust, openness and fairness. It is more often agreed by respondents of universities of other cities, not Riga (difference between both groups is 13 percentage points). However, only one third of the youth (34%) agrees that public administration does not have express hierarchy, and also in this indicator representatives of regional universities have higher proportion of positive answers (difference is 9%). Upon analysing this indicator on grounds of gender, it can be seen that among women there are less those, who consider that public administration does not have express hierarchy – it is agreed by 30% women and 39% men.

Remaining features included into this thematic block characterize perceptions of the youth on relationship between colleagues at work in public administration. 79% consider that work in public administration provides an opportunity to be among people (it is more often agreed by women – 83%, men – 72%). 59% respondents consider that it is possible to receive support by colleagues in public administration in case of work problem (it is more often agreed by respondents of regional universities – 67%, 56% surveyed students and graduates of Riga universities think like this).

Comparatively less respondents have acknowledged that work in public administration provides an opportunity to work in ethnically and culturally varied collective – it is agreed by 40% surveyed youth. These answers show that the youth perceive public administration as rather ethnically and culturally homogenous than diverse.

The last thematic block in the section on issues characterizing perceptions on public administration is on accessibility of technologies, various social guarantees for the employed in public administration. The common division of the answers provided by respondents can be seen in the Figure 3.5.5. The proportion of positive answers for all indicators is slightly higher (for 5 to 8 percentage points) among respondents of universities of other cities, except Riga. Differences on the ground of gender, with few exceptions, are not that essential.

Figure3.5.5. Perception of provision of technologies and additional social guarantees
Summarized answers "fully agree" and "rather agree"

Health insurance	84%
The portable computer	64%
Payments in employees private pension funds	61%
Compensation of the transportation expenses	60%
Work-paid mobile phone	60%
An employer-provided vehicle	51%
Work-paid sports activities	38%

Base: all respondents, N=1685

According to data of survey regarding social guarantees, majority of the youth considers that employees of public administration are provided health insurance (84%). Already fewer (61%) consider that contributions to the private pension fund are made at work in public administration.

Perceptions of the youth on provision of technologies are characterized by their answers on questions if and to what extent they agree that public administration provides for employees laptop computer (64% agree with it, in other cities – 70%, in Riga – 62%), paid mobile phone (60% agree with it, in other cities – 64%, in Riga – 59%), office car (51% agree with it, in other cities – 56%, in Riga – 49%). Accordingly 60% and 38% respondents are convinced on such support offered by work as compensation of transport costs and paid sporting activities for employees of public administration.

3.6. Perception of the youth on the strengths and weaknesses of public administration as employer

In order to determine the strengths and weaknesses of public administration as employer, mapping was carried out, where the mean of importance of the characteristic for the youth of each place of work is placed on X axis and on Y axis – the mean of the assessment of perception of the youth on how much the same feature is characteristic to Latvian public administration. The card is divided into four quadrants, where the right upper corner is taken by those features of work that simultaneously are both important to the youth and, in their opinion, they are to great extent characteristic to public administration. These features, according to the perceptions of the youth, are the strengths of public administration as employer. The bottom right corner is occupied by features that are important for the youth, however these, in their opinion, are not possessed by Latvian public administration. Primary attention should be paid to the improvement of these perceptions. The upper left corner of the card is taken by those features of work that are comparatively less important to the youth, but in their opinion they are characteristic to public administration. They are to be considered as comparative advantages of public administration. However, the bottom left corner is occupied by attributes of work that simultaneously are comparatively unimportant and also less characteristic to public administration in perceptions of the youth. Improvement of these attributes can be important in longer term, if importance of the respective feature grew in future.

Figure 3.6.1. demonstrates perceptions of the youth on the strengths and weaknesses of public administration as employer, examining general and work environment and organizational features. Job stability, opportunity to combine work with family life, annual vacation, social guarantees, good salary, equality at work (see Figure 3.6.1.A.) and clean, secure, tidy and well-ventilated work site (see Figure 3.6.1.B.) are altogether to be considered as the strengths of public administration as employer. These characteristics are at the same time important for the youth and simultaneously the youth admit that they are characteristic to Latvian public administration. As advantages of public administration that currently do not have high topicality in the view of the youth can be named international collaboration opportunities (see Figure 3.6.1.A.), application of the new technologies at work, circulation of documentation in electronic manner, fixed and constant working hours and opportunity to meet different people (see Figure 3.6.1.B.).

Both examined spheres do not include features that would be important for the youth at work, however, that, in their opinion, are not possessed by public administration. However, among those characteristics that should be gradually improved (they possess low overall importance and low correspondence to public administration), there are good image in society (see Figure 3.6.1.A.) and flexible organization of work performance – work, where it is possible to freely plan your own day of work and working hours, opportunity to work from home and opportunity to work in various premises and various organizational departments (see Figure 3.6.1.B.).

A. General features of the workplace

The importance of the main characteristics of the workplace

low importance of characteristics, high compliance to the public administration

high importance of characteristics, high compliance to the public administration

Annual leave

Social guarantees

Stability of the workplace

International cooperation opportunities

Can be balanced with family life

Good salary

Equality in the workplace

A good public image

high importance of characteristics, low compliance to the public administration

The compliance of characteristics to the public administration of Latvia

B. Features of work environment and work organization

The importance of work environment and work organization characteristics

low importance of characteristics, high compliance to the public administration

high importance of characteristics, high compliance to the public administration

There is electronic circulation of the documents

Fixed and constant working hours

Clean, safe, tidy and wellventilated workplace

Use of new technologies in the work

The opportunity to work in different rooms and different departments

The opportunity to meet different people

The work where you is free to plan working hours

The work where you is free to plan working days

The opportunity to work from home

low importance of characteristics, low compliance to the public administration

The compliance of characteristics to the public administration of Latvia

Upon examining these features in relation to the sector, where the youth would like to work in future (in public sector, work at private sector as paid employee or to be businessman), it can be seen that no essential differences from the common assessment can be observed.

Figure 3.6.2. shows perceptions of the youth on the strengths and weaknesses of public administration as employer in terms of the content of work. Clear work tasks, conformance of work to the abilities, work, where it feels that something is possible to be achieved, conformance of the tasks to education and obtained knowledge, opportunities to learn new skills and training opportunities are considered as the strengths of public administration. Advantages of public administration as employer that are currently not important to the youth, are responsible, socially useful work and opportunity to perform tasks that have clear result.

The weaknesses of public administration as employer are the lack of interesting work and tension/stress. The youth consider important that the work is interesting and that there is not too much tension and stress at work, however, both these features, in their opinion, are not characteristic to work in public administration. However, opportunities to perform varied work tasks, to influence important decisions, to demonstrate initiative and work independently are the features that are less important at work for the youth and that, in their opinion, are not possessed by public administration (see Figure 3.6.2.).

Upon examining answers of the youth depending on the sector, where they would like to work, it can be seen that assessment of some aspects differs. For example, the youth, who would like to work in public administration or other institutions of public sector, contrary to those, who are willing to work at private sector, consider that the work in public administration is interesting and the only negative factor is potential tension or stress at work. Youth, who are willing to work at private sector as employees, consider opportunity to perform varied and diverse work tasks, what in their opinion is not characteristic of public administration, as significantly more important than on average. However, the youth, who are willing to develop their own business, consider important work that allows working independently and opportunity to influence important decisions that, in their opinion, is not characteristic to public administration.

Figure 3.6.2. Description of public administration as employer in the sphere of the content of work
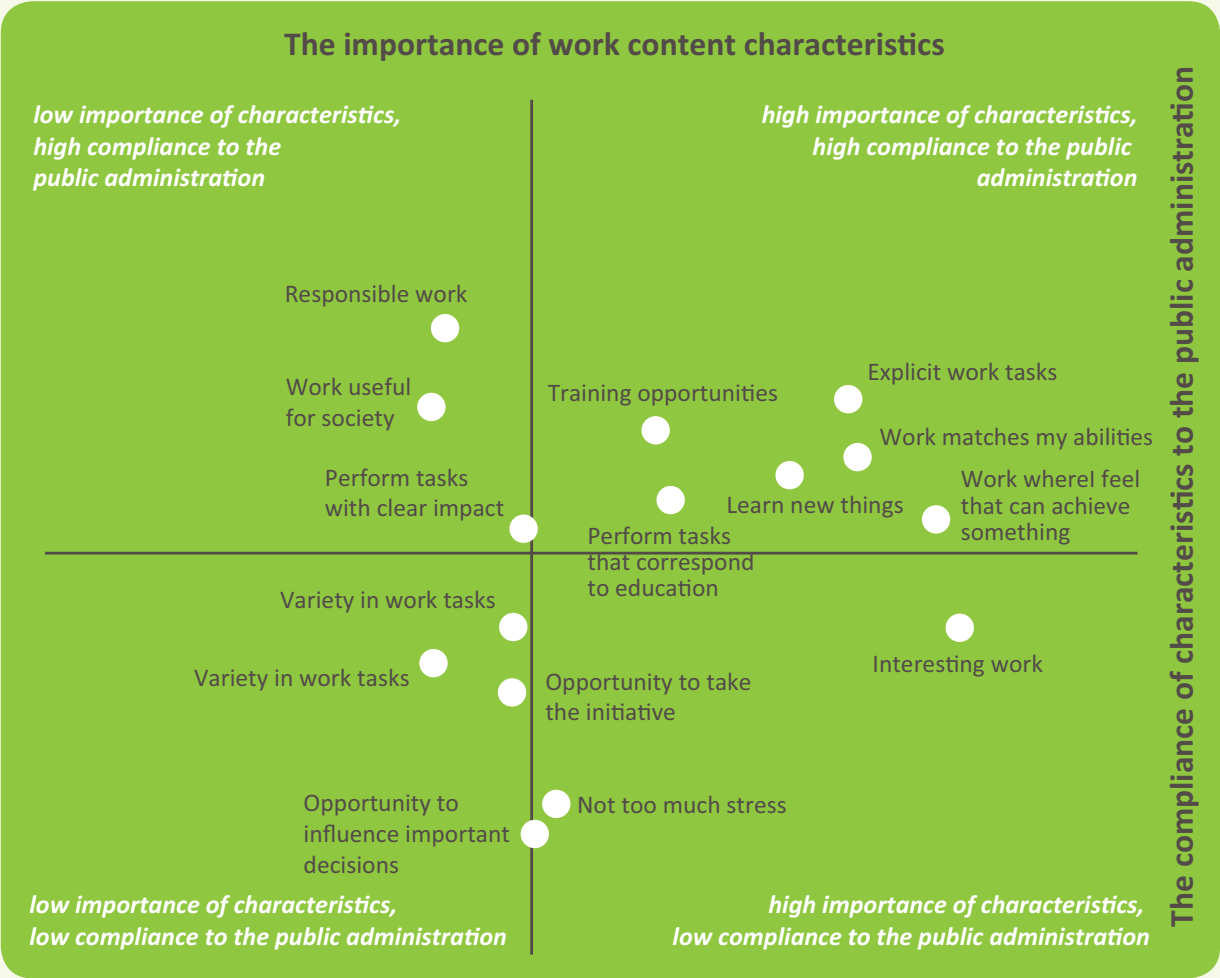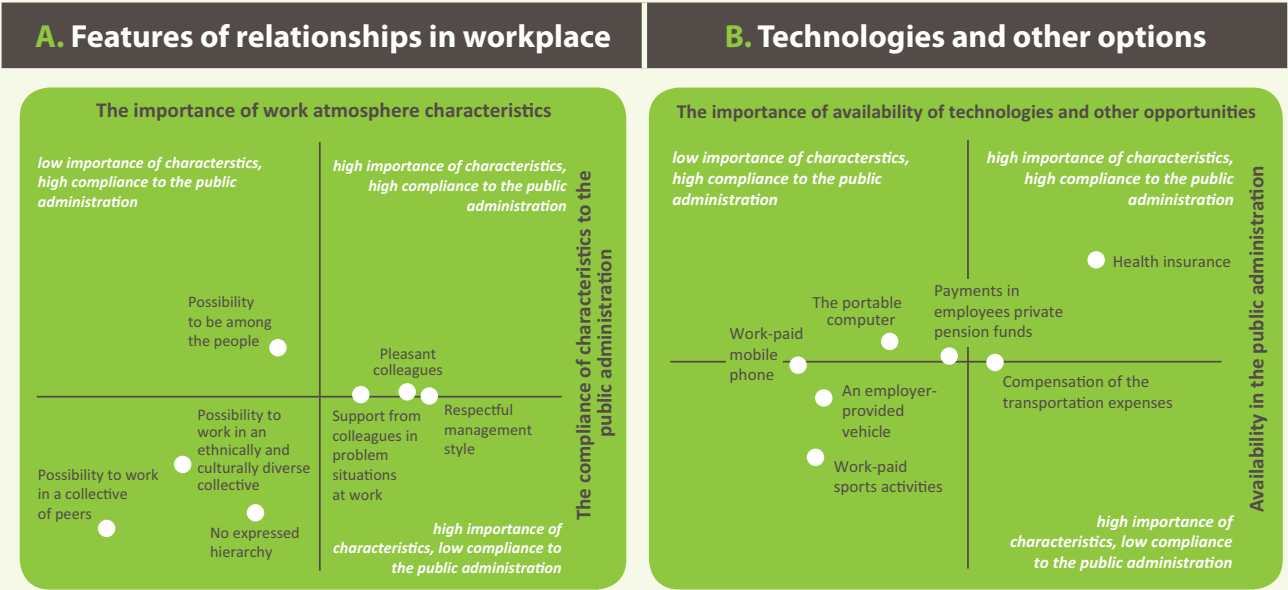

Figure 3.6.3. shows perceptions of the youth on the strengths and weaknesses of public administration as collective of work and perceptions on accessibility of technologies or other options. Upon examining assessment of the collective of work, it can be seen that the only clearly positive aspect in evaluation of the youth, is opportunity to be among people (see Figure 3.6.3.A.), but others should be significantly improved. However, in the context of opportunities health insurance (see Figure 3.6.3.B.) is to be considered the only strength of public administration. Also following options can be mentioned as possible advantages: contributions to the private pension fund made by work (if such exist), laptop computer and mobile phone paid by work (see Figure 3.6.3.B.).

Weaknesses of public administration as work collective are the lack of respecting management style (respect, trust, openness and fairness), pleasant colleagues and support of colleagues in situations of problems at work (see Figure 3.6.3.A.). It must be noted that conformance of all those three aspects to public administration in perceptions of the youth is average, it is situated on the axis of the mean in the Figure 3.6.3.A. In situation, when these features have high importance, their unclear conformance to public administration proves necessity for improvements. Thereby perceptions of the youth on relationship within work collectives of public administration institution are necessary to be improved. However, express lack of hierarchy, opportunities to work in the same age and ethnically and culturally varied collective are insignificant for the youth, therefore currently it is not necessary to strive for improvement of their perception on them being characteristic to public administration. However, no essential disadvantages of public administration as employer can be encountered within the sphere of technologies and other options (see Figure 3.6.3.B.).

A. Features of relationships in workplace

The importance of work atmosphere characteristics

low importance of characterstics, high compliance to the public administration

high importance of characteristics, high compliance to the public administration

Possibility to be among the people

Pleasant colleagues

Possibility to work in an ethnically and culturally diverse collective

Support from colleagues in problem situations at work

Respectful management style

Possibility to work in a collective of peers

No expressed hierarchy

high importance of characteristics, low compliance to the public administration

The compliance of characteristics to the public administration

B. Technologies and other options

The importance of availability of technologies and other opportunities

low importance of characterstics, high compliance to the public administration

high importance of characteristics, high compliance to the public administration

Health insurance

The portable computer

Payments in employees private pension funds

Work-paid mobile phone

An employer-provided vehicle

Compensation of the transportation expenses

Work-paid sports activities

high importance of characteristics, low compliance to the public administration

Availability in the public administration

Assessment of several aspects differs, when examining them within that sector, where the youth would like to work. The youth, who would like to work in public administration, consider only the lack of support by colleagues in work problem situations as the weakness. The youth, who would like to work in private sector notice two weaknesses – the lack of support by colleagues in work problem situations and respecting management style, however, those, who are willing to develop their business consider the lack of respecting management style as the most important. For technologies and other offered options, the assessment of the youth willing to work at various sectors is similar.
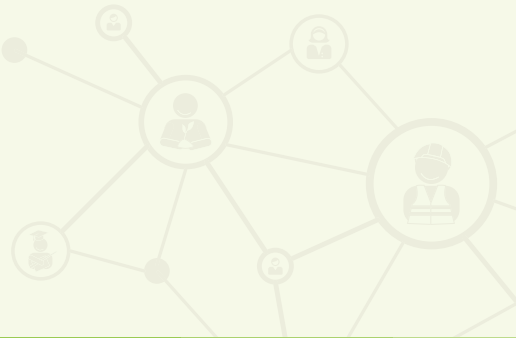
IV FUTURE ROLES AND COMPETENCES OF MANAGERS

4.1. Processes and challenges affecting future managers

The work of public administration managers in future will be affected by the challenges determined by various development tendencies of global scale:

- Management environment is characterized by VUCA – volatility, uncertainty, complexity and ambiguity.[232]
- Public confidence in governments, public administration and managers at institutions of public administration is low.[233] Major part of developed countries experiences decrease of public confidence in big institutions.[234] Other authors describe the loss of trust in leaders as crisis that keeps deepening.[235] Also Latvian experts interviewed within this study consider that the image of Latvian public administration in the eyes of society is rather negative than positive.
- Society is willing to engage in the work of public administration and seeks opportunities to implement this desire.[236] Also public administration faces necessity to more engage citizens – especially in cases, when it is necessary to get an information from citizens or receive their approval for decisions.[237]
- Limited availability of financial means and human resources forces institutions of public administration to improve ability to adapt to the changes of external environment and to increase efficiency.[238] Many countries put into practice programmes for increasing of efficiency and productivity, good practices are taken over from the private sector.[239]
- Upon disappearing management levels, organizational hierarchic structures become more flat. At the same time organizational structures expand – they become a part of wide contact networks, where organizations of various sectors are involved.[240]
- Studies show that preparedness of employees to respect the authority and formal power within organizations decreases nowadays.[241]

232   Johansen, B. (2012). *Leaders Make the Future: Ten New Leadership Skills for un Uncertain World.* Berrett-Koehler Publishers.
233   Moynihan, D.P. (2010). From Performance Management to Democratic Performance Governance. In: O'Leary, R., Van Slyke, D.M., Kim, S. (Eds.). *Future of Public Administration Around the World: The Minnowbrook Perspective.* Georgetown University Press.
234   Nye, J. S. (2008). *The powers to lead.* Oxford University Press.
235   Bones, C. (2011). *The cult of the leader: a manifesto for more authentic business.* Jossey-Bass.
236   O'Leary, R., Van Slyke, D.M., Kim, S. (Eds.). (2010). *Future of Public Administration Around the World: The Minnowbrook Perspective.* Georgetown University Press.
237   Thomas, J.C. (2010). When Should the Public Be Involved in Public Management? Design Principles with Case Applications. In: O'Leary, R., Van Slyke, D. M., Kim, S. (Eds.). *Future of Public Administration Around the World: The Minnowbrook Perspective.* Georgetown University Press.
238   O'Leary, R., Van Slyke, D.M., Kim, S. (Eds.). (2010). *Future of Public Administration Around the World: The Minnowbrook Perspective.* Georgetown University Press.
239   European Institute of Public Administration (EIPA). (2008). *Top Public managers in Europe: Management and Working Conditions of the Senior Civil Servants in European Union Member States.*
      Available: http://www.eupan.eu/files/repository/20101215131426_Study_on_Senior_Civil_Se
240   Nye, J. S. (2008). *The powers to lead.* Oxford University Press.
241   Ibid.

- Battle for talents continues, and institutions of public administration cannot count on employees not wanting to change their occupation.[242] Competition on the best employees in future will mean not only fight for signature of the employee in the labour contract, but also for the actual engagement of the employee in performance of his work.[243]
- Within service and information economy high culture of customer service in companies of private sector is perceived as self-evident. Polite service and orientation towards needs of the customer are increasingly more expected also by the customers of public sector institutions.[244]
- International mobility of people increases, thereby greater national and culture diversity can be observed in societies of many countries that influences public administration as policy-maker, however in further perspective it may affect also public administration as employer.
- Climate changes will cause challenges that will influence participants of all sectors. In order to deal with the problems connected with climate changes and to reduce influence of cause of climate changes, collaboration of different sectors will be necessary.[245]

Sources indicate that interest of mass media on operation of public administration managers will continue to increase.[246] Providing that development of information technologies continues, media will be able to faster and easier receive and provide news on operation of public administration.

4.1.1. VUCA or management of ambiguity and complexity

During the last years literature has extensively described challenges resulting from continuous and dynamic changes in external environment. Borrowing acronym VUCA from military sphere, it is used by researchers of management and strategy, when analysing impact of external environment on organizations and managers.[247]

VUCA is an acronym used in English language that involves concepts volatility (characterizes change dynamics, scope and pace of changes), uncertainty (characterizes lack of predictability, the fact that part of the future events will be striking), complexity (characterizes manifold powers and factors that affect operation of organizations) and ambiguity (refers to difficulties to precisely determine cause-and-effect relationships, high risk to mistakenly interpret events).[248] Under VUCA conditions, managers must shift from long-term planning to short-term action plans, readiness to review priorities and react fast. Upon increasing ambiguity in the world, the inner need of people for clarity or at least encouragement will grow; therefore the task of managers will be to clearly communicate the current priorities to employees.

Being under VUCA conditions, managers may have difficulties to ascertain on the correctness of their opinions and planned action courses – dynamic changes and complexity limit the time for analysis of the potential action. For example, many scientists agree that climate changes will continue in the world that will influence various spheres of human life; however the impact of changes cannot be accurately forecasted. Thereby, part of the future decisions will have to be taken by assessing much broader scope of possible scenarios.[249] It is being predicted that the number of leaders will grow that

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242   OECD (2001). *Public Sector Leadership for the 21st Century.* Paris: OECD Publishing.

243   Bones, C. (2011). *The cult of the leader: a manifesto for more authentic business.* Jossey-Bass.

244   Guy, M.E, Newman, M.A., Mastraaci, S.H. (2010). Are We There Yet? From Taylor's Triangle to Follet's Web; From Knowledge Work to Emotion Work. In: O'Leary, R., Van Slyke, D.M., Kim, S. (Eds.). *Future of Public Administration Around the World: The Minnowbrook Perspective.* Georgetown University Press.

245   Emerson, K., Murchie, P. (2010). Collaborative Governance and Climate Change: Opportunities for Public Administration. In: O'Leary, R., Van Slyke, D. M., Kim, S. (Eds.). *Future of Public Administration Around the World: The Minnowbrook Perspective.* Georgetown University Press.

246   OECD (2001). *Public Sector Leadership for the 21st Century.* Paris: OECD Publishing.

247   Johansen, B. (2012). *Leaders Make the Future: Ten New Leadership Skills for un Uncertain World.* Berrett-Koehler Publishers.

248   Bennet, N., Lemoine, G.J. (2014). What VUCA Really Means for You. *Harvard Business Review*, January.

249   Emerson, K., Murchie, P. (2010). Collaborative Governance and Climate Change: Opportunities for Public Administration. In: O'Leary, R., Van Slyke, D. M., Kim, S. (Eds.) *Future of Public Administration Around the World: The Minnowbrook Perspective.* Georgetown University Press.

will be unjustifiably confident on their opinions and action plans. Adoption of decisions under complex and changing conditions will be one of the frequent challenges for managers. Managers will be forced to find a balance between making too fast and delayed decisions in order not to defer action.[250]

Similarly, also various social groups and organizations may be mistakenly convinced on correctness of their stand, in more complex cases considering that others are not right. Literature indicates that extreme fundamentalist groups are one of examples for this tendency. In order to reach agreement between opposing groups, managers will have to be able to overcome polarization of opinions. Authors propose as solution constructive depolarization – ability to reach agreement between opposing groups that are not ready to communicate with each other.[251]

Literature describes efforts to cause solutions that would be appropriate for managers within so called VUCA world. Figure 4.1 describes a model that characterizes potential action of the manger in various situations.

Figure 4.1. Approach of managers for dealing with problems within VUCA environment

	Complexity	**Volatility**
+	**Characteristics:** The situation is characterized by many interconnected parts and variables. Part of the information is available or can be predicted, but the volume or nature of it can be overwhelming to process.	**Characteristics:** The challenge is unexpected or unstable and may be of unknown duration; however, it is not necessarily hard to understand; knowledge about it is often available.
	Example: Large-scale and voluminous international projects are carried out, where different countries are involved with various cultures, democracy levels, legislation and resources.	**Example:** Natural disasters, for example, storms affect electricity supply to public administration institutions.
	Approach: To develop specialists in particular field, purposefully establish base of resources adequate to address the complexity.	**Approach:** To make contingency plans, envisaging disasters and emergencies, for example, providing that and how employees could work from home.
	Ambiguity	**Uncertainty**
	Characteristics: Causal relationships between various factors are completely unclear. Situation does not have precedents, the unknown must be faced.	**Characteristics:** Despite a lack of other information, the event's cause and effect are known Changes are possible; however, information is missing to sufficiently accurately predict them.
	Example: New functions come under the competence of public sector that until now have been under the competence of other organizations or have not been performed at all. For example, upon developing of science, control for affecting weather conditions can become necessary.[252]	**Example:** Increasing mobility of workforce allows predicting that part of Latvian population will leave the country; however, at the same time citizens capable to work might arrive in Latvia also from other countries.
-	**Approach:** To experiment – understanding cause and effect requires generating hypotheses and testing them.	**Approach:** To invest resources in information management – collect, interpret and exchange it with experts of other countries.

Opportunities to predict the results of action

-   **Amount of information on situation**   **+**

Note: Adapted from Bennet and Lemoine[253]

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250   Johansen, B. (2012). *Leaders Make the Future: Ten New Leadership Skills for un Uncertain World.* Berrett-Koehler Publishers.
251   Ibid.
252   Ķīlis, R. (2011.) Uzstāšanās Latvijas Personāla vadīšanas asociācijas forumā "Lidojums nākotnē" Presentation of 14 April, 2011.
253   Bennet, N., Lemoine, G.J. (2014). What VUCA Really Means for You. *Harvard Business Review*, January.

4.1.2. Management of voluminous information under conditions of openness

Development of new technologies, for example, increased use of sensors and wireless technologies, increases diffusion and accessibility of information. More information will be available to anyone irrespective of whether information will be necessary or not.[254] For managers this tendency causes challenges of two kinds – firstly, it can be forecasted that the volume of information required for performance of work will increase even more. Secondly, future managers have to be ready to openly speak with employees and society on any aspect of their work, if only special secrecy does not apply to it. It will be difficult to hide something from society.[255]

Upon increasing accessibility of information, its volume will continue to grow, therefore it will be especially important for the managers to know how to distinguish significant from the insignificant. Since increasing volume of information will concern not only managers, but also employees of all levels, managers must be ready to provide support to the employees, who have difficulties to orient within the large amount of information. By using personal example, as well as consulting and providing advices as some of employee development methods, managers can improve the skills of their employees in searching information, selection and analysis.

Increase of the amount of information, organization of information flow and provision of its availability were considered as a topical issue within operation of public administration also by Latvian experts at the discussion held within the study. Referring to their own experience, experts recognized that timely exchange of information between the manager and employees, between several institutions involved in implementation of one process is crucially important for efficient operation: *"(..) nowadays the most important in public administration is information both from the top and from the bottom, because, if the manager receives information and does not submit it to his institution, it is not being timely processed and is returned back, then it is this delay of the process in dealing with various issues. Then it is the most often that the manager feels threatened by other managers or leaders both outside and inside of public administration, because he simply does not have information lead to the end."*

Analysing increasing level of openness, it must be noted that in future managers will have less opportunities to control diffusion of information. Development of technologies and still increasing interest of media on processes in public administration[256] will lead to situation that it will be exactly society that determines the required level of openness and its measurement criteria. Managers will be forced to adapt to the requirements of society. Since public confidence in public administration is low[257], as it is also in Latvian case, managers in public administration must count on spending more time on justification of their decisions and actions both for the employees and society. Ability to substantiate the own decisions will directly affect the integrity of the manager, also readiness of the manager to discuss the plans and the already accomplished will have a great significance – willingness to control information may rise concern on integrity of the manager.[258]

Literature review indicates that towards collaborative management oriented proportion will keep growing, contact networks will establish[259], where organizations of other sectors will join. Upon increasing collaboration of public administration institutions with other sectors, managers of public administration turn into significant stages of organizational network. Managers must count on the

254   Johansen, B. (2012). *Leaders Make the Future: Ten New Leadership Skills for un Uncertain World.* Berrett-Koehler Publishers.
255   Ibid.
256   OECD (2001). *Public Sector Leadership for the 21st Century.* Paris: OECD Publishing.
257   Moynihan, D.P. (2010). From Performance Management to Democratic Performance Governance. Published: Future of Public Administration Around the World: The Minnowbrook Perspective. O'Leary, R., Van Slyke, D. M., Kim, S. (editors). Georgetown University Press.
258   Johansen, B. (2012). Leaders Make the Future: Ten New Leadership Skills for un Uncertain World. Berrett-Koehler Publishers.
259   Future of Public Administration Around the World: The Minnowbrook Perspective. (2010). O'Leary, R., Van Slyke, D. M., Kim, S. (editors). Georgetown University Press.

fact that for achieving goals there will be necessary towards relationship management oriented management tools, for example, group process facilitation, conducting discussions, conflict solution, towards collaboration oriented solution of problems.[260]

Managers of public administration will experience challenge to simultaneously manage in different environments – traditional, bureaucratic organization, on the one hand, and within dynamic network structure – on the other hand.[261] Managers may have to overcome dilemma, when network collaboration partners in some situations can become competitors in other. For example, competition on the best employees can intensify, if, basing on the previous experience on collaboration, organizations of private sector try to entice the best experts of public administration. Managers will need ability to adapt fast, in order to efficiently work simultaneously in various environments and to use management tools that are the most appropriate for each.

Managers have to be aware that the question "when and how to engage society for collaboration?" in the agenda of public administration will be more current in future than the question – "does society need to be engaged this time?" In order to provide efficient collaboration management, public administration has to undertake responsibility on development of its competences.[262]

4.1.3. Employee management and motivation

International research comparing the most important challenges of the managers from private and public sectors show that employee management and motivation is the most often mentioned challenge among the managers of public sector. The biggest challenge is motivation of employees. It is followed by management of the complicated employees and development of employees.[263] Complicated employees are considered such, whose management causes many problems, for example, their outcome or quality of work is unsatisfactory or their attitude towards work or colleagues is not acceptable for the manager. Authors explain that motivation within the public sector is especially complex, considering increasing workload and decrease of resources for public administration institutions. In comparison with the private sector, managers of public administration do not have efficient tools that would allow to accordingly remunerating the changes in the workload and performance of the subordinated. The greatest emphasis has to be put on nonmaterial motivation, which success largely depends on the competence of the manager in this sphere.

Management of the complicated employees is challenge difficult to deal with for the managers of public administration. Employment guarantees hinder work of managers in situations when they have to deal with the issues concerning unsatisfactory performance at work. This problem was raised also at the interviews and group discussion by Latvian experts. Motivation of the employees is one of those competences that major part of managers lacks. This is apparent from their problems at work with employees, who are poorly motivated, are not open for collaboration, strictly follow functions defined by their job description. Existing practice reveals that managers due to various reasons do not invest work into development of competences and motivation of these employees. One of the reasons is the lack of knowledge, how to work with such, so called complicated employees. At the same time, according to the experience of the experts, there are structural and procedural restrictions for dismissing such employees, especially in cases, if employee formally performs the functions described by his job description, but his work is not efficient.

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260   Future of Public Administration Around the World: The Minnowbrook Perspective. (2010). O'Leary, R., Van Slyke, D. M., Kim, S. (editors). Georgetown University Press.
261   Pardo, T., Gil-Garcia, J.R., Luna-Reyes, L.F. (2010). Collaborative Governance and Cross-Boundary Information Sharing. In: Future of Public Administration Around the World: The Minnowbrook Perspective. (2010). O'Leary, R., Van Slyke, D. M., Kim, S. (editors). Georgetown University Press.
262   Ibid.
263   Ferguson, J., Ronayne, P., Rybacki, M. (2014). Public Sector Leadership Challenges: Are They Different and Does It Matter? Center for Creative Leadership.

Explaining future challenges regarding management and motivation of employees, Latvian experts pointed out that increasing importance will have the ability of managers to organize work following project management principles, to establish more flat internal structures of organization. Project management approach in motivation of employees provides that manager is able to find the most appropriate role for the employee within each "project", where he can best show and realize himself, at the same time recognizing himself as a part of the process, recognizing his involvement: *"There are many places in public administration, where it is possible to easily move to more flat structures and such project organization, where each person has project management role in one project, supportive role in other project and role of slogger in the third project."* In opinion of the experts, such approach allows also employees to undertake more social responsibility on their work that is especially important for the new generation: "[The youth] *needs to coordinate their involvement and their inner motivation with the work to be done. They need a feeling that they move the processes, not that somebody else is managing them. That is quite a challenge for public administration, which both here and in other places in the world is organized as bureaucratic and hierarchic by its nature."*

Studies show that inability of managers to deal with the issues of unsatisfactory performance reduces motivation of exactly the best employees.[264] This conclusion is proved also by Latvian experts, indicating that in Latvia there is too high equality principle for determining remuneration level, not taking into consideration differences of the contribution that hinders keeping of the most capable employees at work. Under such conditions managers have a challenge to deal as much as possible with the issues on unsatisfactory performance and simultaneously increasingly take care for the motivation of the risk group – the best employees.

Upon increasing change dynamics and complexity in the external environment, also complexity of public administration work increases, new, creative solutions have to be made. From the viewpoint of employee management, manager has to achieve high commitment of the employees to the organization, because compliance with instructions and rules is not sufficient.[265] In order to achieve and strengthen attraction of employees, the most important role belongs exactly to the managers, whose task is to initiate the inner motivation of the employees.

Within the sphere of motivation of employees, the challenge for the managers of public administration, according to the experts, is made also by the image of public administration in the society that to great extent is influenced by the negative news dominating in the mass media. As negative image of public administration reduces engagement of the employees of public administration[266], managers have a challenge to compensate the negative publicity by strengthening the confidence of employees on the meaning and quality of their work, in order to maintain motivation of the employees.

As concluding challenge within the sphere of management and motivation of employees can be mentioned tendency that readiness of employees to respect the formal power of the position of manager declines. In order to achieve engagement of employees, more importance has been given to the so called "soft" power – authority of the manager.[267] In opinion of Latvian experts the issue on power and authority acquires a special meaning, when thinking about the attraction of the youth for work in public administration. According to the assessment of the experts, the youth find organizations with weaker internal hierarchy more attractive, young people do not accept authority of power only because it is provided by the positions taken by manager. Manager has to regain his authority in action and collaboration with subordinated employees.

264 Sirota, D., Mischkind, L.A., Meltzer, M.I. (2006). Stop Demotivating Your Employees! Harvard Management Update, Vol. 11, No. 1, January.

265 OECD. (2001). Public Sector Leadership for the 21st Century. Paris: OECD. Available: http://www.keepeek.com/Digital-Asset-Management/oecd/governance/public-sector-leadership-for-the-21st-century_9789264195035-en#page7 (accessed 9.1.2015.)

266 Ferguson, J., Ronayne, P., Rybacki, M. (2014). Public Sector Leadership Challenges: Are They Different and Does It Matter? Center for Creative Leadership.

267 Nye, J. S. (2008). The powers to lead. Oxford University Press.

4.2. Manager or leader – roles of public administration managers in the future

4.2.1. Manager or leader – the common and different

Leadership is extensively studied theme in modern organization development theory. Answers to the question – who is the leader, how does the leader influence organizations and their followers, how to become a leader, have been searched for both in academic and popular science literature. There is still no consensus among the management scientists on how the manager differs from the leader,[268] and – if leadership can be learned or it is an innate ability.[269] This overview will consider that manager and leader are different roles according to the definitions described below.

Organizational psychologist V. Renge defines that: "Manager is a person, who has been officially appointed or elected in leading position, it means that he has a definite status in the group or organization, whose main feature is power that is recognized by those, who subordinate to this person".[270] However, article 17 of State Administration Structure Law (01.01.2003.) states that "the manager of the institution of direct administration organizes performance of the function of institution and is responsible for it, manages administrative work of the institution, ensuring its continuity, usefulness and fairness".[271]

Literature review reveals that different authors define leadership differently, besides, understanding on it has changed over the time.[272] Previous definitions on leadership outlined the characteristics of the leader and/ or ability of the leader to effect his will. Later definitions put first mutual relationship between the leader and his followers[273]. Some other definitions put first process, within which the leader convinces subordinates to act for achieving certain goals[274] or a situation, where the leader acts and ability of the leader to adapt to it.[275] Kouzes and Posner, for example, define that the leadership is relationship based on mutual interests and needs between those, who choose to manage or lead and those, who choose to follow.[276] Upon analysing leadership studies in the context of public administration, it must be concluded that also within this sphere there is no single understanding on the role of leader.

OECD Public Management Service (PUMA) suggests that the essence of leadership is a manner, how individuals influence the others, especially – how they involve the inner motivation of others. Leaders attract followers, because the latter believe that their values and interests are taken into consideration during collaboration process. As example for understanding on leadership in public administration can be used the principles on leadership determined by public management of the United Kingdom:

- Leadership is directed towards future, making future better that the past;
- Leadership can be learned and developed – some are born leaders, but majority become such;
- Leadership expresses in various forms – there is no single universally best kind of leadership;

268   European Institute of Public Administration (EIPA). (2008). Top Public managers in Europe: Management and Working Conditions of the Senior Civil Servants in European Union Member States. Available: http://www.eupan.eu/files/repository/20101215131426_Study_on_Senior_Civil_Service2.pdf (accessed 19.01.2015).

269   Denhardt, J.V., Campbell, K.B. (2005). Leadership Education in Public Administration: Finding the Fit between Purpose and Approach. *Journal of Public Affairs Education*, Vol 11, No 3, pp.169-179.

270   ODA (2008). Līderības fenomens Latvijā. Rīga: SIA O.D.A.

271   Available: http://likumi.lv/doc.php?id=63545.

272   Nye, J. S. (2008). The powers to lead. Oxford University Press.

273   ODA (2008). Līderības fenomens Latvijā. Rīga: SIA O.D.A.

274   Blanchard, L.A., Donahue, A.K. (2008). Teaching Leadership in Public Administration. *Journal of Public Affairs Education*, Vol 13, No. ¾, pp.461-485.

275   ODA (2008). Līderības fenomens Latvijā. Rīga: SIA O.D.A.

276   Kouzes, J.M., Posner, B.Z. (2003). Credibility: How Leaders Gain and Loose It, Why People Demand It. Jossey-Bass.

- Within organizational structure, where decision adoption takes place also in the lower levels, leadership is required in all levels;
- Leadership to great extent relates to establishing of efficient relationship;
- Leadership relates to turning of individual or organizational inputs into results.[277]

Upon comparison of leadership and management, Nye argues: *"(..) managers not always will be leaders, but efficient leaders usually need both – management and leadership skills. They develop and maintain systems and institutions. Leaders are not the sole decision makers, they help employees to decide, how to take decisions"*[278]. The most often mentioned differences between the managers and leaders are demonstrated in Figure 4.2. It shows that one of the differences between leader and manager is orientation of the leader towards change management. Change management is one of the fundamental propositions of transformative leadership. In contrast to the approach of leadership that allows achieving the planned, transformative leadership is directed towards achieving more[279]. Transformative leadership is made of four elements:

- **Individual approach** – leader determines and highlights the needs of every follower;
- **Idealized influence** – leader becomes a positive example, whom the followers are trying to take after, they are proud of him and honour him;
- **Intellectual stimulation** – leader encourages his followers to doubt the leading assumptions, to use new viewpoints and paradigms;
- **Inspiring motivation** – leader demonstrates a clear and inspiring future vision, attaches meaning and importance to work of every follower.[280]

In order to successfully deal with challenges of public administration, reforms are needed in many countries; however, it is not enough with innovative reforms for good results – also change management strategy is important.[281] It is exactly skilful change management that determines success of the reform. Thereby public administration will need transformative leaders – change managers.

One more dimension characterizing leadership is orientation towards interests and needs of the followers. Some authors recognize that in democratic society leaders to great extent serve the needs and interests of the society. Leaders serve their followers[282] and undertake responsibility for them. The task of the leaders of public administration is to serve society, to incorporate in themselves social values.[283]

Opinion of Latvian experts and their assessment on the role of leader and manager is based in their theoretical knowledge and practical experience. According to experts, it is typical for the leader to create idea and to promote it, to offer innovative or atypical solutions for achieving the aim (innovation). Risk exists that leader may refuse from his idea and to put forward a new one, irrespective of already invested resources for the implementation of the initial idea. Such situation in public administration is being considered as negative, because it makes the operation of public administration even slower, besides, it is difficult to substantiate the use of resources without a clear result.

277   OECD (2001). Public Sector Leadership for the 21st Century. Paris: OECD. Available: http://www.keepeek.com/Digital-Asset-Management/oecd/governance/public-sector-leadership-for-the-21st-century_9789264195035-en#page7 (accessed 9.1.2015.)
278   Nye, J. S. (2008). The powers to lead. Oxford University Press.
279   Dāvidsone, G. (2008). Organizāciju efektivitātes modelis. SIA "O.D.A."
280   Trottier, T., Van Wart, M., Wang, X. (2008). Examining the Nature and Significance of Leadership in Government Organizations. *Public Administration Review*, Vol 68, No2, pp. 319-333
281   Melchor, H.O. (2008). Managing Change in OECD Governments: An Introductory Framework. OECD Working Papers on Public Governance, No.12, OECD Publishing.
282   Nye, J. S. (2008). The powers to lead. Oxford University Press.
283   Nicholson, N. (2013). The "I" of leadership: Strategies for Seeing Being and Doing. Jossey Bass.

Figure 4.2. Characteristics of managers and leaders[284]

Source: Dāvidsone, Gitāna (2008). *Organizāciju efektivitātes modelis.* SIA „O.D.A."

Leader working in public administration is characterized by readiness to undertake the risk on unpopular solutions of problems, to adopt decisions in extreme or difficult situations, to trust other members of the team and to delegate them performance of certain tasks. Leader is characterized also by the fact that he has followers, who support his ideas and are ready to implement them.

Upon comparing manager with leader in public administration, experts, firstly, recognized that the manager is more oriented towards result and responsible for his achievement: *"There are those, who have an idea and who can shake, but they will never be those, who lead everything to the end. And then there is such, who is perfectionist, who will not allow that things do not take to the end."*

Although in opinion of the experts good manager has to be also leader, situation with comparatively few managers-leaders at Latvian public administration can be understood. There can be different reasons for that. Firstly, manager to great extent is forced to pay the main attention and most of his time for operational management: "[managers] *are lost in their small issues and the many documents,*

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284   Dāvidsone, G. (2008). Organizāciju efektivitātes modelis. SIA "O.D.A."

for which they actually should not go into such detail, but micromanagement mostly dominates and in this level manager can no longer allow himself to be leader and to conceptually manage his institution." Secondly, it is about selection of the managers – to what extent attention is paid to the fact, if the applicant for position of manager possesses leadership, ability to motivate and captivate people, to involve people in implementation of the processes. According to expert evaluation, this aspect is mostly being ignored. Thirdly, experts updated discussion on whether leader must be born or leadership can be learned. Although opinions of the experts differ in this issue, they expressed conviction that it is very important to develop leadership competences in managers. Fourthly, readiness of managers to undertake risk and develop leadership, according to the evaluation of Latvian experts, is limited not only by the internal hierarchic structures of organization, but also external structures – results of elections, division of political powers in the level of decision authority and executive power. Due to that managers focus their activity mainly towards operational management level.

During discussion there was also expressed an opinion based in the experience that those situations are complex, where the leader is not a manager, but, for example, some employee being lower in the hierarchy, whose leadership is based on ideas that do not correspond to the strategic vision of the manager. It causes internal division of the team and reduces efficiency of work performance. Good manager must be able to identify such situations and to manage them.

Altogether it can be concluded that in future leaders will be needed in public administration – changing environment and necessity to put changes into practice create need for transformative leadership. Limited financial resources for motivating employees call for leaders that are able to inspire, stimulating inner motivation of the employees. In order to attract good employees under conditions of missing talents, leaders that are able to express an attractive vision are needed. Public administration that acts for the benefit of society needs leaders that by their own experience can demonstrate serving the others.

According to Behn: *"Leadership is not only rights of the managers of public administration. It is an obligation."*[285] Considering dynamic changes in the external environment and the spectrum of challenges of the future managers, leaders of various types for various situations will be needed in future:

- **Transformative leaders,** to convincingly communicate vision, sense of activity;
- **Operational leaders,** to establish and maintain organizations, and to motivate employees, who turn the visions into results;
- **Network leaders,** to develop understanding and mutual trust that allows to turn various specialists into engaged collaboration partners[286].

Along with leaders, public administration will need also managers that provide efficient planning, delegating certain tasks, control of results, maintenance of the order and dealing with problems. It means that leaders in public administration cannot allow themselves to "forget" also the role of manager. Necessity to implement both the role of manager and leader actually forms one more management challenge in public administration. The roles of manager and leader in various situations may turn out to be contradictory, for example – manager has to provide correspondence of the work process to certain procedures, while creativity of employees for seeking problem solutions must be induced from the perspective of the leader, therefore in future it will be important for the managers of public administration to demonstrate highly developed competence of flexibility.

Literature review shows that efficient leaders are able to use both transactive leadership, whose characterization to great extent meets the features of manager[287], and transformative leadership.

285   Schelin, S.H., Jacobson, W.S. (2005). Images of Leadership: Views from the Trenches. Working draft of paper prepared for the 8th Public Management Research Conference. Universtity of Southern California.
286   Maccoby, M. (2007). The leaders We Need: And What Makes Us to follow. Harvard Business School Press.
287   ODA (2008). Līderības fenomens Latvijā. Rīga: SIA O.D.A.

It will be important for the managers of public administration to have ability to evaluate situation and to choose the most appropriate behaviour and style in order to achieve the goals of their institutions and society.

4.2.2. Mission of the future leaders

The central theme of the literature on leader mission issues is marked by Maccoby: *"In these turbulent times we urgently need leaders, who will mobilize people for the benefit of the common interests"*.[288]

Within the documents of Latvian public administration its founding objective that would be called as mission has not been defined; however, several institutions, including, Ministry of Finance[289], Ministry of Welfare[290] and agencies of ministries, for example, State Land Service[291] have defined the missions of their organizations. In opinion of the interviewed experts, the mission of public administration is work for the benefit of societal and national development. It has to be noted that defining of the mission is not an end in itself – implementation of the mission and its putting into practice in daily work are the most important.

Since future leaders will have significant role in motivating employees of public administration, defining of the mission of public administration would facilitate the task of the leaders, because understanding of employees on the meaning and mission of the work is a strong incentive of the inner motivation[292]. Second reason for the necessity of leader mission is provided by studies that show that leaders with clear awareness of the mission are more resistant under conditions of stress, they less often experience burn-out syndrome, more successfully adapt to the changes of external environment.[293]

One of essential future issues is sustainable development – it means that people all over the world can satisfy their fundamental needs and to improve the quality of their life, without jeopardising quality of life of the next generations[294]. Many authors agree that issues of ecosystem will become an important factor influencing daily decisions for managers of any sector.[295] Birney challenges future leaders that sustainable development does not mean only including several additional issues in the agenda of managers – sustainable development has to be put into practice within organizations so deeply that it is not possible to separate it from the organizational culture.[296]

British management experts have defined sustainable leadership that is described in four levels[297]:

1. **Personal sustainability** – care of leader for maintaining his physical and psychological health;
2. **Organizational sustainability** – establishment and maintenance of such work environment, where employees open up and can implement their potential, simultaneously helping organization to achieve its goals;
3. **Societal sustainability** – responsible civic action;
4. **Ecological sustainability** – care for the environment.

288 Maccoby, M. (2007). The leaders We Need: And What Makes Us to follow. Harvard Business School Press.
289 Available: http://www.fm.gov.lv/files/finansuministrija/FM_Strategija_2014_2016.pdf
290 Available: http://www.lm.gov.lv/text/55
291 Available: http://www.vzd.gov.lv/lv/par-mums/valsts-zemes-dienests/misija-un-vizija/
292 Pink, D.H. (2011). Drive: The Surprising Truth About What Motivates Us. Penguin.
293 Casserley, T., Critchley, B. (2010). A new paradigm of leadership development. *Industrial and Commercial Training*, Vol 42, No 6. pp 287-295.
294 Birney, A., Clarkson, H., Madden, P, Porritt, J., Tuxworth, B. (2010). Stepping up, a framework for public sector leadership on sustainability, Forum for the future. Available https://www.forumforthefuture.org/sites/default/files/project/downloads/steppinguppub-sector-leadership.pdf.
295 Johansen, B. (2012). Leaders Make the Future: Ten New Leadership Skills for un Uncertain World. Berrett-Koehler Publishers.
296 Birney, A., Clarkson, H., Madden, P, Porritt, J., Tuxworth, B. (2010). Stepping up, a framework for public sector leadership on sustainability, Forum for the future.
297 Casserley, T., Critchley, B. (2010). A new paradigm of leadership development. *Industrial and Commercial Training*, Vol 42, No 6. pp 287-295.

4.2.3. Leadership in various organizational levels

For dealing with challenges public administration needs leaders not only at the top of hierarchy, but also in the remaining organizational levels. *"No leader is able to move a mountain. Leadership must show up in several organizational levels in order to strengthen capacity and to achieve results[298]*.

Such position was expressed by Latvian experts, emphasizing that there can be and are even desirable several leaders in one organization in such sense that leader has the highest competences in his sphere of activity that he accordingly leads forward: *"(..) everybody in his sphere has to strive being a leader. Also senior officer can easily be a leader within his sphere. If he will be trusted and given mandate, believe that he is a guru in personnel management, and then, when personnel management has to be discussed, I will listen to you, because you have a knowledge, skills, confidence on it and motivation as well."* Existence of several leaders in one organization corresponds to the position that in future more flat, network type organizational structures without express senior authority will have increasingly more importance and efficiency. At the same time experts notice also risks for such multi-layered leadership that can express as fragmentation of responsibility and delayed adoption process of the final decisions. More flat organizational structure, according to the experts, does not mean that the number of managers should reduce in public administration. Such structure rather provides that there are five to six persons under one manager, instead of 20 or 30 subordinates as it is often seen now.

One of the founders of behavioural economics field D. Kahneman warns that the influence of the manager of company on results is much lower than it might seem, seeing how many books have been written on successful leaders and things that can be learned from them. In studies of Kahneman the coefficient of correlation that measures relation between success of the company and competences of manager, is 0.3 in the best case.[299] Although studies of Kahneman have been carried out within the private sector, there is no reason to consider that results in public administration organizations would differ much. The role of senior leader may not be overrated. Success of organizations are greatly determined also by readiness of employees of other levels to undertake leadership in their spheres of activity. Levels of leadership from the point of view of organizations are showed in Figure 4.3.

Firstly, top levels of public administration organizational structure need organizational leadership.[300] Senior managers in public administration must become strategic leaders that can provide innovative ideas and manage changes.[301] Organizational leadership to great extent is also characterized by leadership characteristics described previously in this chapter – inspiring, communicating of vision, opening up self-motivation of employees.

Secondly, in the intermediate levels – managers of structural units must provide team leadership.[302] The task of intermediate managers is to establish team environment and opportunities for the participants of their structures to succeed. Team leaders also have to engage the employees not only intellectually, but also emotionally in order to open up their motivation and energy.[303] Team leader has to encourage that responsibility for the outcome is undertaken by employees, because every employee has a potential of leader.[304]

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298   Schelin, S.H., Jacobson, W.S. (2005). Images of Leadership: Views from the Trenches. Working draft of paper prepared for the 8th Public Management Research Conference. Universtity of Southern California.

299   Kānemans, D. "Domā ātri, domā lēnām". Jumava. 2012.

300   Blanchard, L.A., Donahue, A.K. (2008). Teaching Leadership in Public Administration. *Journal of Public Affairs Education*, Vol 13, No. ¾, pp.461-485.

301   European Institute of Public Administration (EIPA). (2008). Top Public managers in Europe: Management and Working Conditions of the Senior Civil Servants in European Union Member States. Available: http://www.eupan.eu/files/repository/20101215131426_Study_on_Senior_Civil_Service2.pdf (accessed 19.01.2015).

302   OECD (2001). Public Sector Leadership for the 21st Century. Paris: OECD. Available: http://www.keepeek.com/Digital-Asset-Management/oecd/governance/public-sector-leadership-for-the-21st-century_9789264195035-en#page7 (accessed 9.1.2015.)

303   Charan, R., Drotter, S., Noel, J. (2011). The Leadership pipeline: How to build the leadership powered company. Jossey-Bass.

304   Kouzes, J.M., Posner, B.Z. (2003). Credibility: How Leaders Gain and Loose It, Why People Demand It. Jossey-Bass.

Thirdly, technical leadership is needed in the bottom levels of organizational structure – high level technical competences (ability to work according set of standards) within own sphere of operation.[305] Employees at positions of lower level also have to be ready to undertake responsibility for the outcome of their work.

Figure 4.3. Leadership levels in organization
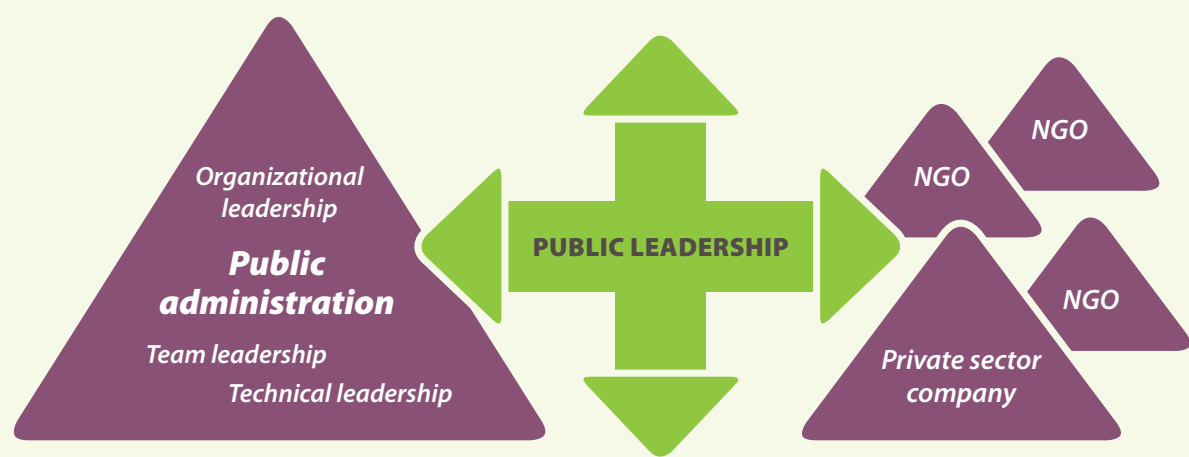
Fourthly, public administration is characterized by necessity to demonstrate public leadership. In the literature it is called integrative[306] or collaborative[307] leadership. It means that the leaders of public administration make partnership relations with other organizations, branches and sectors in order to deal with issues current for the society.[308] Collaborative leadership can be undertaken by employees of various levels in public administration.

Leaders being involved in collaboration with other organizations or willing to establish such, have to be aware that when working in organizational network, it is necessary to apply another leadership approach than the one, when working in hierarchic organization. None of participants of collaboration network has an absolute power over the other, involved parties are equal, and leaders have to be ready to exchange information for the benefit of common goals.[309] Towards collaboration management oriented leadership provides that the involved parties learn from each other.[310]

Although the meaning of collaboration management is being actively emphasized in the literature of public management, it does not mean that leadership within organization itself is not necessary anymore. In order to achieve result in the processes of collaboration, strong management and leadership at involved public administration institutions is needed.[311] It means that leaders must be able to flexibly change leadership approaches accordingly to the context and environment, where they operate.

305   OECD (2001). Public Sector Leadership for the 21st Century. Paris: OECD. Available: http://www.keepeek.com/Digital-Asset-Management/oecd/governance/public-sector-leadership-for-the-21st-century_9789264195035-en#page7 (accessed 9.1.2015.)
306   Silvia, C., McGuire, M. (2010). Leading Public Sector Networks: An Empirical Examination of Integrative Leadership Behaviors. *The Leadership Quarterly* 21. pp. 264–277.
307   Morse, R.S. (2007). Developing Public Leaders in an Age of Collaborative governance. Paper presented in the conference *Leading the Future of the Public Sector: The Third Transatlantic Dialogue.* University of Delaware.
308   Morse, R.S. (2010). Integrative Public Leadership: Catalyzing Collaboration to Create Public Value, *The Leadership Quarterly* 21, pp. 231–245.
309   Silvia, C., McGuire, M. (2010). Leading Public Sector Networks: An Empirical Examination of Integrative Leadership Behaviors. *The Leadership Quarterly* 21. pp. 264–277.
310   Morse, R.S. (2007). Developing Public Leaders in an Age of Collaborative governance. Paper presented in the conference *Leading the Future of the Public Sector: The Third Transatlantic Dialogue.* University of Delaware.
311   Ibid.

4.2.4. Roles, responsibilities of the future managers and mutual relationship with employees

Organizational psychologists forecast that in future the roles of managers in organizations will change: *"Upon disappearing vertically hierarchic organizational structures, the number of intermediate managers and their importance reduces. [..] The composition of employees becomes increasingly heterogeneous both in demographic, ethnic, educational and professional fitness sense. It requires ability to simultaneously implement various approaches to the management, very flexible system of stimulating, considering individual differences"*.[312]

Researchers of public administration leadership, in their turn, indicate that managers will less turn to delegating tasks and control, more – to coordinating and promoting processes.[313] Within the network structures that form between the organizations of public administration and other sectors, managers undertake team management, discuss on the tasks to be performed, inspire and promote organizational development, initiate and induce changes.[314] Towards collaboration directed management automatically does not mean disappearing of hierarchic structures in public administration, hierarchies will be able to stay, if separate institutions have sufficiently large degree of independence and flexibility in putting solutions into practice."[315]

Change of organizational structure is being forecasted also by Latvian experts, stressing that it is especially important, when thinking about attraction of the new generation for work in public administration. Upon changing organizational structure, increasingly greater importance will be assigned to the ability of managers to delegate work tasks or processes to the subordinated employees, thereby involving them directly into moving of these processes and delegating also responsibility on the outcome. In order for the manager to successfully delegate functions and processes, the level of trust of managers in their employees has crucially important role, according to the practical experience of the experts: *"If manager does not trust you, then you can either expand and shrink, but he will not delegate you anything. Thereby he will be loaded* [with work], *everything will standstill and nothing will move ahead."*

Analysing sources of literature on development of the roles of managers, it can be concluded that in future the following roles of managers will be put first:

- **Catalyst for development of employees/ future managers**. Studies show that manager is one of the main driving forces in development of his subordinates. Competences that are being especially well developed by managers, due to their managers, are undertaking of responsibility, management and motivation of employees and development of employees. In order to provide development of subordinates, manager plans challenging tasks at work for them, ensures autonomy, in case of necessity provides advice, support and recognition[316]. Time for development of the subordinates must be planned purposefully. Some authors note that senior managers have to allow up to 25 % of their time in their agenda for developing others.[317]
- **Positive example.** Action of manager in various situations is a signal for employees that similar behaviour is being expected also from them. By developing his competences, for

312   Dāvidsone, G. (2008). Organizāciju efektivitātes modelis. SIA "O.D.A."
313   Pardo, T., Gil-Garcia, J.R., Luna-Reyes, L.F. (2010). Collaborative Governance and Cross-Boundary Information Sharing. In: Future of Public Administration Around the World: The Minnowbrook Perspective. (2010). O'Leary, R., Van Slyke, D. M., Kim, S. (editors). Georgetown University Press.
314   Ibid.
315   Emerson, K., Murchie. P. (2010). Collaborative Governance and Climate Change: Opportunities for Public Administration. In: Future of Public Administration Around the World: The Minnowbrook Perspective. (2010). O'Leary, R., Van Slyke, D. M., Kim, S. (editors). Georgetown University Press.
316   Yip, J., Wilson, M., Centre for Creative Leadership. (2008). Developing Public Sector Leaders in Singapore. Available: http://www.experiencedrivendevelopment.com/wp-content/uploads/2013/11/LOE-Singapore.pdf.
317   OECD (2001). Public Sector Leadership for the 21st Century. Paris: OECD. Available: http://www.keepeek.com/Digital-Asset-Management/oecd/governance/public-sector-leadership-for-the-21st-century_9789264195035-en#page7 (accessed 9.1.2015.)

example, manager stimulates development also of his subordinates. Manager that seeks a feedback from his employees and collaboration partners not only obtains information for his own development, but also gives a message that the opinion of employees and partners is important.[318] By demonstrating self-understanding, including evaluating impact of his own action on the others and their emotions, manager encourages establishment of towards development directed environment[319]. Manager is an example also for putting organizational values into practice.[320]

- **Experimenter.**[321] Manager, who experiments with various approaches and methods, encourages for such action also his subordinates. Methods used in dynamic world may be not efficient, therefore manager must be ready to use new ones. Readiness of manager to make mistakes, to evaluate proceedings, to try once again and again, is an incentive also for employees not to back up in front of unusual problems.[322] Manager has to reckon that by using new methods subordinates will make mistakes. The role of manager is to encourage subordinates to analyse the reasons of mistakes and alternative versions of action, maintaining towards development oriented attitude and avoiding long lingering on mistakes or blaming somebody.[323]

- **Network node**. Future managers will pay less attention to the control, more – to establishing relationships. Managers, the same as all the others, will be a part of network in future, where the managers will be nodes. The best managers will form the central/ most important nodes, taking care for development of the network[324]. Managers while being in this role will deal with contradictions and conduct negotiations in order for the involved parties to come to consensus,[325] "fix network", if it is necessary.[326]

- **Direction guide**. Employees will seek support and advice in the unclear world. Managers have to be sure on course of action and priorities, maintaining flexibility regarding methods on how to achieve the goal.[327] Choice of methods will have to be delegated to employees.

- **"Voice" of organization.** Future leaders will need strong identity of social media, as well as also convincing behaviour while being present, in order to influence others[328].

- **Promoter of changes**. Future organizations will experience changes. Part of them will be unscheduled, when reacting on unpredictable events of external environment, other – purposeful. Manager has to be skilful implementer of changes[329], it means that understanding on acting of people under changes is needed, as well as readiness and skills to establish communication plan, to motivate employees for putting changes into practice.

- **Manager of employees**. The last, but not the least important role is connected with managing of employees. Employees of the new generation expect more individualized approach for their needs in their work relationship. Accordingly, manager should perceive employees as individuals with their own needs and interests, not as resources for achieving the aim. Manager must establish individualized management approach in order to support and provide experience of development to each employee, as well as to initiate their inner motivation.[330]

318   Kouzes, J.M., Posner, B.Z. (2003). Credibility: How Leaders Gain and Loose It, Why People Demand It. Jossey-Bass.
319   Bones, C. (2011). The cult of the leader: a manifesto for more authentic business. Jossey-Bass.
320   Ibid.
321   Yip, J., Wilson, M., Centre for Creative Leadership. (2008). Developing Public Sector Leaders in Singapore. Available: http://www.experiencedrivendevelopment.com/wp-content/uploads/2013/11/LOE-Singapore.pdf.
322   Johansen, B. (2012). Leaders Make the Future: Ten New Leadership Skills for un Uncertain World. Berrett-Koehler Publishers.
323   Yip, J., Wilson, M., Centre for Creative Leadership. (2008). Developing Public Sector Leaders in Singapore. Available: http://www.experiencedrivendevelopment.com/wp-content/uploads/2013/11/LOE-Singapore.pdf.
324   Johansen, B. (2012). Leaders Make the Future: Ten New Leadership Skills for un Uncertain World. Berrett-Koehler Publishers.
325   Poocharoen, O. (2010). A Personal Memo from a Women Teaching Public Administration in Asia. In: Future of Public Administration Around the World: The Minnowbrook Perspective. (2010). O'Leary, R., Van Slyke, D. M., Kim, S. (editors). Georgetown University Press.
326   Bones, C. (2011). The cult of the leader: a manifesto for more authentic business. Jossey-Bass.
327   Johansen, B. (2012). Leaders Make the Future: Ten New Leadership Skills for un Uncertain World. Berrett-Koehler Publishers.
328   Ibid.
329   Morse, R.S. (2007). Developing Public Leaders in an Age of Collaborative governance. Paper presented in the conference *Leading the Future of the Public Sector: The Third Transatlantic Dialogue.* University of Delaware.
330   Nye, J. S. (2008). The powers to lead. Oxford University Press.

The leading relationship motive in the future organizations will be mutual learning. Leaders depend on their followers, who help them implement the vision. Followers, in their turn, influence development of leaders[331].

The level of responsibility of employees will increase in the future organizations, the same as readiness of employees to work without close monitoring.[332] According to Kouzes and Posner: *"When people work with their head and not their hands, they oppose external control and demand opportunity to control them by themselves."[333]* However, it must be understood that such changes will not take place on their own – readiness of employees to undertake responsibility may grow only within a team of such manager, who skilfully encourages inner motivation of employees.[334]

4.3. Psychological portrait of the future manager

As it can be seen in Figure 4.4., the core of the psychological portrait is made of values of the manager that can be considered principles influencing opinions, attitude and action of the manager.

Figure 4.4. Psychological portrait of the manager[335]
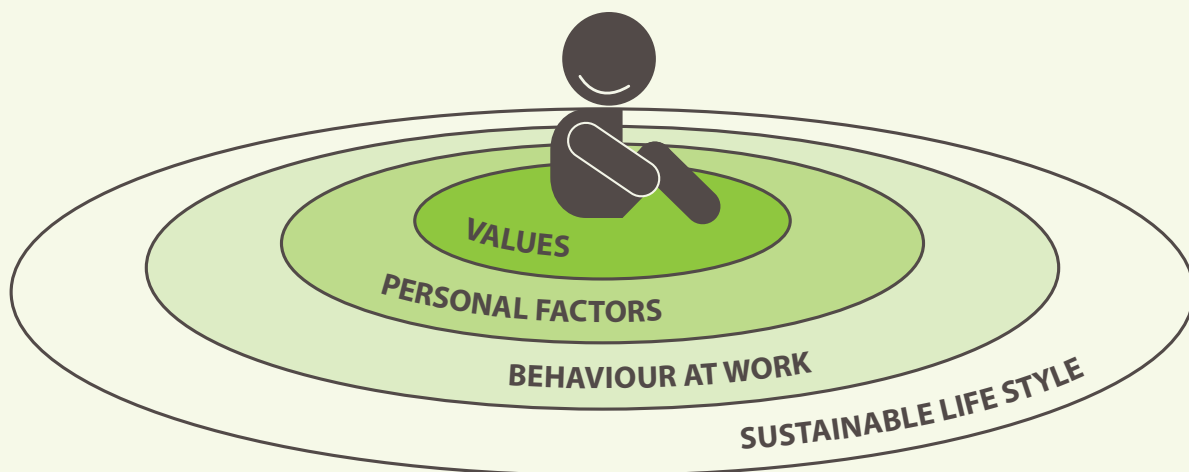
The next level in the psychological portrait is made of personal factors – interests of the manager, personal features and needs. The issue on needs has been extensively examined in psychology, several "sets" of needs are being described. When analysing action of managers, McClelland's theory on needs is often used, highlighting three social needs – need for achievements, for power and relationships with others.[336]

Each following level into direction from the core results from the previous one. It means that the personal factors of the manager are made by his values. For example, manager, whose inner value is harmony, most probably, will have more express need for relationships with people than for power. Needs as one of personal factors determine motivators of a person – for example, express need for success means that manager will be motivated by opportunity to work with challenging tasks. The

331   Nye, J. S. (2008). The powers to lead. Oxford University Press.
332   Kouzes, J.M., Posner, B.Z. (2003). Credibility: How Leaders Gain and Loose It, Why People Demand It. Jossey-Bass.
333   Ibid.
334   Pink, D.H. (2011). Drive: The Surprising Truth About What Motivates Us. Penguin.
335   Dāvidsone, G. (2008). Organizāciju efektivitātes modelis. SIA "O.D.A."
336   McClelland, D.C. (1987). Human Motivation. Cambridge University Press. Citēts: Dāvidsone, G. (2008). Organizāciju efektivitātes modelis. SIA "O.D.A."

third – external level is behaviour of the manager observed during daily work. Managers at their daily work use their accustomed behavioural habits or models that in other words can be called management style.[337]

4.3.1. Values of the future manager

What is importance of the values in the work of manager and what is their impact on the managers themselves and their organizations? People feel good, when their action corresponds to their values.[338] Studies show that it is exactly the action of senior managers that provides a signal which ones of the organizational values are really important and which are not[339].

Studies show that putting into practice of ethical values in public administration can encourage public trust to public administration.[340] As said before, upon increasing complexity and variability of external environment, employees and society will strive to get more clarity and encouragement. In such situation values may serve as a point of reference that shows where to strive. Clearly defined organizational and management values help managers to adopt decisions in complex situations. Values allow establishing work relationship that is based on mutual benefits – if the values of manager correspond with organizational values, he has a higher motivation and express sense of importance of work.

Values of Latvian public administration as organization are defined and described in the Customer service manual of public administration (2013)[341], also customer service values are named and described there. State Administration Structure Law (01.01.2003.) lists the principles that similarly to the values form the culture of public administration as organization. Daily activities of Latvian leading officials demonstrate their attitude towards defined values and principles of public administration. In this context conclusion being expressed during discussion of Latvian experts has to be mentioned that it is very important for the manager to show example by his activity to the subordinated, thereby improving also his leadership.

Procedures, orders and control play less important role in organizations with strong value system, because action is set by the values.[342] Thereby defining of the values can be one of the ways, how public administration can put the current tendency of organizational development into practice – to reduce bureaucracy and control. This issue is very topical for Latvian public administration. Complying with procedures that not always is meaningful, according to Latvian experts, is a factor that limits managers and brakes operation of public administration: *"(..) very important aspect is that public administration requires quite a big patience of the manager in order to cope with all this nonsense of the process that keeps changing all the time. (..) administration is, like it or not, very slow."*

For example, there are three values defined in public administration of Singapore that is considered as efficient and successful example of public management, – integrity, service and excellence, where each of them are described, characterizing features of action observed at daily behaviour. Upon analysing influence of values on the outcome of work, experts of Singapore consider that exactly this attraction to the values has to great extent helped to strengthen good management practice and the high reputation of public administration in international scope.[343] Being aware of the positive impact of the values on performance of institutions, major part of public administration institutions

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337 McClelland, D.C. (1987). Human Motivation. Cambridge University Press. Citēts: Dāvidsone, G. (2008). Organizāciju efektivitātes modelis. SIA "O.D.A."

338 Bones, C. (2011). The cult of the leader: a manifesto for more authentic business. Jossey-Bass.

339 MacCartaigh, M. (2008). Public Service Values. Institute of Public Administration. Available: http://www.cpmr.gov.ie/Documents/Public%20Service%20Values.pdf.

340 Ibid.

341 Available: http://www.mk.gov.lv/img/img/klientu_apkalosanas_rokasgramata.pdf.

342 Dāvidsone, G. (2008). Organizāciju efektivitātes modelis. SIA "O.D.A."

343 Tan, K., Thangaraju, G. (2014). The Value of Values in the Singapore Public Service. *Ethos*- Issue 13, June.

have defined their values that supplement the aforementioned and are adjusted for the operational targets and tasks of each institution.[344] For example, values of civil service administration are "People – our Pride", "Service – our Pledge" and "Integrity – our Core"[345]. Experience of Singapore shows that values as tool are efficient, when they are being clearly defined, features of behaviour characterizing each value are being defined. It is also important to put into practice the values in organizational processes and to ensure maintaining of the values, for example, by carrying out periodical assessment of conformance of the organization with values.[346]

Various authors in management literature propose different sets of values advisable for future managers. Several researchers of public administration management agree that openness will be important value for public administration in future, emphasizing that increasing uncertainty requires higher level of openness in order for society to be able to follow adoption of decisions and better understand the involved risks. [347] Other extensively mentioned value in the context of public administration is sustainability. Values that repeat in several lists are vision, fairness (integrity is a similar value), openness, professionalism (similar value is also competence) and efficiency arising out of it. Although value agility in sense of operational speed are mentioned only by Johansen[348], it will be important for the future managers, considering tendencies of the ever-growing pace of changes and expected complexity of challenges. In case of Latvia, the list of values should mark out efficiency, because National development plan of Latvia for 2014 – 2020 provides for increasing efficiency of work of public administration as one of the fundamental objectives of national development. Also orientation towards customer is essential for Latvia or work in the public interest that would allow strengthening public confidence in public administration.

Concluding the theme on the values of manager, it must be noted that individual value system is a stable part of personality that employer can hardly change. Since the values of the future manager should correspond with the values of the future public administration, then the most appropriate moment, when to evaluate this correspondence is assessment of the managers during selection process. If it is found during selection process that values of the applicant contradict with the principles of public administration, work in public administration for such manager most probably is not going to be motivating. Whereas, if the values of the applicant and public administration fully conform, he will be valuable employee in long-term even if his competences in short-term do not correspond to the requirements for the position. Correspondence of the values will encourage employee to obtain the missing knowledge and skills for achieving objectives at work.

4.3.2. Management styles for provision of efficient and quality work of institution

Management style is behavioural tendencies of manager observable at daily work[349]. Choosing of the most appropriate management style is an essential issue, because it affects satisfaction of employees with work, psychological microenvironment within the team[350] and outcome of work[351]. Brief summary on styles found in the literature that are described within the last years is shown in Table 4.1.

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344   Available: http://www.mfa.gov.sg/content/mfa/aboutmfa/vision_mission_values.html

345   Available: http://www.psd.gov.sg/about-us/who-we-are

346   Tan, K., Thangaraju, G. (2014). The Value of Values in the Singapore Public Service. *Ethos*- Issue 13, June.

347   Emerson, K., Murchie. P. (2010). Collaborative Governance and Climate Change: Opportunities for Public Administration. In: Future of Public Administration Around the World: The Minnowbrook Perspective. (2010). O'Leary, R., Van Slyke, D. M., Kim, S. (editors). Georgetown University Press.

348   Johansen, B. (2012). Leaders Make the Future: Ten New Leadership Skills for un Uncertain World. Berrett-Koehler Publishers.

349   Casserley, T., Critchley, B. (2010). A new paradigm of leadership development. *Industrial and Commercial Training*, Vol 42, No 6. pp 287-295.

350   Spreier, S.W., Fontaine, M.H., Malloy, R.L. (2006). Leadership Run Amok: The Destructive Potential of Overachievers. Harvard Business Review, June.

351   Goleman, D. (2000). Leadership that gets Results. Harvard Business Review, March- April.

Table 4.1. Summary of leadership style classification

Author	Title of styles and short description
Bass	**Transactive** – manager controls performance of work and interferes in case of deviation from the planned. Remuneration is being allocated for the invested effort and the achieved result **Transformative** – idealized impact of the manager dominates – manager as a model, inspiration of the subordinates, intellectual stimulation and individualized attention to employees
Stefenson	**Production controller** – high orientation towards productivity and high level of control **Visionary strategist** – high orientation towards productivity and high level of creativity **Favourable autocrat** – high orientation towards people and high level of control **Inspirational leader** – high orientation towards people and high level of creativity
George	**Authentic leadership** – high self-motivation of the manager, emotional intelligentsia, putting into practice of the values[352]
Bardach	**Collaborative facilitative** – strives to achieve consensus, using diplomatic approach, politeness **Collaborative advocacy** – strives to achieve consensus, by actively uniting the group, choosing to work with those, who support the vision of the leader[353]

It is not possible to suggest one, best management style for public administration. Managers adapt to the situation and conditions, choosing to their mind most appropriate from their list of styles. Studies show that the list of management styles used by the best managers is longer than for their less successful colleagues[354]. It means that it would be important for the managers to extend the range of their management styles, experimenting with new approaches and including appropriate, however unusual styles for themselves in the level of values.

During discussion of the experts held within study participants agreed that in the context of Latvian public administration it is not possible to talk about some particular dominating management style. Observations based into experience show that authoritative and administrative management style is rather popular, what is connected with specifics of the operation of public administration. Democratic management style, although can be encountered, is still significantly more seldom. Precondition for using such management style, according to one of the experts, is knowing and cooperative employees. There is variety of management styles in practice, besides, also single manager does operate with various styles depending on more extensive political and economic context, functions of institution or structural unit, understanding of manager on the objectives of institution, work situation and particular objective at work, team involved for achieving that, and other factors. According to assessment of the experts, most of the managers working in public administration have not developed ability to operate with various management styles. Basing on their own experience, they agreed that the choice of management style is rather spontaneous and intuitive, not based into professional management knowledge. Choice of management style is said to be limited not only by the personal characteristics of the manager or composition of the team, but also binding legislative framework and the overall requirements for following procedure.

352 Dāvidsone, G. (2008). Organizāciju efektivitātes modelis. SIA "O.D.A."
353 Morse, R.S. (2007). Developing Public Leaders in an Age of Collaborative governance. Paper presented in the conference *Leading the Future of the Public Sector: The Third Transatlantic Dialogue*. University of Delaware.
354 Goleman, D. (2000). Leadership that gets Results. Harvard Business Review, March- April.

Upon assessing future challenges of public administration managers, it can be concluded that in some situations all management styles identified at theoretical literature can be used. Pressure and pace setting styles could be useful in future comparatively seldom, because according to the studies they have a negative impact on the motivation of employees[355]. However, integrative and collaborative styles that will be necessary to managers, in managing participation and in collaboration with external networks could have increasing importance. Upon choosing management styles, manager must be able in long-term to keep the balance between attention towards the task and people.[356] Since in most cases choice is done automatically, purposeful development of managers and stimulation of self-analysis are necessary, allowing managers to "bring out" the choice of management style in conscious level. Obligations of the manager are based on his ability to choose the most appropriate management style for his own values and personality, as well as situation (conditions, tasks) and people involved there.

4.4. Competences of the future manager – knowledge, skills and attitudes necessary for manager

Since Latvian public administration continues putting personnel management solutions based on the competences into practice[357], defining competences of the future managers is essential in order to timely start development of the future managers.

Literature describes competences of the future managers from various points of view. Some authors describe principles of action that will be important for the future managers, from whom competences can be derived. Others – offer ready competence models that include a set of all the competences important for the future managers; however, most of them emphasize separate competences that will be important for the future managers in general or directly in public administration.

Expert of the future forecasts Johansen offers not only leadership principles, but describes also skills and attitude that will be important for the future managers:[358]

- **Timely forecasting of future and preparation** – manager will need ability to forecast the most appropriate time for carrying out changes in order to successfully prepare for the future challenges. Timely action reduces stress for the manager himself and his team.
- **Ability to stay healthy in the unhealthy world** – manager has to take care for his physical and emotional energy in order to ensure his own preparedness for dealing with the future challenges.
- **Active attention** – ability to maintain the focus within a saturated environment with incentives, ability to filter information and to quickly notice interconnections.
- **Discipline of readiness** – ability to forecast, prepare and train. External environment under VUCA conditions cannot be controlled, but it is possible to maintain attitude that changes are inevitable.
- **Hurried patience** – manager has to understand, when to create challenges, for example, stimulate employees to step out of the comfort zone in order to promote their development and when – to calm down and encourage so that employees would be ready to try something new. This principle refers also to change situations, when the task of the manager, on the one hand, is to create feeling of hurriedness in employees that changes cannot be postponed, on the other hand – to be aware that actual putting into practice of changes is a time consuming process that cannot be done in a hurry.

355   Spreier, S.W., Fontaine, M.H., Malloy, R.L. (2006). Leadership Run Amok: The Destructive Potential of Overachievers. Harvard Business Review, June.
356   Nicholson, N. (2013). The "I" of leadership: Strategies for Seeing Being and Doing. Jossey Bass.
357   Regulation of Cabinet of Ministers of the Republic of Latvia No. 827 (adopted 30.12.2014.) includes a task "*To ensure (complete) implementation of human recourse system based on the competence approach in the public administration*".
358   Johansen, B. (2012). Leaders Make the Future: Ten New Leadership Skills for un Uncertain World. Berrett-Koehler Publishers.

- **Telling of stories and listening** – ability to notice and tell exciting stories in daily life that help people to imagine the future.
- **Humble power** – ability to act brave, with clear objective in accordance with his own values.
- **Synchronism** – ability to see sense in accidental cases. Leaders must be able to notice correlations before others do it.

Since one of the future tendencies in public administration is more active public participation and closer collaboration with partners of the private and non-governmental sectors, attention in literature is paid to the competences that managers need for implementation of collaboration. Although major part of the authors describes organizational competences required at this sphere, part describes also competences of managers or features of action (see Table 4.2.).

Table 4.2. Towards collaboration oriented management competences

Morse[359]	O'Leary, Van Slyke, Kim[360]
PERSONAL CHARACTERISTICS: - Towards collaboration directed thinking - High orientation towards results - Systemic thinking - Overtness and undertaking risk - Sense of interrelation and unity - Humility - Skills - Self-management (time management and setting priorities) - Strategic thinking - Group facilitation skills **FEATURES OF ACTION:** - Identification of the involved parties - Assessment of the involved parties - Structuration/ formulation of strategic question - Establishment and gathering of work groups - Promotion of mutual learning processes - Development of engagement - Promotion of relationship established on the basis of trust between partners	**COMPETENCES** - Leading discussions - Moderation - Conflict management - Making consensus - Problem solution by collaboration - Conceptual thinking - Strategic thinking - Interpersonal communication - Team building - Expanding borders - Management of complexity and interrelationship - Management of roles, responsibilities and motives

As it can be seen in the Table 4.2., collaborative managers require wide scope of competences. It can be forecasted that upon activating collaborative processes, it will prove in practice – which ones of the described are crucially necessary and which will not be decisive.

359 Morse, R.S. (2007). Developing Public Leaders in an Age of Collaborative governance. Paper presented in the conference *Leading the Future of the Public Sector: The Third Transatlantic Dialogue.* University of Delaware.
360 Future of Public Administration Around the World: The Minnowbrook Perspective. (2010). O'Leary, R., Van Slyke, D. M., Kim, S. (editors). Georgetown University Press.

In addition to the aforesaid, various separate, important for future managers competences are mentioned in the literature, among them:

- **Managing and motivating of employees** – since this is one of the challenges forecasted in future that will affect the managers in all sectors, organizations will need managers with highly developed employee management and motivation competence.
- **Developing of clarity** – ability to see through messes and contradictions, to notice future tendencies, to decide on the desired action when being confused and to keep and maintain hope in case of problems.[361] For managers it means searching for new kinds of work and collaboration under changing conditions. Necessity for related competence – ambiguity and/ or uncertainty tolerance for the managers of public administration is marked out by Emerson and Murchie.[362]
- **Emotion management competences are mentioned by several authors[363].** In future managers of public administration will face various challenges of emotional character, for dealing with which high emotional intelligentsia will be necessary.[364]
- **Personal competences** – self-confidence, resilience,[365] self-understanding[366].
- **Constructive depolarization[367],** ability to find the common upon diverging interests[368], to achieve readiness of parties to negotiate and agree.
- **Communication[369].** For the message of managers to reach employees and other involved, future managers will have to compete with extremely extensive information flow. Therefore ability to precisely, in the right place and right time express the message, using the right information channels will be very important.
- **Tolerance of diversity** – upon increasing diversity within society and public administration, in future readiness of manager and ability to collaborate with people from different generations and opinions will be important[370].
- **Orientation towards development** – overtness for new ideas and initiatives, development of employees[371].
- **Change management,** establishing and communicating of change vision among that[372].
- **Conceptual or systemic thinking** – ability to fast orient in large amount of information, to notice connections. Questioning of assumptions. It includes also orientation to look wider. For managers of public administration it means – to assess also international impact of various issues.[373]

361   Johansen, B. (2012). Leaders Make the Future: Ten New Leadership Skills for un Uncertain World. Berrett-Koehler Publishers.
362   Future of Public Administration Around the World: The Minnowbrook Perspective. (2010). O'Leary, R., Van Slyke, D. M., Kim, S. (editors). Georgetown University Press.
363   Vigoda-Gadot, E., Meisler, G. (2010). Emotions in Management and the Management of Emotions: The Impact of Emotional Intelligence and Organizational Politics on Public Sector Employees. *Public Administration Review*, Jan/Feb; Nye, J. S. (2008). The powers to lead. Oxford University Press; Ferguson, J., Ronayne, P., Rybacki, M. (2014). Public Sector Leadership Challenges: Are They Different and Does It Matter? Center for Creative Leadership.
364   Blanchard, L.A., Donahue, A.K. (2008). Teaching Leadership in Public Administration. *Journal of Public Affairs Education*, Vol 13, No. ¾, pp.461-485.
365   Ferguson, J., Ronayne, P., Rybacki, M. (2014). Public Sector Leadership Challenges: Are They Different and Does It Matter? Center for Creative Leadership.
366   Johansen, B. (2012). Leaders Make the Future: Ten New Leadership Skills for un Uncertain World. Berrett-Koehler Publishers.
367   Ibid.
368   Blanchard, L.A., Donahue, A.K. (2008). Teaching Leadership in Public Administration. *Journal of Public Affairs Education*, Vol 13, No. ¾, pp.461-485.
369   Ferguson, J., Ronayne, P., Rybacki, M. (2014). Public Sector Leadership Challenges: Are They Different and Does It Matter? Center for Creative Leadership; Nye, J. S. (2008). The powers to lead. Oxford University Press.
370   Johansen, B. (2012). Leaders Make the Future: Ten New Leadership Skills for un Uncertain World. Berrett-Koehler Publishers.
371   European Institute of Public Administration (EIPA). (2008). Top Public managers in Europe: Management and Working Conditions of the Senior Civil Servants in European Union Member States. Available: http://www.eupan.eu/files/repository/20101215131426_Study_on_Senior_Civil_Service2.pdf (accessed 19.01.2015).
372   OECD (2001). Public Sector Leadership for the 21st Century. Paris: OECD. Pieejams: http://www.keepeek.com/Digital-Asset-Management/oecd/governance/public-sector-leadership-for-the-21st-century_9789264195035-en#page7 (accessed 19.01.2015.)
373   European Institute of Public Administration (EIPA). (2008). Top Public managers in Europe: Management and Working Conditions of the Senior Civil Servants in European Union Member States. Available: http://www.eupan.eu/files/repository/20101215131426_Study_on_Senior_Civil_Service2.pdf (accessed 19.01.2015).

Upon summarizing literature review, it can be concluded that the list of competences required for future managers is very extensive. Although part of these competences, for example, management and motivation of employees or communication have already now been defined within the competence model of Latvian public administration[374], in future it can be expected that requirements for managers in these spheres will be higher than until now. For example, communication will be hindered by increasing information flows in various directions, while regarding motivation of employees, as it is described at the review chapter on future challenges, managers must achieve higher level of employee motivation than until now.

During discussion of Latvian experts the following competences were explained and named as the main competences required by the managers: influence, establishing cooperation, change management, creativity, leadership, persuasion/ argumentation, strategic thinking /strategic vision, organizational conscience, operational management, self-awareness and self-development. Particular sets of competences depend on institution or structural unit, its targets and functions, considering internal diversity of public administration as organization.

With regard to **influence** as competence, experts explained that currently in Latvian public administration, especially intermediate and lower level managers are sure that they cannot influence processes, existing system and structures that determine the course of processes. In opinion of experts such conviction is not grounded. Managers, who are motivated and know how to take full advantage of the management tools available in public administration, are able to influence the course of processes according to the established targets and vision.

Competence of establishing cooperation that currently is very important at work of managers, in the context of the future challenges, described in Chapter 4.1. of this report, will become even more important, covering broader and more diverse range of participants to be involved at collaboration network – private sector, non-governmental sector, international institutions, individual professionals – experts, etc. According to Latvian experts, competence of establishing cooperation is one of the tools for establishing and accumulation of social capital: *"(..) social capital is as a future competence, because we do not have to produce for each from zero and waste time to produce one and the same. We have to network with professionals and search for already ready things from them, and watch, what we can already apply. (..) the larger professional network you have, where you can get result, the higher your value."*

Change management will be very essential competence of the future managers that has to be paid special attention already during selection process of the managers. Also creativity will have a great importance. Experts mentioned existing negative attitude towards mistakes of managers as a factor limiting creativity. Observations of the experts show that it is characteristic for Latvian public administration not to allow correcting mistakes, but rather push out the manager from organization by tools of rotation or dismissal. Fear to make mistakes and to receive sanctions for own mistakes essentially stifles readiness of the managers to act in creative and flexible manner.

Also **competence of organizational conscience** was being in-depth discussed within the discussion of the experts, meaning by it the understanding of the manager both on common objectives of public administration and objectives of the institution: *"(..) it is important to understand, who we are – that we represent country, that we represent society, that we work for the benefit of society, that I can bring good to people via that position, where I am. Not that I can comply with those provisions that are written or not in the description, but to look at my role wider. And then maybe also that power to achieve something comes."*

Upon commenting **self-awareness and self-development competence**, experts noted that it characterizes not only ability of managers to assess themselves and their competences, to be aware of their strengths and weaknesses, but also attitude of the managers towards necessity for

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374   Katri Vintiša (2011). „Kompetenču vārdnīca. Valsts pārvaldes amatu kompetenču apraksti". Creative Technologies, 12.-13.lpp. Available: http://www.mk.gov.lv/sites/default/files/editor/kompetencu_vardnica.pdf_1.pdf (accessed: 25.01.2015.)

regular training. Existing experience shows that managers, especially senior managers have various restrictions – both objective and also subjective – for attending trainings (for example, conviction of own competence and low motivation of further development).

Strategic thinking and strategic management are closely connected with operational management competence. By developing strategic management, it is possible to make also operational management more efficient (by reducing amount of routine work), however both aforementioned competences have to be developed. Strategic thinking allows manager to clearly define priorities that, in its turn, allows planning performance of tasks, engagement of employees and delegation of functions. Otherwise operational management and micromanagement dominate at work of the manager, denying focusing on conceptual and strategic management of the institution, as well as development of the own leadership.

4.5. Management tools for implementing target oriented and motivating management into practice in future

Structure of this chapter is made in accordance with a model that provides that performance of employees is influenced by the effort invested by employees at work, their abilities, as well as correct understanding of the work task (see Figure 4.5.).

Figure 4.5. Factors affecting performance at work

Effort / motivation → **PERFORMANCE** ← Competences / abilities

Correctness of understanding of objectives
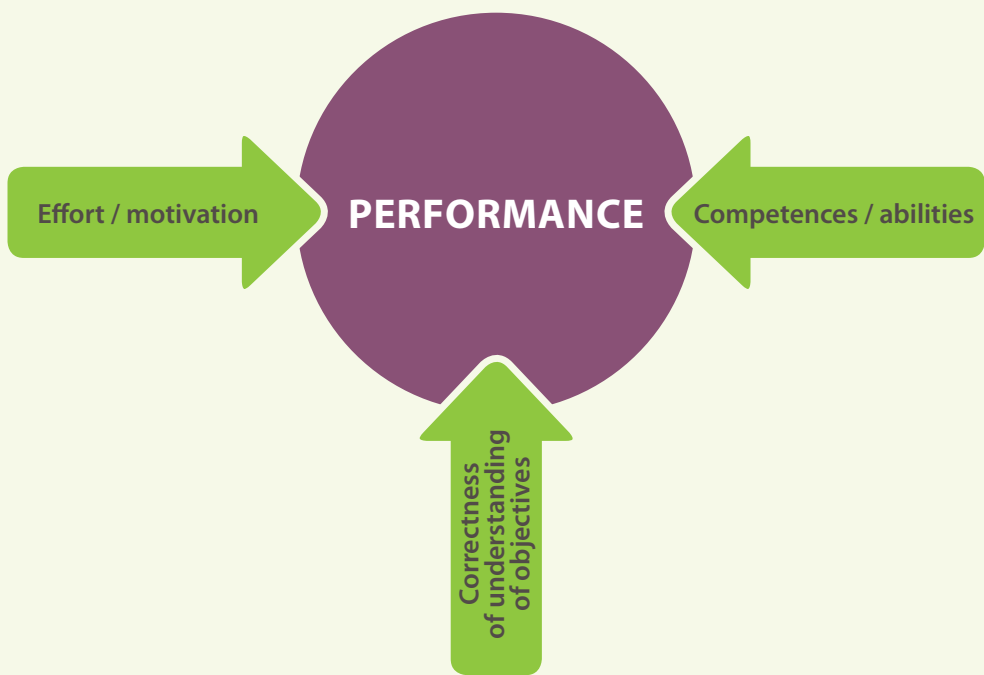
Note: Adapted from the model of Wagner & Hollenbeck (1995)

Most of the tools described in this chapter can be efficiently applied also at the moment; however, since the role of the direct managers and their responsibility in motivating and developing employees will grow in future, their importance will increase. Managers will have to more actively use efficient manners of non-material motivation, as well as to apply methods for purposeful development of employee competences on daily basis at work.

4.5.1. Effort/ motivation of employees

Future managers in public administration will have a challenge to motivate employees by using limited financial means. Motivation activities that are connected with establishment of motivating work environment and unlocking of the inner motivation of employee will be put first.[375]

- **Recognition, evaluation of the work of subordinates** – motivating power of recognition and attention of manager has been explicitly described in the literature from various points of view. Studies prove that recognition of the work done by subordinates even in minimum level positively influences motivation of work.[376] Other sources explain that recognition increases readiness of employees to set higher targets.[377] The role of recognition in public administration is especially important, because it has to be able to neutralise and overcome powers that operate in demotivating manner, for example, tendency of media to highlight negations discovered in public administration.

- **Fair attitude** – studies show that one of the most essential destroyers of motivation is unfair attitude at work.[378] In order to maintain motivation of employees, managers have to ensure fairness in their decisions, for example, on distribution of tasks, choice of physical place of work, etc. It is important that the measure of fairness is the viewpoint of employee, not of manager, if action of manager seems unfair to employee at some situation, then his outcome of work will suffer even if the manager considers that he has acted fair. Thereby it is essential for the manager to explain his decisions in order to provide that employees adequately understand what is going on.

- **Explaining the meaning and sense of work** – it is important for the employee to understand – why is the particular work necessary, what benefit is it going to bring to organization, society or some of its groups? Studies prove that even negligible sense of work – employee knows that somebody will see his work, positively affects motivation. On the other hand – tasks, which results are not being used, very negatively affect motivation of work and effort at the next tasks.[379] In public administration, where priorities of short-term tasks change rapidly and often due to the factors beyond the scope of manager of institution, the manager must strive to understand and obtain assurance on significance of the particular tasks in order to be able to communicate them with confidence to employees.

- **Individualized approach** – studies show that employees of the new generation, whose proportion in public administration will increase in future, expect individualized approach in relationship with their employer. Manager has to pay individual attention to employees in order to get to know motivators of each and accordingly plan division of tasks and his engagement. For example, part of employees (especially such, whose motivation is determined by need for relationship) expects that manager will show interest also on topicalities of their personal life, while others do not wish it. Individualized approach is also recommended to be applied regarding development of employees by establishing individual development plans, with included development methods appropriate and acceptable for each person. Since practice of flexible working hours gradually becomes accustomed in public administration, manager must be ready to offer such solution to employees, as well as establish practice of work organization appropriate for his structural unit, taking into consideration desires of employees. In perspective it is advisable to develop also practice of distant work, when employees can work while being out of their place of work. Upon taking decisions on individualized approach, it is important to weigh the factors of the inner fairness, so that the positive impact does not exceed fairness risks.

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375   Nye, J. S. (2008). The powers to lead. Oxford University Press.
376   Ariely, D. (2011). The Upside of Irrationality: the Unexpected Effects of Defying Logic. HarperCollins.
377   Ashkanasy, N.M., Hartel, C.E.J., Zerbe, W.J. (2000). Emotions in the Workplace: Research Theory and Practice. Quorum books.
378   Sirota, D., Mischkind, L.A., Meltzer, M.I. (2006). Stop Demotivating Your Employees! Harvard Management Update, Vol. 11, No. 1, January.
379   Ariely, D. (2011). The Upside of Irrationality: the Unexpected Effects of Defying Logic. HarperCollins.

- **Personal example** – in order to be able to motivate and engage his employees, manager has to take care for high self-motivation level. Employees are being motivated, if they see that manager puts effort into achieving common goals, does not back up in case of complications, maintains positive attitude also in problem situations. In order to ensure high motivation, manager has to be a model also in maintaining healthy lifestyle. According to studies, sufficient amount of sleep, balanced and healthy nutrition, sufficient physical activities are essential for maintaining work productivity.[380]
- **Dealing with unsatisfactory performance issues** – colleagues, whose performance does not conform to the standards, negatively affect motivation of employees. In case, when managers ignore performance issues, motivation of others, especially – best employees, drops. Upon noticing performance problems, managers have to engage. Causes of performance problems can be identified, for example, by using the model described at the introduction of this chapter in order to purposefully eliminate them and achieve improvement of performance.
- **Delegation of autonomy** – studies prove that majority of employees prefers work with high level of autonomy. Although principle of subordinated responsibility of public administration limits delegating of autonomy, in cases, when it is possible, managers may allow employees to choose the task, its execution time, team or method. Even if employees cannot have absolute autonomy, opportunity to influence the content and performance of their work increases motivation of employees.[381]
- **Visualization tools** – technology development tendencies show that various visualization tools will be available for wider circle of persons.[382] Studies prove that consequent progress in achievement of the outcome of work very positively affects motivation of employees[383]. For example, visualization of the progress on meeting targets can serve as strong motivator for employees, especially at work with large-scale and long-term projects and tasks.

4.5.2. Competences of employees

Competences of employees – knowledge, skills and attitudes are the next essential factor that affects their performance at work. Knowledge and skills required for work will have to be improved and supplemented on regular basis within rapidly changing environment, therefore the task of managers will be to establish towards development oriented environment, as well as to purposefully improve the competences and abilities of their employees. Continuous development of employee competences was stressed also by Latvian experts. In their opinion, management of employee competences will gain increasingly more importance, changing the overall work organization of public administration that provides putting processes and ability of managers to attract necessary competences (employees) for qualitative process first. Offered tools for development of employee competences are as follows:
- **Feedback** is one of the fundamental tools of manager for development of employees. By observing employee, for example, when speaking at the meeting, conducting discussion or negotiations, consulting colleague, manager obtains information that employee does not have – what impact is caused by the particular approach for conducting meeting or negotiations. In order to stimulate development of employees, manager has to discuss his observations with employee, providing feedback. In order for it to be efficient and directed towards development, manager has to be ready to share with very specific observations – facts; besides, facts should describe both action that manager expects from the employee also in future, and action that manager wishes to change.

380   Schwartz, T. (2007). Manage Your Energy, Not Your Time. Harvard Business Review. October.
381   Pink, D.H. (2011). Drive: The Surprising Truth About What Motivates Us. Penguin.
382   Johansen, B. (2012). Leaders Make the Future: Ten New Leadership Skills for un Uncertain World. Berrett-Koehler Publishers.
383   Amabile, T.M., Kramer, S.J. (2011). The Progress Principle: Using Small Wins to Ignite Joy, Engagement and Creativity at Work. HBR Press.

- **After action review** is a method that was initially used at military sphere[384]. It is used by military forces of many countries in order to learn from daily situations. The focus of the method is analysis of the past event – what exactly happened, what can be learned from this, what and how to improve. This tool is especially useful within rapidly changing environment, because it allows fast achieving results that can be used for improvement of the further work. Additional benefit is that regular application of this method helps manager to develop and strengthen towards development oriented culture in his team.
- **Searching for balance between the challenge and support**. The most recent findings within the sphere of learning psychology show that employees most efficiently learn, when the task is challenging; however, from the perspective of employee it does not seem to be impossible. The task of the manager is to develop balance between the challenge and support appropriate for each employee[385]. Challenge may include delegating of complex tasks. Employee has also a challenge, if, upon consulting with manager on the possible action in problem situation, manager does not provide quick answer, but invites employee to put forward several possible options of action. Support, however, expresses as readiness to listen to the ideas of employee and to provide feedback, to encourage and if necessary to consult on the possible options of action. Manager can also support employee by sharing information or presenting him some of his contacts.
- **Reverse consulting** is one of the future development methods.[386] In opposite to consulting, where the more experienced colleagues train the junior colleagues, reverse consulting takes place, when the junior colleagues train the experienced ones. It can be applied in order to improve IT or social media knowledge and skills of employees. Manager in this case acts as mediator and organizer that ensures knowledge exchange between his employees. People are tended to trust those, who have taught them something. Thereby reverse consulting method is also good facilitator of collaboration and trust in teams diverse for their structure.
- **Learning in process –** upon societal collaboration becoming active, employees of public administration will more often work together with representatives of other sectors. Thereby they will be able to observe different work methods and tools, as well as to assure on their efficiency in practice. The role of the manager is to invite employees to purposefully focus on action of others, to observe the most efficient solutions and to stimulate employees to introduce new work methods at work.
- **Self-development –** similarly as in the sphere of motivation, also in the sphere of development manager serves as a model, whose behaviour signalizes preferred action to the employees. In order to promote development of employees, for example, manager has to search and openly listen to the commentaries of his performance. For the employee, who is requested for a feedback by his manager, it is not only example of action, but also a sign of a positive evaluation that his opinion matters[387]. Being a model for development, manager has to strive using new methods and approaches in his work. Reading of professional literature and sharing the most valuable findings on the read is a strong signal that similar action would be desired also for the employees.

4.5.3. Correctness of understanding of objectives

The third essential factor influencing performance of employees is their understanding on work task. Employee may successfully work for achievement of such objective that he clearly understands. Studies prove that motivation of public sector employees is rather reduced by ambiguities on institutional or lower level objectives, not by the fact that achievement of objectives is not followed

384   Johansen, B. (2012). Leaders Make the Future: Ten New Leadership Skills for un Uncertain World. Berrett-Koehler Publishers.
385   Ferguson, J., Ronayne, P., Rybacki, M. (2014). Public Sector Leadership Challenges: Are They Different and Does It Matter? Center for Creative Leadership.
386   Johansen, B. (2012). Leaders Make the Future: Ten New Leadership Skills for un Uncertain World. Berrett-Koehler Publishers.
387   Kouzes, J.M., Posner, B.Z. (2003). Credibility: How Leaders Gain and Loose It, Why People Demand It. Jossey-Bass.

by monetary premium or some other benefit[388] that would be a common practice in the private sector. Tools that help managers to provide understanding of employees on objectives are as follows.

- **Engagement of employees at defining targets and/ or their performance indicators**. Referring to the above described need of employees for autonomy, managers can engage employees in formulation of specific objectives and tasks, according to the priorities of institution or structural unit. If the objectives have already been set, it would be advisable to engage employees in the choice of indicators for performance of objectives.

- **Individual discussions with employees**. Good practice of personnel management provides that individual discussions between the employee and his direct manager should take place at least once a month. During these meetings employee and manager discuss work and development progress, as well as other issues essential for both parties. Individual time with manager is especially important for maintaining motivation of the new generation employees. However, discussing the progress helps the manager to realize, how the employee has understood the objective of the work. Simultaneously, future manager has to take precaution, when offering solutions for achieving objectives. The most appropriate approach for the future employees would be to determine a clear objective, while delegating choice of work methods to themselves.

- **Demonstrating of the review**. Studies show that employees are motivated by awareness that their work is important, that the outcome of work will be of use for somebody[389]. Not always understanding of the objectives of structural unit means that employee understands the common objectives and priorities of the institution. Understanding of the objectives of institutional level, however, allows employee to more clearly acknowledge his role within the common work plan, and, possibly, identify new solutions for the existing problems.

- **Using of social media**. Managers that use social media for informing on current events at work, increase openness, improve communication with society and stimulate engagement of society[390]. Thereby discussions that can result in increasing understanding of employees on the objectives of structural unit or institution are encouraged. The fact that work of these managers and structural units managed by them has much greater public resonance that encourages motivation of employees can be also seen as a benefit.

4.6. Description of the future managers in public administration, selection and development of managers

4.6.1. Requirements for the future managers

Requirements for the future managers are described taking into account development scenarios of public administration from the fifth part of the report and action plan attached to the Annex 2 "Public administration as the best employer in 2025", especially taking into account the necessity to act in a proactive manner. In this context the list of the basic tasks of managers will include motivation of employees, putting forward the inner and nonmaterial motivation of employees, development of employees, establishment of result and collaboration oriented work environment. Managers will flexibly apply individualized solutions both in motivation and development of employees. The foreground of development of competences is formed by learning during daily work,

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388   Latham, G., Borgogni, L., Petitta, L. (2008). Goal Setting and Performance Management in the Public Sector. *International Public Sector Management Journa*l, 11(4), pp 385-403.
389   Pink, D.H. (2011). Drive: The Surprising Truth About What Motivates Us. Penguin.
390   Future of Public Administration Around the World: The Minnowbrook Perspective. (2010). O'Leary, R., Van Slyke, D. M., Kim, S. (editors). Georgetown University Press.

including during processes of exchange of knowledge and experience and at internal mobility and rotation programmes of public institutions. This approach requires introducing solutions for talent management and diversity management. Sustainable management, as well as health promotion activities have essential role within human resources strategy.

Decentralized implementation of solutions for public administration institutions means essential changes – solutions are implemented as part of an extensive transformation of organizational culture and structure, where hierarchy changes towards collaboration. Change management becomes a daily task of the managers.

In Tables 4.3. and 4.4. requirements are defined in expected action categories within the scope of the most essential personnel and organizational management processes for the levels of lower, intermediate and senior managers. Each action has a management level indicated in brackets (SM – senior managers, IM – intermediate level managers, LM – lower level managers) that in future has to provide this action. Three management levels in the tables reflect position of the managers within organizational structure at the current moment. Since organizational development prognoses show that future organizational structures will be more flat, current requirements of lower and intermediate level managers are unified. Behavioural features described in Tables 4.3. and 4.54. can be used by grouping them and accordingly developing competence model for positions of the future managers of various levels.

Table 4.3. Requirements for the future managers in public administration (1st part)

Development and communication of vision	Selection of employees and team building	Motivation and remuneration of employees	Development of competences	Dealing with challenges and problems
■ Define clear vision of institution/ branch, involving their team and, if necessary, partners of other sectors. (SM) ■ Communicate vision to employees in encouraging manner. (SM) ■ Establish research plan for their position and require it from the team of managers. (SM) ■ Provide their understanding on the vision of institution/ course. (IM, LM) ■ Specify unclear issues, if there are such, in order to communicate vision with certainty to their team. (IM, LM) ■ Explain to employees their role and responsibility in reaching the vision. Take into consideration desires of employees as far as possible. Engage employees for setting targets. Delegate rights to employees to decide on details of action plan. (SM, IM, LM)	■ Plan personnel resources in strategic manner in collaboration with State Chancellery (number of employees, competences) according to the vision and prognoses of the future tendencies at institution/ branch. (SM) ■ Purposefully attract competent managers, leaders among them, from other sectors. (SM) ■ Develop plans in collaboration with State Chancellery and personnel management experts for attraction of various employees at their institution, employees approaching retirement age and of retirement age among them, as well as youth without work experience, parents of young children, people with special needs, if they possess competences necessary for the institution. (SM)	■ Demonstrate on daily basis enthusiasm and dedication, "we can do it" attitude and encourage it in other employees. (SM, IM, LM) ■ Understand psychological mechanisms of employee motivation, put stimulating of the inner motivation first. (SM, IM, LM) ■ When taking decisions on remuneration, strive to provide inner fairness, communicate and substantiate decisions, where doubts may arise for employees on compliance with fairness. (SM, IM, LM) ■ Plan and maintain limited "contingency fund" of remuneration that is provided for awarding "premiums" to employees for special merits or contribution. Premiums are given in a form of present instead of money as far as possible. For strengthening of motivation it is important that premiums or presents are unexpected. (SM)	■ Develop individual development plans for themselves and their employees. (SM, IM, LM) ■ Plan challenging tasks for employees in order to develop their competences. (SM, IM, LM) ■ Plan mobility and rotation of employees for development of their competences. (SM, IM) ■ Allocate time at agenda for development of employees. (SM, IM, LM) ■ Offer support in complicated situations and provide it, if required by employees. (SM, IM, LM) ■ Regularly and continuously develop their own competences, learn while doing and purposefully attending training events. (AA, IM, LM)	■ Assess problems more extensively than only within the scope of their own institution. (SM, IM, LM) ■ Challenge traditional problem solving models, question assumptions. (SM) ■ Find out the actual causes of problems. (SM, IM, LM) ■ Create new solutions of problems, engaging at task employees with non-standard experience, view point among that. (SM, IM, LM) ■ Provide support / consult employees, if necessary, for solving the problems. (SM, IM, LM) ■ Stimulate subordinates to adopt decisions themselves in complex situations. (SM, IM, LM) ■ Provide mediation – conciliation of conflicting groups or teams. (SM, IM)

Development and communication of vision	Selection of employees and team building	Motivation and remuneration of employees	Development of competences	Dealing with challenges and problems
	■ Promote collaboration with universities, involve into attraction of the future employees to public administration. (SM, IM) ■ Seek employees with high motivation of public sector, require to evaluate motivation during employee selection process. (SM, IM, LM) ■ Establish teams, attracting employees, whose competences suit best the work to be performed. (SM, IM, LM) ■ Involve employees into selection of team, adopt final decision on recruiting employee at their structural unit/ team. (IM, LM)	■ Use approach of flexible working hours and place, of part-time employees in organizing of work. Regularly assess impact of these practices on the outcome of work and satisfaction of employees. Search more efficient approach and share experience with colleagues on manners, how to manage fragmented team. (IM, LM) ■ Identify individual needs and motivators of the subordinates. (SM, IM, LM) ■ Delegate work tasks accordingly to the competences of employees and adjust content of work corresponding to the interests of employees. (SM, IM, LM) ■ Develop solutions for motivation meeting individual needs, for example, greater autonomy, work in a team with recognised experts. (SM, IM, LM) ■ Express reasoned appreciation on the performed. (SM, IM, LM) ■ Use visualisations for reflecting the progress of the outcome. (IM, LM) ■ Organize regular (at least once a month/ two) meetings with each directly subordinated employee for discussion of the progress of work and other developments. (AA, IM, LM) ■ Upon encountering unsatisfactory performance at work, immediately act – carry out discussions with employee, gain acceptance of employee for assessment of work and agree on action plan for improvement of performance. (SM, IM, LM)	■ Read professional, including management literature, share the findings with colleagues and employees. (SM, IM, LM) ■ Require feedback on their management methods. Demonstrate orientation towards development, listening to it. (SM, IM, LM) ■ Provide regular, towards development oriented feedback for their employees. (SM, IM, LM) ■ Experiment with various work methods. (SM, IM, LM) ■ Put into practice regular after action reviews that provide that following each activity, for example, meeting, the involved parties briefly discuss opportunities of improvements. (SM, IM, LM) ■ Patiently react for the mistakes of employees, avoid blaming, assess situation together with employee and discuss desired action. (SM, IM, LM) ■ Apply reverse consulting – younger colleagues train more experienced ones, for example, in IT or social media skills. (IM, LM). ■ Organise experience exchange events, where employees share with knowledge and findings obtained within process of work or external events. (SM, in perspective IM, LM)	

Table 4.4. Requirements for the future managers in public administration (2nd part)

Internal and external communication	Establishment of towards collaboration and result oriented work environment	Public leadership	Management of organizational culture and changes	Management of sustainability
■ Develop plan for positive communication on institution both internally and externally. (SM) ■ Share with interesting facts on processes at institution, using social media. (SM) ■ Acknowledge mistakes and within communication orient towards plans for improvement of processes. (SM, IM, LM) ■ Remind on institutional objectives within regular internal communication. (SM) ■ Remind on objectives of structural units/ teams during regular team progress meetings. (IM, LM)	■ Involve employees in setting targets and/ or determining their measuring indicators. (SM, IM, LM) ■ Promote intergeneration collaboration, involving employees of various generations at common tasks. (SM, IM, LM) ■ Communicate and express recognition on the good examples of collaboration and result orientation at their institution. (SM, IM) ■ Demonstrate inclusive behaviour – listen to employees irrespective of their rank. (SM, IM, LM) ■ Put into practice flexible working hours and practice for place of work at institution, putting forward achieving result as main criterion instead of time spent at place of work. (SM, IM, LM) ■ Require to terminate behaviour of employees, if such is observed, that imitates moving towards result or that hinders collaboration. (SM, IM, LM) ■ Provide efficient conducting of work meetings, determine principles of good practice for preparation of meetings and summarizing results. (SM) ■ Put discussion on results first at project progress meetings – "how much closer we are to the goal" instead of "what I was doing this week". (SM, IM, LM) ■ Search and use unusual practices (for example, "standing meetings") in order to increase efficiency of the meetings. (SM, IM, LM) ■ In case of necessity involve, and deal with generation conflicts or attract professional support for managers. (SM, IM, LM)	■ Promote establishing of collaboration network with other institutions, private sector and non-governmental organizations in Latvia and abroad, and require it also from their subordinates. (SM, IM) ■ Share information with representatives of other sectors. (SM, IM, LM) ■ Develop and maintain relationship with managers and employees of other organizations. (IM, LM) ■ Professionally communicate in English with similar institutions in other countries and EU institutions. (SM, IM, LM) ■ Analyse examples of the best collaborative practice and establish collaborative process for dealing with issues of their own institution. (SM)	■ Demonstrate high readiness for changes, adapt their work methods to the situation. (SM, IM, LM) ■ Demonstrate values of public administration and their own institution, including orientation towards development, flexibility, efficiency, collaboration, orientation towards customer. (SM, IM, LM) ■ Provide implementation of the programme "Every employee of public administration knows the code of ethics" (see activity plan "Public administration as the best employer in 2025"). (SM) ■ Develop change introduction plan for any planned changes. (SM, IM, LM) ■ Are aware on importance of communication in changes and develop communication plan as essential part of change plan. (SM, IM, LM) ■ Are aware of their restrictions for change management and seek support, if such is necessary. (IM, LM) ■ Perform regular assessment of work efficiency at institution. (SM) ■ Require and listen to proposals on efficiency from employees. (SM, IM, LM) ■ Promote self-analysis of institution as organization and its employees, for example, organize meetings that focus on "what we have learned in this month" in contract to "what we have been doing". (SM)	■ Actively and regularly take care for maintaining physical health and encourage also their employees. (SM, IM, LM) ■ Take care for maintaining their emotional energy and stimulate also subordinates to do that. (SM, IM, LM) ■ Respect rights of employees to plan their working hours, set reasonable terms for answering e-mails that allow using e-mail programmes 2 – 3 hours per day. (SM, IM, LM) ■ Organize accessibility for employees, setting "reception hours", when the principle of open doors is active and "thinking hours" that is provided for analysis of strategic issues. (SM, IM, LM) ■ Develop environment by their own example, where e-mail authors carefully evaluate the list of addressees in order not to overload the informational space of colleagues. (SM, IM, LM) ■ Set priorities, assessing amount of work actually to be done. (SM, IM, LM) ■ Improve the skills of employees at practical stress management. (IM, LM)

4.6.2. The principles and the most efficient methods for selection of managers

Selection of managers is personnel management process that is aimed to provide the right person with the right competences, in the right time and right place/position. The problems, roles, competences and requirements that are described in the previous chapters of the review demonstrate that the work of managers in public administration will be challenging, therefore competent and motivated managers are one of the crucial driving forces of the success of public administration.

In case of Latvia, according to the opinion of the experts, not only selection of managers, but also selection of employees is held in altogether very standardized and technical manner, strongly keeping to the job description of the applicant. Experts emphasized that it is necessary to follow more flexible approach: *"(..) you are allowed to employ somebody, who does not perfectly fit the requirements for the position. They are allowed to do that, but they say that they are not allowed, because then there would be judicial proceeding at once. If we look at personnel management like this, then in principle we do not get any further."*

Upon describing existing problems within selection of managers, experts went into discussion on two aspects. Firstly, selection of managers is negatively affected by the political factor. During discussion issue was raised on how to distinguish in most efficient manner political and professional level, namely, where the border is within the structure of public administration as organization, when position is taken by political person and when position is taken by professionals. Excessive role of political factor negatively affects selection of the most appropriate applicants and their appointment and indicates to the weakness of the state. One of the solutions of this problem – negative impact of the political factor – in opinion of the experts is centralized selection of senior managers, as well as delegating manager selection function to an independent institution, for example, as it is in Great Britain. It should be noted that on July 9, 2015 the Regulations of the Cabinet of Ministers No. 293 "Selection Procedure of Managers of the Institutions of State Administration" were approved[391] – according to them since September 1, 2015 selection of senior managers in public administration will be centralized and managed by the State Chancellery.

Secondly, Latvian experts drew attention towards the fact that decision on approval of applicant can be influenced by personal or professional relationship of members of commission with the applicant of the position of manager.

Basing on the analysis of literature and the best practice principles within personnel management, selection of public administration managers should be planned by using the following **principles**:

- **Centralized selection of managers of institutions** – in order to provide high quality of selection process and reduce the risk of conflict of interest, selection of managers of institutions is being planned and organized in centralized manner. It is carried out by State Chancellery as human resources policy maker, in case of necessity involving external experts for defining requirements and/ or assessing applicants.
- **Decentralized selection of managers for remaining management positions** – selection for positions that within the organizational structures would be directly or through an intermediary subordinated to the manager of institution, is being planned and monitored by the manager if institution in accordance with the policy on selection established by the State Chancellery and guidelines on the methods for attraction and assessment methods of applicants. Direct manager of the vacancy has the primary responsibility on the process of selection and decision. Practice shows that adoption of decision on selection of particular applicant for his team activates readiness of the managers to motivate and develop these employees, as well as more successfully deal with the problems regarding performance, if such arise in comparison with situation, when the final decision on selection is taken by somebody else.

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391   Available: http://likumi.lv/ta/id/274668-valsts-tiesas-parvaldes-iestazu-vaditaju-atlases-kartiba

- **Open competitions** – in order to increase the number of applicants at competitions for the manager vacancies in public administration, it is necessary to organize open competitions, where both internal applicants and applicants from other sectors and countries can take part.
- **Competence based setting of requirements** – since competence management approach is being put into practice in public administration, requirements within selection process for the applicants for manager position are being defined in categories of competences.
- **Putting competences that are problematically to be developed first** – upon establishing tender rules and determining requirements for the applicants, it must be assessed, which of the competences necessary for the position are easy to master and which – are complex. Accordingly, those competences that are difficult to be developed, are indicated as priority, with higher weigh, when assessing applicants within selection. For example, competence – "orientation towards development" or "integrity" is more difficult to be developed than competence "presentation skills", therefore, when choosing from two applicants, decision should be primarily based on comparison of competences that are problematically to be developed. In complex situations it is recommended to involve professional competence evaluation experts already at the stage of defining requirements for the position before establishing of tender rules and plan of assessment process.
- **Analysis of motivation and values of applicants** – the core of personality of applicants is made by their values and motivation. They determine readiness to develop competences. When recruiting managers, whose values contradict with the principles of public administration, there is a high risk that these managers will not be motivated, as well as that they will have difficulties to establish positive and towards achieving public administration targets oriented work environment within their institutions. Thereby it is important that values of the applicants and their motivation for work are being assessed during the stage of selection. It is especially advisable during selection to look for the applicants with high public sector motivation level, characterized by interest on policy making, social conscience and willingness to act for the benefit of society. Studies show that high public sector motivation positively correlates with loyalty for work in public administration, better relationship at work and often better quality of work.
- **Assessment of diversity of experience** – for implementation of this principle it is necessary to refuse from requirement of experience at institutions of public administration as compulsory precondition. Studies in other EU countries show that refusing from this requirement allows attracting managers with stronger management competences.[392]
- **Professional and objective assessment of competences** – assessment of competences is complicated and time-consuming process. Studies show that even in a result of a skilful assessment that involves using several methods, actual assessment of further work of the selected candidate will correspond to the initial assessment of the competences not more than for 70%[393]. It means that in order to provide professional assessment of competences, internal specialists that are trained for this aim and accordingly qualified or external experts are the ones assessing competences of the managers within selection. The same competences are assessed for all the applicants, using the same methods.
- **Application of varied methods in assessment of competences** – in order to adequately assess competences of the applicants, it is recommended to provide that each competence is being assessed by using at least two methods. For example, employee management competence is recommended to be assessed by using behavioural interview method and some of situation simulation methods. For assessment of interpersonal communication and

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392 European Institute of Public Administration (EIPA). (2008). Top Public managers in Europe: Management and Working Conditions of the Senior Civil Servants in European Union Member States. Available: http://www.eupan.eu/files/repository/20101215131426_Study_on_Senior_Civil_Service2.pdf (accessed 19.01.2015).

393 French, R., Rumbles, S. (2010). Chapter 9: "Recruitment and Selection" in a book: Leading, Managing and Developing People, 3.izdevums. CIPD. Available: http://www.cipd.co.uk/NR/rdonlyres/01F95685-76C9-4C96-B291-3D5CD4DE1BE5/0/9781843982579_sc.pdf.

management competences it is advisable to use methods based on observing of the actual action of the applicant, for example, role playing, presentations or tasks on situation analysis.

- **Anonymous assessment** – in order to increase objectivity and avoid mistakes of psychological perception, assessment must be held anonymously when possible. This principle can be primarily referred to assessment of paper works – assessment of vision of the branch or strategic plans, written analysis of tasks on situation analysis. Evaluators are not allowed to know the author of the works before announcing assessment to the commission.
- **Distant assessment** – in order to increase the range of applicants, it must be provided that assessment of applicants can take place from distance, for example, by using interviews via telephone conferences or video conferences. Thereby it is possible to access applicants, whose existing place of residence or work is outside of Latvia.

In order to establish sufficient and qualified range of applicants for selection of managers, it is recommended to use the following **applicant attraction methods**:

- **Direct addressing.** Increasing public participation and collaboration with non-governmental sector will increase the range of people, who will have contact with public administration. Upon establishing vacancies in public administration, managers can directly address some of collaboration partners from other sectors. Direct addressing does not exclude requirement for the applicant to take part at competition; however, it increases the number of applicants, whose competences have already been partly tested within current collaboration projects.
- **Direct searching by using manager recruitment companies** – recruitment companies can be used for positions of senior managers, where difficulties are expected to attract a range of qualified applicants. There can be applicants in their data bases that would not answer recruitment ad themselves; however they might be ready to apply for the competition after addressing.[394]
- **Announcement of open competition within public administration internally and externally.** In order to reach the potential applicants for the position, the message on the competition must be communicated by using various information channels, including internal portal of public administration, home page of the respective institution, section on vacancies in the portal www.lvportals.lv, social media.
- **Analysis of database containing results of previous competitions** – when automating administration processes of the personnel of public administration, it is recommended to provide also establishing of common selection database, where to keep data on applicants having taken part at competitions on positions of managers in public administration. Information of database could be used by inviting applicants of the previous competitions, whose experience could be appropriate, to participate at competitions on the current vacancies of manager positions.
- **Managers and volunteers at non-governmental organizations** (NGO) – studies show that people, who engage into activities of NGO, have increased public sector motivation. As it is described above, it is advisable also for the ones working in public administration.
- **Rotation as method for filling vacancies and development.** Although expert interviews carried out within study show that rotation at Latvian public administration until now has rather negative image and the positive examples are not highlighted, world-wide experience indicates that it is efficient tool for development of managers that at the same time helps filling vacancies of manager positions. Also in this case applicants have to take part at competition.

394 O'Donnell, G., Normington, D. (2012). Chairing Competitions: A guide to the approach of the Civil Service Commission. Available: http://civilservicecommission.independent.gov.uk/wp-content/uploads/2012/04/Chairing-Competitions-March-2012.pdf

For assessment of applicants for positions of public administration managers it is recommended to use such **applicant assessment methods**:

- **Interview on assessment of behaviour/ competences** – structured interview, within the scope of which applicant by answering questions previously prepared by the interviewer describes his action, reasoning and emotions in various situations at his current practice. Experienced selection expert identifies proofs in the result of interview that certify development level of the competences to be assessed. Interview is time-consuming process - during two hour interview it is possible to assess no more than 4 competences.

- **Structured interview for finding out motivation and values of the applicant.** According to the principles of selection, compliance of the value system of the applicant with public administration values forms the basis of the obligations of the manager. This interview can be combined with competence assessment interview.

- **Situation simulation tasks for assessment of interpersonal competences.** Competences that involve communication of the manager with others are recommended to be assessed by using methods that allow observing the action of the applicant, for example, role playing, presentations for employees, "incoming document basket" kind of tasks in nature.

- **Situation simulation tasks for assessing professional and thinking competences,** for example, situation analysis allows assessing reasoning of the applicant, analytical and decision adoption competences. In order to increase reliability of these methods, it is recommended, for example, following submission of the written task of situation analysis to discuss with the applicant his approach for performance of the task.

- **Knowledge tests** – written knowledge tests can be applied for assessment of professional competences, including understanding on the branch, its development priorities.

- **Presentation** – one of the most essential competences for positions of public administration managers is ability to communicate vision of the institution or structural unit to employees and/ or society in encouraging manner. Presentation allows assessing communication competences, listening and stress management skills. Presentation can be used also for assessment of language skills of the applicants.

- **Tests of verbal, logical, mathematical intelligentsia** – special tests that allow assessing verbal, logical, mathematical skills of the applicants. It is important that the tests are validated and approbated for using in Latvian language. Such tests are recommended to be used in cases, when large number of applications is expected, as filter of initial applicants within the process of selection.

- **References** – at the end of selection process, before entering into agreement, it is advisable to obtain references on activities of the applicant from the previous employers and/ or collaboration partners. Good practice of selection provides coordinating sources of reference with the applicant, but it does not provide for coordinating issues to be discussed. References can be used in order to obtain proofs on competences, where it was not possible during other assessment stages, as well as in order to obtain additional information in spheres that have been marked as risky during the course of selection. When obtaining references, it is necessary to use structured questions similarly to the behavioural interview, requesting the provider of references to describe action of the applicant in particular situations in the past.

In order for selection process to be efficient, it is recommended to establish approach of several stages, where the number of applicants reduces in each next stage. For example, assessing compliance of the applicant with the formal education and other qualification requirements at the first stage, carrying out competence assessment interview at the second stage, organizing various onsite tasks at the third stage. According to the manager selection principles, it is recommended to foresee that each competence required for the positions is being assessed by using at least two methods.

4.7. Manager development principles and measures for development of the future managers

Debate on the issue whether leaders are born or it is possible to learn how to be a leader can often be read in the management literature. Tendencies and literature analysis described in this review prove that it is possible to become a leader by using appropriate development methods. Also many leadership and management courses, including at higher education institutions in Europe[395] serve as indirect argument for this.

4.7.1. Manager development principles

For dealing with future challenges in public administration, there will be necessary managers – leaders with high orientation towards development. In order to develop competences of the existing and new managers for the future needs, complex and systemic approach is needed. Development of learning skills and personal growth as daily habits must be put first, as well as the care of each manager for his personal (emotional, physical and intellectual) sustainability.

Offer for development of public administration managers is made based on the concept of sustainable leadership. The offer is also based on the idea on multilevel support in development of leadership, where managers themselves have the primary responsibility on development. Altogether measures described in the offer are made in accordance with the following principles:

- **Sustainable development of managers** – the best manager development results can be achieved by integrating three internal processes[396]:
  1. Analysis of their action (learning in process);
  2. Psychological intelligentsia (clear sense of personal mission/ meaning of life, understanding of their assumptions, needs and motivators);
  3. Physical welfare (efficient stress management and continuous care for their physical fitness).

  The attention of traditional development approach is focused on the performance of the manager, his outcome at work. However, the attention of sustainable leadership development approach is focused on the sustainability of a person that is precondition of his performance and outcome at work.

- **All level responsibility and support to development of managers** – it includes:
  Personal responsibility on the own development. Readiness of managers to expand their arsenal of management methods and approaches, openness for new ideas and solutions, ability to reflect on their experience and to listen to the feedback is one of the fundamental factors for the success of the future public administration.

Senior managers as driving force of development – studies show that the most important promoters of development of the managers are their managers[397]. In future public administration with more flat structure these will be senior managers. Studies positively highlight successful practice of the private sector companies, where senior managers devote 25% of their time for development of the future leaders[398], thereby encouraging self-analysis of the employees, involving them within challenging tasks, providing feedback. Senior managers are also as self-development model for the next leaders.

395   Denhardt, J.V., Campbell, K.B. (2005). Leadership Education in Public Administration: Finding the Fit between Purpose and Approach. *Journal of Public Affairs Education*, Vol 11, No 3, pp.169-179.

396   Casserley, T., Critchley, B. (2010). A new paradigm of leadership development. *Industrial and Commercial Training*, Vol 42, No 6. pp 287-295.

397   Yip, J., Wilson, M., Centre for Creative Leadership. (2008). Developing Public Sector Leaders in Singapore. Available: http://www.experiencedrivendevelopment.com/wp-content/uploads/2013/11/LOE-Singapore.pdf.

398   OECD (2001). Public Sector Leadership for the 21st Century. Paris: OECD. Available: http://www.keepeek.com/Digital-Asset-Management/oecd/governance/public-sector-leadership-for-the-21st-century_9789264195035-en#page7 (accessed 9.1.2015.)

- **Organizational support and know-how** – responsibility of the State Chancellery as a planner of human resources policy is to provide methodical support to the managers, establishing and offering various leadership development tools that managers can use in the process of work. The State Chancellery also provides establishment of cross-sectoral development programmes appropriate for the needs, including establishment of the future leader programme, centralized manager development measures, coordination of manager mobility and development rotation, assessment of the overall development progress of public administration managers and identifying development needs.
- **Public support** – attitude of media towards development of public administration managers indicates that altogether in society there is a poor understanding on necessity of manager development, it reflects also social doubts on fair utilization of resources for development. Encouraging factor for development of the future leaders would be societal support that can be provided by demonstrating initial results of manager development, as well as explaining necessity of development in context with changes in the role of managers.
- **Choice of appropriate and efficient development methods** – in order for the manager to become a leader able to transform organization, maintain and increase efficiency, orientation towards needs of society and collaboration as fundamental values of public administration, leadership should express in practice, therefore it should be turned into senses and action. Development of leadership competences starts with self-understanding. Managers have to learn in process, as well as using simulations, playing roles, reverse consulting and other practical methods[399].
- **Immersion approach for development of the future competences** – approach provides that managers are actively and purposefully engaging into activities/ roles that essentially differ from their current experience, in order to personally feel and obtain understanding on problems from another point of view. For example, younger managers for a definite period of time work dressed in special clothes that by added weights and pads cause physical feelings – movement restrictions that elderly employees experience. This approach is efficient for development of competences of diversity management and emphatic change management.
- **Continuity of development** – this principle provides that development of the future managers in public administration continues all the time. Tendencies of expected changes and complexity show that managers will need increasingly new skills for dealing with such challenges that currently cannot even be clearly identified.

4.7.2. Recommended activities for development of managers

Activities described in this sub-chapter are structured in two groups. Firstly, there are described self-development activities that managers can implement immediately and without special external assistance. Second group describes manager development activities purposefully planned and organized by public administration as employer.

Self-development activities/ methods for managers – leaders
- **Regular self-analysis** – managers establish and strengthen habit with an interval of a week or two to re-think conclusions, knowledge and skills developed during this period. Reflection on issues – what leadership competences I have managed to demonstrate this week, how I can improve my operation during the next week, helps to provide continuous development.
- **Monitoring of strong leaders** – managers monitor and purposefully analyse behaviour of such leaders, whom they admire, paying attention to the content, form and action of communication between the leaders. Managers assess opportunity to take over or try some of the monitored methods in practice.
- **Experimentation, application of new methods and approaches** – managers must be aware that diversification of management styles increases their efficiency and outcome

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399   Johansen, B. (2012). Leaders Make the Future: Ten New Leadership Skills for un Uncertain World. Berrett-Koehler Publishers.

of work. For example, managers that regularly involve their subordinates in adoption of decisions on daily basis, experiment clear communication of their vision and targets that are not subject to discussion. However, managers oriented towards authoritarian style are recommended to try more consultative approach, for example, including separate decisions for discussion at the meetings of employees.

- **Analysis after activity** – managers regularly practice analysis of events that provides that following each significant activity – several times a day – manager briefly evaluates – what and how could be improved in this situation in order to achieve better results. Method of analysis after activity provides that blaming yourself and others is unacceptable, orientation towards future and learning from mistakes is put in front.
- **Engaging into unusual activities** – in order to stimulate the own understanding on diversity, managers purposefully search the ways to contact with various social groups. These activities to great extent can take place outside work, for example, participation at charity campaigns, travelling, trying out new hobbies, etc.
- **Examination of the current management and leadership studies** – managers follow the news and publications in social media of the most recognized management universities and leadership development centres.

In order for the managers to use the above described development methods, it must be ensured that they are aware of their responsibility in development of competences. It is also advisable to provide initial training of managers for application of those methods. In order for the self-development to establish as daily habit of the managers, senior managers must demonstrate example of such action. Assessment of competence development must be continued in public administration as part of the annual assessment of work performance, repeatedly emphasizing within this process responsibility of the managers themselves for their development.

Activities organized by direct managers and/ or the State Chancellery

The State Chancellery as central institution for putting human resources strategy into practice organizes activities for development of various level managers, among that:

- **Guidelines and practical support to senior managers for development of their subordinates.** Guidelines must include information on various manager development methods used on daily basis, objectives and process of using these methods. It is also necessary to plan training on manager development and self-development methods that can be organized as separate activity or as part of manager development programme.
- **Reverse consulting.** It provides that instead of traditional consulting, when experienced manager consults the new, the new one – consults the experienced colleague. This approach can be used when obtaining knowledge and skills for application of information processing and new tools, as well as social media skills. Reverse consulting can be also useful, when working with various social groups, it helps understand, for example, priorities of people with special needs, opinions of representatives of various cultures, etc.
- **Role reversal.** It provides that, for example, official of the Ministry of Education acts as a teacher in short-term or that official of the tax sphere of the Ministry of Finance accompanies manager of some company of the private sector at negotiations with State Revenue Service. The aim of the role reversal is to understand interests and needs of representatives of some other group in order to be able to work more efficiently for the benefit of society from the perspective of public administration. Role reversal can be used not only as development method, but also as mediation method and method for dealing with complex conflicts.
- **Mobility – rotation of managers.** In order to expand the understanding of the managers on issues of various natures, to promote their flexibility and vary experience of the management, managers are recommended to have work experience at various organizations and sectors. For managers, who have developed their career entirely within public administration, should

be made opportunities to train at organizations of the private sector or non-governmental organizations. The aim of the mobility could be to achieve that senior managers have at least two sectors and/ or two branch experience.

- **Purposefully managed experience exchange** – activity includes mutual sharing of knowledge and experience in a small (6 – 10 participants) group of managers on previously set subject. Experience exchange activities are initially coordinated by the State Chancellery that invites professional event moderator. In perspective, upon developing inner moderation competence, activities can be conducted by the experts of State Chancellery or public administration institutions on rotational basis. Subjects of the activities are determined by the problems current at the work of managers, for example, how to manage a team, where do part of the employees work from a distance; how to motivate employees to develop.
- **Establishing of development projects / learning in process** – establishing of manager teams of similar level (within organizational hierarchy) with the aim to implement complex and important project.[400] Studies prove that challenging tasks are the most essential facilitator of leadership development.[401]
- **Complex manager development programme** that is directed towards establishing of sustainable management and orientation towards development. It includes
  - Expansion of manager experience, creating opportunities to operate in various unusual environments and contexts.
  - Deep and professionally conducted self-analysis – identifying of the own mission of life, values, motivators and assumptions.
  - Development of skills and habits on the care for the own physical sustainability.

All level managers are recommended to be involved in manager development programme, chronologically organizing the first programme groups for senior managers, followed by managers of intermediate and lower level.

In order to ensure on the return and efficiency of the activities, it is important to carry out assessment of development progress. Sources of literature prove that meaningful assessment of development results in public administration is very complicated[402]. The more applied assessment method – survey of participants on satisfaction with the particular activity of development that is usually held at the end of the activity, does not allow assessing the actual return, because satisfaction of the participants with learning process and teacher not always directly correlates with learning results. In situations, when the aim of development is to improve competences that are problematically to be developed, for example, orientation towards development, participants during the process of learning sooner or later suffer psychological distress that, in its turn, can negatively affect the satisfaction with training and/ or teacher.

Obtaining of an objective assessment is complicated also by the fact that upon developing complex competences changes in behaviour and performance of the managers are not to be expected straight after development activities. Visible and accordingly – assessable development results in behaviour can express not sooner than after 2 – 3 months; however, it can be judged whether changes in behaviour of the manager will be stable only after some 6 months. Thereby, for assessment of development activities it is necessary to put into practice multilevel assessment approach that simultaneously serves as source of information for defining further development needs for the managers.

400   Charan, R., Drotter, S., Noel, J. (2011). The Leadership pipeline: How to build the leadership powered company. Jossey-Bass.

401   Yip, J., Wilson, M., Centre for Creative Leadership. (2008). Developing Public Sector Leaders in Singapore. Available: http://www.experiencedrivendevelopment.com/wp-content/uploads/2013/11/LOE-Singapore.pdf.

402   Warhurst, R.P. (2012). Leadership development as identity formation: middle managers leadership learning from MBA study. *Human Resource Development International.* 15:4, pp.471-487.

V LATVIAN PUBLIC ADMINISTRATION DEVELOPMENT SCENARIOS FOR 2015 – 2025

The aim of establishment of public administration development scenarios is to determine two possible public administration development directions until 2025. There are two alternative public administration development scenarios elaborated in accordance with the initially defined requirements at the technical specification and described in this document:

1. if already initiated reforms within the sphere of human resources policy continue and the pace of reforms remains unchanged;
2. if reforms are directed towards attraction of the new generation and integrating in public administration and active action regarding collaboration of generations and dealing with ageing issues.

Public administration development scenarios described in this document can be used for:

- Improvement of human resources development policy of public administration and elaboration of human resources development concept for a period from 2019;
- Improvement of institutional model of human resources management in public administration;
- Discussion and introduction of new initiatives of policy connected with development of public administration and human resources development in public administration.

5.1. Applied approach for development of scenarios

Methodological approach applied to the establishment of public administration development scenarios provides that:

1. Scenarios have been developed within the scope of organizational development theory and system theory;
2. Several conditional dimensions have been used for setting the development course of scenarios (see Figure 5.1);
3. Organizational efficiency model has been used for description of development prognosis (see Figure 5.2).

Public administration development scenarios are elaborated within the scope of organizational development theory and system theory. Organizational development theory is theoretical and practical discipline that provides improvement of performance of organizational activity and change management, developing knowledge and efficiency of the employees of organization. This theory[403] support the idea that achieving organizational objectives and development of the organization itself is closely connected with the issues of organizational human resources management and culture development.

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403 Argyris, C. & Schon, D. (1978). *Organizational Learning: A theory of action perspective*. Addison-Wesley; Argyris, C. & Schon, D. (1995). "Organizational Learning II: Theory, Method, and Practice". FT Press; Bradford, D.L. & Burke, W.W. eds, (2005). *Organization Development*. San Francisco: Pfeiffer; Schein, E. (1988). *Process Consultation: Its Role in Organization Development*, Volume 1. Prentice Hall Organizational Development Series.
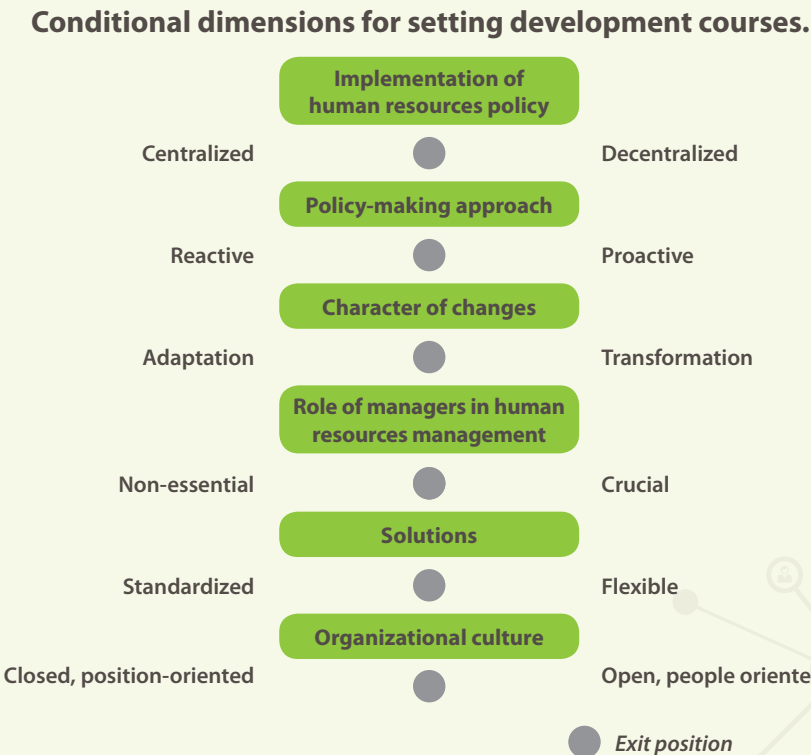
Organizational development theory is based on several factors:

- Both scenarios deal with human resources management solutions;
- Challenges that public administration organizations face not only in Latvia, but also in other EU countries, encourage public administration organizations to gradually perform considerable and significant changes within the culture of public administration, institutional structure, processes, etc., however organizational development theory offers the vision, how to manage changes;
- Systemic perspective on development of public administration is being used at development of scenarios, e.g., substantive issues analysed within scenarios are being examined in correlations, providing their mutual interaction and impact. System theory provides that organizations are:
  - open systems: their boundaries are not strict and they constantly exchange information, various resources with the external environment, etc.;
  - system that is more than a sum of its separate elements. Its gains or losses arise of mutual relation between the elements of the system and the interaction of elements with other systems[404];
- The organizational efficiency model applied at development of the content of scenarios is being elaborated within the scope of organizational development theory and system theory.

Scenarios were made using time perspective "from present to past" that means possibility to achieve different results in future, if various action strategies and different course of action are being implemented. In order to draw a general course of action in each of the scenarios, several conditional dimensions have been used in their development. The choice of dimensions was determined by analysis of public administration development tendencies (see Chapter 1).

Application of conditional dimensions for setting course of action of both scenarios is shown in Figure 5.1., where the initial or exit position of both scenarios is being shown in the centre, while a set course of action is provided within the scope of each scenario.

Figure 5.1. Conditional dimensions for setting development courses within scenarios

Conditional dimensions for setting development courses.

	Implementation of human resources policy	
Centralized	●	Decentralized
	Policy-making approach	
Reactive	●	Proactive
	Character of changes	
Adaptation	●	Transformation
	Role of managers in human resources management	
Non-essential	●	Crucial
	Solutions	
Standardized	●	Flexible
	Organizational culture	
Closed, position-oriented	●	Open, people oriented

● *Exit position*

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404   Bolman, L.G.& Deal, T.E. (1991). *Reframing organizations*. Jossey – Bass Publishers.

Organizational efficiency model (hereinafter – OEM)[405] that is used within both public administration development scenarios for characterization of the most significant development tendencies is shown in Figure 5.2. This model was chosen, because it covers the most current spheres that are related to the development of public administration.

As Figure 5.2. demonstrates, the most significant elements within the model forming organization are arranged in four groups or dimensions:

- Strategy,
- Organizational design,
- People,
- Organizational culture.

Three of the dimensions, except strategy that forms the basis of any organizational operation, are subdivided in three more organizational elements. Structure, processes, positions form the organizational design. Competences, motivation, loyalty towards organization form human dimension. Values, leadership style and relationship in the organization and in interaction with the outside world form organizational culture.

Figure 5.2. Organizational efficiency model (author G. Davidsone, registered as design pattern of European Community)
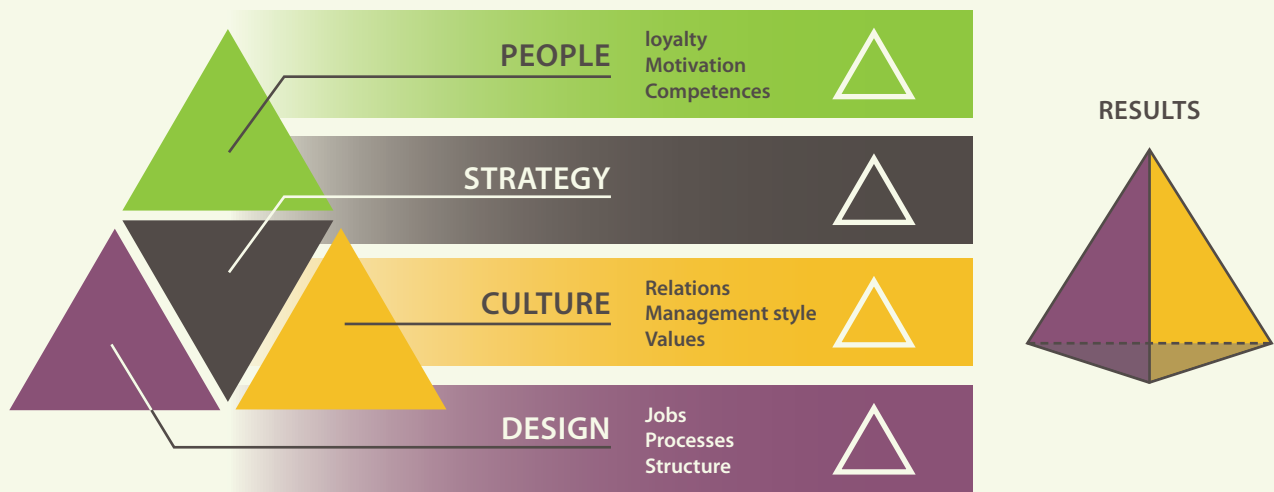
Table 5.1. demonstrates how the most significant substantive issues of the tendencies of public administration and human resources development that form also the structure of the theoretical overview on public administration development tendencies within public sector in the EU countries and on the roles and competences of managers and leaders, fall within OEM dimensions and elements.

OEM model forms the following guidelines in elaboration of scenarios:

- According to the requirements established for the study, scenarios are being made for modelling of future situation in public administration, <u>basing on human resources policy of public administration</u>. Upon applying OEM approach within elaboration of scenarios, it means that human resources policy described in the Concept on human resources development in public administration[406] and in the document "Public administration policy development

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405   G. Dāvidsone. *Organizāciju efektivitātes modelis*. O.D.A., 2008.
406   Available: http://polsis.mk.gov.lv/view.do?id=4231 (accessed 25.01.2015.)

guidelines for 2014 – 2020"[407] forms the initial basis for the strategy of modelling scenarios, while human and organizational culture dimension and processes connected with human resources management within organizational design dimension form totality of the main instruments that are described in more detail in the section of each scenario "Projected development of the situation".

- Changes that are purposefully implemented or arise in a result of external conditions in one of the elements or dimensions of OEM as a system, affect also other dimensions and their elements. This feature has been used in making of public administration development scenarios, projecting different development focuses and changes connected with them in both development scenarios. In the first case dimension of organizational design is in focus, while in the other – dimension of organizational culture.

- Both scenarios are made upon initially similar strategic provisions of public administration development, defined by the average term strategy Latvia 2030 and Public administration development guidelines for 2014 – 2020.

- Although all the organizations are formed by one and the same OEM elements, their content and combination within various organizations differ. Thus the potential and solutions of each organization, on how to reach results and work efficiency, differ.[408]

Table 5.1. Substantive scope of OEM of development tendencies of public administration and human resources development

OEM dimension	OEM elements	Issues on public administration and human resources development
Strategy	-	Human resources development policy and strategies, strategic course and strategic courses of action, planning and implementation of policy.
Organizational design	Organizational structure	Institutional model of public administration and human resources management, division of functions and level of specialization, centralization and decentralization, forms of structure, impact of structure on adoption of decisions.
	Processes	Changes within organizational processes, personnel management processes, work organization, for example, flexible working hours and distant work. Disappearing and new processes.
	Positions	Content of work, division of responsibilities, disappearing and new positions.
People	Competences	Required and available competences that will be topical in future, competences of managers.
	Motivation	Motivation of employees of different generations, motivation system for keeping highly qualified employees and attraction of new specialists.
	Loyalty	Satisfaction of employees with job, involvement of employees, public administration as attractive employer.
Organizational culture	Values	Values of public administration, values of public administration as employer.
	Leadership style	Roles and functions of the managers, leadership style, personnel management skills of managers, leader competences.
	Relationship	Collaboration of generations, internal collaboration, expected changes in relationship between managers and employees.

407   Available: http://tap.mk.gov.lv/mk/tap/?pid=40328566 (accessed 25.01.2015.)
408   G. Dāvidsone. *Organizāciju efektivitātes modelis*. O.D.A., 2008., p. 22.

Restrictions for development of scenarios:

- Application of OEM in development of scenarios puts forward the internal issues of public administration as organization: structure, processes, competences, etc. The external factors (for example, ongoing and prospective changes within the public structure, decrease of population, progress of technologies, etc.) are taken into consideration at development of those scenarios, however, they are not analysed in detail during their elaboration pace and description;
- Scenarios are elaborated in accordance with the basic directions of scenarios set by the customer, therefore alternatives of another scenarios were not considered;
- The central place in elaboration of scenarios according to the initial requirements has been provided to the possible directions of human resources policy and practice development in public administration in future. Other public administration development issues have secondary importance in both scenarios.

5.2. Current direction of development of human resources of public administration and the most significant challenges

Public administration and human resources policy development cannot be separated from the influences of external environment. Thereby, following up the taken reform direction and elaborating and introducing new political initiatives, public administration must consider several challenges caused by economic, social and political factors. This chapter provides an overview on the most important challenges and difficulties that public administration in Latvia faces that are certified by the opinion of the interviewed experts and similarly – in accordance with the mentioned at the literature review on public administration development tendencies in other countries – institutions of public administration in other EU countries. These influences have been considered, when elaborating Latvian public administration development scenarios.

- *Public image of public administration is not positive*

The interviewed experts admit that the image of the Latvian public administration in society is not objective and is more negative than it is in reality. It is influenced by the approach and content of public administration communication, not paying attention to the objectives of forwarding information of public administration, strategic continuity and transparency of the news in terms of target groups' perception opinion.

- *Policy planning process is unduly subjected to the interests of political parties and limited by the lack of planning competences*

Political factor essentially hinders policy and development planning and negatively influences efficiency of the work of civil service. Upon obtaining control over the budget of the branch, political parties affect the development of the branches that is not always in accordance with the effective planning documents and needs of society.

Assessment of the implementation progress of political initiatives and results takes place fragmentary, in insufficient amount. Mid-term and ex-post assessment process of policy planning documents and the achieved results cannot convince the society on successive development of the state and effective use of the national budget.

- *Need for cooperation increases within public administration*

The experts interviewed within the scope of the study admit that Latvia lacks cooperation in all organizational levels of public administration: both within the scope of one institution and among institutions of one department, as well as in cross-sectoral level. During the last years cooperation

with society has significantly improved in public administration, by involving civic organizations at the development process of policy. However, inter-branch cooperation is affected by establishing of "own contact" network both within the institution and within the levels of department and inter-departments. If particular person changes or leaves its place within this network, the initiated works are directly affected for several other such networks.

■ *Low capacity of change management in public administration*

Instability of the external environment and the need for reforms in order to successfully move towards efficient and professional public administration requires immediate and flexible action; however internal working culture of public administration does not promote the necessary changes. In addition to this, the managers of public administration have insufficiently developed change management skills that cause difficulties to undertake risks connected with change management. It can be explained by stability characteristic of work organization in public administration, including within the sphere of strategic planning, as well as following procedures. Stability that is an important motivator for many, who start working in public administration, in perspective may turn into a factor hindering development of public administration, because it does not promote openness of employees for changes.

■ *Age and gender structure of the employees of public administration does not promote efficiency of civil service operation*

According to the age structure analysis of the employed in public administration (see Chapter 2.2.), share of younger employees in Latvian ministries is high (proportion of employees until age of 49 years exceeds 70%), their agencies have significantly greater proportion of elderly employees. Under these circumstances, necessity increases to purposefully gather information on the characteristic needs, advantages and restrictions of the employees of various age groups, as well as to deal with inter-generational cooperation issues. As it was indicated in the literature review on public administration development tendencies within public sector, the younger employees, for whom the work in public administration often is the first work experience, have just started developing their competences and thereby often are not able to independently provide efficient work and qualitative work results. However, elderly employees are critical against changes and introduction of new initiatives. The differences of work experience, competences, working style and several other characteristics often are the reason for intergeneration conflicts that not only hinders successful collaboration, but also reduces the overall work efficiency and restricts introduction pace of new political initiatives in public administration.

Gender structure of the employed in public administration in Latvia demonstrates constant tendency of gender distribution: more than two thirds out of the employed in public administration are women (see Chapter 2.2.). Such gender structure can be a hindrance to sufficiency and development in public administration of those competences that are more characteristic to men, for example, learning and using of ICT, analytical competences, etc., as well as to hinder development of such organizational culture in public administration that is directed towards successful collaboration in public administration of various groups (age, gender, etc.).

■ *Battle for talents and challenges of retaining employees keep increasing*

Upon decreasing workforce offer at the labour market and increasing demand for employees at service and other branches, competition increases on attraction of new employees within all branches, including – public administration. Public administration has difficulties to keep employees due to comparatively low remuneration and limited other forms of motivation. Therefore it is difficult for public administration in many ways to participate at the increasing competition on talents, and it has to be offered other attractive solutions.
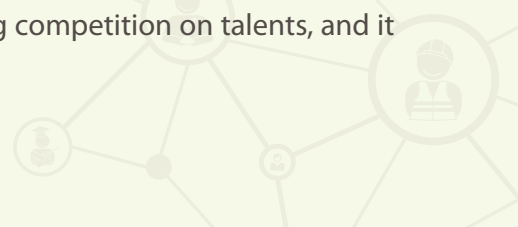
■ *The role of managers changes – from formal monitoring to leadership*

All of the previously named and also other challenges that public administration faces nowadays, the issue on the role of all level managers of public administration in the future development of public administration is brought forwards. The said at the expert interviews shows that capacity of the strategic management in public administration that involves both general and personnel management competences is insufficient.

Increasingly important role at the motivation and development of employees, especially among the employees of the younger generations, is acquired by the managers that inspire, motivate, stimulate development of employees by their personal example and promote undertaking initiative and involvement of employees. As it was indicated at the studies on public administration development tendencies within public sector in the EU countries and on the role and competences of managers and leaders, the role of managers increases in future for establishment of new collaboration relations not only within the scope of public administration, but also in relations with organizations of other spheres and the overall public that requires high efficiency of the interpersonal interaction and collaboration management from the managers.

5.3. Public administration development scenarios

Both descriptions of public administration development scenarios are made, considering the following structure of outline:

■ At the beginning there is a general description of scenario that reveals its general course in accordance with conditional dimensions, detailed description of which was provided in chapter "Applied approach for development of scenarios" and visually reflected in Figure 5.1.;

■ The following part of scenarios characterizes development tendencies and predicts development of situation, elaborated in accordance with OEM (see Figure 5.2.);

■ Gains and risks in case, if particular scenario is being implemented are analysed in the conclusion.

In order to facilitate substantive comparison of both scenarios and to get an insight on the implementation offer of both scenarios for the period from 2015 to 2025, the concluding chapter offers demonstrative comparison of the basic courses of scenarios.

5.3.1.1. Scenario 1: development scenario of reactive approach "Standardized human resources policy"

General description of scenario

This scenario provides continuation of the reforms initiated in public administration within the sphere of human resources policy, maintaining constant pace of reforms. Scenario provides that:

■ there will be ensured centralized development and introduction of human resources policy of direct public administration;

■ in the planning and implementation of human resource policy reactive approach will be used more; it is directed towards solving current problems of human resources of public administration: improvement of remuneration and social guarantees, improvement of motivation and training system of employees, improvement of selection and performance assessment processes, keeping of the best employees (talents) at work in public administration;

■ in public administration, human resources policy there will be implemented mainly changes of adjustable nature that are directed towards improvement of positions, structure

and existing efficiency of work of public administration and positive image of public administration. New human resources policy initiatives will be developed basing on the analysis of the good practice examples within private sector in Latvia, as well as experience of other EU countries in public and private sector, their introduction is being implemented in centralized manner;

- responsibility for provision of personnel management function from elaboration of human resources strategy to its introduction and implementation of personnel administration function is maintained under responsibility of personnel management specialists of the institutions of public administration, managers are one of the target groups of human resources policy;
- centralization of personnel management processes provides standardized application of human resources policy to various groups of public administration employees, taking into consideration assessment of their positions and performance at work;
- there are not planned and performed significant changes in the culture of public administration as organization, maintaining more closed, hierarchic and towards positions oriented features of organizational culture.

Projected development of situation

Strategy

Public administration within the policy of human resources development proceeds with the initiated course, introducing approach of competences within such personnel management processes as selection, training, assessment and motivation. For the promotion of work efficiency of public administration, common public service and civil service of the highest level are put into practice, within the scope of which centralized selection of the senior managers is being provided, as well as the application of "360 degree" method for assessment of competences. Mobility and rotation options are gradually put into practice, development of management competences are promoted within the scope of available financial resources.

Essential restriction within development of human resources strategy is the lack of systemic approach for analysis of future challenges and elaboration of proactive action strategies that would be directed towards purposeful action for provision of the competences being most essential for public administration (in attraction and keeping), basing on systematic analysis of required and available competences in public administration as whole. The lack of systemic and proactive human resources development approach is demonstrated by the fact that the Concept on public administration human resources development provides attracting and motivating the personnel for provision of Latvian presidency at the Council of the European Union during the first half of the year 2015, however no policy has been developed, on how to provide keeping of the best employees, being attracted for the period of presidency and existing employees (including of high level competences) after the end of presidency, when those motivation activities that were used during presidency do not take place anymore. Information provided by the department of presidency personnel issues proves that altogether 1140 employees of public administration are employed at Latvian presidency at the Council of the European Union[409].

Upon continuing initiated reforms in public administration, during the next five years at least partial centralization of the personnel administrative processes will be implemented – at institutional level of departments, taking advantage of the automation options offered by ICT. From 2020 it is advisable to continue centralization of the personnel administrative processes and maximum automation, thereby releasing resources of the employed at the institutions of public administration and, especially, of those employed at personnel management function for implementation of strategically important personnel management tasks.

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409   http://www.es2015.lv/lv/component/content/article/11-jaunumi/154-apstiprinats-prezidenturas-budzets-2014-gadam

Starting from 2019, when new concept on public administration human resources development is developed, it is recommended to repeatedly assess the advantages and restrictions of complete centralization for human resources policy planning within one institution, that is, at State Chancellery, that will promote the management and monitoring of strategic human resources planning function in public administration, as well as facilitate management of the administrative process of personnel (including administrating of remuneration).

Upon increasing lack of qualified specialists at the entire labour market and including in public administration, public administration in perspective of 3 – 5 years will be forced to elaborate purposeful and more flexible action programmes that are directed towards attraction and keeping of the talents in public administration. However, the pressure that will be caused by the talents and employees of the new generation working in public administration, will encourage public administration to start elaborating purposeful culture reforms of public administration as organization in order to make public administration less hierarchic, more flexible and directed towards collaboration.

Implementation of the strategy during the whole period of its operation is threatened by insufficient competences of personnel management specialists and managers at personnel management, especially at the planning of human resources, thus, several initiatives of human resources policy are not actually put into practice and in many institutions implementation of personnel management administrative functions is mainly limited by the execution of personnel management administrative functions. Since on the part of the leading institutions sufficient monitoring of introduction of human resources policy is not being provided, the quality of assessment of human resources processes, for example, performance of work, setting of just remuneration, differs in various institutions of public administration, what is set by the understanding and motivation of the managers and personnel specialists of the particular institution in qualitative implementation of the processes.

Organizational design

Organizational structure. Currently initiated reforms in public administration do not provide for changes in the structure of public administration as organization, however this issue should definitely appear in the new human resources development concept, which development most probably will be started in 2018 – 2019. The aim of the reforms would be gradual transition towards more flat organizational structure, reducing stages of decision adoption processes and therewith – their length and increasing the individual responsibility of each position. Even if public administration does not plan purposeful changes within the structure of public administration as organization in medium-term, they will be initiated in any case by gradual introduction of modern ICT tools and measures for optimization of public administration processes. For example, improvement of human resources administration processes, as well as personnel remuneration and accounting system, integrating it with finance and management accountancy system and finance analysis tool, is already planned in public administration[410]. The same way, in order to provide successful implementation of the public service, the Concept on public administration human resources development provides to establish IT tool for centralized management of human resources management processes[411], what will also create changes within the internal work organization and structure of the personnel management function. Within the scope of the initiated reforms, the issue is essential, which institution is going to provide monitoring of the centralized human resources administrative functions in perspective in order to avoid high fragmentation of the process management.

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410 Order of the Cabinet of Ministers No 311 of July 4, 2012 "On Conception on development of united finance and accounting system of state institutions and development of financial analysis tool, ensuring finance and human resource management".

411 Valsts pārvaldes cilvēkresursu attīstības koncepcija [Human resource development conception of public administration], available: http://polsis.mk.gov.lv/LoadAtt/file2483.doc (accessed 25.01.2015.)

Proposals for optimization of the structure, processes and content of work of positions or duties of public administration in future could be provided also by the analysis of the results on working time accounting system currently initiated in public administration, for example, analysis of the groups representing the most time consuming duties within all position groups and development of proposals on increase of the efficiency of processes and work duties.

The overall process management. In-depth analysis of the processes and position content, provided by the working time accounting system introduced in public administration, will be gradually carried out within the scope of the initiated reforms. It is planned that upon acquiring data on the accomplished tasks and the use of resources for their implementation, it will be possible to plan the work for the next period more precisely already within a period of 3 -5 years. The course towards centralization of the support functions will be continued within the scope of the initiated reforms, as it is provided by the Public administration policy development guidelines for 2014 – 2020.[412]

Improvement of work organization and management processes at institutional level and level of departments will continue in order to facilitate using of flexicurity elements (flexible working hours, distant work options, etc.) in public administration. Although since 2013 there are effective guidelines on application of flexible working hours in public administration that determine opportunities for the employed in public administration to use various forms of the flexible working hours[413], however, as the interviewed experts note, the offered opportunities are insufficiently used that at least partly could be connected with the lack of understanding on the usefulness of such form of work organization and the tolerance to the existing order. Contrary to the assumption that introduction of flexible working hours in public administration could increase the number of those working part-time, during the last three years it has actually dropped from 7 to 4% out of all employed in public administration.

Since the elaborated flexible working hours policy is being introduced only partly, according to the experts, during the next years it is necessary to provide its qualitative introduction, assessing options of flexible working hours and distant work not so much in connection with particular positions, functions and processes, but more in connection with abilities and personal characteristics of particular employees. The same way it is advisable to analyse the most typical reasons and hindrances that hinder broader application of the forms of flexible working hours in public administration.

Personnel management processes. Centralization and standardization of personnel management processes will continue in short-term and medium-term. Annual assessment of the competences of senior managers, including of management skills, will be initiated using "360 degree" assessment method. The subordinated employees, colleagues at other institutions, managers of managers and other potential collaboration partners in public administration and outside of it will be involved into assessment of manager competences. Collaboration will be carried out with universities (for example, lectures of public administration experts for the students, apprenticeship for students) for attraction of the new generation employees for work in public administration. Open selection competition holding practice will be gradually put into practice not only for the positions of officials, but also employees that provides open competition for the vacancies in public administration and promotes attraction of the most suitable candidates for work in public administration. However, it must be considered that precondition for qualitative management of such competitions is professional competences of the personnel specialists involved in selection process, as well as transparent and qualitative selection procedures that provide qualitative assessment of the candidates and selection of the best candidates. Only so it is possible to ensure that the best of the best are selected for work in public administration.

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412   Available: http://polsis.mk.gov.lv/view.do?id=5069 (accessed: 24.01.2015.)
413   Available: http://www.mk.gov.lv/sites/default/files/editor/elastigs_darba_laiks_valsts_parvalde.pdf (accessed: 24.01.2015.)

Although at the end of 2012 talent development programme for the new managers working in public administration was implemented in a form of pilot project, the further development of talent programmes in public administration is hindered by several factors: the lack of criteria for determining talents, difficulties to identify talents at manager groups and other position groups within the scope of the current assessment process of competences (using NEVIS options) and, following results of the expert interviews, insufficient assessment skills of manager personnel competences. Since the previous assessment results of competences are altogether very high, they do not demonstrate the objective situation with competences in public administration and do not allow differentiating employees with high performance at work from good or satisfactory performance. Similarly employees with high development potential are not identified within the scope of this process that is basis for further development of talent approach in public administration. During the next years public administration could proceed with the talent development programmes at the groups of new managers in a form of pilot projects and, possibly, to establish new programmes for other groups of positions, for example, for policy planners. However, systematic putting into practice of the talent approach in public administration most probably is not expected, because it requires significant financial resources, support of managers and critical approach to assessment of performance at work in all levels of public administration. In order to promote identification of employees with high development potential and identify human resources for more purposeful planning of succession within the groups of managers, by developing the concept on public human resources development for the next period of development, it is recommended to plan talent management solutions at least for the groups of crucial positions. For determining employees with high development potential, it is advisable to use both assessment of managers (direct managers and managers of other structural units, with whom collaborate on daily basis) and also specially organized development centres, within the scope of which professional specialists for assessment of competences can analyse competences characterizing talents, for example, high orientation towards development, fast learning skills, resilience, competences of creative and conceptual thinking, etc., that public administration will select as essential for talents.

In 2015, a process has been initiated in a form of pilot project to promote return to Latvia of the youth, who have graduated from the institutions of higher education abroad, and application of their knowledge at work of the institutions of direct public administration. This can be evaluated as a good practice, however risk remains that it does not take into consideration the initial interest of the youth and their motivation for work in public administration (whether there has been an interest on work in public administration when choosing studies abroad, and what evidences are for that, what exactly attracts the youth in work in public administration) and the initial career plans of the youth when choosing studies abroad. The attempts for attraction of the talented new generation employees for work in public administration should be directed not only towards graduates of foreign universities, but also the graduates of Latvian universities. In order to reduce the risks of insufficient motivation of the youth for work in public administration, in medium-term it would be possible to develop collaboration with the youth at secondary schools, for example, by organizing competitions on knowledge and visions on work in public administration, in order to promote the interest of the youth on work in public administration. The most talented and the most motivated could be paid scholarships both for studies in Latvia and abroad, depending on the chosen course of studies.

Conception on public administration human resources development in medium-term intends to ensure such learning offer that each employed can improve his professional competences according to his own development plan. In order to implement this project, it is necessary to elaborate professional competence models for all groups of positions and to provide systematic analysis of the development needs of employees at least in level of each group of positions, otherwise development of professional competences may take place fragmentary and insufficiently assessing competences to be developed first.

It is intended to put into practice the mechanism of mobility within the scope of direct public administration that is based on voluntary principles. According to experts, currently mobility is mostly being perceived and often also used as a mechanism for punishing – manner for one institution to get rid of employee. In order to achieve qualitative changes at the mobility process and its perception among the employed in public administration, centralized internal rotation management system has to be gradually introduced – initially it could be made in institutional level of one department, changing to centralized rotation within the whole public administration within a period of 5 – 7 years, while in long-term developing mobility and rotation options for the "key positions" within the scope of EU countries. Acknowledging the fact that changes in attitude towards process of mobility cannot be achieved in short-term, it is important to elaborate and put into practice common guidelines in process management of mobility and rotation, as well as simultaneously develop skills of managers, how to work with so called "difficult employees", whose performance is not satisfactory.

The central place within the remuneration process management in perspective should be given to the development of the variable part of remuneration (bonuses, premiums) in order to encourage adequate remuneration of the most outstanding employees and to increase competitiveness of the remuneration of public administration at functions and positions crucial for public administration. According to the assessments of competences and performance at work in 2013 available at the State Chancellery, currently public administration experiences difficulties to differentiate the average or good from very good and outstanding performance at work: 43% out of all employed in public administration have very good or even outstanding overall performance assessment. Such situation complicates opportunity to efficiently use work remuneration tools for motivation of the most outstanding employees. The following action in arranging remuneration system has to take place at least in three directions: firstly, it is necessary to work on determining objectives and improvement of the quality of competences and performance assessment process (NEVIS), what would allow to more precisely differentiate good and outstanding performance at work within a period of 3 – 5 years. For determining the most outstanding employees, so called "internal calibration" of the assessments could be performed, when mutual comparison of the highest assessed employees, as well as clarification of assessments is carried out once a year within the scope of one institution or institutions of one department. Secondly, it is important for public administration to define crucially important groups of positions and to follow dynamics of the performance of those employees and of the assessment within those groups of positions. Thirdly, the spirit of critical assessment and analysis of plans, action, competences, etc. must be promoted within the culture of public administration as organization, as basis for improving individual performance and performance of the whole organization in perspective and to avoid the tendency of generalised assessment that "we all work very well".

Positions. Currently there is already developed common standard of job description that will be gradually introduced in few next years, and that includes both the most essential requirements for the positions and competences. The form of the job description provides also setting objective of the position and importance of duties, what, if performance of job description is carried out in sufficient quality, not formally, allows all the employed in public administration to understand the place of their objectives of position and duties within the context of the institution or even entire public administration. Possible difficulties in introduction of common standard of job description will be caused by the fact that at least currently no clear boundaries of standardization and individualization of job descriptions exist, what, in its turn, will hinder setting competences for the positions, within which higher individualization degree of job description will emerge. On the other hand, excessive standardization of positions will limit options to adjust the content of work of position to the competences of executor of position, etc.

Following prevision on automation of the functions that are possible due to development of ICT, according to the opinion of the interviewed experts, the number of accountants and financiers will reduce in public administration, as well as the number of employees at other support functions, for

example, at personnel records management and administration. The same way, as the interviewed experts indicate, the number of those positions with high risk of duplication of functions could significantly reduce. Upon implementing centralization of the support functions (for example, accountancy, personnel records management and administration), the place of several positions within the organizational structure, as well as subordination and duties that are connected with structural changes and broader application of automation of processes option at daily work will change.

Together with development of application of ICT in public administration, according to the opinion of the interviewed experts, the significance of those positions that provide data security, protection and data quality control will grow. Demand for positions at the spheres of searching and processing information, for analysts in various spheres and managers of communication processes will also grow. Experts also forecast that demand for policy planners in international level will increase.

People

Competences. Development of competence models within public administration will be continued in two directions. On the one hand, setting of professional competences is being gradually initiated for the groups of positions and for positions. On the other hand, upon continuing development of competence models for the positions within the scope of personnel selection process, need for standardizing competence models for various positions will increase, completely refusing of or essentially reducing options for choice of competences within the groups of positions currently provided by the regulation of the Cabinet of Ministers No. 494 "Regulations on the Evaluation of Work Performance of Employees in Direct Administration State Institutions". For illustrative purposes: in 2013 the number of assessed competences for the senior managers at various institutions of direct public administration varied from 4 competences (Ministry of Education and Science, 8 managers assessed) up to 9 competences (State Chancellery, 4 managers assessed). Similar situation is also at the assessment of competences of the intermediate and lower level managers, where the number of competences to be assessed varies from 3 to 8 assessed competences for lower level managers and from 4 to 10 assessed competences for intermediate level managers. The need for larger standardization of competence model is intensified by the said of Latvian experts that competences of managers are insufficient, especially team management, strategic vision, motivation and development of employees, achieving results and change management. Experts also underline that assessment skills of employee competences are essential for managers, but currently poor. Poor management skills negatively reflect on efficiency of work and results of public administration performance. Insufficiently developed competences of change management within work environment that are characterized by high resistance of the employed to changes, impedes change initiatives and the pace of initiated reforms. Also other studies show that public administration most lacks strategic planning skills in various management levels both within the sphere of general management and personnel management, as well as those competences that are necessary for independent adoption of decisions, flexibility, initiative and readiness for changes.

Characterizing competence level of public administration employees of other levels, the interviewed experts indicate the following competences as insufficient: analytical thinking, connected with ability to process large amount of information, conceptual thinking and competences of interpersonal efficiency (communication, orientation towards customer, developing and maintaining of relationship, teamwork and responsiveness) that hinders collaboration among the employed at one and various institutions and in relations with the customers of public administration. Analytical and numerically – mathematical competences are also comparatively low developed, ICT application skills – below the average.

Analysis of sufficiency and availability of competences in public administration is hindered and also in future will be hindered by the fact that the employed in public administration do not have defined professional competences. Regulation of the Cabinet of Ministers No. 494 "Regulations on

the Evaluation of Work Performance of Employees in Direct Administration State Institutions"[414] provides annual assessment of professional qualification that includes assessment of education, professional experience, general and professional knowledge and skills, however particular categories of professional knowledge and skills and their number are defined by each institution to its own discretion. Consequences – limited opportunities to get an overall outline on the assessed professional competences and their development level in public administration. In order to put into practice determining of professional competences and assessment for the employed in public administration within the next few years, it is advisable to act at least in two directions. Firstly, to define necessary professional competences (not only requirements for education or experience) within selection of employees for the new positions and vacancies in public administration and to start assessment of professional competences within the process of selection of the new employees. Secondly, to gradually elaborate the lists of professional competences and their descriptions for the groups of positions in public administration (for example, policy planners, policy implementers), to include them in the Competence dictionary and to initiate assessment of professional competences within assessment process of performance at work.

Motivation. Efficiency of the motivation tools used in public administration crucially depends on the skills of managers of particular institutions to professionally apply those tools for motivating employees. For illustrative purposes: insufficient systematic monitoring of implementation of the process of performance assessment at the institutions of public administration, as well as lack of understanding and skills of all level managers in assessment of performance results and competences, encourages formal approach to this process. Consequences: assessments of results and competences are artificially higher and do not represent the actual situation at the institutions. The said is confirmed by the mentioned at expert interviews that there are about 10 – 15% outstanding employees in public administration, while the overall assessment of competences in public administration shows that competences of 77% of the employed in public administration are in very good and excellent level (see more Chapter 2.2.4).

It is necessary to continue improving motivation system of the employed in public administration, especially at remuneration level and its setting principles, searching for the balance between the equality and fairness and motivation of the best employees. As indicated at the expert interviews, insufficient assessment of the contribution and performance of the employees in a form of remuneration demotivates the most capable employees. Providing that the pace of increase of remuneration in public administration will be moderate also during the next years, it is necessary to more purposefully develop also other motivation programmes for employees: training and development programmes not only for improvement of the professional qualification, but also within the scope of life-long education, regular receipt of feedback and the planning of individual development, internal rotation system in all levels of positions, etc. The positive thing is that upon continuing to strengthen career system based on positions in public administration, individual responsibility of the employed in public administration on development of their career will increase and at the same time, at least in part of the cases, – inner motivation of employees to continue development of their competences and career.

In order to improve efficiency of professional performance within already initiated reforms, it is intended to introduce the service of advisory supervisors. Its initiation in 2014 was delayed due to the lack of financial means. Acknowledging advantages of supervision as method in exploration of new opportunities, in dealing with problems, etc., it is still advisable to critically evaluate benefits of using supervision as method in public administration and even more so – risks connected with introduction, for example, increased self-appraisal of performance at work and competences, resistance to changes, reluctance to undertake responsibility on own mistakes, etc. Thereby, during the next years it is advisable to critically evaluate the opportunities to use supervision, to prepare guidelines for using of this service, as well as to perform one or several pilot studies on using

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414   Available: http://likumi.lv/doc.php?id=250211 (accessed 23.01.2015.)

supervisions at one or several institutions of public administration, in result of which it is possible to assess supervision as further development of the service in public administration.

Loyalty. Although surveys of employees on their satisfaction with work have been carried out in public administration (the last – in 2014), there is still no information, if and how results of these studies are used at improvement of human resources development policy in order to promote satisfaction of employees and loyalty in long-term. Neither loyalty of employees, nor complex indicator of loyalty of employees – engagement level of employees that provides active action at demonstrating loyalty against the employer, until now have been examined in public administration in Latvia. Unlike surveys on satisfaction with work that for many years were used as the main tool for measuring attitude of employees, engagement studies most often include question blocks both on satisfaction of employees (for example, with duties at work, work organization, particular aspects of human resources policy, etc.) and trust of employees (for example, trust in senior management, cooperation with direct manager, collaboration within organization or department/ division altogether, etc.), and also engagement (for example, communication of employees on employer, opinion of employees on the image of employer, preparedness to make efforts to improve the work of organization, etc.). Upon continuing the initiated practice to examine satisfaction of the employed in public administration with their work at least once every two years, it is possible to elaborate and supplement the questionnaire used until now with several new questions that would allow analysing engagement of employees.

Interviews with the so called "leaving employees" are not organised at all institutions of public administration and there are no data on reasons, why employees choose to leave job in public administration. The same way information is not being systematically collected on those employees (number, qualification, institution, where previously has worked and where returns at work), who choose to return for work in public administration following some time, and on motivation for such choice.

Loyalty of the employees working in public administration is to be dealt in context with the overall image of public administration and the image of public administration as employer: loyal employees, who share positive information on work in public administration and are satisfied with their work, are a strong tool for creating of a positive image of public administration and vice versa – low loyalty and satisfaction hinders creating of a positive image.

Within the scope of the initiated reforms there are provided measures at the concept of human resources development for creating of a positive image of public administration, however they are rather to be assessed as occasional and fragmented and they do not address necessity for clear strategy for development of public administration as unified employer and for creation of the image of public administration as attractive employer, where significant place is given to strengthening of loyalty of existing employees towards public administration as well.

In order to promote getting issues on engagement of employees and loyalty at the agenda of public administration by developing the concept of human resources development for the next period of activity, it is advisable for assessment of the objectives and results of human resources development policy to include indicators that are connected with increasingly growing achievement of satisfaction and engagement level of employees. The same way it is recommended to put forward as an objective such increase of the number of the employed in public administration that have returned at work in public administration after some time.

Organizational culture

Upon continuing the initiated reforms, the direction of human resources policy is to strengthen internal culture of public administration. Several restrictions can be observed at such approach. Firstly, at the moment there is not described characterization of the existing organizational culture and therewith the desirable characterization of the organizational culture to be strengthened in

public administration is also not clear. Secondly, due to the lack of purposeful policy that would be directed towards development of common culture of public administration capable to answer modern challenges (for example, open, towards cooperation oriented), the culture of public administration develops spontaneously, in different pace and directions at different institutions. Currently the culture of each particular institution depends on specific nature of work of the particular institution, understanding of the managers of institutions and competences in those issues, as well as their leadership style. Consequences – different working style of institutions and internal culture, fragmented image of public administration as employer.

Values. Examples mentioned at the expert interviews indicate that currently there is no common vision in public administration on some common values of public administration. All the more – opinions differ on implementation of those values in real practice. Altogether it is possible to provide that upon elaborating the code of ethics within the scope of initiated reforms for the employed in public administration, discussions will be encouraged on the common values of public administration and the values of separate institutions, as well as the values of public administration. However, defining of values and their putting into practice is large-scale and very labour-consuming complex of measures that is connected with common analysis of culture of public administration as organization and determining desirable changes within organizational culture. At the moment reforms implemented in public administration and the concept on human resources development do not provide for such courses of action. At the same time it must be noted that for all public institutions at the moment and also in future the lack of common values will hinder development and putting into practice of the image of public administration as unified employer, as well as attraction of such new employees and high level professionals in public administration, whose personal values comply with the values of public administration.

In medium-term, upon starting implementation of the concept on human resources development for the period from 2020 to 2026, it is recommended to integrate the value of public administration as employer and the issues of fundamental principles as an essential part of public administration human resources development policy and to provide activities plan for implementation of the strategy on public administration as attractive employer.

Leadership style. Development of managers as leaders within development of the existing reforms in public administration is hindered by several factors. Firstly, managers in various management levels are not expected to have responsibility for personnel management that would promote motivation for development of the managers as leaders. Secondly, public administration does not have defined complete profile of competences of the managers as leaders. Instead of that Competence dictionary sets sufficiently broad list of management competences, from where each institution may choose itself the competences to be assessed. Thirdly, development of managers must be constant, using various development methods (including – individual support for development), it means that this direction requires significant financial means. Factor that is not less important is the level of interest of the managers themselves in continuing development of their management competences, since public administration as organization altogether has poor orientation towards development. According to the data collected on fourteen institutions of public administration (12 ministries[415], State Chancellery and Corruption Prevention and Combating Bureau), in 2013 the following competences were most often assessed for the senior managers in public administration: "strategic vision" (assessed by 12 out of 14 institutions of direct public administration), "orientation towards results" (11 out of 14 institutions), "ability to take decisions and undertake responsibility" and "motivation and development of employees" (9 out of 14 institutions). In 2013, such competences of senior managers as "orientation towards development" and "change management" that are important for development of public administration as organization and change management were assessed by less than a half of institutions of direct public administration.

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415 At the research implementation phase, there were 13 ministries in Latvia, thus they do not include data on Ministry of Defence.

Maintaining the role of the State Chancellery, the Ministry of Finance and Public Administration School as leading institutions within human resources management, the managers will be able to continue making complaints on inefficient human resources development policy in public administration, at the same time not undertaking personal responsibility for personnel management in their institutions.

In order to promote development of managers as leaders within public administration, in medium-term it is advisable to define competences of leaders, including in their list, for example, such competences as involvement of employees, public participation or public leadership and establishing of vision and communication (the last two competences are especially significant for senior managers), resilience. Upon elaborating competence model of leaders, it is recommended to review improvement of the Competence dictionary, that is, to review the list of competences of managers and to update descriptions of competences. For example, it is advisable to evaluate, whether it is useful to divide competence "motivation and development of employees" in two separate competences – "development of employees", including also features on personal example of the manager in development, and "motivation and inspiring of employees". In order to put in practice the competences of leaders (at least 2 – 3), they would have to be determined as compulsory assessed within the annual work performance assessment process or by using specially organized measures for assessment of competences, or in mixed manner.

Relationship. Besides purposeful changes at the culture of public administration as organization, what are also not provided in the scenario of the existing reforms, nature of relationship among the employed in public administration within one institution, among various institutions and in relations with public, will depend on the culture, management style and understanding of the employed dominating at the particular institution of public administration, as well as on the level of competences of interpersonal efficiency. Considering the role of senior manager at development of organizational culture, differences at the culture of various institutions of public administration will become even stronger that will be influenced by the work and leadership style of a particular manager. Consequences – fragmentation of the image of public administration as employer, increase of polarization of opinions at characterization of the working style of various institutions that hinders attraction and keeping of employees, especially at lower evaluated institutions.

Reacting to the pressure that will be caused by arbitrary mobility of employees from one institutions to others, as well as requirements of the new generation for less hierarchic work relationship style and higher individual responsibility, public administration will be forced to purposefully address the issues on the change of organizational culture within a period of 3 – 5 years, shifting from distant and hierarchic relationship to culture that is oriented towards collaboration.

Need for new collaboration forms will be fostered also by age and gender structure of employees in public administration that was commented more in detail when describing challenges that public administration is going to face. Especially it must be thought, how to bring together within working process young people with high motivation to develop and little work experience in public administration and middle-aged people and people approaching retirement age with longstanding experience, but lower preparedness for changes and flexibility. Each group has different values, action priorities, etc. that can rather cause conflicts than open collaboration options. In medium-term it would be necessary to establish collaboration platforms between generations, basing on common values of public administration, objectives of public administration and/ or separate institutions or using a mix of both those features of organizational culture. Changes in relationship can encourage also improvement of processes within public administration that requires more active communication and collaboration between the positions among one and various institutions for performance of duties at work.

Benefits and risks

The most significant benefits upon implementing development scenario of the reactive approach "Standardized human resources policy":

- Common and standardized approach at human resources management: clear human resources policy application conditions for various groups of positions;
- Predictability and stability of work environment that ensures feeling of security for the employees;
- Gradual putting into practice of competence approach within personnel management processes (selection, trainings, assessment) is being implemented, what provides a clear course for human resources development policy;
- The amount of administrative and routine functions reduces, upon implementing centralization and automation of support functions;
- Gradual putting into practice of target managed approach in public administration.

The most significant risks:

- Pace of reforms is moderate; due to political will and limited resources several political initiatives can be started late or not implemented at all;
- Lack of reforms at the culture of public administration as organization (common values of institutions of public administration and employers, leadership style) hinders development of the image of public administration as unified and attractive employer;
- Risk of fragmentary human resources management caused by insufficiently centralized planning of human resources policy, the range of human resources issues partially covered within the reforms, insufficient capacity of personnel management function at the institutions and personnel management skills of managers that hinder proper introduction of new personnel management processes and improvement of the existing ones;
- Lack of flexibility at human resources management (within processes and procedures) that increases dissatisfaction of separate groups of employees and readiness to leave work in public administration;
- Orientation towards maintaining stability as dominating feature characterizing culture of public administration in combination with high resistance to changes, at conditions, when changes are not professionally managed, stops or essentially hinders implementation of changes;
- Since initiated reforms do not provide implementing changes within the structure of institutions of public administration, for example, to reduce the number of hierarchy levels and complexity of structure, difficulties may increase in keeping at work in public administration employees of the new generation, for whom individual responsibilities, objectives and decision adoption authorities are important;
- Age structure of employees encourages polarization of the values and working style that at conditions, when the culture of collaboration and diversity management is not being promoted, hinders collaboration among the employed in public administration.

5.3.2.2. Scenario 2: Development scenario of proactive approach "Public administration as unified and attractive employer"

General description of scenario

The scenario is directed towards reforms for attraction and integration of the new generation in public administration and active action regarding collaboration between generations and dealing with ageing issues. This scenario provides that in long-term (within a period of 7 – 10 years):
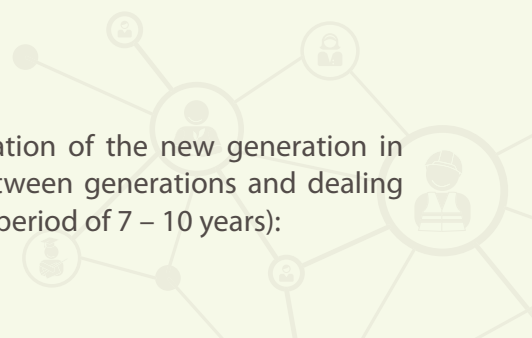
- Common personnel management system is being developed in public administration, where human resources development policy planning is provided in centralized manner, while most of the personnel management processes and procedures, except selection and development processes of senior managers, are introduced in decentralized manner. Centralization is especially important within the following processes: development of human resources policy of direct public administration, selection of senior managers and development of managers, provision of personnel administrative processes. At the same time, State Chancellery ensures centralized and systematic monitoring of human resources policy implementation;
- Proactive approach is dominating at planning and implementing of human resources policy, it is directed towards issues current in medium-term and long-term: talent management, diversity management, health promotion, collaboration promotion between different generations and other solutions of personnel management according to the life-cycle of the employees;
- Change management becomes usual procedure for public administration and managers working at it. Transformation of the culture and structure of public administration is being gradually implemented. Strong group of change management experts acts within the scope of the State Chancellery, ensuring the required strategic and change implementation management (including methodological support for qualitative introduction of various management and personnel management processes) in public administration;
- Managers are ascribed the leading role at implementation of human resources strategy and personnel management at the institutions of public administration. Managers can flexibly apply different employee motivation tools that are appropriate for individual needs of employees;
- Maximum flexible human resources strategies will be developed, to be adjusted for the work specifics and human resources needs of particular institution of public administration, providing high motivation of employees. Public administration is a positive example for other organizations of public and private sector in testing of new innovative personnel management initiatives in a form of pilot projects and for introduction of innovative solutions in public administration, thereby developing new standards of good practice not only within other branches in Latvia, but also in public administration in the EU countries;
- In order to promote involvement and keeping of the new generation in public administration, new, towards changes within organizational culture oriented courses of action within development of public administration and human resources are being developed. Objective – to develop more open, more flexible culture, where hierarchic relationship among those working in public administration is changed by collaboration between employees and institutions. Each employee, irrespective of his position and rank at the organizational structure, has a clear vision on his role and responsibilities. Changes in organizational culture will cause changes also in organizational structure in future, making it more flat and shortening decision adoption chains.

Projected development of the situation

Strategy

Human resources development policy of public administration is based on systematic and centralized planning of human resources in medium-term and long-term that follows the common strategic action course of public administration. Human resources development policy is mainly directed towards systematic analysis of the required and available competences in public administration and proposal of such medium-term and long-term solutions within the spheres of attraction, keeping and development of employees that ensure availability of the competences essential for public administration. The key questions that must be answered when planning human resources development in future, are as follows: what competences will we need in medium-term

and long-term; to what extent can we access them and what will we do in order to provide the required and missing competences for us? The essential competences for public administration and their keeping, attraction and development needs are set within the scope of strategic planning process of personnel. They, however, determine remaining courses of action of personnel policy that refer to selection, training, motivating and other personnel management processes. The expected most important directions of human resources development policy are several. Firstly, identification and management of talents in order to attract and keep at work in public administration employees with competences essential for public administration and with potential of further development. Secondly, flexible, towards life-cycle oriented personnel management policy, taking into consideration needs of employees representing specific age groups, where special place is given to the planning of individual development and career of employees, work and personal life balance solutions and health promotion programmes. Thirdly, development of strong managers as leaders within public administration.

Public administration starts implementing active attraction policy of future employees for work in public administration already in short-term (within a period of 1 – 3 years), developing collaboration with universities, establishing apprenticeships for the youth without previous experience at work and opportunities for new specialists to train. This approach starts bringing return in perspective of 3 – 5 years: the proportion of employees representing the new generation increases in public administration, reaching 20% out of all employed in public administration. In medium-term (within a period of 3 – 7 years) public administration starts actively implement diversity management policy, engaging at work in public administration employees of various target groups that possess the competences required by public administration, for example, persons with reduced mobility, employees approaching retirement age. In long-term public administration becomes a model for other organizations, how to put into practice flexible and individualized personnel management solutions that are directed towards meeting individual life and work needs of employees, including promotion of health and prevention in order to prolong the active work life of employees and delay ageing.

In order to assess the pace of introduction of human resources policy and the achieved results, public administration initiates in medium-term and in long-term to systematically perform quantitative and qualitative assessment of the intermediate stage and conclusion stage of policy initiatives. The same way public administration systematically assesses the pace of change introduction, achieved results and return of various motivation programmes. Systematic analysis of quantitative and qualitative indicators of human resources is provided for the needs of strategic planning.

Within the scope of the State Chancellery or the Cross-Sectoral Coordination Centre a strong change management competence is being developed, provided by the best experts of this branch in Latvia. The task of the change management group is to elaborate change strategy of culture of public administration as organization and to manage its introduction in public administration. Change management experts develop also change introduction plan, provide support to the managers in implementation of the change management and assess change achievements in introduction of all significant pilot projects and new action policies in order to avoid the situation that changes are introduced formally, partly or not introduced at all.

In medium perspective (within a period of 5 – 7 years) the managers of institutions and structural units become responsible for implementation of human resources policy in public administration. Such change of roles is provided by the review of responsibilities and obligations of the managers in short-term and carrying out of corresponding changes in job descriptions and personnel management processes. Simultaneously, continuous development of personnel management of managers and change management competences is being provided during the whole implementation of the scenario, using various training options, including training and development opportunities at work. All level managers have clearly set functions, responsibilities and

competences for personnel management at their institutions. Managers can access the necessary professional support and trainings for professional implementation of personnel management functions at the institutions.

Changes of transformative nature implemented by public administration in Latvia in order to encourage openness, collaboration and flexibility of public administration, as well as results achieved by it, promote developing of a positive image of public administration in medium-term and increase also motivation of the employees of public administration.

Within a period of ten years public administration becomes an attractive employer, within studies "The best employer in Latvia" it ranks in top five, and therefore public administration can ensure that only best of the best work there.

Organizational design

Structure. Until 2020 public administration has performed centralization of support functions (personnel records management and administrative processes, accountancy and record keeping), establishing common centre of administrative services (support functions) for the entire public administration. Similar centralized training and human resources development service centre has been established at Public Administration School, and gradually also other professional service centres for implementation of communication and public relations and other functions in public administration are being established. Establishing of such administrative and professional service centres gradually changes also internal structure of institutions and collaboration of institutions with service centres. Availability of human resources within regions is taken into consideration upon establishing service centres, implementing at least part of the functions of the centre (for example, customer call centre) in cities of Latvian regions.

Due to the fact that the structure of public administration institutions gradually (within a period of 3 – 5 years) becomes less hierarchic and decentralized, by delegating decision adoption powers to employees from lower levels of hierarchy it becomes more flat. In long-term the structure of public administration increasingly more obtains the features of organic structure that is characterized by its subordination to the processes and functions to be performed, not vice versa. Organic structures, according to the information provided at the overview of theory on public administration development tendencies within public sector at the EU, are much more efficient within unpredictable environment than the mechanical structures, advantages of which show up within a stable environment.

Changes at the structure of public administration are not simple result that can be achieved in a short-term. Therefore, upon starting changes of such character, objectives to be achieved in perspective of 3 – 5 years must be clear. For example, as the target for reducing of the number of hierarchy levels and for merging related functions in order to reduce complexity of the current structure could be set provision of greater transparency of the common structure of public administration, provision of clear boundaries of responsibilities of institutions, functions and positions, shortening of decision adoption processes and incentive of collaboration between the employed in public administration. The most significant difficulties are connected with great inner inertia and resistance to changes that is caused by changes within responsibilities of positions, in internal and external collaboration, as well as with the lack of political will to refuse from division of political influence at ministries and their subordinate institutions. Changes are expected to result in reducing of number of intermediate and lower level managers and expansion of duties and responsibilities of the existing managers. The change of structure is not an end in itself, it must be subordinated for efficient execution of the common goals and development plans of public administration, as well as for raising quality of services rendered by population of the country.

Considering the fact that development of the structure of public administration as organization must be analysed in the context of development of public administration functions and public services

that go beyond the scope of these scenarios, it is advisable within the period of the next 3 years to perform qualitative analysis of opportunities of decentralization of public administration and public participation at provision of services rendered by the state up until now and to establish models of organizational structure suitable for the planned changes.

The overall process management. Until 2020, process analysis and optimization has been performed in public administration, initially determined by the following public and internal needs of public administration (orientation towards efficiency): to promote orientation towards customer, thereby simplifying and shortening processes and making them more comprehensible for the customers, to promote collaboration among employees at one and various institutions of public administration, providing exchange of information and experience and to achieve the best result, efficiently using resources.

In order to promote efficiency of work in public administration, analysis of process efficiency is being continuously provided in several levels: efficiency of management processes, efficiency of support processes, including, to what extent options of ICT and process automation are being used, not duplicating documentation in electronic and paper form.

Upon continuing development of e-governance services, especially within spheres that concern customer service, it is possible to extend options for the use of electronic environment. For example, in medium-term electronic planning and organizing tools of working hours can be developed, while in perspective of 10 years it can be possible to develop also self-service portal for serving the employed in public administration for dealing with the issues on work relationship and other personnel administration issues that are currently dealt by personnel specialists of institutions. Introduction of such solution will release the time of direct managers and personnel specialists that they are currently devoting to consultations of employees on issues of personnel records management and physical preparation of the documents, to performance of other, more of strategic meaning, duties, for example, regular feedback to employees, analysis of processes and work content of positions, etc. During the next five years flexible and distant forms of work are fully introduced in public administration that allow employees to much more freely choose the one most suitable model of work organization and thereby meet the individual needs for balance of work and personal life.

It is important to shorten the process of decision adoption within public administration that in practice means lengthy coordination of the prepared documents ("collecting of signatures"). Consequences – low preparedness to undertake individual responsibility. By shortening the chain of decision adoption and popularizing those achievements in public, the idea on public administration as very hierarchic and slow organization will be gradually broken. In long-term it would allow to improve the overall image of public administration and the image of public administration as employer. Upon putting into practice collaboration as fundamental principle, necessity to make network of informal contacts with the "right people" at one's own or other institutions gradually disappears.

Personnel management processes. Competence based approach forms the basis of all personnel management processes. Until 2020 competence approach is fully integrated in personnel selection, training and assessment processes, as well as analysis of positions.

In order to achieve the goal – to attract employees of the new generation for work in public administration – the following processes are very important: making collaboration with the "future employees" at secondary schools and universities, for example, organizing competitions on knowledge on public administration or on visions on development of public administration, establishing cooperation with universities, for example, with experts of public administration performing with guest lectures and establishing apprenticeships in public administration. Selection process of the new employees is also important, the aim of which is to strengthen the interest of the youth on work in public administration, therefore it cannot be bureaucratic, formal or too long and boring. Upon establishing apprenticeships, it is important to have them substantively various,

with different initial competences and their required level of development. Considering the diverse character of the work of public administration, apprenticeships can be made both for the youth (for example, during the secondary school years and within the first study years at university) for development of initial or simple working skills (copying of documents, entering information at data bases, etc.), and for the students of bachelor and master study programmes with still increasing level of complexity of the tasks. Crucial precondition for qualitative trainings is establishing of position of training manager within the scope of department and/ or at the State Chancellery. Duties of the training manager would include establishing of apprenticeships, coordinating of training, support of mentor to the trainees, as well as identifying during the training of the most capable trainees that can be offered job in public administration in perspective. All above mentioned processes simultaneously draw the action courses and activities for the plan of public administration as attractive employer.

Within employee selection process the following target groups are especially interesting for public administration:

- Graduates of Latvian and foreign universities with high development potential and high motivation for work exactly in public administration;
- Young specialists that work at institutions of public administration in other European countries;
- High level specialists, who work at other branches in Latvia or abroad and who possess the competences missing and necessary for public administration.

If an interesting content of work that conforms to the needs essential for each group plays a big role in attraction of all groups, then for the representatives of the second and third groups it is especially important to establish strategically important positions and/ or project work groups for elaborating and managing of strategically important and long-term projects, where high professional competences are required (for example, excellent sectoral knowledge, policy planning competences, etc.), as well as interpersonal communication competences (for example, at the branch of international contact networks, at various European institutions, etc.). Such work groups should be made under the guidance of the State Chancellery, Cross-Sectoral Coordination Centre and/ or ministers, emphasizing their strategic place, cross-sectoral character and assigning broad powers of action. Remuneration and motivation system of such positions of strategic importance has to be competitive in comparison with the private sector in Latvia.

As indicated at the description of strategy, in order to provide identification of competences required by public administration, analysis of the existing and required in medium-term and long-term competences is carried out at least once every three years, that is, planning of long-term personnel competences is being provided. Since the essential competences are defined at all positions, then target group selection process and choice of methods is directed towards attraction of competences required by public administration in the most optimal manner. Selection process is active: opportunities to actively address those groups of employees, who possess competences and potential required for work, are widely used in public administration. Competence assessment methods used at selection and allowing to assess such difficult to develop competences as, for example, learning skills, dealing with problems, adapting skills, creativity, are being improved. However, those competences that can be developed within the process of work, are also developed within the process of work and within training. Within the scope of diversity management approach public administration attracts and selects for definite competences (for defined groups of positions) potential employees of also other target groups, for example, persons with reduced mobility, employees approaching retirement age and people of retirement age.

Considering the fact that employees of different generations already currently work in public administration and will work also in perspective, learning and experience exchange culture is being gradually developed, where for putting into practice of it an important role is played by all level managers as positive example in development of own competences and promotion of experience exchange. In parallel with improvement of professional, social and management competences

within the scope of various training programmes, one of the solutions is to develop and in medium-term implement training programme for development of self-development competence. The aim of such programme is to induce the interest and skills of employees of different generations to continue developing their competences during their whole life. Systematic putting into practice of experience exchange also needs to develop the skills of all level managers and personnel managers of institutions in applying methods of facilitation of group work, in establishing cooperation, dealing with conflicts, etc., in order for experience exchange in long-term (2023 – 2025) to gradually become a part of daily work, instead of specially organized set of measures. In order to achieve this, in short-term and in medium-term it is initially advisable in a form of pilot programmes to experiment with various learning and development, as well as experience exchange methods, for example, implementing mentoring programmes, using of internal trainers at the training, colleague learning groups, development pairs and other modern learning and development methods. For successful implementation of such programmes several preconditions are important: support of senior management of particular institution, actual experience exchange needs at institution, skills of managers and personnel managers in management of group work and application of development methods, as well as process manager – manager of institution or personnel manager, who systematically monitors the experience exchange process, in case of necessity consults the involved parties, etc.

Along with the regular (at least once every two years) studies on satisfaction of employees with work and on their engagement, the interviews with leaving employees are implemented in public administration and motives why employees leave are systematically analysed that, in its turn, allow critical assessment of efficiency of employee motivation and keeping programmes and developing of new motivation forms.

Already within a period until 2020 a tendency can be clearly observed in public administration for increase of flexibility within personnel management processes. Individualization and personalization of personnel management solutions increases as well, what can the best be seen at the assessment of individual performance at work in a form of feedback between the manager and employee, as well as at the planning of individual development and provision of career and mobility opportunities for employees in accordance with their individual plans.

Public administration assesses options of using outsourced services for performance of particular processes or their parts at least once every five years. The said especially refers to the processes of assessment of selection and manager competences, as well as learning and competence development processes.

Positions. In order to eliminate the consequences of the negative subordinated responsibility for undertaking responsibility and initiative by employees, setting responsibilities for all positions is gradually initiated in public administration, excluding the duplicate stages within the chain of decision adoption and approval. Assessment of such process of decision adoption, simultaneously setting clear boundaries of duties and individual responsibility, allows public administration organizations to reduce in perspective, for example, the number of involved levels at preparation of the documents and to develop more flat organizational structure. Differentiating of levels and spheres of responsibility and setting of clear limits of responsibility is especially essential within positions of managers, so that, on the one hand, to limit overly going into details of all the issues by managers or so called micromanagement in public administration, on the other hand, to set clear position responsibilities of all the employed in public administration and to eliminate the so called "social laziness" (tendency not to make efforts, when individual contribution or result is not assessed) and irresponsibility of employees representing various levels.

In result of these processes, the level of autonomy increases at least within a part of the positions (specialists, experts), due to the fact that employees must undertake more individual responsibility on result of work to be achieved and opportunities arise to more freely set organization of the own work, by using options of the flexible and distant work. According to studies, structuring of positions

by setting clear terms of employment, roles and duties, and relations that are mainly responsibility of direct managers, encourages engagement of employees. Direct managers are also responsible for change of position content in order to maintain motivation of employee.

In result of development of ICT, within a period of the next five years necessity for positions that involve routine information processing and analysing and customer service tasks will reduce. It especially refers to the sphere of administrative and office work support functions. According to the studies, the application of computer technologies in part of the cases will not replace human work, but facilitate performance of tasks and adoption of decisions. However, it must be noted that benefits from application of ICT not always can be obtained at once following introduction of technologies: quite often improvements must be also carried out at the beginning that requires separate additional work by specialists. Major difficulties are connected also with the change of habits of the employed that can be encouraged by trainings, motivation measures to use the new technologies, etc. Increased attention must also be paid to analysis of processes before and after introduction of ICT in order to prevent inefficient, for example, duplicating activities, where by failing to do so the return out of introduction of ICT can be negligible. Constantly forecasting changes within positions in public administration, human resources development policy provides that employees, whose positions will be affected by changes, are timely offered professional support for acquiring new competences and for change of position or change to another branch.

In medium-term public administration starts preparing that in long-term increasingly greater significance will be acquired by the change of work content accordingly to the age specifics. It means that there must be carried out very precise analysis of processes, services and functions in public administration in level of tasks and activities that provides opportunities to change the content of various positions, at the same time limiting stability and quality risks of processes and services.

People

Irrespective of the fact that attraction of the new generation employees for work in public administration is promoted within the scope of this scenario, the overall demographic development and ageing tendencies of population, as well as the current age structure of the employed in public administration show that it is important for public administration as employer to establish such personnel management policy that is directed towards diversity management, including respect for the needs of life and employment of employees of various age. It is exactly why diversity management and flexible, individualized solutions for motivation are one of the proposed fundamental principles within human resources development policy in public administration.

Competences. Studies demonstrate that in future demand will grow for non-standard interpersonal relationship and influence competences, as well as for analytical competences. At the same time demand for competences necessary for routine work will reduce. Increasingly greater significance will obtain also such competences as strategic thinking, innovations and creativity, understanding of economic processes and business environment. Additionally to the competences defined at the Competence dictionary[416] and orientating towards competences required in future, there will be developed in public administration also such skills as ICT skills and cross-cutting understanding. Upon the content of work becoming more complex, significance of creativity (skills to use existing knowledge and new information for creating new knowledge), learning and self-development skills increases, in order to continuously and independently improve the own performance at work, as well as preparedness to be flexible and adapt to changes. These competences taken together form the basis for personal efficiency of employees in future and increase individual competitiveness.

Each employee has his own individual development plan of competences, the updating of which takes place at least once every six months within talks with the direct manager and that forms the basis for planning of individual development needs of employees in a form of learning and other

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416   http://www.mk.gov.lv/sites/default/files/editor/kompetencu_vardnica.pdf_1.pdf

development measures. Public administration ensures career consultation opportunities for employees in order to provide support for more efficient planning of work life accordingly to the needs of their life-cycle and the use of competences.

Motivation. Already in medium-term (for 2020) flexibility of motivation programmes will increase in public administration that will be facilitated by engagement of all level employees at elaboration of motivation programmes and methods. Understanding of managers and employees on significance of inner motivation or self-motivation at work will be stimulated in public administration that functions already sufficiently well among employees of the new generation and high level professionals. The above said is proved by the results of expert interviews: employees of the new generation for work in public administration are motivated by opportunities to do work that is interesting and responsible. In conditions, when it is possible to do work that you like, that corresponds to abilities and allows further development, high level of inner motivation or self-motivation is provided. External incentives, such as work salary and premiums, recognition, etc. form only additional system of incentives to work with maximum efficiency.

Trainings and competence development opportunities maintain their significance at employee motivation programmes, especially at motivation of employees of the new generation. Increasingly more importance will be assigned to individual approach for personnel development, in case of the new employees – to keep and motivate them, in case of elderly employees – to maintain their competitiveness and develop skills required for work in public administration. Public Administration School analyses suitability of various learning and development methods for various groups of employees and assesses efficiency of trainings not only from satisfaction of training participants' point of view, but also from competences development point of view.

Measures important for motivation of elderly employees are prolonging of career paths, rotation opportunities and health care programmes that are being introduced in public administration. For elderly employees public administration can establish career transformation programmes that provide assessing existing competences of employees, determining more appropriate solutions for development of such new competences, which are/ will be required in public administration and to provide support options at development of competences and at career transformation process. Within the scope of these programmes employees may be as well assisted in preparation for gradual transition to partial employment or retirement. Additional benefit out of these programmes is understanding of elderly employees on changes in public administration and necessity to continuously develop in order to adapt to them.

Public administration may become a leader in the health promotion sphere, because due to the big number of employees in public administration in comparison with other spheres, it is possible to develop and offer models of health promotion programmes made exactly for the employees of public administration and to put into practice health promotion culture that in positive manner expands from public administration to society in its entirety. The good practice guidelines developed within the scope of public administration may become a valuable methodological material also for employers in other sectors.

Loyalty. As stated at the previous section "Motivation", loyalty towards public administration as employer is closely connected with genuine desire of the employee (motivation) to work in public sector. According to the studies, one of the strongest elements of this motivation is interest on policy and policy making. In medium-term developing the practice to assess the motivation for work in public sector of the applicants within selection process of the new employees, in long-term it will be achieved that most of the employed in public administration have stable motivation for this work. By this manner internally more motivated and in perspective more loyal keeping of people in public administration will be promoted.

Considering the different factors that determine the interest on work in public administration of employees of different generations (for example, stability and loyalty towards particular organization

is more important for the older generation, while for the younger generation – loyalty towards profession and career opportunities), public administration offers various techniques of motivation and keeping that suit each of the generations.

Organizational culture

This scenario provides gradually and at the same time purposefully in long-term change the culture of public administration as organization, basing on strong managers of public administration as leaders and public administration values conforming to the modern spirit. The aim is to develop such culture of public administration that is open, flexible, towards collaboration oriented, at the same time maintaining strategic stability.

Values. In response to the challenge, how to find balance between traditional values characterizing public administration, as stability, legitimacy, etc. and modern values that are more connected with dynamics, innovations and orientation towards human resources development, public administration in Latvia in medium-term (until 2020) has carried out revision and updating of public administration values. They characterize public administration in relations with society (external dimension) and internal working culture and relations of public administration (internal dimension). Public administration has determined 3 – 5 values within each of the above mentioned groups that are clearly described and characterize the overall working spirit and essence of public administration as single organization.

In long-term all the values have been put into practice at daily work of public administration, within relations with society and in behaviour of employees, not just existing "on the paper". It is proved by the readiness of employees themselves and care on complying with the code of values. Values are being developed within the culture of public administration as organization, strengthening leadership style based on the values and mutual relationship, values are being implemented also within personnel management processes. Public administration encourages popularizing models of values within internal and external communication.

Leadership style. In order to emphasize the meaning of leadership competences in public administration, during the next 3 – 5 years assessment of manager competences are being put into practice by using methodology of competence assessment centres and attracting external experts for assessment of competences. Development of all manager competences takes place in accordance with their individual plan for development of competences.

Due to the development of competences of managers as leaders, public administration manages to more successfully provide the keeping at work of the new generation employees that evaluate the manager being positive and worth to emulate model, he provides regular feedback, promotes development of the subordinated, offering interesting and meaningful tasks and thereby varying content of work. Managers – leaders in all management levels in public administration provide individualized attention. This principle must become one of the principles of human resources development policy in public administration.

Leaders in public administration are characterized by excellent personnel management skills, change management skills and orientation towards development. Basing on clearly set competence models for all level managers, as well as systematic and qualitative assessment and development of those competences, single manager – leader profile is being developed in public administration within a period of five years, what is characterized by transformative leadership features: encouraging of development of subordinated employees, unlocking of inner motivation of employees, individualized attention for employees, emotional intelligentsia, care for establishing of positive psychological environment and ethic action of employees. Action of manager serves as a positive example for employees both at their daily work and also at self-development. Values characterizing leaders can also be included into the profile of leaders, for example, action in good faith, collaboration, openness, independent development. Manager – leader competence model is being applied also at selection of the new managers for manager vacancies.

For development of manager – leader work culture, also managers from other branches are being purposefully attracted to public administration. In order to provide their induction at work specifics of public administration, special training programmes have been established that provides also training at several various institutions of public administration. Similar programme is being made also for other specialists that start working in public administration and who do not have previous work experience at this sector.

Constant availability of leaders in public administration is provided also by succession programme, which development is being started within the next 3 – 5 years and which includes identifying of potential leaders within the scope of talent management programme and development of leaders, using group and individual development methods, for example, observing the work of leaders, establishing of development pairs with experienced leaders, etc. Due to the fact that during the first years of implementation of the scenario (2015 – 2020) managers working in public administration have developed their management and personnel management skills and acquired understanding on how important it is to continuously develop themselves and to develop others, they are ready to involve in development of their successors.

Relationship. Gradual change of work culture and putting into practice of modern values in public administration will promote establishing of such respectful relationship among the employees of one or different institutions of public administration, what is based on exchanging competences and experience, not the place in relationship hierarchy. Thereby mutual relationship of the employees becomes less status oriented and formal. Mutual trust, in its turn, unlocks motivation of employees for work.

Considering the ever growing pace of changes and constant changes within the content of work, psychological agreement gradually acquires increasingly more significance within relationship between employer and employee, not only the legal form of employment relationship, because not all changes can be recorded at the job description and/ or employment contract. The basis of the psychological agreement is trust between the manager as direct employer and employee and readiness of both parties to continuously invest in these relations in order to receive something essential for them in exchange.

Public administration promotes collaboration between employees of different generations, using modern work organization forms, for example, team work and work at projects and involving there employees of different generations with different and mutually complementary competences. Collaboration of generations is also promoted by using methods at the development workplace, where employees of both generations are able to learn the missing competences from each other. Managers will continue to qualitatively monitor mentoring movement, promoting transfer of experience and knowledge. In order to promote various collaboration forms of generations, it is important to develop the skills of managers in establishing teams, mediation, conducting of work group meetings and moderating of discussions, etc. However, all the involved parties at the collaboration must develop communication skills, openness, tolerance and other competences of interpersonal efficiency.

Timely orientating towards various groups of employees (of age, health condition, nationality, etc.) being employed in public administration in long-term, public administration develops various guidelines of management policy already within a period from 2020 to 2023, and within the scope of this policy starts implementing programmes in order to encourage development of open and dignified relations among all the employed groups in public administration.

Benefits and risks

The most significant benefits upon implementing development scenario of proactive approach "Public administration as attractive employer":
- Planning and elaboration of the strategy of human resources development according to the current and future needs of public administration and human resources development that reduces necessary resources for combating consequences caused by different problems;

- Transformation of organizational culture of public administration that results in public administration becoming an attractive employer for the new generation employees and specialists of various branches, who are oriented towards interesting content of work;
- Purposeful changes in the culture of public administration will facilitate and promote also changes within the structure of organization, due to the greater readiness to collaborate, respect and openness within mutual relations;
- Improvement of organizational design (structures, processes, positions) results in promoting of undertaking of individual responsibility in all levels of public administration and towards collaboration oriented work environment;
- Organizational structure of public administration will become more flat and due to application of ICT, analysis and optimization of processes and functions, the amount of administrative and routine functions will decrease;
- The overall capacity of personnel management in public administration will be strengthened by creating synergy opportunities between managers as personnel managers and specialists of personnel function as experts of personnel management branch, who are able to provide consultations and support to managers;
- Motivation of employees and work efficiency will increase, strengthening the role of human resources development policy in public administration and proposing efficient and individual personnel management solutions;
- Level of employee engagement will increase due to employees active engagement at improving work of public administration, developing of employee motivation programmes, etc.;
- Establishing of apprenticeships expands channels for attraction of new employees available for public administration and allows to carry out pre-selection of the most capable applicants for work in public administration;
- Public administration will become an example of innovative personnel management solution (for example, practice of life-cycle oriented personnel management, health promotion programmes, etc.) in Latvia that promotes positive image of public administration and of public administration as employer.

The most significant risks:
- Insufficient support of the Cabinet of Ministers and the members of the Cabinet of Ministers for initiation of changes of transformative character and their progress in public administration;
- Weakness of the function of strategic and centralized human resources planning that hinders analysis of the required and existing competences and forecasting future needs, including by using analysis of quantitative and qualitative statistical data;
- The current competence level of management and leadership skills of public administration managers, as well as personnel management competence level combined with low motivation to develop own competences and competence development opportunities available in short-term can essentially hinder implementation of human resources development strategy within the scope of this scenario. This risk is increased by still growing battle for talents within labour market, what refers also to the management and leadership skills;
- Lack of change management capacity in public administration. Due to the lack of understanding and competences, new change initiatives can remain not initiated or can be discontinued during their trial stage (for example, due to initially high costs), without awaiting positive results, what require time;
- High resistance of the employed in public administration (especially within groups of those working for a long time and elderly employees) to implementation of the reforms of organizational culture and structure that is connected with leaving of the normal comfort zone and at least short-term stability loosing;

- Comparatively poor developed self-criticism abilities in public administration that limit and prevent searching for new, increasingly better solutions for the common work of positions, departments, own institution and public administration;
- Analysis of processes and services of public administration in the level of stages, tasks and activities with the aim to define and put into practice the most optimal conduct of processes and services is not feasible within the scope of one institution or even department, but in cross-sectoral level. Improvement of the content of processes, services and positions referring to them in public administration crucially depends on the closeness of collaboration between public administration institutions and motivation;
- Additional costs to introduce automatized self-service centre function;
- Capacity and costs of ICT solutions, increasing distant work organization options;
- Non-systematic and insufficient external communication on the objectives and pace of the reforms implemented in public administration, as well as on the achievements and benefits of the implementation of the reforms.

5.4. Comparison of public administration development scenarios

As seen in Figure 5.3., different courses of action that also determine the different public administration human resources development strategy covered by scenarios, are provided in the following aspects:
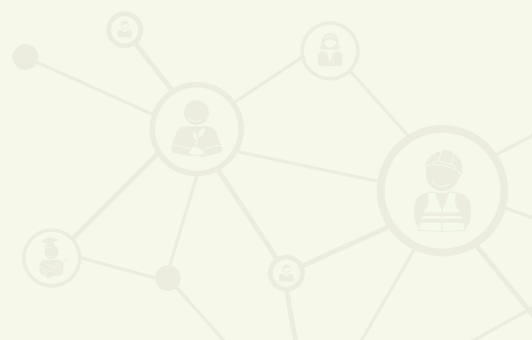- what approach is used at policy-making,
- what is the nature of changes implemented in public administration,
- what solutions are used in implementation of human resources development policy.

Figure 5.3. Comparison of public administration development scenarios
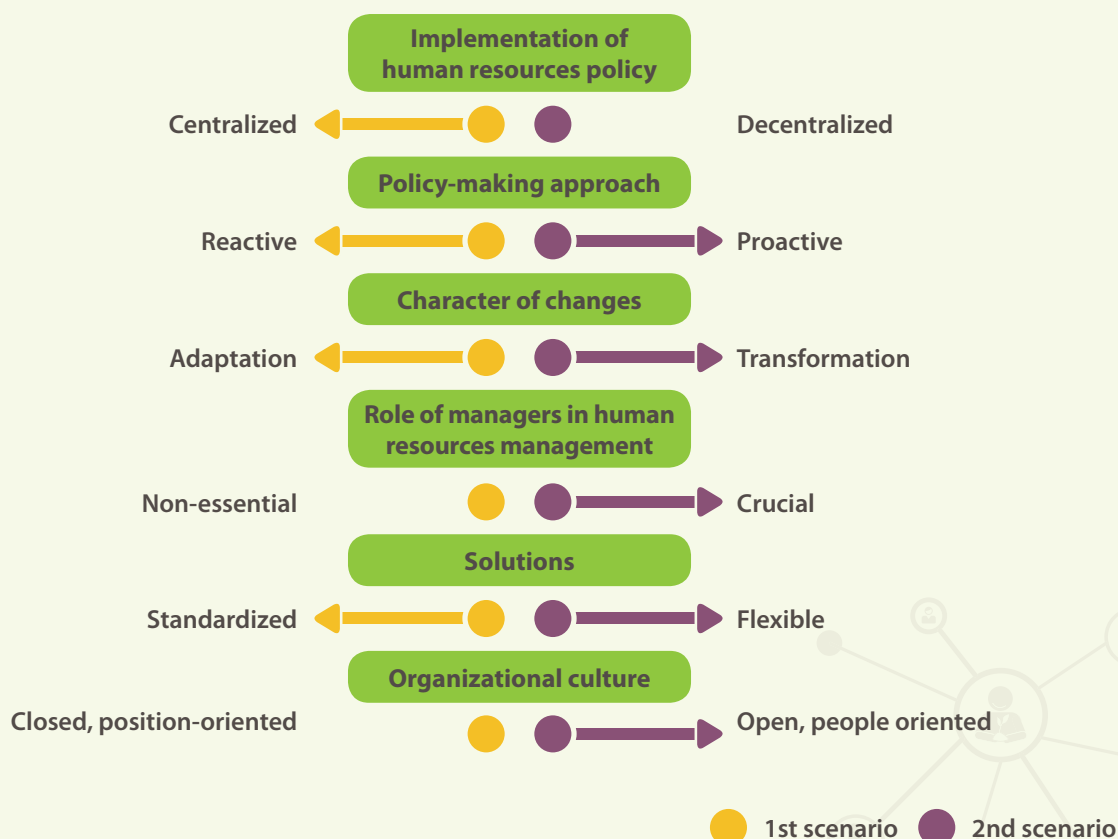
Recommendations for making the further human resources development policy

- To develop systematic approach in planning human resources costs in public administration, simultaneously introducing setting of clear priorities in planning of personnel development costs in medium-term and short-term;

- To raise capacity of institutions of public administration in long-term and medium-term planning of human resources, including to begin systematic data storing, systematization and analysis on quantitative and qualitative structure of public administration human resources for establishment prognosis of human resources demand and offer and analysis of public administration development tendencies;

- To provide systemic approach on human resources development policy planning, introducing and assessment;

- Development of manager competences has to become one of public administration development priorities, involving also necessity to assess the roles, responsibilities and tasks of all level managers;

- To raise capacity of change management in public administration, including:
  - To ensure systematic and professional change management in public administration, including to provide component of change management, introducing new human resources management solutions;
  - To include change management as required competence within competence models of all level managers;
  - To purposefully develop skills of all level managers to manage changes.

- To develop policy on attraction of highly qualified specialists for work in public administration, for example, opportunities of project work and establishing working teams of high level specialists for performance of particular objectives current for public administration and/ or implementation of changes.

ANNEX 1: DESCRIPTION OF THE SAMPLE OF YOUTH SURVEY

The aim of the survey	To identify youth requirements regarding work and career, and to characterize the new generation as potential (future) employee.
Target group of the survey	Youth aged from 18 to 25, who are full time students in Latvian universities or have finished their studies during the last two years and started working.
Universities represented in the survey (13)	University of Latvia (LU), Riga Technical University (RTU), Riga Stradins University (RSU), Academy of Culture (LKuA), *Turiba* University (BAT), Riga International School of Economics and Business Administration (RSEBAA), Stockholm School of Economics in Riga (REA), University of Daugavpils (DU), Latvian University of Agriculture (LLU), University of Liepaja (LiepU), Rezekne Higher Education Institution (RA), Ventspils University College (VeA), Vidzeme University of Applied Sciences (ViA).
Time of the survey	3 – 19 February, 2015
Planned sample size	1500 respondents
Actual sample size	1685 respondents
Method of the survey	Self-completed questionnaire at study-room and online survey, using e-mails of university students and graduates
Method of the sample	Quota sample, considering following characteristics – national higher education institutions and higher education institutions established by legal entities (private), number of full-time students at universities at various programme levels, thematic groups of studies (branches).

Description of the process of the survey

There were two survey methods used for the survey – self-completed questionnaire at study-room and online survey, using e-mails of university students and graduates. Self-completed questionnaire at study-room resulted in 1370 respondents, but the online survey resulted in 315 respondents. During the online survey, a link to internet site containing questionnaire were sent to student and graduate e-mail addresses. There were several rounds for sending the link to survey. In the first round, a link to survey was sent to 1195 university students and 528 graduates on the 5th of February, 2015. In the further process of the survey, individual links were sent to 157 students and 193 graduates. In addition, representatives of records departments of several universities also sent out messages for students of certain fields to take part in the survey (representatives of universities sent links to students of the following universities: Stockholm School of Economics in Riga, Ventspils University College, *Turiba* University, Riga Stradins University; and to graduates of the following universities: Ventspils University College and *Turiba* University). In general the results of the survey are comparatively low, because less than 15% of addressed students responded.

During the self-completed questionnaire at study-room, non-response rate was very low. More often there was a situation that students in the study-room did not correspond to the target group of the survey in terms of age (were older than 30 years) and therefore were not appropriate to fill in the questionnaires.

Description of the planned and achieved sample of the survey

Data on numbers of full time students at universities in study year 2013/ 2014 of Ministry of Education and Science were used for preparation of sample size of the survey.[417] Planned sample size was 1500 full time students or graduates of the last two years of national higher education institutions and higher education institutions established by legal entities. Achieved sample size was 1685 respondents. Bigger number of respondents in the survey was reached because the sample was expanded to age of 30 in order to satisfy sufficient representation of master study students and graduates. Students and graduates of age 26 – 30 years make 8% of all surveyed respondents or 139 respondents.

Quota sampling was carried out taking into account the following features: (1) the number of full time students in universities in different program levels; (2) thematic groups (fields) of studies and (3) national higher education institutions and higher education institutions established by legal entities (private). In general calculated and achieved sample size match. Greatest exceptions are related to the fact that graduates and master's level students are reached to a lesser extent, because the sample group has also age restrictions – many master's level students and graduates of master's programs do not correspond to the necessary age group. There is also an offset in terms of covered fields – in general more social science, commercial science and law, as well as information technology students are surveyed and to a lesser extent – representatives of health care. These differences were due to the fact that some university departments were more open to cooperation than others (the board of Medicine Faculty of Riga Stradins University in its meeting of the 16th February, 2015 did not allow to carry out survey in its faculty) and there was not enough time given to the survey to substantially change the process of survey in cases of rejections. Regarding the proportion of national higher education institutions and higher education institutions established by legal entities (private) it is necessary to note that it was planned to survey 89% national and 11% private higher education institution students, achieved sample size is 91% and 9%, which can not be considered as substantial offset.

Comparison of planned and actual sample size: universities and level of education

	Planned sample size (number)			Actual sample size (number)		
	Bachelor level	Masters level and graduates	Total	Bachelor level	Masters level and graduates	Total
LU	284	118	**402**	383	98	**481**
RTU	286	91	**377**	364	97	**461**
LLU	98	17	**115**	145	38	**183**
DU	50	20	**70**	59	21	**80**
RSU	156	40	**196**	135	10	**145**
LiepU	35	9	**44**	40	11	**51**
LKuA	19	4	**23**	10	9	**19**
RA	37	10	**47**	2	3	**5**
VeA	25	5	**30**	72	4	**76**
ViA	26	4	**30**	18	9	**27**
RSEBAA	43	15	**58**	53	3	**56**
BAT	67	26	**93**	52	5	**57**
REA	13	2	**15**	44	0	**44**
Total	1138	362	**1500**	1377	308	**1685**

417   Available: http://izm.izm.gov.lv/registri-statistika/statistika-augstaka/2013.html

Comparison of planned and actual sample size: universities and fields

	Social sciences, commercial sciences and law	Engineering, production and construction	Health care and social welfare	Humanities and arts	Natural sciences, mathematics and information technologies	Sphere of services	Education	Agriculture
Planned sample size								
LU	68	18	133	149	17	0	18	0
RTU	0	248	0	0	100	29	0	0
LLU	38	34	0	0	0	12	0	30
DU	5	0	0	8	0	32	25	0
RSU	44	0	152	0	0	0	0	0
LiepU	22	0	0	0	7	0	14	0
LKuA	0	0	0	23	0	0	0	0
RA	28	0	0	0	0	0	18	0
VeA	16	0	0	0	13	0	0	0
ViA	18	0	0	0	13	0	0	0
RSEBAA	58	0	0	0	0	0	0	0
BAT	77	0	0	0	0	17	0	0
REA	16	0	0	0	0	0	0	0
Total	**390**	**300**	**285**	**180**	**150**	**90**	**75**	**30**
Actual sample size								
LU	167	5	119	128	46	1	15	0
RTU	12	241	0	0	189	19	0	0
LLU	87	21	0	0	0	2	1	72
DU	2	0	0	7	0	45	26	0
RSU	70	0	75	0	0	0	0	0
LiepU	24	0	0	0	16	0	11	0
LKuA	0	0	0	19	0	0	0	0
RA	4	0	0	0	0	0	1	0
VeA	22	0	0	0	54	0	0	0
ViA	10	0	0	0	17	0	0	0
RSEBAA	56	0	0	0	0	0	0	0
BAT	26	0	0	0	0	31	0	0
REA	44	0	0	0	0	0	0	0
Total	**524**	**267**	**194**	**154**	**322**	**98**	**54**	**72**

Comparison of planned and achieved sample size: national higher education institutions and higher education institutions established by legal entities (private)

	Planned sample size (number)	Planned sample size (%)	Actual sample size (number)	Actual sample size (%)
LU	402	27	481	29
RTU	377	25	461	27
LLU	115	8	183	11
DU	70	5	80	5
RSU	196	13	145	9
LiepU	44	3	51	3
LKuA	23	2	19	1
RA	47	3	5	0
VeA	30	2	76	5
ViA	30	2	27	2
Total for national	**1334**	**89**	**1528**	**91**
RSEBAA	58	4	56	3
BAT	93	6	57	3
REA	15	1	44	3
Total for private	**166**	**11**	**157**	**9**
Total	1500	100	1685	100
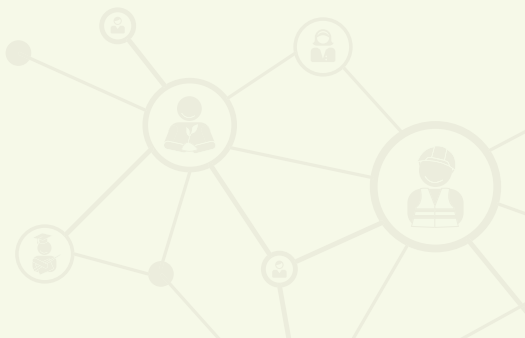
ANNEX 2: ACTION PLAN "PUBLIC ADMINISTRATION AS THE BEST EMPLOYER OF 2025"

SUMMARY

The objective of this plan is to identify courses of action and activities to be implemented that in long-term would allow public administration to become an attractive employer and to create an image of the best employer. Such plan is necessary in order to attract new employees with competences determined by future labour market, as well as to keep the best employees, who have the competences essential for public administration. Action plan covers courses of action and activities from 2015 to 2025.

Action plan has been developed basing on the following documents: Public administration policy development guidelines for 2014 – 2020 (informative part); Public administration human resources development concept (informative part); study "Study of role and future developments of public administration" that includes literature review on future development tendencies of public administration and role of their managers, expert interviews and survey of young people studying in Latvia.

Plan deals with the following most essential problems existing in public administration:

- rather negative image of employer;
- difficulties to attract new employees (in the sense of necessary competences);
- difficulties to keep the best employees at work in public administration;
- lack of clear personnel policy, directed towards strategic management of human resources;
- cross-sector collaboration;
- insufficient involvement of managers and unclear role of managers in management of human resources, etc.

Plan covers such courses of action as:

1. Establishment of centralized management work group for the image of employer for development of an attractive image of employer (representatives of State Chancellery, Ministry of Finances, Latvian School of Public Administration, Cross-Sectoral Coordination Centre, personnel and communication managers of these institutions) that will assist in providing implementation of development of common strategy for the image of public administration employer and unified and coordinated activities;
2. Building identity of public administration as employer that will allow to separate activities performed within the scope of the plan from other factors influencing the image of public administration and to follow the positive dynamics of the image of employer;
3. Development of assessment methods "Public administration as attractive employer" and regular measurements that will allow to assess comparative dynamics of the results of implemented activities and thereby to specify the activities to be carried out in future;
4. Promotion of "clarity policy" that will provide common understanding of the developed policy documents, programmes, etc., thereby promoting common action of the employees of public administration and reaching of the set objectives;

5. Ensuring of internal communication that will promote modern, fast, simply accessible information exchange among the employees of public administration and will create common identity, thereby strengthening the image of employer of public administration;

6. Provision of external communication due to the establishment of common communication platform and upon explaining people the issues that refer to the work of public administration, achievements, development of its employees, thereby promoting social understanding on the work of public administration, provided services and their improvement;

7. Development of attractive involvement programme for youth and other groups (disabled persons, workforce in regions, people approaching retirement age, etc.) in order to proactively attract the necessary competences for public administration;

8. Motivation and involvement programmes for employees of public administration in order to provide work of professional and motivated employees in public administration and availability and continuous development of the competences necessary for public administration;

9. Implementing customer oriented working culture at work of public administration, raising reputation of public administration that affects also the image of public administration as employer;

10. Development of managers – leaders in all levels of public administration management that will guide the reaching of objectives and simultaneously provide support for employees in implementation of already initiated and planned changes in public administration;

11. Strengthening of collaboration among employees of various generations, considering their different work and life experience, values, needs and motivation.

Within the meaning of the concept "best employer" included in the plan is being understood, firstly, "attractive employer" that offers content of work, environment and working conditions that promote attraction of potential employees (especially focusing on the youth) to work in public administration and keeping of existing employees at work in public administration. It is important to achieve that employees enjoy working in public administration and they are proud of their work. Secondly, in order for public administration as employer to be able to assess and at the same time mark out its attractiveness among the other employers, it is recommended to develop the image of employer and to compare with the other employers, by taking part at surveys (tops) of reputation and/ or image of employers (more detailed in the plan).

CONCEPT OF THE IMAGE OF EMPLOYER AND CHALLENGES

There are two related concepts – image of public administration (organization) and image of public administration (organization) as employer. This plan covers the image of employer, although it is difficult and even impossible to separate it from the image of public administration. Organizational image is characterized by such externally freely observed factors as: quality of service, culture of customer service, external communication, etc. that influences public opinion on entire organization. However, the image of organization as employer include broader spectrum of factors (additionally to already previously mentioned externally observed factors) – organizational culture, work environment and conditions, opportunities to develop, satisfaction of employees, personnel policy, etc. internal factors, on which information is usually not available for general public.

Challenge is the fact that according to the literature reviewed in the study, the trust in the image of public administration and the image of public administration as employer is determined also by satisfaction with the overall national economic situation, employment status of an individual, national price level, as well as satisfaction with the overall functioning of democracy within the country. It means that a range of factors exists that go beyond the substantive scope of the action plan of public administration as employer and that are difficult to directly affect, however they influence the image of employer. The proposed solution is to develop and gradually put into practice common identity of the image of public administration as employer that would allow distinguishing

activities performed within the scope of the plan (implemented by strategic work group of the image of employer of public administration and its supervised structures) from other factors influencing the image of public administration and to follow the positive dynamics.

CURRENT SITUATION: ADVANTAGES AND DISADVANTAGES OF THE IMAGE OF EMPLOYER

As literature review on future role and development tendencies of public administration demonstrates, notwithstanding the differences between different countries, public administration sector as potential employer is not valued very high both among the youth and within society as a whole. It may cause problems in attraction of qualified personnel. The prestige of public administration cannot be described as too high even among the employees of public administration.

In terms of substance development of attractive image of public administration is hindered by the following negative perceptions on public administration common within society that can be divided into two groups. The first group reflects negative attitude towards the overall public administration that is connected with low level of trust in public administration and its particular institutions. The second group is connected with opinions on work environment and personnel management processes in public administration, for example, that dealing with issues is slow, great bureaucracy exists, that public administration is lagging behind the organizations of private sector in personnel management, etc. Such negative perceptions can also be added a stereotype on public administration sector as work environment that requires less effort from its employees than within the organizations of private sector.

However, there are also objective factors characterizing public administration that may serve as a basis for negative perceptions on work environment and personnel management processes within that, such as the lack of coordination between personnel management policy and the common strategy of development of public administration, lack of systematic approach in planning of costs for human resources within the scope of public administration, insufficient capacity of the institutions of public administration in long-term planning of human resources, non-flexible and centralized personnel management procedures, as well as resistance to changes.

Literature review implemented within the study points out the possible solutions for improvement of the image of public administration as employer, emphasizing informing of the society on the positive aspects of the work environment of public administration, regarding attraction of new employees, addressing potential employees, for example, at universities and purposefully addressing graduates with necessary competences, more actively and attractively performing explanatory works on the functions and contribution to society of various institutions of public administration, emphasizing advantages provided to people with high motivation for work in public sector, clearly differentiating public administration from private sector, signalling conformity between the individual values of this group of job seekers and those values, implementation of which is provided by public administration.

More indirect way to improve the image of public administration is communication on change of environment and culture at the institutions of public administration, on development and modernization of personnel management systems, on improvement of the services provided by public sector that must promote satisfaction of population on these services, on establishing, introducing and maintaining of high ethical standards in public administration.

Public administration as potential employer possesses also several advantages in comparison with the private sector. Essential advantage is stability of work, especially under conditions of economic uncertainty. Labour legislation is generally more consistently followed at the institutions of public administration, employees' rights are protected to greater extent, as well as there are better job preservation guarantees and social guarantees in long-term. View of experts interviewed within the study indicates to such strengths of employer of public administration as stability and sustainability

of the work and remuneration, substantively interesting and responsible work (especially at the level of management), career growth prospects, opportunity to work at international level and various additional advantages (for example, paid taxes in full amount, guaranteed annual vacation, etc.); however, it must be noted that although in theory these options exist, in practice they are insufficiently applied.

As this analysis demonstrates, the improvement of the image of public administration as potential employer is not possible only by communicative means, but in long-term it might happen only via systematic development of human resources management policy, adjusting it to the overall strategy of public administration and requirements of labour market.

FUTURE GLOBAL TENDENCIES AND NECESSARY COMPETENCES

Referring to the purpose of the plan (plan is necessary to attract new employees, who possess competences determined by future requirements, as well as to keep the existing employees, developing necessary competences), a short summary on future global tendencies, highlighting competences necessary in future, is provided hereinafter. Knowledge on future global tendencies and related necessities for certain competences provide opportunity to more purposefully determine the target groups of the potential employees, to choose communication channels, as well as to set activities for development of the existing employees.

Altogether, it can be concluded that global tendencies in economy, development of technologies, politics, ecology and civic participation will form increasingly complex and dynamic environment also in public administration. Future work environment is well characterized by four elements: volatility (characterizes change dynamics, scale and pace), uncertainty (characterizes lack of predictability, the fact that part of future events will be surprising), complexity (characterizes varied forces and factors that affect the operation of organizations) and ambiguity (refers to difficulties to precisely determine the connection between the causes and consequences, high risk to erroneously interpret events). These and other factors will determine the increasing demand for highly educated and qualified employees, as well as increasing demand for nonstandard interpersonal impact, communication and analytical competences.

In these conditions of volatility, uncertainty, complexity and ambiguity there will be significant increase in the role of managers as leaders, who need such competences as: management and motivation of employees, forming of clarity (ability to orient themselves within chaos and contradictions, to notice future tendencies, to decide on desired action in situation of confusion, etc.), high emotional intelligence; personal competences – self-confidence, resilience, self-understanding, ability to find the common, upon facing different interests, to achieve readiness of parties to talk and agree, communication, tolerance of diversity (ability to collaborate with people of various generations and opinions), orientation towards development – openness for new ideas and initiatives, development of employees, management of changes, building of change vision and communication among that, conceptual or systemic thinking – ability to quickly orient oneself in a large amount of information, to notice correlations.

One more global tendency is demographic changes within population that will play one of the most important roles in planning of future development of public administration. Population of developed countries, including EU, is ageing. With increasing life expectancy, quality of life in the old age, as well as upon falling birth rate, during the forthcoming decades the structure of economically active population will dramatically change and that will foster both competition regarding new employees and also longer employment of elderly employees. This tendency at the sector of public administration is even more express than at the private sector. This factor will set up increasing demand for such competences as orientation towards development, self-development and ability to keep fit one's own physical, mental and emotional intelligence. And it especially refers again to the already mentioned role of managers as leaders, where upon increasing necessity for the above competences, the managers will have to set a model for others by their own example.

APPROACH USED AT DEVELOPMENT OF EMPLOYER PLAN

Following principles have been used at development of the plan:

1. Principle of systematism. In order to develop the image of public administration as the best employer, complex and mutually connected solutions are necessary in two main directions:
   - development of such human resources policy that deals with current human resources management issues in public administration. Systematic approach in development of human resources policy will provide that public administration continues to develop as organization and is increasingly more efficiently able to achieve the objectives set by it. Set of activities accomplished within the scope of human resources policy serves as basis for further activities;
   - recommended campaigns, programmes, various initiatives directed towards building of the image of public administration as the best employer.

2. Principle of research. Plan provides that activities for development of the image of public administration as the best employer can be implemented simultaneously with or successively following the basic activities (that deal with the topical human resources problems of public administration, for example, unified and clear human resources policy, activities for keeping the best employees, etc.), basing on which various programmes, campaigns and other activities are being developed and implemented. Benefit – employees of public administration are the first ones to notice and positively assess the performed activities, for example, within improvement of human resources policy and thereby become active promoters of public administration as attractive employer.

3. Principle of return measurement. Initially, it is recommend to implement all the proposed activities in a form of pilot projects (for example, at separate institutions of public administration or within groups of positions, etc.), in order to be able to perform also detailed analysis of introduction challenges simultaneously with the substantive approbation of programmes. The same we offer to develop and introduce methods for systematic measurement of the introduction progress and results for the particular initiatives and programmes within each of proposed courses of action that is important in order to ensure that particular initiatives are not introduced only formally, but that they actually operate, what is indicated by both the opinion of the involved target groups and other quantitative and qualitative performance indicators of initiatives, programmes, etc. Systematic return measurement would also help to timely make corrections in the action plan and to determine the further action.

Although several activities are provided for each of the courses of action, considering the complex and diverse content of the plan, most of the activities have to be perceived as ideas of the programmes, each of which to be developed in detail at the level of programme descriptions. Also those activities, planned and implemented in public administration, that already now are in various development stages, are to be included into this common plan of action.

Modern focuses of action

In accordance with the objective of the plan, following modern focuses of action are being recommended for the action plan in its entirety that at the same time also characterize strategic guidelines of human resources management of public administration and mark out the differences of public administration as employer in comparison with the offers of other employers.

Firstly, plan provides that competence approach forms the basis of the human resources policy of public administration that expresses both as based on the purposeful attraction for work in public administration of youth and other target group, who possesses competences necessary for public administration, and also as development of competences essential for public administration for the employees and managers.

Thinking about the attraction of potential employees, not only youth, but also other target groups are into the focus of attention: disabled persons, people approaching retirement age, specialists that temporarily work outside Latvia, for example, structures of various European Union organizations, various ethnic groups, workforce available in Latvian regions, etc. By attracting various groups, an additional option to seek necessary competences within these groups arises (for example, currently so lacking technical competences, IT competences, etc.), as well as knowing the "meeting points" of those groups (both virtually and onsite and associations representing them) allows to more purposefully invest resources for addressing them. Involvement of various groups in the work of public administration can promote diversity and social confidence in institutions of public administration, because literature review indicates that broader representation of several groups promotes identification of those groups with the country. At the same time, one should be aware that upon attracting these groups and purposefully preparing special programmes for these groups, the role of managers increases, as well as their skills to flexibly apply various management methods and simultaneously achieve the set objectives. It is exactly why one of the courses of action within the plan is "Development of managers – leaders in all levels of public administration". It is also recommended to continue already initiated work at talent programme in public administration, providing keeping of essential competences for the work in public administration that is described in more detail in the course of action: "Motivation and involvement programmes for existing employees".

Secondly, the plan provides to gradually develop towards life-cycle oriented personnel management that covers elements of motivation of employees, work efficiency and health management system at all age groups of personnel, by integrating corrective, preventive and proactive solutions. Following aspects can be integrated at the basis of such policy: age, balance of work and personal life, equality of various groups of society, mobile work, flexible working hours, organization of work, lifelong learning, knowledge management, health management, modern methods of efficiency of work, attractiveness of employer. The task of the system is to ensure development and maintenance of working capacity at changing life-cycle conditions. By individually flexible solutions everybody is being offered flexible options, how to balance working tasks with private conditions that affect work.

Thirdly, basing on literature review and expert interviews on advantages of public administration as employer in comparison with organizations of other spheres, it is recommended to use five factors or criteria determining attractiveness that may form advantages (value proposition) of public administration as employer:
1. stability (job security), also safety, predictability – by what guarantee for employment in public administration is understood, in case of development of competences necessary for work, social guarantees, complying with employment laws, protected rights of employees;
2. participation in policy-making and dealing with national issues;
3. "networking" options among various institutions;
4. "international dimension" – opportunity to participate at various international collaboration projects, deal with cross-border issues;
5. values of public administration that distinguish public administration from the organizations of other spheres and are attractive for people with high motivation for work in public administration.

Above mentioned attractiveness factors can be applied both at improvement of human resources policy and processes in future and upon elaborating new and innovative action programmes, for example, within the programmes for attraction and keeping of employees that are oriented towards the stages of life-cycles.

Successful implementation of the plan is based on several crucial conditions:
- Implementation of the plan must become one of priorities of public administration for the period from 2015 to 2025, what is also publicly communicated by the Prime Minister;

- In order to emphasize the priority, it is recommended to issue according order that the implementation of the plan of employer applies to all institutions of public administration, thereby providing active participation of all institutions of public administration and their support in reaching the common objective;
- It is recommended for the monitoring of the plan to establish work group of strategy at the Prime Minister – that sets strategic direction, ensures control and accounts for the accomplished during implementation of the whole plan;
- It is recommended for the implementation of the plan to establish special project team (including communication experts among that), whose task is to practically implement the activities of the plan at the direction of the work group, by attracting the necessary resources;
- Essential condition is systematic approach for the performed activities, assessment of the performed and corrections of the further activities;
- Activities that are important for the building of the image of employer are highlighted in different colour.

ACTIVITIES

Objective of the plan

To identify courses of action and activities to be implemented that in long-term would allow public administration to become an attractive employer and to create an image of the best employer. Such plan is necessary in order to attract new employees with competences determined by future requirements for the work in public administration, as well as to keep the best employees, who have the competences essential for public administration.
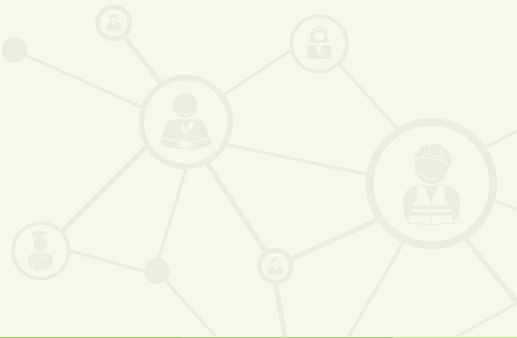
1. Course of action

Establishment of centralized management work group for the image of employer for development of an attractive image of employer (representatives of State Chancellery, Ministry of Finances, Latvian School of Public Administration, Cross-Sectoral Coordination Centre, personnel and communication managers of these institutions). Involvement of institutions of public administration in implementation of the plan of employer.

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
1.1.	Establishment of management work group for the image of public administration as employer, setting lines of action of the group, elaboration of detailed action plan (for each year). Work group is leading all the activities provided by this plan, by carrying out the necessary corrections, developing description of each activity into more detailed plan and/ or action programme for the next 2 – 3 years. Competence of management work group covers attraction of both experts of institutions of public administration and providers of outsourced services as experts for the more detailed development and/ or implementation of the plan and/ or separate programmes. Provision of regular meetings.	Institutional basis (work group, regular meetings) created for implementation of the plan for the image of public administration as employer, provision of regular updating of the plan and development of action programme for the next 2 – 3 years.	PA (hereinafter in the text – public administration that implements this activity by its own internal resources)	2015
1.2.	Informing of institutions of public administration and involvement of representatives (personnel manager and/ or communication manager or other expert brought forward by institution) in activities organized by management work group, as well as activities provided within the plan of employer. Provision of regular meetings. (connected with 1.1.)	Institutional basis (work group, regular meetings) created for implementation of the plan for the image of public administration as employer, establishment of common communication platform, providing implementation of purposeful, common and coordinated activities related to the image of public administration.	PA	2015
1.3.	Annual meetings for assessment of the planning of activities for the image of employer and results, where participants of the management group for the image of employer, managers of personnel and communication of the institutions and managers of institutions are taking part. (connected with 1.1.)	Systematic updating of the action plan of employer, involvement of the managers of institutions in discussion of the plan and its results.	PA	annually

2. Course of action — Building identity of public administration as employer.

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
2.1.	Building of common visual identity and mission of public administration as employer. Public administration as employer lacks common identity, currently it relates with visual images of separate institutions of public administration, thus it is difficult to be measured in a whole. (connected with 1.1.)	Developed visual identity of public administration as employer and its application terms.	Competitive dialogue for development of visual image	2016
2.2.	Specification of advantages (*value proposition*) of public administration as employer or building of substantive identity. Initially proposed indicators: 1. stability (*job security*), also safety, predictability – by what guarantee for employment in public administration is understood, in case of development of competences necessary for work, social guarantees, complying with employment laws, protected rights of employees; 2. participation in policy-making and dealing with national issues; 3. "networking" options among various institutions; 4. "international dimension" – opportunity to participate at various international collaboration projects, deal with cross-border issues; 5. values of public administration that distinguish public administration from the organizations of other spheres and are attractive for people with high motivation for work in public administration. (connected with 1.1. un 2.1.)	Developed advantages of public administration as employer (*value proposition*).	5500 EUR (moderation of several meetings)	2016
2.3.	Development and management of the programme "Development of common policy and practice of personnel management within public administration" that includes the following activities: 1. defining of common basic principles of human resources management; 2. development of manual for the common human resources management processes (personnel management processes, in which it is necessary to provide common approach for the whole public administration, are as follows: selection, planning of trainings, assessment of work performance and competences, remuneration management and motivation programmes, career management and rotation); 3. guidelines for the managers and personnel managers for motivation of employees and promotion of development within public administration; 4. trainings of managers and personnel managers of public administration in managing of personnel management processes and motivating and development of employees.	Developed programme "Development of common policy and practice of personnel management within public administration"; defined basic principles; developed manual; developed guidelines; carried out trainings.	1. 5500 EUR (moderation of several meetings) 2. 15000 EUR (development of manual) 3. 10000 EUR (development of guidelines) 4. 1500 EUR (price for one training group for one training day (8h), excluding organizationally technical costs, for example, venue or coffee break, etc.)	2015 – 2016

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
2.4.	Establishment of monitoring system for implementation of the programme "Development of common policy and practice of personnel management within public administration" (selection, planning of trainings, assessment of work performance and competences, remuneration management and motivation programmes, career management and rotation). Separate indicators within monitoring system are to be acquired at measurements of employee satisfaction (see activity 3.1, course of action 3). (connected with 2.3.)	Developed monitoring mechanism for implementation of the programme "Development of common policy and practice of personnel management within public administration"; separate performance indicators can be acquired from the employee survey (satisfaction of employees with the system of remuneration, growth prospects, etc.), results have to be analysed both separately at each institution and in public administration in its entirety.	5500 EUR (moderation of several meetings)	2017
2.5.	Setting common values of public administration, taking into consideration the existing ones, as well as supplementing with new in accordance with the current and future needs of public administration as modern organization. **Values are the core of the image of employer!**	Defined values of public administration.	10000 EUR (moderation of several meetings)	2015
2.6.	Development and implementation of the programme "Each employee of public administration knows the values of public administration". **In order to provide re-launching of the values of public administration, it is important:** **1.** to develop description of all the values in the format of desired behaviour or action, modern and interesting visualisation of the values; **2.** to integrate the values of public administration into the human resources development policy and process descriptions; **3.** to develop e-learning module on the values of public administration and to carry out employee training; **4.** to develop training module on the values of public administration and to include it into the introductory training programme for the new employees. (connected with 2.5.)	Developed programme "Each employee of public administration knows the values of public administration"; developed training and e-learning modules; carried out trainings; at least 75% employees of public administration know and are able to explain the values of public administration.		2016

3. Course of action

Development of assessment methods "Public administration as attractive employer" and regular measurements that will allow to assess comparative dynamics of the results of implemented activities and thereby to specify the activities to be carried out in future

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
3.1.	**Internal measurement – survey of public administration employees.** Assessment of the content of surveys used in public administration up until now (for example, survey on satisfaction with work), in order to assess their conformity to the needs of internal measurement of the image of public administration as employer. Available options: 1. to supplement the used survey with additional questions within the factors analysed already until now (content of work, satisfaction with personnel policy, etc.), new question groups on the current themes, for example, on management style, employee involvement level, relationships within work collective, etc. 2. to develop new questionnaire, including all the factors of attractiveness being of interest and questions corresponding to them. In addition it is recommended to include in survey questions on current activities to be implemented in public administration that would allow assessing return of these activities on the point of employees. It is important to provide collection of the results and options of mutual comparison not only on the overall public administration, but also on separate institutions of public administration in order to assess not only the overall image of employer of public administration, but also the image of employer of separate institutions of public administration. Comparative results would allow assessing also results of activities performed by each institution of public administration, identifying the most successful solutions that later on can be used for experience exchange and taking over of the good experience at other institutions of public administration. Positive competition spirit. In order to provide that, it is important prior to survey to provide common communication for all the employed at PA on objectives of survey and differences from the previous surveys, what will be done with results, etc.	Defined the most essential factors to be included into the measurement; established internal measurement tool for the image of employer of public administration that allows performing of analysis of comparative results per years for the overall public administration and among institutions of public administration.	20000 EUR audit of existing studies, preparation of proposals for the question blocks to be kept and the new ones, and development of new questionnaire	2015/2016
3.2.	Pilot of the first study on the image of employer of public administration and its institutions, assessment of results and, if necessary, supplementing of the content of questionnaire. (connected with 3.1.)	Performed pilot study, obtained initial comparative information on return of the accomplished activities. Updated questionnaire.		2016

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
3.3.	Regular survey of the employed ones in public administration and two year action plan that follows from the results of survey both for the overall public administration and each institution of public administration. (connected with 3.1.)	Regularly performed study, obtained comparative information on return of the accomplished activities; developed two year action plans for public administration and each institution. Setting performance indicators (for example, the overall satisfaction level of employees, satisfaction with particular processes of personnel management, involvement level, etc.) and their positive dynamics within each following survey.	PA; 5500 EUR (moderation of several meetings for development of action plan)	2018 and onwards once every two years
3.4.	**External measurement – public opinion on public administration as employer.** Participation at some of the reputation tops of Latvian companies (for example, Company reputation top - http://www.db.lv/reputacijas-tops; Favourite Latvian brand top - http://www.zimolutops.lv/) or employers tops, organized by several recruitment companies (for example, CV-online: http://www.cv.lv/content/index.php?id=1267&gr=1; Eiropersonals: http://www.darbadevejadns.lv/) in order to make purposeful comparison with private sector and to rank within the top ten in future. (connected with 2.1.)	Accomplished participation at some of external measurements – tops, obtaining of comparative (public – private sectors) information that allows assessing performed activities and to specify the future action plan. Depending on the chosen top, performance indicators may be set, how public administration is willing to make progress, repeatedly taking part at this measurement.	Participation fee according to the choice made	Participation at the top annually from 2017
3.5.	**International measurement – Latvian public administration in comparison with public administrations of other EU countries.** Activity provides to initiate and elaborate together with the other public administrations of EU countries the assessment method of the image of employer of public administrations that would allow performing analysis of the image of public administration as employer at EU level among public administrations. Initiating of international work group and development of the content of assessment survey. Development of the concept on the prize for the best EU public administration. As alternative – participation at *Top Employers Europe*: http://www.top-employers.com.	Promotion of collaboration between EU public administrations within the sphere of human resources management; achieved agreement with other EU public administrations on necessity of such measurement; developed measurement method at EU level work group.		2018

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
3.6.	Pilot study on the image of employer of public administrations of EU countries and experience exchange activity among human resources managers of public administrations of EU countries on the results of pilot study at some of EU Member States. (connected with 3.5.)	Promotion of collaboration between EU public administrations within the sphere of human resources management; performed pilot study, obtained initial comparative information on return of the accomplished activities; acquired ideas by experience exchange.		2019
3.7.	Regular studies on the image of employer of public administrations of EU countries and prize award events that could take place once every 2 – 3 years. Regular meetings of the managers of human resources of public administrations of EU countries and experience exchange for development of common action plan and programmes within the sphere of human resources management at EU level, basing on the results of study on the image of employer. (connected with 3.5.)	Promotion of collaboration between EU public administrations within the sphere of human resources management; regularly performed study, obtained comparative information on return of the accomplished activities. Development of common action plan with other EU countries for implementation of human resources policy.		2022, 2025 and onwards

4. Course of action

Promotion of "Clarity policy" (that influences reaching of the common objectives of public administration and objectives of employees, keeping of the existing employees, collaboration within different levels, internal communication, quality of customer service, etc.).

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
4.1.	Code of ethics of public administration developed in accordance with "Public Administration Human Resources Development Concept".	Developed and approved document "Code of ethics".	Under development	2015
4.2.	Development and implementation of the programme "Each employee knows the code of ethics". (connected with 4.1.)	75% employees are able to explain application of the code of ethics in various situations, there is common and clear understanding.	Competitive dialogue in accordance with detailed programme	2016
4.3.	Establishing of common quality monitoring system for complying with the code of ethics within the entire public administration. System elements could be, for example, development of test questions on the code of ethics and application at trainings organized by Latvian School of Public Administration (where the test can be used a any trainings irrespective of the topic) and within e-learning environment, at personnel self-service portal; "mystery shopping" (onsite meetings and telephone conversations). (connected with 4.1.)	Developed monitoring mechanism for complying with the code of ethics in public administration.	5500 EUR (moderation of several meetings); 7000 EUR (development of test questions)	2017

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
4.4.	Development and implementation of informative campaign "Each employee of public administration knows the objectives and **responsibilities** of public administration, his institution and position" that provides also training of all level managers (information, training) once every 2 – 3 years. (connected with 8.15.)	Developed concept and action plan for informative campaign "Each employee of public administration knows the objectives and responsibilities of public administration, his institution and position"; all the activities of campaign implemented within the due term and in due amount, ensured training of all level managers among that. 75% (during the first year, where this indicator may be increased within following years) employees can name their annual objectives, priorities in context with the objectives of their institution.	Competitive dialogue in accordance with detailed programme	2017/ 2018
4.5.	Establishing quality monitoring system of annual objectives that allows assessing the quality of objectives made by the employees and their connection with the objectives of public administration and their own institution. Elaborated criteria for determining quality of the objectives, for example, 1) objectives are related to the objectives of department and/ or institution, 2) objectives are specific and measurable, objectives are connected with the essence of the position, etc.). Applied method can be analysis of individual objectives set within selective and random assessment process of performance (using Information system for electronic forms of assessment (NEVIS)), (for example, once a year). (connected with 4.4.)	Established quality monitoring system of objectives; elaborated criteria for determining quality of the objectives; 75% (during the first year, where this indicator may be increased within following years) of the defined and analysed objectives conform to the quality criteria of the objectives.	PA	2018/ 2019
4.6.	Development and implementation of informative – educational campaign "Know the personnel policy of public administration and your institution", using internal communication channels and internal communication portal. (connected with 4.4.)	Developed concept and action plan for informative campaign "Know the personnel policy of public administration and your institution"; all the activities of campaign implemented within the due term and in due amount; 75% (during the first year, where this indicator may be increased within following years) employees can name the basic principles and the most significant activities of the personnel policy of public administration and their institution.		2018/ 2019

5. Course of action
Internal communication, provision of information exchange among employees of public administration

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
5.1.	**Creating of common (that covers all institutions of public administration) interactive portal for internal communication and internal self-service of personnel** that can be applied not only for acquiring of the current information and communication, but also for carrying out of various internal surveys, assessments, provision of e-learning, etc. Development of the concept, development of structure of the content, establishment of IT platform. As **sections of the content** that are the most essential **are recommended**, for example: ■ common information and documents topical for all the employees of public administration: objectives and values of public administration; personnel policy; objectives and work plans of the institutions, etc. ■ informative space for the new employees (for example, information on the mission and values of public administration (and its patterns), code of ethics, structure of public administration, contact information, etc.); ■ e-learning environment, etc.; ■ section of job advertisements in public administration, supplemented by option "recommend to a friend", thereby ensuring additional publishing of vacancies; ■ template documents of personnel management and instructions for filling them, etc. As **substantive lines of the news** of the portal that are proactively essential are recommended, for example: ■ exchange of internal **positive** news within public administration on the accomplished, on innovative practices; ■ distinction of performance of **particular individuals** (motivating the marked out, inspiring the others) etc.	Developed concept of the portal for internal communication and internal self-service of personnel; developed structure of the content of portal; established IT platform.		2020
5.2.	**Performance of activities necessary prior to opening of the portal:** ■ attraction of personnel that develops and maintains current content; ■ pilot test of the portal. Feedback (from the participants of the pilot test) on application of the tool, in order to be able to make improvements at the structure, content, training of the employees in application of the tool, etc.; ■ developed and implemented internal informative employee campaign on the use of the portal and the options and advantages for its use; ■ accomplished training of employees on using the portal. (connected with 5.1.)	Attracted personnel that serves the portal; performed pilot test of the portal; developed and implemented informative campaign of the employees on the options and use of the portal; portal ready for use. Tendency of increase of the number of users (during the first year at least 40% are using, where increase in numbers of regular users up to 90% is achieved within three year period).		2021

| No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
5.3.	Annual conference of the leading employees of public administration. The objective of this activity is to interactively introduce senior and intermediate managers of the institutions of public administration with common objectives of public administration and annual objectives of separate institutions, results of previous year and to organize discussion on some of the current work issues of public administration. Working materials of the conference are being summarized in the common information platform, as well as in the common presentation that the managers of institutions can use for communication with employees within their institutions. External communication of the process of performance of the conference and results are also being provided, by informing society on work objectives, tasks and achievements of public administration.	Developed concept of the conference; developed programme of the conference; invited participants; electronically available working materials of the conference; implemented conference, exchanging the experience, obtaining new ideas. Ensured external communication of the work of public administration.		2018 and onwards annually
5.4.	Intentional use of mixed group assembling from different institutions of public administration, upon organizing learning programmes at Latvian School of Public Administration. Provision of application of experience exchange methods at the training that promotes information and experience exchange among the employed at various institutions.	Set principles for provision of mixed group assembling; updating of learning programmes by introducing learning methods that promote information and experience exchange.		2015

6. Course of action

External communication, communication of public administration with population, developing common communication platform.

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
6.1.	Professional attraction of personnel (under work group) that within the scope of the set period (2015 – 2025) at the direction of work group develops strategy of external communication and implements external communication of public administration, as well as communication with society, thereby providing common approach for external communication of public administration. Communication work plan is being developed and annually updated in accordance with the strategy of external communication. The plan has to provide the use of modern channels and creative solutions. The same way crisis communication plan is being elaborated upon initiating the work at external communication. As directions of external communication themes that are being proactively initiated and implemented are recommended, for example: ■ **positive news** on significant, accomplished projects, achievements in public administration;	Attracted professional communication personnel; developed communication strategy; developed annual work plan (and onwards such is being developed for each year, upon prior assessment of return of the performed activities); developed crisis communication plan; initiated work at implementation of the plan.	PA	2015 and onwards

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
	■ **distinction of performance of particular employees of public administration;** as well as moving of professionals, for example, from private business to work in public sector (as motivation, impulse of the others; as positive "signal"); ■ **exciting news** on attractive employee attraction programmes **for the youth and other groups** (disabled persons, workforce in regions, people approaching retirement age, etc.) based on periods of life-cycle (for example, flexible working hours) that are recommended to be implement by using corresponding to the target groups, modern communication channels. Social networks are recommended to be actively used as one of the external communication channels that form the image of a modern employer, especially addressing the youth, who are active users of social networks.			
6.2.	Regular monitoring of external communication and assessment of the results (regularity of monitoring is set by the involved communication professionals and strategic work group).	Assessed return of the performed activities.	Competitive dialogue on monitoring	From 2015
6.3.	Training of the senior and intermediate managers of public administration for operation within social networks, using of social accounts and telling stories on positive experience. The tasks of communication within social networks: sharing with the positive experience in public administration, explaining the role and tasks of public administration, informing on the news in public administration, as well as using social networks in order to inform potential job seekers on the current vacancies. Additionally we invite managers to develop and actively involve into discussions of various professional groups at social networks Training can be organized by using e-learning form, as well as other tools of internal communication.	Selected learning channels; developed e-learning programme for training of the managers of public administration for using the social networks; developed communication programme for informing and inurement of the managers to establish accounts within the social networks and actively tell about work in public administration in them, thereby popularizing public administration.		2016 and onwards as required
6.4.	Development of the concept and action plan for the informative campaign "Public administration, its role and tasks (or what public administration is dealing with)" and implementation of the campaign, assessment of results and planning of further activities. As campaign implementation channels are recommended to use both TV (for example, in a form of clip or as a cycle of educational TV broadcasts, etc.) and at customer service centres of the institutions of public administration, home pages in internet (providing placing of electronic and printed informative materials) and using accounts of social networks. We promote to actively involve the managers of various levels of public administration in using their accounts of social networks in order to inform the followers of their social networks on the process of the campaign, achievements, etc.	Developed concept and action plan for the informative campaign "Public administration, its role and tasks (or what public administration is dealing with)"; in the due term and in due amount implemented all the activities of the campaign; 35% managers have joined the campaign, by publishing the news on campaign at their social networks.	Competitive dialogue in accordance with detailed action plan	2017

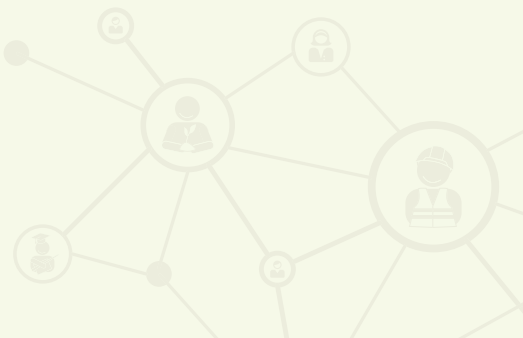| No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
6.5.	Organizing of international forum of the managers of EU public administrations in Latvia with a purpose to discuss, overtake experience of other countries for reducing the value of political impact or political factor in public administration. Introductory activities for implementation of the forum are recommended – organizing of meeting of the managers of all institutions of Latvian public administration and discussion "Points of contact of political and administrative management and responsibility at the ministries. Assessment of the roles of ministers and secretaries of state".	Reached agreement with EU public administrations on implementation of the forum; developed concepts and programme of the forum, meetings, discussion; invited participants; implemented – discussion; meeting, forum.		2018
6.6.	Development of the concept and action plan for the informative campaign "Training of the employees of public administration and their development for the benefit of society" (for example, by promoting improvement of customer service and provided services, highlighting social benefits from the training and development of employees of public administration). It is recommended to form the content of the campaign in context with the theme of lifelong learning, demonstrating the value of continuous learning within modern society. Private sector may be involved in the implementation of the campaign, demonstrating the positive impact of the training and development of its employees, for example, regarding improvement of services and quality of service, the same way positive examples in development of skills and competences of the employees of public administration of other EU countries can be demonstrated as well.	Developed concept and action plan for the informative campaign "Training of the employees of public administration and their development for the benefit of society".	Competitive dialogue in accordance with detailed action plan	2017
6.7.	Implementation of the informative campaign "Training of the employees of public administration and their development for the benefit of society", assessment of results and planning of further activities. (connected with 6.6.)	Implemented all activities of the campaign within the due term and in due amount, public dissemination of the patterns of good practice of learning.		2018
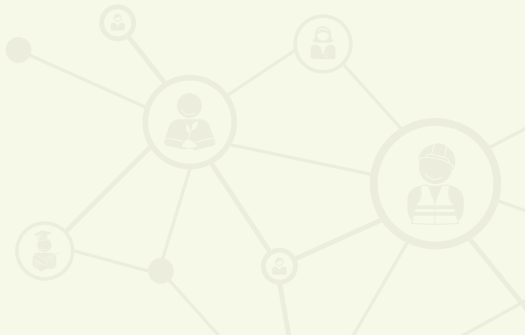
7. Course of action

Development of attractive involvement programmes for youth and other groups (disabled persons, workforce in regions, people approaching retirement age, etc.) that are based on life cycle periods (for example, flexible working hours) and their communication to respective target groups.

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
7.1.	Active participation of public administration at Career days organized by universities, on the one hand, making common presentation on public administration as employer of students from various universities and, on the other hand, by differentiating the offer, for example, providing more information on work opportunities in culture sphere in connection with public administration for the students of culture; other purposefully developed informative programmes will be interesting for the next media experts; students of politics, law, economy, etc., making public administration sector interesting and attractive for the new employees.	Identified target youth audiences; developed common basic presentation on public administration as employer; developed adjusted offers for certain target youth audiences; implemented participation at Career days activities.	PA	2015 and onwards
7.2.	Development and implementation of collaboration programmes with Latvian universities that includes, for example, such activities: ■ lectures of public administration experts (international experts from EU public administrations among them) for students at universities; ■ open lectures organized by public administration and/ or discussions with students on current and interesting issues of public administration; ■ proposing of the themes for master thesis for the students of study programmes topical for public administration (economy, politics, law, public management, etc.); support in development of study works, offering support of public administration experts; ■ involvement of public administration (with lecturers, moderators of panel discussions, etc.) at conferences organized by universities; ■ establishing of apprenticeships for students. Important part of collaboration programme with Latvian universities is also external communication on collaboration with universities.	Developed collaboration offers for various Latvian universities; concluded collaboration agreements; implemented activities included in the offers.		2016 and onwards
7.3.	Establishing of various volunteering programmes for dealing with issues topical for public administration, for example, "mystery shopping" for assessment of quality of customer service, involvement of experts for analysis and improvement of the processes of taking decisions of public administration (establishing discussion groups of experts of public administration and other branches "Share experience"). Methodological guidance must be developed for organizing of volunteering and using at PA, as well as motivation programme and communication activities for popularization of these programmes.	Developed concept for attraction of volunteers; elaborated methodological guidance for organizing and using of volunteering in public administration; developed communication plan; implemented communication activities.		2016 and onwards

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
7.4.	Determining of future employee target groups, basing on analysis of competences necessary and available for public administration within the process of strategic planning of human resources.	Defined necessary competences; identified future employee target groups.	PA	2017 and regularly at least once every three years also onwards
7.5.	Development of attraction programme(s) of target groups, defining attractive, current communication channels and offer for the target groups, using advantages of the image of public administration as employer, highlighting the most important factors for each target group. Examples in selection of communication channels: addressing youth by using different social networks, universities, home pages of universities; people in the regions with support of State Employment Agency (NVA); disabled persons, using disabled person support associations, etc. Interesting career path, towards result oriented work environment and culture, support for individual development, options of flexible working hours, etc. must be emphasized within the offer for the youth. (in accordance with 7.4.)	Developed attraction programme(s) of target groups that provide for certain communication channels and current offer for the target groups.	15000 EUR (development of one programme for one target group that includes also communication plan)	2017 and onwards
7.6.	Integration of target group attraction programmes with employee selection process. Guidelines: complying with the principles for common approach in personnel selection (for example, applying of competence approach, open competitions for vacancies, etc.), flexibly integrate the elements of target group attraction programme within the selection process, for example, selection channels appropriate for the target groups, using of onsite and distance meetings, etc.	Selection process of the new employees is coordinated with target group attraction programmes; provided continuous improvement of selection process accordingly to the current needs of public administration and target groups.		2017 and onwards
7.7.	Development of manual for managers and personnel managers on initiation at work of the new employees. Objective – to determine and describe responsibilities and tasks for the managers of all levels and personnel managers during new employees' adaptation period (3 – 6 months) in public administration. (connected with 7.9.)	Developed manual for initiation of the new employees at work; clearly set responsibilities and tasks of the managers of all levels and personnel managers for initiation of the new employees.	15000 EUR (development of manual)	2017
7.8.	Development and implementation of manager support programme for initiation of the new employees at work. Manager training can be made in electronic format, thereby allowing each manager to watch it at any time convenient for him and do it repeatedly. Carrying out of manager shadowing activities (following the principle of coincidence) in order to receive feedback on efficiency of the manager training. Further proactive activities for improvement of manager knowledge and development of skills upon initiating the new employee at work. (connected with 7.7.)	Developed support programme for managers for initiation of the new employees at work; development and implementation of training programme for the managers; shadowing of managers and proposals for the improvement of the initiation programme of the new employees.	10000 EUR (development of content for the training programme); Competitive dialogue on video reel; 1500 EUR (price for one training group for one training day of 8h). 5500 EUR (pilot project – shadowing of 20 managers and feedback)	2017 and onwards

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
7.9.	Development and managing of the programme for initiation at work of the new employees. Essential parts of the programme: ■ development of manual for the new employees – common informative material created for the needs of all institutions of public administration that includes binding information for all the employees of public administration. It can be both printed and electronic (publishing it at the common internal communication portal); ■ introductory programme for the new employees that includes a set of several onsite and e-learning modules that must be learned by the new employees, for example, during the first year at work; ■ describing of the role of managers as mentors. (connected with 7.7.)	Developed initiation programme of the new employees; implementation of the programme. Assessment of the results of the programme (in accordance with specifically identified indicators), using interview with the new employees and internal survey of the employees.	15000 EUR (development of manual); 10000 EUR (development of content for the training programme)	No 2017 and onwards
7.10.	Telephone interviews or face to face interviews with the new employees (according to random selection principle) within a period of half a year, since the beginning of employment, with the aim to assess initiation at work programme (introductory training, support of managers, etc.) quality and satisfaction of the new employees with work, especially conformance with the initial expectations. Collection and analysis of the results of interviews, including planning of necessary activities of action.	Accomplished telephone interviews; accomplished analysis of the results of telephone interviews and identified further activities.		2017 and onwards
7.11.	Knowledge or vision competitions on work in public administration in order to promote the interest of the secondary school youth on the work in public administration. The most talented and motivated could be paid scholarships both for studies in Latvia and abroad, depending on the selected direction of the studies. The same way it is possible to select participants for the Future talent programme from the participants of those competitions – see article 7.12.	Developed concept for the competition of knowledge or visions; identification of the winners; determining scholarship holders and implementation of scholarship programmes.		2017 and onwards

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
7.12.	Programme "Future talents" at Latvian schools. Programme provides to organize once every 2 - 3 years at all Latvian schools identification of talents – potential future managers and experts of public administration (for each "call" finding about 10 talents), in order to start work at their purposeful preparation for entering the best universities of the world in parallel to the studies at secondary school and to prepare them for work in public administration in future. Each youth is being found a mentor within the development programme that assists him/ her to develop and implement individual development plan. Upon entering the best universities, the youth are being paid scholarships from public administration, there are particular tasks to be performed from public administration (adjusting tasks to the load at universities), after graduation from universities, the youth have a definite time that must be spent working in public administration.	Developed selection criteria for the "Future talents"; elaboration of development programme of the new talents and attraction of teaching staff, mentors among them; implementation of trainings of the new talents; elaboration of working tasks for the new talents (for example, in context with the image of employer) and using of the results; implementation of scholarship programmes; implemented regular collaboration with the talents; elaboration of work offers, based on the life-cycle of the talents and their needs.		2018 and once every 2 – 3 years onwards
7.13.	Development and formation of the concept for interactive portal for the school youth that would be both: ■ informative environment in order to, for example, explain the work of public administration and adopted decisions; ■ attractive interactive environment – in playful manner, for example, on planning and implementing of policy, in order to tell about the work in public administration in attractive manner, to cause understanding on policy implementation process; ■ environment involving in activities of public administration, for example, involving into cognition of various issues, opinions, studying public opinion, implementation of particular projects, etc. Development and implementation of the plan for communication campaign of the portal, using schools, social networks and other channels. Common TV broadcast may be developed – game, the content of which is connected with activities to be carried out at the portal.	Developed concept of the portal for the youth and the content of the portal; developed communication plan of the portal for the youth; implemented communication activities.		2020
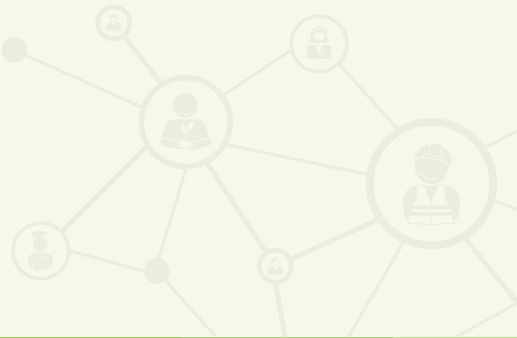
8. Course of action

Motivation and involvement programmes for existing employees, aimed to develop human resources policy and processes in order to provide availability, development of the competences necessary for public administration and interest of employees to apply their experience and competences at work in public administration.
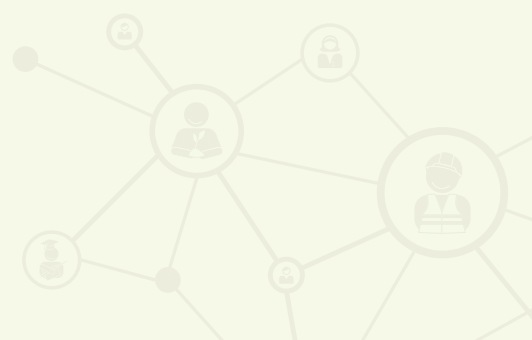
No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
8.1.	Systematic practice of survey of employees leaving public administration at all institutions of public administration, in order to summarize and analyse reasons, why people leave job in public administration, and to improve attraction programmes of new employees and programmes of activities for keeping existing employees at work. It is important to provide centralized collecting of information and issue of an annual report that allows planning of preventive and corrective activities in future. (partially connected with 1.1.)	Developed questionnaire of interview/ survey of leaving employees; is being performed regular survey of leaving employees at all institutions of public administration; is being provided centralized collection of information and analysis on the reasons for leaving job in public administration; developed proposals for improvement of motivation and involvement programmes.	PA	2015 and onwards
8.2.	Improvement of remuneration system of the employed in public administration, focusing on improvement of the system of bonuses and premiums. **Solutions:** 1. reviewing of the criteria and procedure of application and monitoring of bonuses on quality. It is advisable to limit the group of those people that qualify for this bonus, in order to differentiate good performance from excellent and to allow the best employees to get bigger remuneration. In order to assess efficiency of the current bonuses on quality, it is necessary to provide centralized collection of data and analysis on this form of bonuses, its connection with the data of NEVIS on results of assessment of performance and competences, etc.; 2. development of the forms of premiums on reaching objectives in public administration; 3. centralizing of administration of bonuses for quality and premiums for reaching objectives that would provide common monitoring over application of these forms of remuneration; 4. gradual increase of working salary of the employed in public administration must be continued; 5. regular informing of the employed in public administration on accomplished activities and reached results in improvement of work remuneration system.	Improved system on bonuses for quality (criteria, procedure of application and monitoring); introduction of premiums for reaching objectives; provided centralized administration of bonuses for quality and premiums for reaching objectives; gradual increase of working salary of the employed at public administration (setting % of increase of objective annually); regular internal communication on performed activities in implementation of the system of work remuneration.	PA; 15000 EUR (consultations)	2016 and onwards

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
8.3.	Improvement of process quality for setting objectives, performance at work and assessment of competences (NEVIS) that within a period of 3 – 5 years would allow more precisely differentiate good and excellent performance at work. Solutions – development of competences of the managers in setting objectives and assessing competences; mutual calibration of the highest evaluated employees (within the scope of one institution with participation of independent personnel consultant).	Trained mangers in setting the objectives and assessing competences; accomplished mutual calibration of the highest evaluated employees.	PA; 10000 EUR (consultations)	2016
8.4.	Establishing of support system for the managers in a form of trainings and consultative support (for example, by using services of supervisors) with the aim to help managers to deal with cases of unsatisfactory performance at work, for example, to discover unsatisfactory performance, talk on that with employees, to carry out qualitative assessment of competences and conduct negotiations on assessments of competences, etc.	Developed manager training programme "Conducting of the difficult negotiations with employees"; regularly implemented training of the managers; consultative support available for the managers in complex situations at performance at work.	PA	2016
8.5.	Development and implementation of the concept and tool of "Talent programme". **Essential stages:** ■ Setting criteria for nominating talents. It is recommended to include within criteria not only high development level of competences, but also development potential and essential competences necessary in future; ■ Annual nomination of talents at institutions, establishing and implementing assessment section for employees with high potential NEVIS; ■ Training of managers for identification and assessment of employees of high potential; ■ Internal calibration of talents within the institution and department and nominating candidates for the common talent bank of public administration; ■ Developing of common talent bank of public administration. Proposal: talents that are included in the long-term talent bank are considered those employed in public administration, who possess high development potential and who demonstrate the highest estimate of performance at work and competences for at least two years in turn; ■ Solutions of talent management within the talent programme of departments and public administration, providing mutual coordination of those programmes; ■ Regular discussions with talents (at least once a year) on the process of talent programme, their satisfaction, etc.	Developed concept of "Talent programme", including criteria of identifying talents and nominating procedure; annual nomination of talents, calibration. Each institution, department and public administration as a whole has its own talent basis (bank) that is being updated on annual basis. During implementation stage of the programme: the individual career development plan is being developed for all talents, on-going work at performance of the objectives provided by the plan. Systematic analysis of the results of talent programme, organizing interviews with talents and carrying out internal survey of employees (positive dynamics of the results at indicators, how "Public administration takes care for motivation of the best employees", etc.)		2016 – set criteria and developed identification tool for talents NEVIS; accomplished training of the managers; 2017 and onwards – development of talent management programme

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
	Special attention must be paid not only to such activities as training and development programmes for improvement of professional qualification, but also within the scope of life-long learning, regular feedback and planning of individual development. Each talent has its own individual career development plan and personnel manager of the institution that together with the "godparent" of the talent (responsible manager) takes care for implementation of this plan, for example, timely getting to know rotation options, including also within international scope.			
8.6.	Development of learning programme based in modules in public administration for development of competences important in public administration (in accordance with Competence dictionary). Each module is made both for implementation of training onsite and for distant or e-learning. The following principle is being used in successive development of the modules and offering to the employees: at first we develop competences that in accordance with the assessment results of competences are the least developed and at the same time essential for public administration. Additional option: upon learning of these modules in distant or e-learning form, employees are able to take practical test of competences and to receive independent written certification on their level of competences. Employees can use the certifications of competences at internal selection competitions and in applications for local and international rotation.	Developed concept of competence training programme and competence development modules; performed pilot of each training module and accomplished necessary corrections. Within a period of 3 years all the employed in public administration have learned the modules for further development of at least 3 essential competences.		2016 and onwards
8.7.	Analysis of the proposed motivation programmes (qualitative research) and planning of motivation programmes of the new employees, basing on the results of the survey of employees (satisfaction with work, involvement, etc.). In the focus – increase of flexibility within the choice and use of different motivation tools, basing on the needs of life-cycle of the employees.	Carried out analysis of the results of survey of employees (satisfaction with work, involvement, etc.); implemented qualitative research and performed analysis of the proposed motivation programmes, developed proposals for new motivation programmes for employees.		2017
8.8.	Development of rotation system of the employees in all levels of positions. It is advisable to develop terminated rotation at least at the initial stage that provides returning of employee at his institution after the end of rotation period. The most important stages within development of the system: **1.** to develop the most characteristic ways of career of employees that determine also most typical ways of rotation, including for each institution to identify those positions, where the rotation could be implemented;	Developed the most characteristic ways of career and rotation of employees in public administration; prepared manual for employees "Guide in planning of career"; developed rotation system (process and procedure) for all position levels; developed communication plan on rotation, its options and advantages; performed informing of employees.		2017 – for execution of stage 1; 2018 – 2 – 4 stage; Starting from 2019 - full course and communica-tion of rotation programmes.

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
	2. to describe career and rotation ways, for example, to develop manual for employees "Guide in planning of career in public administration" and communicate them to employees; **3.** to develop description of the process and procedure of rotation; **4.** to establish common information platform, where rotation programmes are announced; **5.** to develop positive internal communication on process of rotation programmes (for example, "to follow" employees, who participate at rotation programme) and results (for example, references of participants and their managers on benefits). Rotation programmes at least at the initial stage could be established with a set regularity and cycle, when those employees, who want to rotate are gathered each year at a set term, then the possible posts for rotation are being found, these are offered, followed by the rotation itself. Set terms and cycle of the annual stages of the process facilitate process management both on the part of public administration and the employed ones. Within a term of 3 – 5 years it is advisable to develop also international rotation of the employees of public administration.			2020 and onwards – international rotation options.
8.9.	Development and conducting of new innovative learning programmes under the title "Future skills in public administration" for development of those skills, which importance in public administration will grow within the next 3 – 5 years. Available modules: learning skills; self-development; information processing and analysis, etc.	Selected future skills important for public administration; developed skill development programmes. During a period of 3 years at least 50% of the employed in public administration have participated at least in one of the programmes.		2017 and onwards
8.10.	Regular trainings on various technological solutions and news, using internal self-service portal and e-learning platform available at it, so that upon increasing amount of information, employees of public administration would know, how to apply modern tools both for planning the works and setting priorities, as well as for exchange of information. In order to provide such trainings, it is important to follow the most recent information on modern ICT solutions and their application options, by organizing discussions with ICT specialists working in public administration and professional experts, as well as other providers of outsourced services. It is important to consider the most appropriate way for transferring information at development of programmes (onsite trainings; e-learning, etc.) and to ensure demonstration of application of technologies and trial within real work environment.	Established system, how the most recent information on modern technological solutions is being collected; development of new training programmes (at least one new programme per year) and offering to employees.		2019 and onwards

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
8.11.	Organizing of internal competitions among institutions of public administration, in order to stimulate the applying of tools for development of modern work environment and work organization. Examples of competition categories: "The most virtual institution" (uses distant work options in the most efficient manner), "The most healthy institution" (implements health promotion programmes in the most efficient manner), etc. Jury of competition – formed of representatives selected by various institutions of public administration and personnel managers. Nomination categories of the competition may change depending on the current priorities and action focuses of particular period in improvement of the work environment and work organization. Competitions can be held once a year or once every two years.	Developed concept of the competition on modern work environment and work organization in public administration; developed and implemented plan of the communication activities of the competition, in order to promote the institutions of public administration to actively participate; Regular provision of the process of competition. Performance indicator: continuously increasing number of institutions that take part at competition reaching 80% coverage within a period of 5 years.		2017 and onwards
8.12.	Promotion of regular health prevention of employees, organizing also lectures by physicians (meaning both physical and mental health) for the employees of public administration that initially are being organized as onsite lectures and presentation, in future – can be summarized and accessed at internal self-service system, within e-learning environment.	Developed concept of the informative campaign on health prevention; implemented activities planned within the scope of the campaign; provided opportunity for all employees of public administration to introduce with materials of accomplished trainings (video materials, presentations).		2017 and onwards
8.13.	Performance of the study "Identifying work environment, physical and psychological stressors" and development and implementation of the programme of preventive activities.	Developed study concept; carried out survey of employees and analysis of data; developed preventive activities in form of proposals.		2018
8.14.	Educational programme for employees "Health promotion of employees" that would cover such themes as nutrition, sleep, physical activities, personal resources and their restoration, ageing prevention, etc. Objective – to promote and maintain productivity of employees. Programme can be implemented onsite, by e-learning and in combined format.	Developed educational programme "Health promotion of employees"; accomplished pilot programme, following what necessary corrections have been made.		2019 and onwards

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
8.15.	Setting indicators for position responsibility, in order to promote undertaking of individual responsibility and clear limits of responsibility among positions. Since this process is time and work consuming, it can be implemented in stages: at first indicators of responsibility of all level managers should be analysed and determined (including, setting of precise categories of position responsibilities), then responsibilities within the major position groups should be defined and finally – within the remaining position groups. Setting of position responsibilities should be internal project of public administration, within the scope of which discussions between managers and experts (depending on positions to be discussed) of different institutions are promoted that simultaneously promotes also understanding on common topicalities at work of public administration and promotes cross-sector collaboration. Participants of talent programme can definitely be involved at the implementation of such project. Indicators of position responsibility are getting included within job descriptions, as well as at position catalogue, describing particular position families and their levels.	Set indicators for position responsibility (for managers, within major position groups, other groups).	PA	2016 – 2018
8.16.	Establishing of new substantively interesting places of work, by performing systemic changes in the planning of human resources and design of positions. It is recommended by pilot project to establish the major position group (for example, policy-planners, policy-implementers, etc.), surveys of employees and/ or focus groups on the content of work, in order to find out, what is the interesting part of work at these positions, what is routine, which duties execution can be optimized and how, etc. Basing on the results of the study, proposals can be developed on improvement of the content of work of the existing positions and on other systemic (within processes, responsibilities) changes in public administration. In order to promote cross-sector collaboration and exchange of opinions on establishing of new and substantively interesting positions, cross-sector level thematic workshops can be established for the content analysis of work of positions and restructuring and/ or establishing of new positions, for example, coordinators of policy implementation within cross-sector level. Establishing of new substantively interesting positions (analysis of existing positions, proposals for improvement of the content of work of positions) can be one of the projects implemented by participants of Talent programme of public administration.	Developed action plan for purposeful analysis of position content of work and establishing of new positions that includes both studies on work content analysis of the existing positions and development of proposals for their improvement and activities for establishing new positions in public administration.	PA	2019 and onwards

9. Course of action

Implementing customer oriented working culture at work of public administration, raising reputation of public administration that affects also the image of public administration as employer.

| No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
9.1.	Interactive survey/ game, how well employees of public administration know, how to act in accordance with customer service manual. After collecting results it is possible 1) to supplement manual with the missing information; 2) organize training, in order to improve the missing/ insufficiently developed skills.	Developed survey/ game; accomplished survey of employees / playing the situation and summarizing of results; supplemented customer service manual		2016
9.2.	Internal communication of the standard of customer service, its meaning/ sense, as well as explanation to employees of its introduction in public administration. (connected with 9.1.)	Developed activities plan of internal communication; implemented activities of internal communication plan.	PA	2016
9.3.	Establishing of common quality monitoring system that allows assessing the quality of customer service. Necessary corrections and improvements are made basing on the obtained results.	Developed monitoring mechanism for implementation of customer service standard in public administration; regular preparation of corrective action plan and report on its execution.		2019 and onwards
9.4.	Development and implementation of training programme "Written communication, written interaction with customer" that could include elaboration of guidelines for written communication with external and internal customers, as well as drafting of various templates of communication documents. Training can be organized onsite and by e-learning. Patterns of good practice in written communication can be further summarized under the section of e-learning of the self-service portal of employees.	Summarized information on written interaction of public administration with customers (for example, as complaints); performed analysis of the most typical errors in written communication (in the sense of comprehensibility; also in the sense of grammar, etc.); collected information on typical necessary letters to the customer; establishing of learning programme; implementation of trainings.		2018 - 2021
9.5.	Establishing of common quality monitoring system that allows to assess the quality of correspondence of public administration with the customers (in the sense of comprehensibility, simplicity), necessary corrections and improvements are being made. Activities to be used: references from customers, selective analysis of the prepared documents, etc.	Developed monitoring mechanism, how to assess written messages of public administration, news to the customer, providing satisfaction of the customer with the quality of the information provided in a written form (comprehensibility, simplicity, etc.).		2021 and onwards

10. Course of action

Development of managers – leaders in all levels of public administration management.

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
10.1.	360 degree assessment of competences of managers and establishment of development plans of individual competences, basing on the assessment of the competences of management. Performance of individual development plan is responsibility of each manager. For the development of the plan and/ or development of management competences managers are able to consult with the mentor/ supervisor of public administration or of the list of selected providers of outsourced services.	Provided regular (once every two years) 360 degree assessment of competences of managers. 30% managers (during the first year) and the indicators increasing for at least 20% each time, have developed their own individual development plan within the due term; 20% managers (during the first year) use the chance to consult with mentor/ supervisor, however, in 2025 at least 75% managers use this option.	PA; 150 EUR (hourly consultation rate of one manager); 7000 EUR (development of survey content for 360 degree assessment of competences)	2016 and onwards once every two years
10.2.	Development of mentoring skills for the managers of all levels. Development of learning programme, training of the managers using onsite training and e-learning.	Developed training programme; trained at least 75% managers.		2017
10.3.	Development of the concept of international school of public administration "Future manager" in collaboration with other EU public administrations. Programme is provided for the training of intermediate and senior managers working in public administration of EU countries, among that providing both onsite and distant learning, using, for example, e-learning, literature studies, etc. It would allow exchanging with the good practice with other EU public administrations, promoting mutual learning, as well as allowing managers working in public administration of both Latvian and also other EU countries to work/ rotate/ train in public administration organizations of other EU countries. School does not have to be attached to one country; separate modules can be learned in different countries. Development of such modules in Latvia can be undertaken by School of Public Administration. **Special attention within the list of competences to be developed must be paid to:** ■ skills to work under confusion, volatility, complexity and uncertainty conditions; taking decisions under the mentioned conditions; ■ communication skills, among that under such conditions as crisis, conflict situations, changes, etc. and with such target groups as – subordinated employees of different generations, colleagues, other institutions of public administration, other sectors, institutions of other countries, society; ■ ability to inspire, involve and motivate others, explaining the sense and meaning of the work; knowing, how to present information in easy and attractive way; ability to provide and request, to receive feedback of development.	Reached agreement with other EU public administrations on establishment of international school of public administration; established international project group; developed school concept; developed learning programmes; selected and attracted programme instructors; prepared pilot project of the programme.		2020 – 2021

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
10.4.	Implementation of the pilot programme, where each country trains the first 15 managers, for example. Regular forming and training of training groups (for example, 5, with 3 representatives from Latvia in each). (connected with 10.3.)	Established first international pilot groups of the school; implemented pilot training; accomplished documenting of all training videos and collecting of all learning materials in electronic format; performed analysis of results and developed recommendations for improvement of the programmes and their organization.		2022 – 2023
10.5.	Establishing of e-learning forum/ platform for managers of EU public administrations that is available to every manager of EU public administration. Assuming that it will not be possible for all the managers to learn at the international manager school at the same time, to take the chance and collect all "results" of trainings at school (developed learning materials, lectures – that can be electronically documented) and place them at the e-learning forum of managers. Forum may serve also for establishment of international manager experience exchange groups, to promote discussion on issues initiated by the managers themselves, for example, on collaboration of generations, on issues of non-material motivation, etc. The same way forum can serve as a portal of mentor programmes, where those that wish so – offer themselves as potential mentors to other managers from their own or other countries, however, those, who want to learn/ acquire new knowledge on management skills, to develop foreign language skills – the portal would serve as "meeting point", where to find a mentor for themselves. Upon using available modern communication means, mentor is able to involve/ shadow the person he is mentoring in various situations, as well as organize consultations. (connected with 10.3.)	Developed substantive and technical concept of the forum; developed approach, how to use materials of the international manager school (video, audio, hand-outs) for participants of the forum; developed informative campaign for managers on options to study, using e-learning/ distant learning tools, as well as to join international manager work groups, discussions and mentor programmes; implemented pilot forum; performed return measurements; developed proposals on improvement of the forum; performed improvements.		2023 – 2025
10.6.	Development and introduction of manager succession programme. Within the scope of talent nomination process and upon analysing the list of current talents, each manager in cooperation with his personnel manager of the institution of public administration must select his successor/-s in accordance with certain criteria and must initiate preparation of the successor for the position following specific programme. Successor preparation programme includes development programme of management skills of the successors, development of individual plan for development of competences, shadowing of managers work and other development activities.	Developed concept of succession programme; determined criteria for selection of successors; developed successor development programme; 30% (during the first year and in each following year respective indicator increases) managers know their successor and shape development collaboration with successors within implementation of the programme.	PA; 15000 EUR (consultations)	2019 – development of the programme; 2020 and onwards – implementation of succession programme

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
10.7.	Development and implementation of self-development and health promotion programme for managers. Programme can be implemented in cooperation with EU public administrations in order by joining resources to create self-development work book available for each manager that can be both electronic and typographic printed version. The objective of the programme would be to promote ability of managers to take care for their development and promote their health, thinking about nutrition, sleep, physical activities and mental habits and provision of sustainability. Interest of managers in their development and maintenance of health would serve also as the positive example for employees.	Developed concept of programme "Health promotion and self-development of managers"; developed self-development work book; established manager training programme for work with self-development work book; implemented pilot training; 30% managers (during the first year and in each year respective indicator increases) in their development use the self-development work book; within a period of 3 years at least 70% mangers have attended self-development and health promotion programme for managers.		2018 and onwards
10.8.	Local and international terminated rotation and traineeship programmes for the senior and intermediate managers of public administration that would allow obtaining practical experience in Latvia (at other institutions and branches) and other countries. The basis of such programmes must be formed of necessary competences for managers of public administration and the choice of rotation or traineeship places must be subordinated to development objectives of those competences.	Made agreements with organizations of other branches and other public administrations on implementation of rotation and traineeship programmes; developed concept of the programme; developed plan of internal communication activities that explains and popularizes idea; implemented first pilot rotations (locally and internationally); implemented internal and external communication campaign of pilot results; rotation programme being implemented.		2020 and onwards
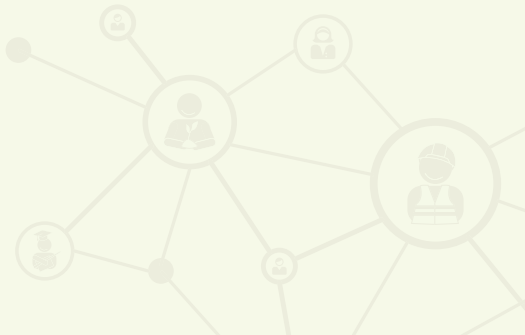
11. Course of action

Strengthening of collaboration among employees of various generations for more efficient work and mutual experience exchange and development of competences.

No.	Activity	Result of activity and performance indicator	Provisional funding for outsourced services	Deadline
11.1.	Identification of common training themes regularly necessary for public administration and institutions of public administration (each separately), using information collected by NEVIS on learning needs. **Development of culture of the internal instructors, involving, for example:** - existing employees in tuition at training programmes (for example, at the programme for initiation of the new employees at work), - new specialists (for example, on themes that they have examined at their master thesis and that concern the most recent tendencies, experience of other countries, new approaches, systems, etc.); - experts of particular spheres (for example, ICT specialists, lawyers, at explaining of the current legislative acts and tendencies, application of the modern ICT tools, etc.). Defining of the internal competences for instructors and motivation system for the internal instructors is essential for the promotion of the culture of the instructors, for example, options to develop own competences locally and internationally, mentoring and consultation options at experienced instructors, shadowing the work of instructors and the feedback. Especially when thinking on the trainings of elderly and younger employees, it is advisable to carry out study "Audit of training programmes", in order to assess the programme and suitability of the programmes and learning methods to employees of various age groups, for promotion of experience exchange and collaboration among employees of various generations within the scope of trainings.	Identified themes of regularly necessary trainings; defined competences of internal instructors; elaborated motivation system of internal instructors; elaborated and implemented campaign of internal communication with objective to attract internal instructors. Performed study "Audit of training programmes" and analysis of its results, developed suggestions on improvement of the training programmes.		2017 and onwards 2019 – study "Audit of training program-mes".
11.2.	Introduction of internal instructor programme. **Essential stages:** - nominating of instructors and/ or application and selection, - development of training programme for preparation of the instructors, - training of instructors, - pilot projects of the programmes conducted by instructors and their analysis, - monitoring of the quality of work of the instructors and instructor motivation programme: shadowing of the internal instructors and provision of the feedback on performance of the training. (connected with 11.1.)	Performed selection of internal instructors; implemented training of internal instructors; carried out pilot projects of the trainings conducted by instructors, systematic monitoring of the work of instructors is being provided. Performance indicator: in 2020 at least 30% training programmes are conducted by internal instructors, in 2025 this indicator reaches 50%.		2017

11.3.	Development of methodological material for managers, project managers, work group managers "Strengthening of collaboration between generations: at group work, within the process of training and development (for example, reverse consulting)". Manager training can be made in electronic form, thereby allowing each manager to watch it and repeatedly use at any time convenient for him.	Developed methodological material of training; established training programme of methodological training material; ensured availability of methodological training material electronically; 30 % managers (during the first year and with tendency for the indicator to increase annually) use the methodological material at their work.		2018
11.4.	Development of voluntary mentor movement in public administration. Everybody that wants to be mentor has an opportunity to apply to such programme. Preparation of mentors takes place after pre-selection. In order for mentor movement to operate, it is important to define the roles of mentors in public administration, besides, they could be several: mentors for the new employees (that start working in public administration), mentors supporting moving from one position to another, mentors for the new managers, mentors for development of certain skills (candidates for such roles could be defined within the scope of annual assessment process) etc. All employees of PA have access to the information on mentors and in some cases, where involvement of the mentor from exactly the own institution is not required, employee himself may choose the mentor. One of the ideas that the mentor can be also from another institution. Mentors need motivation programme: premium, additional development activities, experience exchange with the experts of other branches, etc.	Defined forms and roles of the mentors; elaborated motivation programme for mentors; developed internal communication plan, implemented activities of internal communication plan.		2017