Knowledge Transfer for Increasing the Efficiency of State Administration in Latvia

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Abstract

Good governance is one of the key words for any state administration. The central government of Latvia has devolved part of state administration functions to 119 local governments in municipalities and republican cities. The need for and principles of good governance were analysed in the present study. Yet the indicator of administrative burden in the Baltic States, according to the European Commission, is relatively high, therefore, it is necessary to take measures to improve services provided by their state administrations. Based on experiences and practices in the world, two main methods were developed in Latvia for this purpose – the Extended Standard Cost Model and the Customer Journey Mapping. Training concerning the use and possibilities of these methods in state administration was carried out in 51 local governments in 2011 in order to improve state administration services. In the present study, results of the seminars were summarised and proposals on improving the work of state administration were elaborated.

Keywords: good governance, state administration, knowledge transfer

Introduction

Research problem, novelty and relevance

The efficiency of state administration is important for any state in the world. This issue has been topical in Latvia since the establishment of its state administration system, yet special attention was paid to it since the end of 2008 when Latvia faced an economic crisis and Latvia’s government searched very actively for possibilities to decrease expenditures and increase revenues in its budget. Latvia as an independent state exists for only twenty years, therefore, its state administration and decision-making system has to be perceived as new and immature, as it is in the process of continuous development and search for the best methods (Baltiņa, Šēnfelde, 2010).

The Lisbon Strategy and the report prepared by the European Union (EU) Commission “Better Regulation for Growth and Jobs in the European Union” determine a need to increase the administrative capacity of public administration. As regards better regulation, the EU’s public administration policy sets the following action lines:

- increasing the quality and efficiency of performance of institutions;
- improving the system of designing public policies;
- assessing the impact of policies;
- reducing administrative burdens and simplifying existing legislation.

Introducing a better administration policy was stressed as one of the key aspects to achieve the goals of the Lisbon Strategy (European Commission, 2005).

A number of scientists in EU worries about the administrative burdens of regulation, as sources of inefficiencies in public administration (Scheder et al., 2002; Tang and Verweij, 2004; Beremmers et al., 2008; Cavallo et al., 2008; Hulstijn et al., 2008).

Improving the work quality of public administration was set as one of the main tasks also in the Sustainable Development Strategy of Latvia until 2030. The quality of public administration, strong linkages with social partners, various social groups, and individuals directly impact the development of natural, economic, and other types of capital, as innovative solutions in administration and public cooperation, in case of becoming daily practices, promote not only better decision-making, but also activate local communities and governments, foster mass creative work and social inclusion (Latvijas ilgtspējīgas attīstības..., 2010).

A significant role in increasing the efficiency of state administration and in strengthening administrative capacity plays funding of the EU Social Fund. Therefore, it is necessary to ensure the most efficient use of this funding, as it is one of the few investment instruments available over the nearest years. The efficiency of using this funding and the investment areas chosen will significantly affect the economic and social situation in the country.

Presently, national and municipal institutions provide approximately 900 various services to individuals and businessmen. The goal of EU support measures is to enhance the availability and quality of pub-
lic services provided to individuals at national, regional, and local levels, and an essential role in achieving this goal is played by a continuous training process of employees of state administration institutions.

In many countries sub-national political entities (states, provinces and municipalities) perform an important function in fostering a sound business climate. A local government is often the first point of interaction for businesses, where the highest administrative burden is concentrated. Traditionally, reform efforts have been applied at the national level. Given recent decentralization trends and the greater responsibility of municipalities to apply regulations, however, local reform is becoming ever more important (Sislen, et al., 2007). Therefore, it is important to assess the return on and the effect of funding of the EU Funds allocated to strengthening administrative capacity by getting feedback on effectiveness of investments from officials of Latvian municipalities engaged in training.

**Research object:** good governance in state administration.

**Research hypothesis:** knowledge transfer is an important instrument for enhancing services provided by municipalities.

**Research aim:** to investigate the need for good governance and the main methods for evaluating the cost incurred by and the process of administrative regulation in order to ensure knowledge transfer in Latvian municipalities.

In order to reach the research aim, the following research tasks have been set:

1. To analyse the characteristic aspects of state administration and good governance in Latvia.
2. To assess the main methods for evaluating the cost incurred by and the process of administrative regulation.
3. To determine the results of good governance regarding knowledge transfer in Latvian municipalities.

**Research methodology and methods** – several research methods were used: the monographic method, the document analysis method, analysis and synthesis, the constructive method of calculation, and the statistical analysis method. Qualitative research methods were applied to find out opinions of 51 seminar participants on the seminars held in municipalities in the entire territory of Latvia within the European Social Fund’s project No.1DP/1.5.1.2.0/08/IP1A/SIF/001 “Reduction of Administrative Burden and the Simplification of Administrative Procedures” to identify the views, needs, and value systems of municipal employees. The present study analysed information and national statistical data from the Central Statistical Bureau (CSB) for the period 2000-2009 and the data of 664 questionnaires. Special and general literatures on the present topic were used in the study design process.

**Research Results and Discussion**

1. **State administration in Latvia and the need for good governance**

Good governance is used in many senses. Its origination has to be searched for in Prussia in the 18th century. State administration, just as any branch of law, is subject to a single interrelated system of principles. These principles are integral components of the system; a legislator may develop them, but not make decisions contrary to them (Tiesībsarga birojs, 2011).

From the viewpoint of state administration, “good governance” as a general principle of law has an external and internal dimension. The external one is the relations between the state and an individual. The internal dimension is the internal structure of state administration. In Latvia, the State Administration Structure Law (2002) stipulates that its state administration acts within competencies set in its legal acts and in the public interest. Proportionate observance of rights of individuals and lawful interests also belongs to the public interest.

E. Levits (2002 a) emphasises that the government may establish administrative institutions and devolve part of its competencies to them, keeping control over and responsibility for the execution of devolved functions by means of a subordination mechanism. Therefore, a state administration institution has to be both politically and legally considered as the government – a state body responsible for executive power. It means that the government is responsible both for performance of the state administration as a whole and for actions of any official of state administration. There are territorial self-governments (local governments) that are a body of individuals established in accordance with the territorial (place of residence) principle. Under the law, local government functions are set also by a democratically established council of municipalities (Levits, 2002 b). Since 1 July 2009, there are 119 municipalities in Latvia – 110 amalgamated municipalities and 9 republican cities. Their varied functions are stipulated in the law “On Local Governments” (1994) and the country’s residents are their customers in the entire territory of Latvia.

The State Administration Structure Law of Latvia (2002) stipulates that the State administration acts in accordance with the principle of good governance. It includes openness to an individual and the society, data protection, fair implementation of admi-
nistrative procedures in a reasonable period, and other terms, the goal of which is to make the state administration to observe the rights of individuals and lawful interests. The state administration is structured as efficiently as possible. The institutional system of state administration is regularly inspected and, if necessary, improved.

D. Hauner and A. Kyobe (2008) concluded that higher government expenditure relative to GDP tends to be associated with lower efficiency in the respective sector. Moreover, richer countries exhibit better public sector performance and efficiency, and institutional and demographic factors also play a significant role. Research made by given authors shows that higher government efficiency tends to be associated, in particular, with higher per capita income, a smaller share of federal transfers in sub national government revenue, better governance, stronger democratic control, and smaller government expenditure (Hauner, Kyobe, 2008).

The expenditure on state administration in Latvia accounted for 7.6% of its gross domestic product (GDP) in 2009, besides, it is the highest share over the recent 10 years which sharply rose during the economic crisis (Table 1). In the period until 2008, the GDP compared to the base year rose faster than expenditures on state administration, defence, and compulsory social insurance, yet in 2009 the decrease in GDP exceeded that in expenditure on state administration. The funding for state administration increased 2.84 times over the recent 10 years, which exceeds the overall GDP increase and proves that the efficiency of state administration is lower than on average in the national economy.

Table 1

<table>
<thead>
<tr>
<th>Indicator/Year</th>
<th>2000</th>
<th>2001</th>
<th>2002</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
</tr>
</thead>
<tbody>
<tr>
<td>TOTAL, mln LVL</td>
<td>4716</td>
<td>5162</td>
<td>5703</td>
<td>6370</td>
<td>7420</td>
<td>9000</td>
<td>11127</td>
<td>14721</td>
<td>16085</td>
<td>13070</td>
</tr>
<tr>
<td>Increase against base year, %</td>
<td>100</td>
<td>109</td>
<td>121</td>
<td>135</td>
<td>157</td>
<td>191</td>
<td>236</td>
<td>312</td>
<td>341</td>
<td>277</td>
</tr>
<tr>
<td>Annual increase, %</td>
<td>x</td>
<td>109</td>
<td>110</td>
<td>112</td>
<td>116</td>
<td>121</td>
<td>124</td>
<td>132</td>
<td>109</td>
<td>81</td>
</tr>
<tr>
<td>State administration and defence; compulsory social insurance, mln LVL</td>
<td>349</td>
<td>362</td>
<td>425</td>
<td>449</td>
<td>496</td>
<td>583</td>
<td>726</td>
<td>1021</td>
<td>1177</td>
<td>992</td>
</tr>
<tr>
<td>Increase against base year, %</td>
<td>100</td>
<td>104</td>
<td>122</td>
<td>128</td>
<td>142</td>
<td>167</td>
<td>208</td>
<td>292</td>
<td>337</td>
<td>284</td>
</tr>
<tr>
<td>Annual increase, %</td>
<td>x</td>
<td>104</td>
<td>117</td>
<td>106</td>
<td>111</td>
<td>118</td>
<td>125</td>
<td>141</td>
<td>115</td>
<td>84</td>
</tr>
<tr>
<td>State administration and defence; compulsory social insurance, as % of total</td>
<td>7.4</td>
<td>7.0</td>
<td>7.5</td>
<td>7.0</td>
<td>6.7</td>
<td>6.5</td>
<td>6.5</td>
<td>6.9</td>
<td>7.3</td>
<td>7.6</td>
</tr>
</tbody>
</table>

Source: authors’ calculation based on CSP, 2011

Besides, unnecessary and disproportionate administrative costs severely hamper economic activity. Administrative costs are important since businesses across the EU are required to spend considerable amounts of time filling in forms and reporting on a wide range of issues. An assessment based on an extrapolation of the Dutch Bureau for Economic Policy Analysis data suggests that administrative costs may amount to circa 3.5% of GDP in the EU, but in the Baltic States – 6.8% of GDP. Recent work carried out by the Commission services indicates that a 25% administrative cost reduction may yield significant benefits of up to 1.5% - or some € 150 billion - in the level of GDP (European Commission, 2006).

The state administration has to assure the quality of services provided to the society by simplifying procedures and making them convenient and available to any individual (Valsts pārvaldes iekārtas likums, 2002; Stafecka, 2010). One of the main directions of activity for introducing and ensuring this principle of state administration is regular and continuous education of employees on various issues related to daily functional duties, including customer servicing. Knowledge transfer may be exploited for this purpose, i.e. the use of science achievements and research results to tackle economic and social problems. Andrejs Berdiņikovs (2011) emphasises that the term knowledge transfer became popular in the theory of knowledge management. Originally it meant exchange of experience and knowledge among various departments within an organisation. With knowledge economies developing, the term knowledge transfer was mostly attributed to exchange of experience and knowledge between public and private sectors. Therefore, knowledge transfer was understood for a long time as transfer from the sector of science to that of national economy. Nowadays, especially after the so called inclusive knowledge society became topical, the term knowledge transfer becomes broader and more inclusive in academic literature. According to it, a knowledge society is a society in which the main resources are directed to fostering the curiosity, creative thinking, and cognitive ability of any individual. Although investing in new technologies remains very
important, developed human capital is perceived as the key prerequisite of all achievements. Knowledge exists for the purpose of sharing it, as effective combating of many global evils and threats is possible in the modern interdependent world only if knowledge is perceived as a common public good. In the same way, the abilities and skills of any individual have to be developed in a knowledge society not through tough competition, but through cooperation for creating a common public good. By increasing the quality and efficiency of services provided by the state administration, it is possible to use the time of individuals and businessmen for productive work, so that the national economy stabilises.

2. Methods for evaluating the cost incurred by and the process of administrative regulation

Simplifying administrative processes is one of the most essential steps to be done by the central and local governments in order to reduce the administrative burden imposed on businessmen in accordance with legal acts and to increase the quality of legal regulation. Impacted by the global economic crisis, reducing the administrative burden on businessmen was one of the central efforts of state administration to cut government budget expenditures and business costs in several countries over the recent years. An effective program for simplification of administrative processes can both save funds in state administration itself and reduce business costs, which raise the productivity of businesses and promote the development of innovations, as businessmen can focus more on developing their companies instead of doing administrative procedures imposed externally. In such a way by actively simplifying administrative processes, financial and efficiency gains may be acquired in public and private sectors, which otherwise would be possible only in the result of extensive and socially hardly acceptable reforms of financial consolidation (Ernst&Young, 2010).

Two methods are widely used in the world, first, to determine the cost incurred by administrative regulation and second, to elaborate and introduce proposals for reducing it in order to enhance services provided by state administration.

The Extended Standard Cost Model

The Extended Standard Cost Model (ESCM) was developed in Latvia based on the Standard Cost Model (SCM) that is widely used in the European Union for determining the administrative burdens for businesses imposed by regulation. It is a quantitative methodology that can be applied in all countries and at different levels (International SCM..., 2011). The SCM was enhanced based on the administrative burden studies conducted in Latvia in 2007-2011 in various fields. Exploiting the ESCM it is advised the following features to be identified:

1. Complicated and ambiguously interpretable legal acts.
2. A large number of institutions administering legal matters and overlapping of information obligation duties at several institutions.
3. Large amounts of time and financial resources needed for fulfilling the requirements of legal acts, for instance, large size reports to be frequently submitted, a large number of documents to be additionally prepared, or frequent and extensive inspections.
4. Lack of innovative solutions to fulfil administrative requirements.
5. Explicit customer dissatisfaction with performance of a particular institution or application of particular legal acts.

By exploiting the ESCM, the cost incurred by administrative regulation may be determined in any sphere of state administration, as:
- time consumed by individuals while fulfilling various administrative requirements is determined;
- human time is converted into money;
- expenditure related to fulfilling requirements is determined;
- loss caused by waiting is calculated;
- total administrative burden is calculated;
- proposals are elaborated for reducing this burden.

The main stages of the method are presented in Table 2.
### Main stages of the Extended Standard Cost Model

| Stage I. **Preparation** | Setting the research goal and identification of legal acts and individuals to be analysed |
| Stage II. **Analysis of legal documents** |
| Step 1. Determination of information obligation duties, data requirements, and administrative activities |
| Step 2. Classification of data requirements and activities by origin |
| Step 3. Identification of related terms |
| Stage III. **Obtaining parameters needed for calculating administrative burden and its calculation** |
| Step 4. Segmentation of individuals |
| Step 5. Determination of population, a group, and frequency |
| Step 6. Calculation of time and financial resources consumed |
| Step 7. Determination of standard cost parameters |
| Step 8. Calculation of administrative burden |
| Stage IV. **Elaboration of proposals for reducing administrative burden** |
| Elaboration and introduction of burden reduction proposals based on the evaluation of administrative burden |

*Source: Upite, Nipers, Pilvere, Bulderberga, 2011*

The Extended Standard Cost Model can be used to calculate:
- real administrative burdens (*ex-post*);
- expected administrative burdens (*ex-ANTE*) imposed by legal acts (draft laws, expected government decisions, or other initiatives) to be passed.

A real administrative burden is an administrative burden imposed on individuals, taking into consideration existing legal acts within a certain period.

An expected administrative burden is calculated before legal acts come into force. The result of calculating an expected burden shows economic and administrative effects of a draft law on the public sector, enterprises, and the entire society.

The goal of reducing the administrative burden is to facilitate the fulfilment of requirements of legal acts for all individuals who are subject to these legal acts; therefore, the gains arising from burden reduction have to be assessed from the viewpoint of these individuals. From the viewpoint of individuals subject to requirements of legal acts, the administrative burden will decrease in cases if:
- a certain administrative requirement does not apply to a particular individual;
- the requirement has to be met more rarely;
- the requirement is met more easily;
- time of waiting regarding meeting the requirement decreases.

### 2.2. The Customer Journey Mapping

The Customer Journey Mapping is an analytical approach – a method that assists us to find out, describe, and graphically present the experience of customers when receiving various services. By means of this method, the route of a customer is analysed – all the activities that are performed by a customer to achieve a certain goal. There are several indicators that determine the need for developing a route scheme of customers:
- high cost of receiving a service;
- processes are complicated and hardly understandable to customers;
- legal acts change frequently;
- the service is important to a customer.

Two types of scheme may be developed by assessing information that is received from customers regarding the service:
- development of a customer experience scheme based on the experience of one customer in receiving the service, taking into consideration the customer’s ideas, feelings, and emotions;
- development of a system scheme that incorporates this system in receiving the service by customers and is more objective than an experience scheme. The main stages of the Customer Journey Mapping are presented in Table 3.
Table 3

Main stages of the Customer Journey Mapping

<table>
<thead>
<tr>
<th>Stage I. Choice of the object of analysis</th>
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<tbody>
<tr>
<td>Problem diagnostics</td>
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<tr>
<td>Definition of the object of analysis</td>
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<tr>
<th>Stage II. Definition of the general goal</th>
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<tr>
<th>Stage III. Customer segmentation</th>
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<tr>
<th>Stage IV. Development of schemes</th>
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**Experience scheme**
- Step 1. Identification of activities of a customer
- Step 2. Identification of ideas and feelings of a customer
- Step 3. Identification of interface points
- Step 4. Assessment of satisfaction of a customer
- Step 5. Identification of critical points
- Step 6. Visualisation of the scheme

**System scheme**
- Step 1. Development of a system scheme from the viewpoint of customers
- Step 2. Characteristics of activities of central and local governments
- Step 3. Identification of points in customer decision-making
- Step 4. Identification of problematic points
- Step 5. Visualisation of the system scheme

<table>
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<tr>
<th>Stage V. Search for improvement possibilities</th>
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- Definition of achievable results
- Elaboration of proposals

**Source:** Nipers, Bulderberga, Pilvere, Upite, 2011

Edwards M. (2010) emphasises that together the map and blueprint represent the two key components of service – how it is experienced and how it works. The development of a Customer Journey Mapping is not an end in itself, but according to Hetal Joshi (2010), measuring the results of the changes made is critical to assessing the effectiveness of the remediation steps taken.

3. Knowledge transfer regarding good governance in local governments in Latvia

By means of the support of the EU Social Fund for knowledge transfer, seminars on evaluating the cost incurred by and the process of administrative regulation were held for local governments of 51 towns and municipalities in all the regions of Latvia from May to August of 2011. It accounts for 43% of the total number of municipalities, in the territory of which 1587 thousand inhabitants or 71% of the total number of the country’s population reside (Authors’ calculation based on Latvijas iedzīvotāju..., 2011).

The purposes of the seminars were to:
- introduce municipal employees with the Extended Standard Cost Model and the Customer Journey Mapping as analytical instruments for evaluating services provided;
- develop proposals for improving customer servicing.

In the seminars, 919 local government employees participated (n=919). After analysing the registration sheets of participants, one could find out that 94% of them had higher education, while 6% of them – secondary education. Of all the seminar participants, 73% were women and 27% were men.

Positions of the seminar participants were significant (Figure 1), as ¾ of them were heads of local governments or their departments, lawyers, and specialists whose daily decisions play an important role in servicing customers efficiently. A similar positive indicator was the age of the seminar participants – 76% were aged 25-54, which means that the knowledge obtained by them will be used for a long time. Representation of the seminar participants was as follows: Riga and Riga region – 32%, Zemgale – 27%, Kurzeme and Latgale – 14% in each, and Vidzeme – 13% of their total number.

To evaluate the quality of the seminars, an anonymous evaluation questionnaire was developed to ensure confidentiality of the respondents. The seminar participants had to rate the seminar performance (5 – very good, 4 – good, 3 – satisfactory, 2 – poor, 1 – very poor) by answering 7 questions in their evaluation questionnaire regarding:
- usefulness of the seminar;
- organisation of the seminar;
- execution of the agenda of the seminar;
- quality of seminar handouts;
- evaluation of presentations;
- evaluation of the seminar timetable;
- overall evaluation of the seminar.

There were obtained 664 filled-in questionnaires, which are 72% of the total number of seminar participants; the data were processed and the main results are presented in Figure 2.
Fig. 1. Percentage distribution of the local government employees who attended the seminars by position and age

Source: authors’ calculation based on the survey of seminar participants, 2011

Fig. 2. Usefulness rating of the seminars and their overall rating in the regions of Latvia

Source: authors’ calculation created based on the survey of seminar participants, 2011

The overall rating of the seminars in the country was high or 4.52 out of the maximum of 5; slightly lower overall ratings were in the regions of Riga and Zemgale – 4.47 and 4.48 respectively (see Figure 2). Yet the usefulness of the seminars in the regions was rated lower than the other issues included in the questionnaire – on average 4.10; the rating below the average one was in the regions of Riga, Zemgale, and Vidzeme, which may be explained by the participants’ understanding of the efficiency of provision of services and the possibilities to increase it in a corresponding local government.

The main conclusions of the seminar participants on the knowledge they gained:

✓ The seminars gave information and ideas for improving customer servicing (there was a possibility to assess issues from the viewpoint of customers).

✓ The largest administrative burden is created by legal documents of national level (local governments have to observe them, thus preventing from improving customer servicing).

✓ Such seminars are more needed at various state administration institutions which produce legal documents (for instance, in ministries).

✓ The theme of the seminars was not topical in small municipalities (customers are anyway serviced as fast as possible).

✓ No belief in positive change at the national level (negative experience in submitting proposals to amend legal acts).

✓ Everything is determined by the human factor (a positive or negative opinion on certain institutions is shaped by particular em-
Concrete proposals to improve customer servicing:

- Social agencies of municipalities have access to the most information in databases for executing their functions; a similar possibility has to be ensured at other departments of local governments.
- Use of databases of national significance has to be provided free of charge, so that local governments could have several web connections for all specialists needing them.
- Use of national information systems is not sufficiently coordinated, as a contract has to be made with every institution, every IT system has its own passwords, and information available in databases has to be entered repeatedly, which hinders fast and efficient provision of services.
- Control institutions, when assessing the performance of local governments, rely only on documents of paper format, and documents have to be also submitted to an archive and stored there in paper format; therefore, amendments have to be made in legal acts, so that it is possible to store also electronic documents.
- Requirements of legal acts have to be revised to reduce information submission by customers, thus decreasing the cost incurred by administrative regulation.
- Functions of local governments have to be revised by cancelling the unnecessary ones, for instance, granting permits or licences to some kinds of businesses, thus enhancing and accelerating the provision of other services to customers.
- In accordance with the existing rules, local governments, when elaborating related regulations, have to make compulsory references to other legal acts, which cause inconvenience to customers to perceive information on a document, as other legal acts have to be searched for and studied in order to understand the application of corresponding rules.
- Improvement of services provided not only to individuals and businessmen, but also to local governments and other state administration institutions has to be considered. State institutions, too, have to meet a lot of information provision requirements, which creates a certain administrative burden that has to be reduced to increase the efficiency of their performance.
- Parish boards and libraries can function as a “one stop agency”, thus improving the flow of documents, so that residents do not have to go to their government of municipality.
- Opportunities, when it is possible to do without documents and decision-making, have to be used; it has to be introduced in providing various services as much as possible.
- Various kinds of communication have to be exploited as much as possible for improving customer servicing.

**Conclusions**

1. In Latvia, the government has established many state administration institutions to devolve to them certain functions. In terms of territory, the largest influence in Latvia belongs to local governments – in 110 municipalities and 9 republican cities. The state administration has to observe the principles of good governance in its performance. It means that the rights and interests of individuals and businessmen, openness, data protection, and fair implementation of administrative procedures in a reasonable period have to be observed. If necessary, the state administration has to be continuously improved, so that it functions as much efficiently as possible.

2. The share of state administration, defence, as well as social insurance in the gross domestic product, during the period 2000-2009, rose to 7.6% or LVL 992 million in 2009, which accounts for an increase of 2.84 times compared to the base year. The increase in expenditure on state administration exceeds the overall GDP increase and proves that the efficiency of state administration is lower than on average in the national economy. Besides, the administrative burden on individuals and businessmen in the Baltic States is relatively high – 6.8% of GDP, which points to the need for improvements.

3. For the purpose of increasing the quality and efficiency of services provided by the state administration, the cost and procedures caused by these services to customers have to be assessed in order to elaborate adequate proposals and reduce the administrative burden on individuals and businessmen. Based on experiences and practices in the world, two main methods were developed in Latvia for this purpose – the Extended Standard Cost Model and the Customer Journey Mapping.

4. Upon performing knowledge transfer in Latvia, seminars, in which 919 municipal employees were trained on the possibilities of increasing the quality of their services, were held in 51 municipalities across the entire territory of the country in the summer of 2011; the seminar participants showed large interest and activity, which was proved by the overall rating of the seminars – 4.5 out of the maximum of 5. Concrete proposals were developed for further improvements in services provided by the state administration in Latvia.
References


Передача знаний для повышения эффективности государственного управления в Латвии

Резюме

Эффективное управление является одним из ключевых слов в любом государственном управлении. В Латвии данная проблема является актуальной с момента создания национального правительства, однако особое внимание ей уделяется с 2008 года, когда Латвия пострадала от экономического кризиса. Латвийское правительство очень активно ищет пути сокращения государственных расходов и увеличения доходов. Лиссабонская стратегия и Комиссия Европейского Союза (ЕС) указывают на необходимость совершенствования административного потенциала государственного управления. ЕС предлагает следующие принципы политики: эффективность, оценку воздействия и устранение административных барьеров, а также упрощение нормативно-правовой базы. В Латвии государственные и муниципальные учреждения предоставляют гражданам и предприятиям около 900 разновидностей услуг. Местные органы власти в большинстве случаев являются первой точкой взаимодействия с предприятиями, им делегируется большая административная ответственность. С 1 июля 2009 года в 110 округах и девяти городах Латвии работают 119 самоуправлений, многочисленные функции которых установлены законом «О самоуправлениях» (1994). Закон Латвии «О государственной администрации» (2002) предусматривает, что принципы эффективного управления реализует правительство, которое передало часть функций государственного управления 119 самоуправлениям в округах и городах республиканского подчинения. В статье проанализированы принципы и необходимость оптимального управления, так как за период с 2000 по 2009 год удельный вес государственного управления и оборонь, а также социального страхования в ВВП увеличился до 7,6% и составил в 2009 году 992 млн. латов. За последнее десятилетие государственное финансирование возросло в 2,84 раза, опережая общий рост ВВП, что свидетельствует о том, что эффективность работы правительства ниже, чем в среднем по стране. Правительство должно обеспечить качество обслуживания за счет упрощения процедур и улучшения их качества и доступности для каждого человека. Одним из главных направлений деятельности правительства являются реализация принципа эффективного управления и обеспечение систематического и непрерывного обучения сотрудников. Тем не менее административная нагрузка на население и бизнес в странах Балтии, по оценкам Европейской Комиссии, является относительно высокой, поэтому необходимо предпринять соответствующие меры по улучшению предоставляемых государственным управлением услуг. В названных целях в Латвии (на базе мирового опыта) разработаны два основных метода — расширенная стандартная модель затрат и метод анализа маршрута клиентов. Расширенная стандартная модель затрат может быть использована для расчета реальной административной нагрузки (ex-post) и ожидаемых административных расходов (ex-ante), введенных правовыми актами (проектами законов или другими инициативами). Реальная административная нагрузка представляет собой административные расходы лиц с учетом существующих на текущий момент правовых актов. Метод анализа маршрута клиентов характеризуется аналитическим подходом, который помогает узнать, описать и наглядно представить опыт клиентов в получении различных услуг. С помощью данного метода анализируются маршруты клиента: все мероприятия, которые проводится клиентом для достижения определенной цели. Целью сокращения административной нагрузки является уменьшение требований нормативно-правовых актов в отношении всех лиц, которые соответствуют данным правовым актам, вследствие чего выгода от данного сокращения должна быть оценена с точки зрения данных лиц. По мнению физических лиц, при учете требований правовых актов административная нагрузка будет уменьшаться, если определенные административные требования не будут относиться к конкретному лицу, если они будут немногочисленными, несложными. При финансовой поддержке Социального фонда ЕС в 2011 году 919 сотрудников в 51 муниципалитете прошли курсы по использованию вышеописанных методов с целью улучшения качества предоставляемых клиентам в государственном управлении услуг. В данной статье подведены итоги семинаров и разработаны конкретные предложения по совершенствованию работы институтов государственного управления и улучшению качества предоставляемых ими услуг.

Ключевые слова: эффективное управление, государственное управление, передача знаний