

THE PECULIARITIES AND CRITERIA OF ASSESSMENT OF CITIZEN SERVICE IN KLAIPĖDA AND VILNIUS COUNTIES' MUNICIPALITIES

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ABSTRACT

The assessment of citizen service quality is an important indicator of the efficiency of public administration institutions. The assessment provides information enabling constant improvement of mechanisms that provide public services and innovative solutions in the areas of public service delivery and organization; it is very important for individuals with specific needs and for development of society. The article presents analysis of peculiarities and criteria of the citizen services' assessment in Klaipėda and Vilnius counties' municipalities. The importance and peculiarities of implementation of the citizen service assessment is indicated in the documentation of the Republic of Lithuania on public management development and in the scientific literature on new public management and quality management. According to the regulating documents, all public institutions must annually accomplish an assessment of the citizens' requests analysis and service quality analysis and later publish these assessment reports on their websites. The empirical research in Klaipėda and Vilnius counties' municipalities revealed that eight of 15 municipalities do not implement any assessment of citizen service and do not publish their reports. Yet other municipalities most often evaluate the following indicators: admission waiting time; politeness of the officer; duration of time necessary to receive an answer to the question of application; the reason, question or request of application; applicant's gender and age.

KEYWORDS: *municipality, citizen service, assessment of citizen service.*

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Introduction

The main activities of public administration institutions are initiation and application of administrative decisions, monitoring of implementation of the administrative decisions taken by the public administration, providing services to citizens. While carrying out these activities, institutions contact with citizens, operate for them. Society poses on public administration institutions high requirements. People want high-quality and fast services when using the public sector favours. Therefore, the assessment of citizen service quality becomes an important indicator in the analysis of the efficiency of public administration institutions. The service quality assessment is very relevant for the municipalities' administrations, where a large number of citizens visit them every day regarding various issues. The primary objective of a municipality is to act as a servant creating value to citizens (Nieplowicz, 2012: 121; Rodriguez et al., 2009; Patapas, Žilionytė, 2016). Citizens' perceptions are particularly important for local governments where citizens have more direct impact on political representation and service provision in their communities. The evaluation of quality of service given to individuals becomes even more relevant considering the power, which is concentrated in the hands of municipalities' administrations. In general, citizens' perceptions are conceptualized as how

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people evaluate and qualify their governments based on the services available and public value they deliver (Rodriguez et al., 2009; Valle-Cruza, Sandoval-Almazana, Gil-Garciab, 2016).

The problem of the article. Citizen service in public administration institutions is regulated by the Law on Public Administration of the Republic of Lithuania (Lietuvos Respublikos Viešojo administravimo įstatymas, 1999) and The Rules of Citizen request examination and their service in public administration institutions, agencies and other public administration entities (Lietuvos Respublikos Vyriausybės Nutarimas Nr. 875 „Dėl asmenų prašymų nagrinėjimo ir jų aptarnavimo viešojo administravimo institucijose, įstaigose ir kituose viešojo administravimo subjektuose taisyklių patvirtinimo“, 2007) and other documents. According to the regulating documents, all public institutions must annually accomplish the assessment of the citizens' request analysis and services quality. While accomplishing assessment anonymous surveys of people or objective criteria can be employed. The importance of implementation of citizen service assessment and improvement of these services' quality is highlighted in documentation established in the guidelines of public management development of the Republic of Lithuania: Lithuanian development strategy "Lithuania 2030" (Lietuvos Respublikos Seimo nutarimas Nr. XI-2015 „Dėl valstybės pažangos strategijos „Lietuvos pažangos strategija „Lietuva 2030“ patvirtinimo“, 2012); Public management improvement programme of the Republic of Lithuania for 2012–2020 period (Lietuvos Respublikos Vyriausybės nutarimas „Dėl viešojo valdymo tobulinimo 2012–2020 metų programos patvirtinimo“, 2012); The 17th Government's programme for 2016–2022 year period (Lietuvos Respublikos Seimo nutarimas Nr. XIII-82 „Dėl Lietuvos Respublikos Vyriausybės programos“, 2016). According to the opinion of management experts, an institution's prestige decreases consequently for improper client service, especially when their applications and complaints are handled in a conflict with rules. Moreover, the management costs are increasing, especially in situations when an appeal against a possible improper service or incorrectly analysed the request or complaint is submitted (for example, the complaint or request must be reviewed wasting additional financial, staff or time costs). The most important fact is that poor citizen service reduces people's trust to the state and all its institutions in general, not only to a specific institution (Asmenų aptarnavimo ir jų prašymų ir skundų nagrinėjimo institucijose ir įstaigose taikant vieno langelio principą praktinis vadovas, 2010).

The citizen service assessment as an important one is also emphasized in the New public management principles, where the focus is put on citizens' involvement (Smalskys, 2010). The public sector must find new goals and objectives, which would improve outdated and inefficient quality control methods in order to meet consumer needs and remain competitive (Patapas, Žilionytė, 2016). As M. Nieplowicz (2012) expects, the systematic and conscious measurement of actions would enable to achieve two effects (using fewer resources), namely, improvement of the quality of services and their effectiveness. M. Urvikis (2016) indicates that constant improvement of the mechanisms for provision of public services and innovative solutions in public service delivery and organization is very important for the specific needs of individuals and development of society.

Therefore, analysis of the citizen service assessment is relevant for various public institutions, as well as for the service users (residents). Analysis of the citizen service assessment is important because "you cannot manage what you do not measure" (Kaplan, Norton, 2012, cited by Nieplowicz, 2012). Having in mind that consumer expectations are never static, thus it is very important to ensure the quality of management by maintaining contacts with the consumer, revealing consumer's expectations and disseminating them in an organization (Johnston, Clark, 2005; Rodriguez et al., 2009; Patapas, Žilionytė, 2016: 210).

Though citizen service in public administration institutions and its evaluation are regulated by legislation, not all institutions are implementing this assessment; residents are not provided with feedback information on the survey results. Therefore, it is relevant to analyse and compare how assessment of the service for citizens is implemented in the municipalities' administrations. So, this article examines the peculiarities and criteria of the assessment of citizen services in Klaipėda and Vilnius counties' municipalities.

The object of research – the assessment of citizen service.

The purpose of research – to analyse the peculiarities and criteria of the assessment of citizen services in Klaipėda and Vilnius counties' municipalities.

The objectives of research:

1. To indicate the peculiarities and criteria of the assessment of citizen service by analysing regulating documentation and scientific literature.
2. To examine the peculiarities and criteria of the assessment of citizen service in Klaipėda and Vilnius counties' municipalities by analysing anonymous surveys of citizens.

Methodology of research. The article presents the qualitative research. In the first part of the article, a review of regulating documents of the Republic of Lithuania and the scientific literature on the assessment of citizen service is presented. The second part presents the results of qualitative analysis of the collected official documents presented on the municipalities' sites. The two main issues of this research are: to identify whether the municipalities are assessing citizen service and what criteria (dimensions) they are using to assess citizen service. Klaipėda and Vilnius counties were chosen for the empirical research, because they are the two biggest counties in two far parts of Lithuania. Therefore, it can be supposed, that the survey data might represent a typical picture of the assessment in all municipalities. Official documents, reports and other information given on the municipalities' internet sites was searched by entering in the search field: "service for residents", "service for citizens", "assessment of citizen service", "assessment of residents' service", "reports on residents' service surveys", "anonymous survey on residents' service". The information and data found was compared and summarized in tables.

1. Analysis of the peculiarities and criteria of citizen service and its assessment

Firstly, to analyse the assessment of citizen service it is appropriate to consider the peculiarities of such service. Citizen service in public administration institutions is regulated by the Law on Public Administration of the Republic of Lithuania (Lietuvos Respublikos Viešojo administravimo įstatymas, 1999) and The Rules of Citizen request examination and their service in public administration institutions, agencies and other public administration entities (Lietuvos Respublikos Vyriausybės Nutarimas Nr. 875 „Dėl asmenų prašymų nagrinėjimo ir jų aptarnavimo viešojo administravimo institucijose, įstaigose ir kituose viešojo administravimo subjektuose taisyklių patvirtinimo“, 2007) (hereinafter – The Rules), "Practical Guide of Citizen service and handling of their applications and complaints while applying one desk principle in the institutions and establishments" (Asmenų aptarnavimo ir jų prašymų ir skundų nagrinėjimo institucijose ir įstaigose taikant vieno langelio principą praktinis vadovas, 2010,) (hereinafter – the Practical Guide) and other documents. As it is indicated in the Practical Guide (Asmenų aptarnavimo ir jų prašymų ir skundų nagrinėjimo institucijose ir įstaigose taikant vieno langelio principą praktinis vadovas, 2010): "citizen service is an institution's employee actions starting with the person's meeting in the institution and ending with the delivering of administrative service: meeting of the person and first contact; listening of his/her request; analysis of application and document content; informing about the process and progress of the service; if necessary, filling the request application in a written form; registration of application and transferring it for execution; if necessary, informing an applicant about the request process; organization of meetings with the authority or competent public servants; other tasks delegated by the head of the institution. The Rules (Lietuvos Respublikos Vyriausybės nutarimas Nr. 875 „Dėl asmenų prašymų nagrinėjimo ir jų aptarnavimo viešojo administravimo institucijose, įstaigose ir kituose viešojo administravimo subjektuose taisyklių patvirtinimo“, 2007) details the process and the rules for citizen service. The first welcome of a public servant and an applicant has great influence on the first good contact, when it is necessary to create an atmosphere of mutual trust, i.e., the basis for successful cooperation over the period of application or examination of an appeal. The first contact with a person is the starting point when he/she begins to evaluate the institution, whereas the final opinion about the institution is formed when a person receives a reply to his request or complaint (Asmenų aptarnavimo ir jų prašymų ir skundų nagrinėjimo institucijose ir įstaigose taikant vieno langelio principą praktinis vadovas, 2010). A proper attitude is necessary to identify the applicant's requests, to inform him/her about the process and progress of service delivery, if necessary, to fill in the request in written form. Furtheron, a "one-desk" servant must register the request and transfer it to examination (Asmenų aptarnavimo ir jų prašymų ir skundų nagrinėjimo institucijose ir įstaigose taikant vieno langelio principą praktinis vadovas, 2010).

Good administration is often referred when analysing improvement opportunities of the executive public administration performance. Paužaitė-Kulvinskienė (2009) points out that such basic principles of good governance can be applied to all public administration activities (internal administration; provision of administrative services; administrative regulation):

1. Each individual's affairs in institutions and establishments should be handled impartially, fairly and within a reasonable time.
2. Every person has a right to access to his (her) document file, following legitimate principles of confidentiality and professional and business secrecy. A person acquires the right to a motivated explanation of the administration decision.
3. Every person has a right to compensation of the damage caused by institutions or their servants.
4. Every person may write a request to the Union institutions in one of the languages of the Constitution, and to get the answer in the same language.

Therefore, people applying to the municipal institution have the right: to be heard, to get high-quality administrative and public services, to receive motivated explanations of the decisions, to get compensation for damage, to apply and receive answers in the EU languages.

The Rules (Lietuvos Respublikos Vyriausybės nutarimas Nr. 875 „Dėl asmenų prašymų nagrinėjimo ir jų aptarnavimo viešojo administravimo institucijose, įstaigose ir kituose viešojo administravimo subjektuose taisyklių patvirtinimo“, 2007) highlights the importance of inurement of information: public servants must provide citizens with requested information; they should briefly and clearly explain whether the authority is competent to examine the application; explain, what documents should be provided in order to examine the request; indicate the authority which a person should contact, if the requested authority is not competent to examine his/her application. In order to achieve communication, it is necessary to make a contact with a person. According to The Rules, the person's requested information on the application or request should be provided by a public institution directly or through electronic connections.

The importance of information is also highlighted in the scientific literature. According to Špokienė (2012), some of the complaints in budgetary institutions could be avoided if more attention was paid to the proper information of an applicant. It has been proven that satisfaction with the received services is related with the information which is presented understandably, qualitatively, and meeting the expectations of an applicant.

After having reviewed the process of citizen service, it is appropriate to discuss the dimensions of this service assessment. As it was mentioned in the introduction, the importance of implementation of the citizen service assessment and improvement of services quality is emphasized in the basic documents established in the guidelines of the Republic of Lithuania on public management development. In the Lithuanian development strategy “Lithuania 2030” (Lietuvos Respublikos Seimo nutarimas Nr. XI-2015 „Dėl valstybės pažangos strategijos „Lietuvos pažangos strategija „Lietuva 2030“ patvirtinimo“, 2012) it is stated that in order to improve the delivering of services citizens must be widely involved in terms of identifying the ways how to deliver and improve services and processes; municipalities have continuously perform evaluations of citizen satisfaction with the services, so that to reach mutual agreement on service standards and scope. In the programme of the Republic of Lithuania on Public management improvement for the 2012–2020 period (Lietuvos Respublikos Vyriausybės nutarimas „Dėl viešojo valdymo tobulinimo 2012–2020 metų programos patvirtinimo“, 2012) some of the main tasks currently assigned for municipalities are: to improve services with limited financial resources; to increase the availability of services for the public; to optimize their volume; to continuously analyse procedures of service delivery; to assess the necessity and investigate the services' compliance with the needs of society.

Moreover, in The Rules (Lietuvos Respublikos Vyriausybės Nutarimas Nr. 875 „Dėl asmenų prašymų nagrinėjimo ir jų aptarnavimo viešojo administravimo institucijose, įstaigose ir kituose viešojo administravimo subjektuose taisyklių patvirtinimo“, 2007), there are set other regulation aspects indicating that public institutions must undertake annual evaluation of the citizens' applications examination and service quality based on anonymous surveys or selected objective criteria. The regulation establishes that during anonymous surveys people may be asked to express their views on the relevant citizen application examination and service quality aspects, such as:

- whether people have been sufficiently informed about the institution's work time;
- whether time of audience is convenient for citizens;
- whether individuals have to wait long for audience;
- whether civil servants listened carefully the individuals who requested;
- whether people's questions were clearly and precisely answered;
- in what time people received an answer to the question;
- whether people were informed about the actions, which the authority did to remedy the issues.

According to The Rules (Lietuvos Respublikos Vyriausybės Nutarimas Nr. 875 „Dėl asmenų prašymų nagrinėjimo ir jų aptarnavimo viešojo administravimo institucijose, įstaigose ir kituose viešojo administravimo subjektuose taisyklių patvirtinimo“, 2007), the assessment of the citizen service quality can be performed based on the objective criteria, such as:

- how many requests over the year have been examined in less than the time limit;
- how much over the year there were cases where answers to requests were submitted later than the fixed term;
- the annual number of recorded cases where individuals appealed to the authorities complaining about the answer to their request, or a public servant who served them;
- the annual number of recorded cases where individuals appealed to a higher subordination or by dispute settlement bodies complaining about the answer to their request or a public servant.

The scientific literature indicates a variety of public service quality indicators. While investigating the assessment of municipality's management, M. Nieplowicz (2012: 155–158) offers to use the following quantitative and qualitative measures:

- the percentage of citizens who feel that the quality of their life has improved;
- the average time for processing an application (from submission to a final decision, whether positive or negative);
- the number of cases that can be settled “at a time” in one building;
- the percentage of customers evaluating the service in the city council as “satisfactory”;
- the degree of participation of city council officials in trainings and conferences;
- the percentage of city council officials who evaluate their working conditions as “good” or “very good”;
- the number of municipal services, which can be dealt with via the Internet.

It is appropriate to mention that four indicators measure the quality according to the viewpoint of customers (“outside” the institution), while the two last indicators measure the quality from the point of view of civil servants (“inside” the institutions).

Nowadays, the world is full of information and computer technologies. Business companies and public institutions use those technologies in delivering their services. According to R. Milė and A. Junevičius (2013), part of the services is provided by the public sector online, via the Internet, in order citizens and businesses have easier and more convenient access to the relevant public sector information. It is noted that with the use of information technologies public administration becomes more attractive to citizens, because the person using e. services can take advantage of being in a convenient place and avoiding long waiting procedures. Citizens can receive public services or perform other operations 24 hours a day, 7 days a week, thus the quality of public services also improves. As D. Valle-Cruza, R. Sandoval-Almazana and J. Gil-Garciab (2016: 323) indicates, the use of web pages is the most important factor that citizens perceived as affecting transparency, efficiency and fight with corruption. P. B. Rodriguez et al. (2009) analysed the relationship between citizens' trust in the authorities of Spanish municipalities and their satisfaction; it was concluded that, in the public sector, the service quality perception may be slightly lower, but the benefits of delivered service may be higher, therefore the satisfaction and confidence levels achieved maximum. Therefore, public institutions' web sites and provided e. services should be part of dimensions of the citizen service assessment. However, legal regulation documents do not indicate such dimensions.

The Rules (Lietuvos Respublikos Vyriausybės Nutarimas Nr. 875 „Dėl asmenų prašymų nagrinėjimo ir jų aptarnavimo viešojo administravimo institucijose, įstaigose ir kituose viešojo administravimo subjektuose taisyklių patvirtinimo“, 2007) also establish that the results of the assessment must serve in development of the service of applications and improvement of service institutions. In addition, assessment reports must be published once a year on the authority's website.

Summarizing the analysis, it can be stated that citizen service in public administration institutions is regulated by law documentation. Citizen service means the actions of an institution's employee starting with the applicant's meeting in the institution and ending with delivering of administrative service. Institutions must undertake annual evaluation of the citizens' applications examination and service quality based on anonymous surveys or selected objective criteria. According to the rules, the results of assessment must serve in development of the service of applications and improvement of service institutions. Assessment reports must be published once a year on the authority's website.

2. Implementation of the assessment of citizen service in Klaipėda and Vilnius counties' municipalities

Practical analysis of the citizen service quality aimed to investigate whether the assessment of citizen service is implemented in Klaipėda and Vilnius counties' municipalities. There was analysed information presented on the municipalities' internet sites: Elektrėnai municipality²; Klaipėda city municipality³; Klaipėda district municipality⁴; Kretinga district municipality⁵; Neringa municipality⁶; Palanga city municipality⁷; Skuodas district municipality⁸; Šalčininkai district municipality⁹; Šilutė district municipality¹⁰; Širvintai district municipality¹¹; Švenčionys district municipality¹²; Trakai district municipality¹³; Ukmergė district municipality¹⁴; Vilnius city municipality¹⁵; Vilnius district municipality¹⁶. Those two counties were chosen because they are the two biggest counties and situated in far parts of Lithuania. Therefore, the author supposes that this survey data may represent a typical picture of the assessment of citizen service in all municipalities. Search for information was performed on the municipalities' sites by entering in the search field: “service for residents”, “service for citizens”, “assessment of citizen service”, “assessment of residents' service”, “report on residents' service surveys”, “anonymous survey on residents' service”. Also, the author analysed which aspects of citizen service were assessed and whether citizens were provided with the feedback information on the evaluation results.

It is appropriate to notice that it is not easy to find the assessment questionnaires of citizen service, or the assessment results on the municipalities' websites. After entering the search words most often municipalities provide a few or a dozen pages with a wide variety of links to other texts, publications, which are not related to citizen service, etc. Especially many results are generated on the websites of Klaipėda district, Vilnius city, Šalčininkai district, Ukmergė, Trakai district municipalities. Only in a small number of municipalities (for example, Elektrėnai, Širvintos) it is quite easy to find the assessment or reports; they are presented visibly or in the columns for residents. If the assessment of citizen service is not performed or reports are not submitted, the municipal webpage indicates that the information was not found (for example, Kretinga, Skuodas district).

² Prieiga internete: <http://www.elektrenai.lt/>

³ Prieiga internete: <http://www.klaipeda.lt/>

⁴ Prieiga internete: <https://www.klaipedos-r.lt/>

⁵ Prieiga internete: <https://www.kretinga.lt/>

⁶ Prieiga internete: <http://www.neringa.lt/>

⁷ Prieiga internete: <http://www.palanga.lt/>

⁸ Prieiga internete: <http://www.skuodas.lt/>

⁹ Prieiga internete: <http://www.salcininkai.lt/>

¹⁰ Prieiga internete: <https://www.silute.lt/>

¹¹ Prieiga internete: <https://www.sirvintos.lt/>

¹² Prieiga internete: <http://www.svencionys.lt/>

¹³ Prieiga internete: <http://www.trakai.lt/>

¹⁴ Prieiga internete: <http://www.ukmerge.lt/>

¹⁵ Prieiga internete: <https://vilnius.lt/lt/>

¹⁶ Prieiga internete: <https://www.vrsa.lt/>

The data on implementation of the assessment of citizen service and publication of the feedback information in Klaipėda and Vilnius counties' municipalities is summarized in Table 1.

Table 1. Implementation of the assessment of citizen service and publication of the feedback information in Klaipėda and Vilnius counties' municipalities

County	Municipalities	Citizen service quality's...	
		...assessment	...publication of the feedback information
Klaipėda County	Klaipėda city	+	+
	Neringa	+	+
	Palanga	–	–
	Klaipėda district	–	–
	Kretinga district	–	–
	Skuodas district	–	–
	Šilutė district	+	+
Vilnius County	Vilnius city	–	–
	Elektrėnai	+	+
	Šalčininkai district	–	–
	Širvintai district	–	+
	Švenčionys district	+	+
	Trakai district	–	–
	Ukmergė district	–	–
	Vilnius district	–	+

Source: the survey data.

The research revealed that not all of Klaipėda and Vilnius counties' municipalities perform the citizen service quality assessment. It can be summarized that eight of 15 municipalities do not implement legal acts regulation.

In Klaipėda county, the municipalities of Palanga city, Klaipėda district, Kretinga district and Skuodas district do not perform citizen service evaluation; these municipalities do not publicize any feedback information about earlier surveys also.

The analysis of questions included in the citizen service assessment revealed a great variety. In Palanga city municipality, the last survey on public opinion about the problems of the city and municipal work was conducted in 2010. The service evaluation list of this municipality consisted of 6 questions.

Neringa offers a specific “like – not like” (like – dislike) scale: a list of services is presented on the authority's website; besides, three thumbs (green – positive evaluation; yellow – neutral evaluation, red – negative evaluation) are attached to the given services.

The questionnaire of Klaipėda city municipality consists of 11 questions. Yet Šilutė district municipality offered 13 questions to assess citizen service and the request examination quality.

Quite similar situation is in Vilnius county: municipalities of Vilnius city, Šalčininkai, Trakai and Ukmergė districts do not implement neither citizen service assessment, nor publication of the feedback information. For example, on the website of Vilnius city municipality customers are asked two questions: “Are you satisfied with the quality of service?” and “How do you rate the customer service?” Customers can express their opinion and satisfaction / dissatisfaction on a ten-star scale. The same page also provides the “results” button. However, the outcomes page summarizes citizen service evaluation of all other subordinate institutions, except Vilnius city municipality. In the questionnaire of Širvintai district, citizen service quality was assessed by one question: “How do you evaluate the terms of answers to your requests and complaints, clarity of information, employees' interaction with customers, their politeness, and good service?” Table 2 presents the questions, which were included in the municipalities' evaluation surveys on the citizen service quality; a few questions are uniformed or merged.

Table 2. Questions of evaluation surveys on the citizen service quality

Statements	Klaipėda city	Šilutė district	Elektrėnai	Širvintai district	Švenčionys district	Vilnius district
Availability and adequacy of information about working time	+	–	–	–	–	+
Convenience of working hours	–	–	+	–	–	+
Admission waiting time	+	+	–	–	+	+
Careful listening	+	–	+	–	–	+
Politeness of a civil servant	+	–	+	+	+	+
Clarity and precision of replies to the questions	+	–	–	+	–	+
Duration of time necessary to answer the applicant's question	+	+	+	+	+	+
Information about the actions taken regarding the request	+	+	–	–	–	–
The reason, question or request of application	+	+	+	–	+	–
Applicant's gender and age	+	–	+	+	+	+
Sufficiency of information on the citizen service issue	–	+	–	–	+	–
Frequency of application to municipality	–	+	+	–	+	+
Application / service unit / department	–	+	+	–	+	+
Evaluation of specialist's competences who served the person	–	–	+	–	+	+
Proficiency in examination of concerns	–	+	–	–	+	+
Satisfaction with application results	–	+	–	–	–	–
Satisfaction with duration of time in receiving the results	–	+	–	–	+	–
Exhibition of employees' corruption	–	+	–	+	–	+
Evaluation of service	–	+	–	–	–	–
Overall evaluation of service / work of municipality (on the scale chosen by municipality)	–	–	+	+	+	+
Noticed problems and wishes	–	–	+	–	+	+

Source: the survey data.

According to the data in Table 2, it can be stated that the most popular assessment questions are about: admission waiting time; politeness of a civil servant; duration of time necessary to answer the applicant's question; the reason, question or request of application; applicant's gender and age; frequency of application to municipality; application / service unit / department; overall evaluation of service / work of municipality (on the scale chosen by municipality). In some municipalities, questionnaires on service quality evaluation also contained questions on such issues as: how the person contacted the municipality; was it easy to find specialists; was there a request to provide additional documentation; evaluation of the implementation of the principle of one-stop, what is the main activity of the respondent, etc.

Summarizing practical analysis, it can be stated that all municipalities of Klaipėda and Vilnius counties perform the assessment of citizen service quality: eight of 15 municipalities do not implement legal acts regulation; the rest municipalities implement the assessment partially. The most popular assessment questions are about: admission waiting time; politeness of a civil servant; duration of time necessary to receive an answer to the request; the reason, question or request of application; applicant's gender and age; frequency of application to municipality; application / service unit / department; overall evaluation of service / work of municipality.

Conclusions

Citizen service in public administration institutions is regulated by legal documents. Citizen service means an institution's employee actions starting with the applicant's meeting in the institution and ending with delivering

of administrative service. Institutions must undertake annual evaluation of service quality based on anonymous surveys or selected objective criteria. During anonymous surveys people may be asked to evaluate such dimensions as: sufficiency of information about the institution's work time; convenience of audience time; the duration of waiting for audience; carefulness of civil servants; clarity and preciseness of answers to citizens' questions; duration of time in which people received an answer to the question; information about the performed actions done by the authority to fix the problem. The Internet site of public institutions and provided e. services should be part of the service assessment's dimensions. However, legal regulation documents do not indicate such dimensions. According to the rules, the assessment results must serve for development of the public service and improvement of service institutions. Assessment reports must be published once a year on the authority's website.

Practical analysis of the citizen service quality revealed that eight of 15 municipalities do not correspond with the legal regulation requirements; they do not assess citizen service quality and do not publicize the reports on this service. Some municipalities implement assessment and publication of feedback using specific criteria and means, which do not exactly fit the legal requirements. The most popular assessment questions are about: admission waiting time; politeness of a civil servant; duration of time necessary to receive an answer to the request; the reason, question or request of application; applicant's gender and age; frequency of application to municipality; application / service unit / department; overall evaluation of service / work of municipality (on the scale chosen by municipality).

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KLAIPĖDOS IR VILNIAUS APSKRIČIŲ SAVIVALDYBIŲ ASMENŲ APTARNAVIMO VERTINIMO ANALIZĖ

ILVIJA PIKTURNAITĖ

Klaipėdos valstybinė kolegija (Lietuva)

Santrauka

Visuomenė viešojo administravimo sektoriui kelia didelius reikalavimus. Naudodamiesi viešojo administravimo įstaigų paslaugomis žmonės nori greito ir aukštos kokybės aptarnavimo. Todėl asmenų aptarnavimo vertinimas yra svarbus viešojo administravimo įstaigų veiklos efektyvumo vertinimo rodiklis. Asmenų aptarnavimo kokybės vertinimas ypač aktualus savivaldybių administracijoms, į kurias kiekvieną dieną su įvairiais klausimais kreipiasi nemažai gyventojų.

Asmenų aptarnavimo vertinimas viešojo administravimo įstaigose reglamentuojamas teisės aktais (Lietuvos Respublikos Viešojo administravimo įstatymas, 1999; Lietuvos Respublikos Vyriausybės nutarimas Nr. 875 „Dėl asmenų prašymų nagrinėjimo ir jų aptarnavimo viešojo administravimo institucijose, įstaigose ir kituose viešojo administravimo subjektuose taisyklių patvirtinimo“, 2007; Asmenų aptarnavimo ir jų prašymų ir skundų nagrinėjimo institucijose ir įstaigose taikant vieno langelio principą praktinis vadovas, 2010, kt.). Asmenų aptarnavimo vertinimo svarba pabrėžiama Lietuvos Respublikos viešojo administravimo tobulinimą reglamentuojančiuose dokumentuose (Lietuvos Respublikos Seimo nutarimas Nr. XI-2015 „Dėl valstybės pažangos strategijos „Lietuvos pažangos strategija „Lietuva 2030“ patvirtinimo“, 2012; Lietuvos Respublikos Vyriausybės nutarimas „Dėl viešojo valdymo tobulinimo 2012–2020 metų programos patvir-

tinimo“, 2012; Lietuvos Respublikos Seimo nutarimas Nr. XIII-82 „Dėl Lietuvos Respublikos Vyriausybės programos“). Piliečių įtraukimas ir jų apklausų vykdymas akcentuojami naujose viešojo valdymo, gerojo administravimo, kokybės valdymo teorijose.

Straipsnyje analizuojamas asmenų aptarnavimo vertinimas Klaipėdos ir Vilniaus apskričių savivaldybių administracijose. Teorinėje dalyje išnagrinėti asmenų aptarnavimo vertinimą reglamentuojantys teisės aktai ir aptarnavimo aspektus nagrinėjantys mokslinės literatūros šaltiniai. Empirinis tyrimas atliktas ieškant ir analizuojant informaciją apie asmenų aptarnavimo vertinimą Klaipėdos ir Vilniaus apskričių savivaldybių internetiniuose puslapiuose¹⁷.

Asmens aptarnavimas apibrėžiamas kaip institucijos darbuotojo veiksmai pradedant asmens sutikimu ir baigiant administracinės paslaugos suteikimu: asmens sutikimas ir pirmojo kontakto užmezgimas; asmens išklausa; susipažinimas su prašymo ir pateiktų dokumentų turiniu; informavimas apie paslaugos suteikimo eigą; prireikus prašymo įforminimas raštu; prašymo įregistravimas ir perdavimas vykdyti; prireikus asmens informavimas apie prašymo nagrinėjimo eigą; priėmimo pas institucijos vadovą ar kompetentingą valstybės tarnautoją organizavimas, kiti institucijos vadovo pavesti darbai. Remiantis reglamentuojančiais teisės aktais, viešojo administravimo institucijos privalo kasmet atlikti asmenų aptarnavimo kokybės vertinimą pagal anoniminių asmenų apklausų rezultatus arba pasirinktus objektyvaus pobūdžio kriterijus. Atliekant anonimine apklausa gali būti prašoma asmenų pareikšti nuomonę dėl institucijai aktualių asmenų aptarnavimo kokybės aspektų: ar pakanka informacijos apie darbo laiką; ar patogus nustatytas asmenų priėmimo laikas; ar tenka ilgai laukti priėmimo; ar asmenys atidžiai išklausti juos aptarnavusių valstybės tarnautojų; ar aiškiai ir tiksliai atsakyta į asmenų klausimus; per kiek laiko asmenys sulaukė atsakymo į pateiktą klausimą; ar asmenys informuoti apie veiksmus, kurių institucija ėmėsi sprendama jų klausimus. Mokslinėje literatūroje akcentuojami viešojo administravimo paslaugų perkėlimo į elektroninę erdvę bei kitų informacinių technologijų panaudojimo privalumai. Todėl viešojo administravimo tinklalapio ir teikiamų elektroninių paslaugų vertinimas turėtų būti asmenų aptarnavimo vertinimo kriterijų sąrašas. Tačiau teisės aktai tokio kriterijaus neįvardija, bet numato, kad asmenų aptarnavimo vertinimo ataskaitos turi būti pateikiamos institucijos internetiniame tinklalapyje.

Empirinis tyrimas atskleidė, kad iš 15 savivaldybių 8 nesilaiko anksčiau įvardytų teisės aktų reikalavimų, t. y. neatlieka anoniminių aptarnavimo vertinimo apklausų ir neteikia tokio vertinimo ataskaitų. Dalis savivaldybių vertina aptarnavimą pagal kriterijus, kurie neatitinka teisės aktų reikalavimų. Savivaldybės, vykdančios asmenų aptarnavimo vertinimą, dažniausia anoniminių apklausų klausimynuose piliečių prašo įvertinti tokius kriterijus: priėmimo laukimo laikas; išklauso mandagumas; atsakymo į klausimą arba prašymą pateikimo trukmė; priežastis, klausimo arba prašymo esmė; asmens lytis ir amžius; kreipimosi į savivaldybę dažnis; departamentas, skyrius, tarnyba, kuriems pateiktas prašymas / kreipimasis; bendras savivaldybės aptarnavimo / darbo vertinimas (savivaldybės pasirinktoje skalėje).

PAGRINDINIAI ŽODŽIAI: *savivaldybė, asmenų aptarnavimas, asmenų aptarnavimo vertinimas.*

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¹⁷ Prieiga internete: <http://www.klaipeda.lt/>; <https://www.klaipedos-r.lt/>; <https://www.kretinga.lt/>; <http://www.neringa.lt/>; <http://www.palanga.lt/>; <http://www.skuodas.lt/>; <https://www.silute.lt/>; <http://www.elektrenai.lt/>; <http://www.salcininkai.lt/>; <https://www.sirvintos.lt/lt/>; <http://www.svencionys.lt/lit/>; <http://www.trakai.lt/>; <http://www.ukmerge.lt/>; <https://vilnius.lt/lt/>; <https://www.vrsa.lt/>.