Strategic Personnel Management in Public Sector: the Case Study of Kaunas Municipality

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The article deals with the main peculiarities and problems of strategic personnel management in public sector.

Today, strategic management has moved beyond for-profit business organizations to include governmental agencies, hospitals, and other not-for-profit public organizations.

Although strategic management in public organizations has not been as well researched as that in for-profit or business organizations, it is important for these organizations as well.

Personnel management of public organization is very important, because personnel is not only the most important resource of public organizations, but also the most sensitive field, therefore when managing it, it is necessary to invoke modern prime methods and refer to the new personnel management scientific research results.

Changed creed and cultural values change personnel management methods radically. During the public management reforms the main attention is paid not to traditional personnel administration means, but to such, which would stimulate growth of personnel motivation, qualification, efficiency and flexibility.

Strategic goal orientation in personnel management helps to find and solidify long-term personnel policy goals and, following these goals, to coordinate individual functions of personnel management. Having organised personnel management and each component of it in every specific organization in such way it is possible to achieve the best results.

There are some essential problems in personnel system of public organization. The most important are the following problems: lack of motivation; status of officials; lack of possibilities to pursue career and to develop; limitations of motivation and salary systems; automatic position preferment; limited possibilities to select personnel.

Personnel management strategy is an active, long-term approach, forming a total concept of the organization, to the most common aspects of the organization personnel. In its turn it is related with management strategies.

Four versions of the connections of these strategies are possible: Personnel and management strategies exist separate from each other; Personnel strategy arises from management strategy; Management strategy arises from personnel strategy; Personnel and organization strategies are developed in mutual interaction and coordination way.

Keywords: public organizations, new public management, strategic management, strategic personnel management.

Introduction

“High performance” public organization is marked by the following aspects:

- It is vision, mission and goal directed with continuous performance measurement as a central value.
- It prefers multi-skilled workers rather than those of narrow expertise because jobs are enriched, employees given greater latitude and discretion.
- A flatter, more flexible one replaces the tall and rigid organizational hierarchy. As a result, decision-making in a high-performance public organization is dispersed rather than centralized.
- Because of job enrichment and dispersed decision-making, a policy promoting continuous learning at all organizational levels is a priority.
- Managerial control is maintained less by exercise of formal authority, and more by leadership through an example and continuous effort to clarify organizational vision, mission, goals and values.


The paper is divided into four parts. The first part examines the importance of strategic management in public organizations. The second and the third parts analyse personnel management in accordance with the requirements of new public management (NPM). The fourth part examines strategic personnel management at Kaunas municipality.
Research object – strategic personnel management in public sector.

Research aim – after analysing personnel management in public sector to find out Kaunas municipality heads’ attitude to strategic personnel management.

Research methods – the analysis of scientific literature, logical analysis, empirical research, conclusion formulating.

The importance of strategic management in public organizations

Effective managers around the world recognize the role that strategic management plays in their organization’s performance.

Strategic management is that set of managerial decisions and actions that determines the long-run performance of an organization. It entails all of the basic management functions; that is, the organization’s strategies must be planned, organised, put into effect and controlled.

The strategic management process is an eight-step process that encompasses strategic planning, implementation and evaluation. These eight steps are (Aldag & Stearns 1987, 206):

1. Identify the organization’s current mission, objectives and strategies.
2. Analyse the environment.
3. Identify the opportunities and threats.
4. Analyse the organization’s resources.
5. Identify strengths and weaknesses.
7. Implement strategies.
8. Evaluate results.

Studies of the effectiveness of strategic planning and management have found that, as with planning in general, companies with formal strategic management systems had higher financial returns than did companies with no such system (Wilson, 1989).

Today, strategic management has moved beyond for-profit business organizations to include governmental agencies, hospitals, and other not-for-profit public organizations.

Although strategic management in public organizations has not been as well researched as that in for-profit or business organizations, it is important for these organizations as well.

Public sector should be controlled as any other profit-making organization (Figure 1).

<table>
<thead>
<tr>
<th>Financial prospects</th>
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<td>Goals</td>
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<td>Data</td>
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<td>Results</td>
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What financial goals do we have to achieve in order to satisfy customers?

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<th>Customer prospects</th>
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<td>Goals</td>
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How do we have to communicate with our customer in order to implement our vision?

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<th>Internal processes</th>
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<td>Goals</td>
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Through what internal processes is it possible to ensure satisfaction of participants?

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<tr>
<th>Learning and development</th>
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<td>Data</td>
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<tr>
<td>Results</td>
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<td>Means</td>
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How can we ensure our positions through continual development?

Figure 1. Strategic management in public sector

Personnel management in new public management (NPM)

Generalizing actual personnel management and structure reforms elements of different countries with respect to NPM we can distinguish the following tendencies of NPM personnel functions formation:

- When carrying out personnel selection, people are hired from the outside more frequently and the duration of the made hiring contracts is limited. So more new pretenders are admitted.
- Almost in all studied countries it was noticed that mobility development is treated as important or even the most important factor.
- Training of managing personnel becomes the most important task of personnel development.
- Freedom and flexibility spreading in personnel field actively show more flexible possibilities of employee layoff and wider arsenal of staff change and their reduction means.
- The most important mean while implementing NPM goals is decentralisation of personnel functions.
- The first NPM countries (Australia, New Zealand,
The Netherlands) have implemented the largest and most radical personnel management novelties.

- Austria and Switzerland, as countries later involved into NPM development, step only the first steps in this field.

Changed creed and cultural values change personnel management methods radically. They allow impacting strongly on those employees who lack of motivation in their work and are effective only, when routine and indifference prevail in a work.

During the public management reforms the main attention is paid not to traditional personnel administration means, but to such, which would stimulate growth of personnel motivation, qualification, efficiency and flexibility. The conception of personnel service and its functions in the public sector more and more resemble to the conception of the relevant services naturalized in the private sector.

Thus, personnel management of public organization is important, because:

Personnel are not only the most important resource of public organizations, but also the most sensitive field, therefore when managing it, it is necessary to invoke modern prime methods and refer to the new personnel management scientific research results (Thom & Ritz 2004, 229).

In personnel system of public organization some essential problems exist. They mostly determine often spilled out criticism for various limitations of public sector. The most important are the following problems:

1. Lack of motivation. Employees of public organizations partially are prepared to take larger workload and think that requirements raised for them are rather too small than too large.
2. Status of officials. Too strictly defined status determines lack of flexibility, and this first of all does not allow optimally use personnel capabilities, and this prevents public officials to seek personal career in the public sector.
3. Lack of possibilities to pursue career and to develop.
4. Limitations of motivation and salary systems.
5. Automatical position preferment.
6. Limited possibilities to select personnel.

These problems can be solved only by referring to personnel management as to an entire process, where all personnel management elements are applied together, from the hiring mechanism to discharge system, adding each other and meeting strategic goals of an organization. Personnel management function as a process is presented on figure 2.

Strategic goal orientation in personnel management helps to find and solidify long-term personnel policy goals and, following these goals, to coordinate individual functions of personnel management. Having organised personnel management and each component of it in every specific organization in such way it is possible to achieve the best results.

Strategic management is one of the most important elements of modern management. With changing requirements applied to public organizations, strategic sin-

![Figure 2. Personnel management function as a process (Thom & Ritz 2004, 237)](image)

**Personnel management strategy** is an active, long-term approach, forming a total concept of the organization, to the most common aspects of the organization personnel. In its turn is related with management strategies. Four versions of the connections of these strategies are possible:

1. **Personnel and management strategies exist separate from each other.** Such version contradicts with principles of strategic management and provision, that personnel management is the essential function of all management processes.
2. **Personnel strategy arises from management strategy.** This version corresponds to the common approach to personnel strategy evolution.
3. **Management strategy arises from personnel strategy.** In contrary to the second case, here personnel are named as the dominating and the most difficulties causing factor. However in the public sector such situation is practically impossible, because management strategy is formed by political goals. And the lack of personnel has not been felt until now in this sector.
4. **Personnel and organization strategies are developed in mutual interaction and coordination way.** This case of strategies link is the combination of the 2nd and the 3rd variants. The point is that personnel management creating a management strategy has an innovative task – to develop such features of personnel, which stimulate creating new and critical evaluation of the old strategic attitudes. It is necessary to stimulate employees’
strategic thinking and their attitude to strategic development of such features, like creativeness, critical self evaluation, tolerance to different opinions, autonomy, courage, curiosity, social sensibility, according to their future prospects.

Reorganization of the personnel management in Lithuania in accordance with the requirements of NPM

The generalization of the NPM creation experience in the sphere of the personnel management (following the German example) has been implemented in this way:
1) the change of official law oriented to results of the salary and career;
2) creation and installation of the personnel development concepts, directed to the establishment of learning organization;
3) the change of the communication principles, practicing group work, combining it with the motivation, initiative, the activation of skills and knowledge;
4) the estimation of the installed facilities has been widely used in Market testing and Benchmarking.

Relating to paragraph 1. Lithuania has essentially changed the legal basis (Law of public administration, 1999; Law of the state service, 2002, etc.) regulating the personnel activity: the payment, insurance, etc. The state service of Lithuanian republic has been grounded on the principles of legal primacy, equality in rights, political neutrality, transparency and career. Career employees, political (personal) confidence and other state employees have been singled out. Legal regulation of state service in Lithuania basically conforms to the regulation principles of the other states of EU (in Germany: principles of life expectancy, career, alimention, disciplinary and efficiency). It should be mentioned that in some cases the situation in Lithuania has been better than in old-timer states of EU, e.g., there are fewer guarantees for the state officials, but one must admit that the personnel management of the state officials has been strictly regulated in the spheres of choice, payment, career planning, and dismissal from service. But at the same time the personnel management methods used in business enterprises could be easily applied in this sphere. For this purpose the strict regulation of some procedures should be abandoned and some creativity elements should be introduced.

Relating to paragraph 2. The concept of the information society and the constantly learning organization should be the course for the personnel management system. The main objective of Lithuanian Public Management Institute has been to raise the qualification of the state officers, the Bachelor and the Master studies of the Public Management have been introduced into curricula of some higher schools, including Kaunas University of Technology, and the requirements for the study qualification have been strengthened. But the creation of the system model of the learning organization is a very important future task.

Relating to paragraph 3. Today the group work-moderation principles are known practically to all officers of the state enterprises of Lithuania. But the practice of the group work lags behind the level of theoretical knowledge. The hindrance of the group work has been the individual work methods, the bureaucratic relations between the leader and the subordinate, and the limited initiative. Mention should be made about the repeated occurrence of the shortcomings of the group work in administrative management: the formal adoption methods of the group solutions very often lead to the situation when there are no persons responsible for the solution initiated. Especially important has been the transition from formal to business-like relationship with the clients – subjects. Today it is one of the most important personnel management problems. The administrative management methods are deeply rooted into the administrative practice but the state officers often refuse to admit this.

Relating to paragraph 4. One of the most acute problems of the public administration has been the estimation of the adopted solutions. Each state institution has the commission for the work estimation and the monitoring of the public management has been fulfilled. The state officers have to compensate the damage made because of their illegal deliberate solutions, dereliction of duty or unmancher misconduct at work. The changes should be estimated by monitoring in order to predict the means enabling to avoid the events of negative practice. But there are many causes for the estimation of the effectiveness of the adopted solutions:

- **unstable legal bases for the adoption of the solutions**: the change of legal situation alter the evaluation conditions of the earlier solutions;
- **incompatibility of the public and personal interests** because of the law imperfection and the absence of the moral principles (the absence of the responsibility to the state);
- **the character of solutions**, the results of which cannot be estimated only from the point of view of economic criteria. Most often than not these are the economic solutions when economic criteria and the interests of an individual or citizens clash;
- **the mistrust in the state institutions** should be attributed to the specific stereotypes. Low lining standards, frequent change of the government, corruption scandals in all management levels bring to no-confidence in the state. The influence of the mass media as “the fourth government” to the adopted solutions should also mentioned. The chase for sensations, unqualified or bribed commission of newspaper material presentation often distorts the information presented to the community and contrasts the society with the state institutions. The fear of the mass media and the society censure has led not to the quality improvement of the solutions, but to the refusal to make any responsible solutions at all.

Empirical research of strategic personnel management at the Kaunas municipality

The research has been aimed to find out Kaunas municipality heads’ attitude to strategic personnel management and the main functions of personnel management. Inquiry appeared to be the most suitable to this end
The questionnaire consists of 35 close-type interrogative questions. Question number 1 and numbers 5-30 were formulated to find out the attitude to the main functions of personnel management. Questions number 2-4 and number 31 questions were set to define the heads’ attitudes to strategic personnel management. Question number 32 deals with the main problems of personnel management. The questionnaire ends with demographic data about respondents’ sex and age.

The research was carried out in August 12-23, 2005 at the Kaunas municipality. The general number of department heads is 47, having 5 questionnaires were rejected as damaged, 42 respondents were surveyed. 54% were men, and 46% women. Most of interviewers were of 46-60-years-old (69%).

Results of personnel management functions assessment are given in figure 3.

Management survey at the Kaunas municipality showed that personnel management strategy exists partially – 35% of respondents stated this (Figure 4). Such results show that importance of strategy when seeking for the best results of personnel management is still not really understood.

Most of the survey participants think that personnel service should focus on strategic personnel management (54%). This means that in the future personnel departments would focus less on personnel control at their workplaces, but by personnel management actions will seek implementation of strategic goals of the organization.

Search of potential employees at the Kaunas municipality is carried out both from internal and external resources of organization (81%); all 42 respondents say that this process is fully or partially influenced by laws and decrees. Survey showed that 3 personnel selection tools are mostly used: capabilities, intellect and personality tests (14 respondents), interview regarding hiring (13) and analysis of documents presented by pretender (11). Services of assessment centres are totally unused. Hiring execution is fully influenced by legal basis, as all respondents say.

81% of managers, who participated in the survey, state that an assessment system exists in the organization. Mostly individual assessment of each employee according to the criteria established in the organization is applied. Assessment commission carries it out. Main objectives of the assessment are as follows: To receive information, referring to which employee can be promoted in position, to increase salary (88%); To help to define the need for employee training and to stimulate employees to develop (50%); To help to assess if employees are properly and qualitatively carrying their work or not (38%).

Most of the interviewed (73%) indicated that both material and immaterial stimulus are equally important. Now, in order to keep the good specialists in the company various bonuses and additional payouts are paid. Other means (bonuses for collective achievements, individual remuneration for productivity, flexible work schedule, longer than established holidays, work at home) are applied very rarely or even unapplied. Having asked what would stimulate to seek for better results, most of the respondents noted these means: bonuses, higher basic salary, possibility to make career, salary oriented to the achieved results, recognition by manager and colleagues.
personnel development and development possibilities.

All 42 respondents say that employees’ trainings are carried out constantly in the organization. Survey has shown that in order to develop personnel in the institutions, means of education, development, professional development and interviews with employees are mostly used. Modern tools – testing centres, rotation in the work, practice programs, enrichment of work content – are poorly applied.

Career planning is almost unexecuted. Only 31% of respondents say that career planning is carried out partially. Only 1 respondent answered positively. Although career process is legally specified, the political processes significantly influence career – even 77% of respondents agreed with this statement.

When analysing reasons of discharge one of them was clearly distinguishing – discharge determined by activity circumstances (61%). Reasons, like skills have not met raised requirements, or improper behaviour is very rare. Results of answers to question how personnel management functions are executed are given in table 1. As we can see from the data, attention to execution of main personnel management functions at the Kaunas municipality is insufficient.

<table>
<thead>
<tr>
<th>Functions</th>
<th>Fully (%)</th>
<th>Partially (%)</th>
<th>The first signs (%)</th>
<th>Non-executed (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Personnel planning</td>
<td>8</td>
<td>31</td>
<td>8</td>
<td>4</td>
</tr>
<tr>
<td>Selection</td>
<td>15</td>
<td>23</td>
<td>0</td>
<td>8</td>
</tr>
<tr>
<td>Assessment</td>
<td>23</td>
<td>35</td>
<td>0</td>
<td>8</td>
</tr>
<tr>
<td>Training</td>
<td>27</td>
<td>23</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Promotion</td>
<td>4</td>
<td>31</td>
<td>4</td>
<td>8</td>
</tr>
<tr>
<td>Career planning</td>
<td>0</td>
<td>4</td>
<td>11</td>
<td>11</td>
</tr>
</tbody>
</table>

Main personnel management problems at the Kaunas municipality are given in table 2. The most of respondents have defined limitations of stimulation and salary systems and limited possibilities to select the personnel as the essential problems.

<table>
<thead>
<tr>
<th>Problems</th>
<th>Answers</th>
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<tr>
<td>Limitations of stimulation and salary systems</td>
<td>23</td>
</tr>
<tr>
<td>Limited possibilities to select personnel</td>
<td>19</td>
</tr>
<tr>
<td>Status of officials</td>
<td>16</td>
</tr>
<tr>
<td>Automatical position preferment</td>
<td>7</td>
</tr>
<tr>
<td>Lack of motivation</td>
<td>5</td>
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Conclusions
1. Personnel are not only the most important resource of public organizations, but also the most sensitive field, therefore when managing it, it is necessary to invoke modern prime methods and refer to the new personnel management scientific research results.
2. Changed creed and cultural values change personnel management methods radically. During the public management reforms main attention is paid not to traditional personnel administration means, but to such, which would stimulate growth of personnel motivation, qualification, efficiency and flexibility.
3. The mostly determine problems in personnel system of public organization are the following: lack of motivation; status of officials; lack of possibilities to pursue career and to develop; limitations of motivation and salary systems; automatical position preferment; limited possibilities to select personnel.
4. The empirical research showed that personnel management strategy at the Kaunas municipality exists partially – 35% of respondents stated this. The importance of strategy when seeking for the best results of personnel management is still not really understood.
5. Personnel management strategy is an active, long-term approach, forming a total concept of the organization, to the most common aspects of the organization personnel. In its turn is related with management strategies. 31% of inquired managers say, that personnel strategy goes from management strategy, and only 15% of respondents think that personnel and organization strategies are developed in mutual interaction and coordination way.
6. 54% of the respondents think that personnel service should focus on strategic personnel management (In the future personnel departments would less focus on personnel control at their workplaces, but by personnel management actions will seek implementation of strategic goals of organization).

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"Strateginis personalo valdymas viešajame sektoriuje (Kauno miesto savivaldybės pavyzdžiui)"

Santrauka

"Tyrimo objektas" – strateginis personalo valdymas viešajame sektoriuje

"Tyrimo tikslas" – išanalizuoti personalo vadybos aspektų viešajame sektoriuje, išsiaiškinti vadybos požiūrį į strateginį personalo valdymą.

"Tyrimo metodai" – mokslinės literatūros analizė, empirinis tyrimas, logine analizė, išvadų formulavimas

Strainpinio sudaro į kertusios dalyse, pirmojoje nagrinėjamo strateginio valdymo svarba viešajame sektoriuje. Antrojo ir trečiojo dalyse analizuojama personalo vadyba, remiantis naujosios viešosios vadybos principais. Keturtojo dalyje pristatomi atliktos strateginio personalo valdymo Kauno m. savivaldybėje tyrimo rezultatai.


Viešųjų institucijų personalo sistemos esama keleto esminių problemų, kurios labai žymiai lemia šiuolaikiniuose kritikų dėl viešojo sektoriaus trūkumų. Svarbiausios jų yra šios: motyvacijos siekti rezultatų, valdymo tarnautojo statusas, galimybių tobulėti ir kelti kvalifikacijos stoka, netolūvos darbuotojų skatinimo ir atlygio už darbą sistemos, automatizacinių vykdymo karjerų kilimas bei reformų reikalingos personalo atanakos sistemos.
kiekvieno konkrečioje organizacijose galima pasiekti geriausų rezultatų.

**Tyrimo rezultatai**

Tyrimas buvo atliktas Kauno m. savivaldybėje, 2005 rugsėjo mėn., siekiant išsiaiškinti institucijos vadovų požiūrį į strateginį personalo valdymą ir personalo vadybos funkcijas. Apklausti 42 dėpamentų ir skyryų vadovai.

Vadovų apklausa Kauno miesto savivaldybėje leidžia daryti šias išvadas: tarp personalo vadybos funkcijų kaip labai svarbias jų darbe aplaukstėi išskyrė: personalo atranką (88%), personalo ugdymą (69%), personalo valdymą (65%) ir personalo išlaikymą (54%).

65% aplaukų aptikta teigia, kad už strateginį personalo valdymą jų organizacijoje atsakingas administracijos direktorius, personalo vadovų mano, kad personalo strategiją sąlygoja valdymo strategija, tik 15% teigia, kad personalo ir įmonės strategijos kuriamos abipusės sąveikos ir derinimo būdu.

Potencialių darbuotojų paieška Kauno m. savivaldybėje vykdoma iš vidinių ir išorinių organizacijos išteklių (81%), visi 42 aplaukstėje teigia, kad ji procesą visiškai arba iš dalies veikia įstatymai ir potvarkiai.

Apklausa parodė, kad dažnusiai taikomi 3 personalo atrankos instrumentai: gebėjimų, intelekto, asmenybės testai (14 aplaukstų), pokalbis dėl priėmimo į darbą (13) ir pretendento pateiktų dokumentų analizė (11). Visiškai nesinaudojama vertinimo centrų paslaugomis. Kad atrankos vykdydam visapusiškai veikia įstatyminė bazė, teigia 100% aplaukų.

81% aplauktoje dalyvavusių vadovų teigia, kad organizacijoje egzistuoja vertinimo sistema. Dažnusiai taikomos individualus kiekvieno darbuotojo vertinimas pagal organizacijose nustatytus kriterijus, kurį atlieka vertinimo komisija. Pagrindiniai vertinimo tikslai yra šie: gauti informaciją, kuri remiantis galima pakelti darbuotoją į aukštesnes pareigas, padidinti darbo užmokesčį (88%); nustatyti darbuotojo mokymo poreikį, skatinti darbuotoją tobulėti (50%); ivertinti, ar teisingai ir kokybėskai darbuotojas atlieka savo darbą (38%).


Kauno m. savivaldybėje karjeros planavimas beveik nepraktikuojamas. Tik 31% teigia, kad karjera planuojama iš dalies. Teigiai ma atsakė tik 1 respondentas. nors pats karjeros procesas yra teisiškai reglamentuotas, karjerai didelė įtaką daro politiniais procesais, tam pritarė net 77%.

Analizuojant atliekimo priežastis, ryškiai išsiskyrė viena – veiklos aplinkybių sąlygos atliekimas (61%). Tokios priežastys kaip gebėjimai neatitinka keliamų reikalavimų; dėl netinkamo elgesio – gana retos.

Pagrindinės personalo vadybos funkcijos skiriama nepakankamai dėmesio. Tokią išvadą leidžia daryti gauti rezultatai: efektyviai vykdomas personalo planavimas (8%), atranka (15%), vertinimas (23%), mokymas (27%), skatimas (4%).

Kaip svarbiosias efektyviai dirbti organizacijoje trukdančias problemas aplaukstėje išvardiavo šios: skatintimo ir atlyginimo sistemų trūkumi (23), ribotos galimybės rinktis personalą (19), tarnautojų statusas (16), automatiškas pareigų pakeitimas (7), motyvacijos stygius (5).

15% respondentų mano, kad personalo vadybos strategija jų organizacijoje egzistuoja, o 35% teigia, kad egzistuoja iš dalies. Tokie rezultatai leidžia teigti, kad strategijos svarba siekiant geriausius personalo vadybos rezultatų dar nelabai suvokiamai.

54% dalyvavusių aplaukoje mano, jog personalo tarnyba turėtų orientuotis į strateginę personalo vadybą. Tai reikštų, kad personalo skrytis ateityje mažiau orientuotos į personalo vadybą. Tokio ryškiai, kad personalo skrytis ateityje mažiau orientuotos į personalo vadybą. Tokia tendencija negali naudoti organizacijos tikslus.

Raktas: viešosios organizacijos, naujoji viešoji vadyba, strateginis vadybos, strateginis personalo vadybos.