

SUSTAINABLE DEVELOPMENT OF PUBLIC INSTITUTIONS: THE MODEL OF FUNCTIONAL REVIEW

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Abstract. Sustainable development and efficiency of public sector remain priority of governments. Hence, governments are concerned with assessment, plan and measure of functions performed by public institutions. However, various problems related to the methodology of functional review are indicated. The paper aims to develop the model appropriate for the planning and execution of functional reviews in public institutions. The research is based on the method of systemic analysis what let us carry out comparative analysis and synthesis of prevailing models developed by different scholars and practitioners. Suggested model contributes to sustainable development of public institutions by providing consistent guidelines relevant for various stakeholders.

Keywords: institution, function, methodology, model, functional review, sustainable development

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1. Introduction

Considering various external and internal factors of public institutions, the decisions related to the functions, their content and/or process development are accepted and implemented (Bivainis, Tunčikienė 2009, 2011; Butkevičius, Bivainis 2009; Bileišis 2012; Giriūnas, Mackevičius 2014; Tunčikienė *et al.* 2013; Bileišis 2014). The complexity and dynamics of environment, the principles of allocation, the usage of resources and capabilities influence the peculiarities of functional review: rationality, complexity, number of iterations, involvement of stakeholders in the decision-making process and etc. On the other hand, the nature of functional review depends on the motives and demand to prepare, accept and implement decisions related to the functions, assessment of risk relevant to the implementation of these decisions, accumulation of resources and capa-

bilities (Modell 2009; Bileišis 2014). The researchers and practitioners (Dudina, Sprindzuks 2006; Functional reviews ... 2008; GRL 2011, 2012a, b, 2013; Gromov 2007; Lukashenko 2009; Manning, Parison 2004; Medvedev 2002; Nakrošis, Martinaitis 2009; OECD 2013; Petrov 2002 a, b; Reed 2010; The report on investigating... 2010; Zabolotnic 2007; Mačiulis, Tvaronavičienė 2013; Bileišis 2014; Tvaronavičienė 2014; Vasiliūnaitė 2014) provide different attitudes to the external and internal factors impacting functional reviews. Hence, various ideas how to develop the most favourable preconditions and how to assure the alignment of environment and public institutions have been proposed. These suggestions led to the huge variety of models, focused on the functional reviews of institutions.

The paper aims to develop the model appropriate for the planning of functional review in public institu-

tions. We argue that developed model contributes to sustainable development of public institutions by providing consistent guidelines relevant for various stakeholders. Aiming to implement the objective the tasks are defined as follows: to investigate and reveal prevailing functional review models, to group and compare these models, to suggest the model of functional review and to define the content of constituent stages. The research is based on the method of systemic analysis what let us carry out comparative analysis and synthesis of prevailing models developed by different scholars and practitioners.

2. Methodological background of functional reviews

Methodology of functional reviews comprises applied methods and procedures (Manning, Parison 2004; Petrov 2002b; Recommendations for the application ... 2011). Considering the scheme provided in Figure 1, functional review is placed in the centre and is impacted by environmental and resource assessment, long-term strategic objectives of State, the principles of reforms focused on the public sector and essential guidelines for functional review. Notably, functional reviews have focused on different concerns such as, policy effectiveness or efficiency of organisations. Therefore, reviews can focus on two different sorts of potential review objects: policy and organisational. However, the authors of the paper aim to narrow the scope of paper and focus on organisational level.

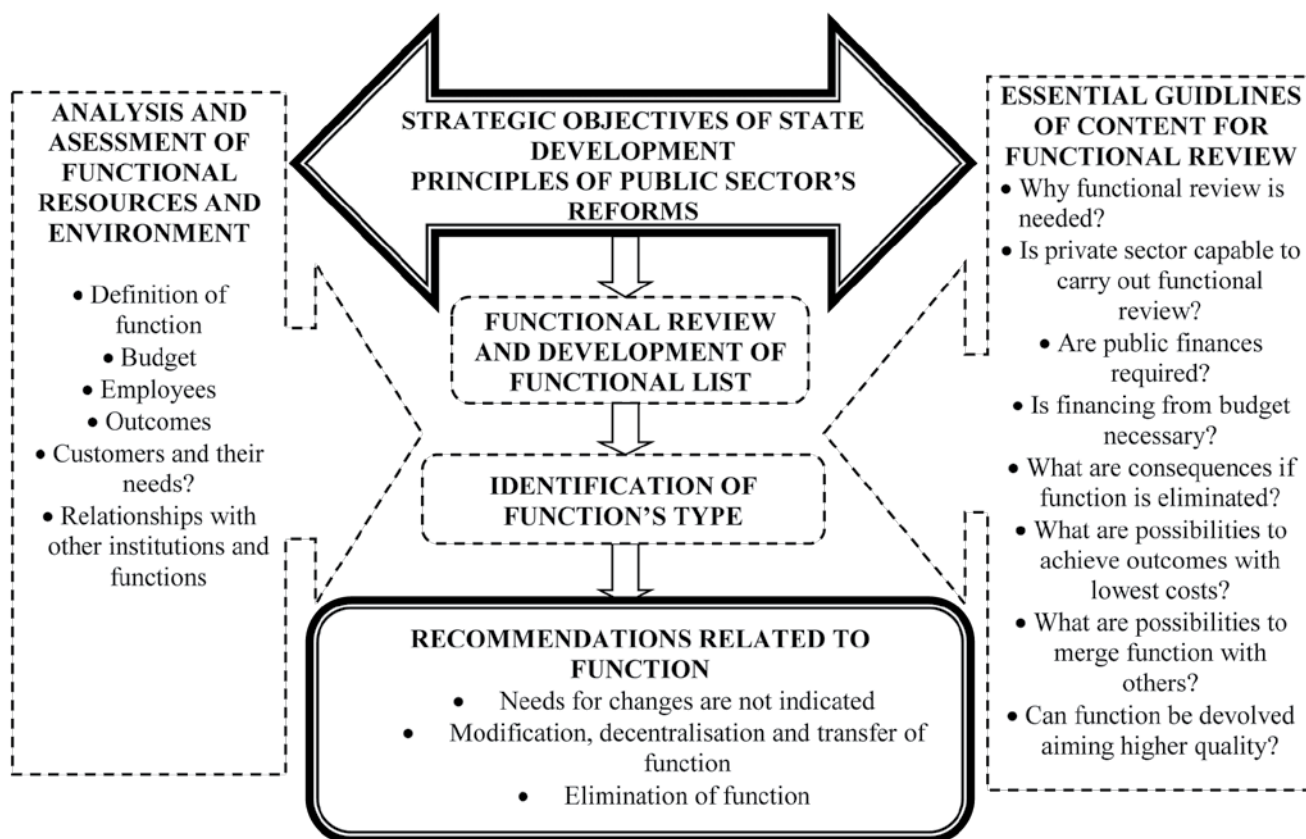


Fig.1. Methodology of functional review

Source: developed by authors according to Manning, Parison (2004); Petrov (2002b); Recommendations for the application ... (2011)

Functional review is seen as a set of tasks and comprises the development of initial list of functions and classification of functions according to the defined criteria. The final outcome of functional review is specific recommendations related to the function.

3. The process of functional review: the main stages and sequence

Considering the problems and priorities of public sector, functional reviews are focused on the changes

in public institutions, management levels and a system as a whole. The literature focused on functional reviews is vast and the researchers provide different approaches to the processes of functional reviews (Table 1). For instance, Manning and Parison (2004) distinguished the preparation stage of functional review as a starting point of a whole process. Then the analysis of good practice, collection of information related to the functions and initial analysis are carried out. Next step requires investigating functions, their executors and organizational structure. The emphasis is put on the investigations of needs related to structure change and transfer of functions to other executors. Finally, the outcomes of functional review are considered and recommendations are developed. The scholars proposed the process of functional review comprised of planning, execution and coordination.

Meanwhile, Medvedev (2002) suggested the process of functional review similar to the process developed by the World Bank. The main idea of proposed process is to find ways how to develop execution of functions. The process of functional review is finalised by the development of new suggestions related to these functions. Petrov (2002b) proposed stages of functional review; however their sequence remains similar to other models. According to the scholar, the assessment of the consequences in the process of functional review is seen as the most important. The outcomes of assessment of consequences lead to the preparation of changes and change management. Ac-

ording to Gromov (2007), the process of functional review comprises different stages. Notably, various actions are carried out in each stage aiming to justify the need of functional review, to develop initial list of functions and finalize the list by developing the register of functions. Meanwhile, Maslenikova (2009) suggested different process of functional review. The initial stages namely: investigations of documents, integration of sociological research, design and change management were proposed. Lukashenko (2009) developed the process of functional review comprised of initiation, development of essence, analysis, development of reports and recommendations. In each stage of functional review different procedures are carried out what lead to the following outcomes: the scope of analysis, priorities, the objectives and tasks of analysis, the list of functions, new functions, structure and etc., the plan for implementation of recommendations.

According to the functional review methodology approved by Lithuanian Government (GRL ... 2013) the process of functional review comprises planning and organization, execution, implementation of recommendations and procedures for monitoring. The methodology suggests rational and summarized process of functional review. Thus, the process allows justify the needs for review, to guarantee provision of resources required for functional review, to solve various tasks of functional review, to assess recommendations related to implementation of functions.

Table 1. The process of functional review (developed by authors)

		Sources					
		Manning, Parison (2004)	Medvedev (2002)	Petrov (2002)	Gromov (2007)	Maslenikova (2009)	LT Government (2013)
Stages of process	Initial actions	Establishment of a task force	Establishment of a task force	Test of hypotheses	Initial actions	Planning and execution of functional review	
	Analysis of good practice	Separation of functions	Analysis of good practice	Collection and revision of information about functions	Investigation of documents	Execution of functional review	
	Collection of information about functions	Structural analysis of functions	Collection of information about functions	Functional review	Sociological research	Implementation of recommendations and monitoring	
	Functional review	The directions for optimisation of functional execution	Functional review	Standardisation	Integration		

	Analysis of executors of functions	Provision of recommendations	Analysis of executors of functions	List of functions and development of register of functions	Design	
	Analysis of structure		Development of recommendations and report consisting of analysis of possible consequences		Change management	
	Summarized outcomes and development of recommendations					

Source: authors

Summing up, functional review is seen as a complex process and the content, procedures and roles of participants are formally defined aiming to assure coordination of activities of various executors.

4. Specific tasks of functional review

The stage of planning and execution

Both researchers and practitioners suggested similar content of planning and execution stage (Table 2). Notably, a task force comprised of responsible individuals, representatives from supervised bodies, national and international experts has to be established (Manning, Parison 2004; Medvedev 2002; Petrov 2002b; Maslenikova 2009). Hence, the objectives of functional analysis, time of implementation and methods have to be defined. In addition, the endorsement of management and in some cases endorsement of controlling institutions has to be acquired (Manning, Parison 2004; Medvedev 2002; Petrov 2002b; Maslenikova 2009). Therefore, the analysis of information related to researches carried out in other countries, applied models and obtained results is necessary. Notably, benchmarking was suggested by the majority of scholars (Gunasekaran, Gupta 2008). For instance, Gromov (2007) suggested to define and to check hypotheses related to the main factors impacting decisions of functional review in the initial stage. According to Maslenikova (2009), the main conditions of functional review are as follows: political support, development of a task force, definition of objectives, time and outcomes, selection of appropriate type of analysis and methodology. These aspects define implementation plan of functional review. Summing up, the main tasks of this stage are as follows: justification of needs for functional review, preparation of plan, identification of scope and type of functional review, objectives, expected outcomes, time scale, financial resources and financial sources, responsible bodies, establishment of a task force.

The stage of functional review

The process of functional review begins from the collection and analysis of information necessary for functional review, namely: legislation linked to the activities of institution, action plans, annual reports of activities, budget and etc. (Manning, Parison 2004; Medvedev 2002; Petrov 2002b; Gromov 2007; Maslenikova 2009). Samarucha (2008) asserts that functional review starts from legal documents, regulating implemented functions of institution taking into consideration specific criteria. Meanwhile, Maslenikova (2009) suggested the analysis of information related to image of institution from external and internal perspectives. The analysis of image let to disclose priorities of fields where changes are needed and to take into consideration opinions of society and employees of institution. In this stage the obstacles related to review of documents are identified and various methods (e.g. surveys) are suggested aiming to identify implemented functions of institution. On the other hand, the surveys have to be assessed considering limitations of the method.

Taking into consideration relevant information, it is possible to identify if functions are regulated by legal documents and what is the level of their implementation (Samarucha 2008). The identification of inputs and outputs of functions are considered to be the most important task of this stage. Majority of scholars (Pedraja-Chaparro *et al.* 2005; Lonti, Woods 2007; Borge *et al.* 2008; Afonso *et al.* 2009; Arend, Levesque 2010) assert that the identification of inputs and outputs leads to the evaluation of efficiency and productivity of organisation's activities. Lonti and Woods (2007) suggested technical assessment of effectiveness of inputs and outputs. Medvedev (2002) stressed the importance to align one function with one activity, one outcome and recipients.

In the stage of execution of functional review the standardization of statements of functions are suggest-

ed according to the certain rules (Manning, Parison 2004; Medvedev 2002; Petrov 2002b; Gromov 2007; Maslenikova 2009) what let to identify overlapping and side functions, to formulate initial conclusions regarding functions (Maslenikova 2009). Next task is classification of functions. The opinions of scholars and practitioners about the role and place of functional classification are different. While some scholars suggested to carry out classification before standardization of functions (Gromov 2007; Maslenikova 2009), others suggested to carry after standardization (Manning, Parison 2004; Medvedev 2002; Petrov 2002b). On the other hand, the opinions related to classification of functions are different. For instance, the research carried out by Manning and Parison (2004) focuses on public functions. The questions have been raised: how to distinguish functions and how to find the most appropriate executors in State structure. According to the World Bank, functional reviews are focused on the efficiency of functions. For instance, Medvedev (2002) stress the importance of related and unrelated functional review as well as their

implementation analysis. Aiming to increase efficiency of functions, some scholars suggested requirements corresponding to institutional management (Manning, Parison 2004; Petrov 2002b). According to the review of abilities to carry out functions, the changes of organisational structures, processes and capabilities are determined. If the need appear, new structure is developed, new processes implemented and etc. The identification of problems related to the service provision let to justify expenses necessary for organisational changes in institution (Medvedev 2002). The identification of development directions necessary for implementation of institutional functions is based on the proportion of power and outcomes, difference of outcome in comparison to the sought, expectations of citizens and recommendations of experts. Hence, we can conclude that the change projects have to be developed (Maslenikova 2009). The process of functional review is finalised by the discussions of outcomes, the development of recommendations, the discussions with stakeholders and publication of recommendations (GRL ... 2013).

Table 2. The tasks implemented in each stage of functional review

Sources Processes	Manning, Parison 2004	Medvedev 2002	Petrov 2002	Gromov 2007	Maslenikova 2009	LT Government 2013
Analysis of functional review	Establishment of a task force. Analysis of best practice. Alignment of review methods and objectives with management of institution	Establishment of a task force. Coordination of steps of functional review with management of institution	Establishment of a task force. Analysis of best practice. Determination of objectives of functional review	Development of hypotheses and preliminary testing	Political support. Establishment of a task force Alignment of objectives, time, types and technology	The analysis of need for functional review and suggestions related to functional review. Development, revision and corroboration of plan for functional review. Establishment of a task force for functional review

Execution of functional review	<p>Analysis of programmes</p> <p>Identification of functions</p> <p>Grouping of functions</p> <p>Functional review</p> <p>Analysis of executors necessary for functional review</p> <p>Analysis of executors of State functions</p> <p>Analysis of institutional structure</p> <p>Discussions of outcomes in a task force</p> <p>Determination of change needs</p> <p>Development of recommendations</p> <p>Dissemination of recommendations</p>	<p>Collection and analysis of necessary documents</p> <p>Interviews with management and line managers</p> <p>Development of functional list</p> <p>Standardisation of functional definitions</p> <p>Determination of functional input, output, outcomes and recipients</p> <p>Grouping of functions</p> <p>Determination of functional executors</p> <p>Development of structural-functional model of institution</p> <p>Development of final functional list</p> <p>Development of recommendations for functions</p>	<p>Analysis of activities' regulation</p> <p>Interviews with representatives of departments</p> <p>Development of functional objectives, final outcomes</p> <p>Standardisation of functional statements</p> <p>Grouping of functions</p> <p>Reviews of functional cycles</p> <p>Identification of functional executors</p> <p>Identification of appropriate functional executors</p> <p>Development of recommendations</p>	<p>Collection and review of necessary data base</p> <p>Inventory of functions</p> <p>Review of authorization</p> <p>Legal justification of functions</p> <p>Assessment of inputs and outputs of function</p> <p>Standardisation of functions</p> <p>Distinguished overlapping functions</p> <p>Investigation of reorganisation of structure</p> <p>Assessment of functional delegation</p> <p>Development of final functional list</p>	<p>Collection and analysis of legal documents</p> <p>Internal analysis of institution</p> <p>Review of information related to image of institution</p> <p>Interviews with management, line managers and employees (survey)</p> <p>Development of initial list of functions</p> <p>Review of syntax</p> <p>Development of functional list</p> <p>Characterisation of defined functions</p> <p>Detail competencies</p> <p>Identification of assessment criteria of functions</p> <p>Functional assessment</p> <p>Identification of development directions of activities</p> <p>Design of functional changes</p> <p>Design of structural changes</p> <p>Design of changes of processes, principles, management system</p>	<p>Collection of information necessary for review</p> <p>Selection of appropriate review methods and review</p> <p>Development of reports, recommendations and development of initial plan related with execution measures</p> <p>Revision of review reports, recommendations and plans related with execution measures</p> <p>Publication of outcomes of functional review</p>
Implementation of recommendations and monitoring	<p>Development of implementation of change plan</p>	-	<p>Development of reports related to analysis of consequences</p>	-	<p>Development of implementation of change plan</p> <p>Preparation of civil servants for changes</p> <p>Implementation of reforms and assessment of effectiveness</p>	<p>Implementation of recommendations related to functional review</p> <p>Monitoring of implementation</p>

Source: developed by authors

The stage of implementation of recommendations and monitoring

Maslenikova (2009) assert that the main steps of implementation stage are as follows: development of action plan for changes, preparation of civil servants for changes, assessment of effectiveness of reforms. Meanwhile, Manning and Parison (2004) suggested developing implementation plan required for changes. Hence, monitoring and assessment of obtained outcomes are seen as essential. According to the methodology developed by Lithuanian Government, in the stage of implementation of recommendations and monitoring the plan for functional review is approved and review outcomes are assessed (Table 2).

5. The model of functional review: composition and constituent parts

Notably, the content and character of functional review of public institutions have to be related to the components of the model of functional review. These interrelationships lead to:

- 1) The possibility to disclose factors, determining the necessity and the adequacy of the functions, performed by the institutions and to determine how these factors correspond to the requirements of external and internal environment and how these factors are interrelated together.
- 2) The possibility to carry out a complex evaluation of the needs for functions as well as their adequacy to the requirements of the environment considering defined factors.
- 3) The possibility to use the outcomes of such review and evaluation purposefully.

Hence, the conclusion can be drawn, that functional review is seen as a significant tool necessary for effective management in public institutions. Summing up, the synthesis of various functional review models let us determine the composition of proposed model as follows:

1. The propositions for functional review:

1.1. Development of organisational propositions for functional review.

1.2. Development of methodical propositions for functional review.

2. Functional review and development of decisions based on insights:

2.1. Analysis and assessment of factors (external

and internal).

2.2. Development of rational list of functions (initial list of functions and classification of functions).

2.3. Justification of functional review and assessment (considering criteria of purposefulness, scope and location).

2.4. Management of implementation, review and assessment of related subsystems linked to implementation of function.

2.5. Development and acceptance of decisions related to functions and their implementation (development of alternatives, assessment of accepted criteria, decision making).

2.6. Development of plan related to implementation of decisions (development of alternatives, assessment according to selected criteria, and acceptance of actions plan).

3. Monitoring of decisions related to function and improvement of implementation plan:

3.1. Control of implementation of actions plan.

3.2. Analysis and assessment of outcomes related to actions plan.

3.3. Application of outcomes related to actions plan analysis and outcomes of assessment.

The application of proposed model leads to rational context of functional review, functional review of institution and implementation of decisions related to functions.

Conclusions

Prevailing variety of functional review models is determined by many factors. The most important of these factors are: defined objectives, applied methodology, attitude to the significance of external and internal factors, the role of stakeholders and etc. Aiming to systematize various models, general and specific attributes are applied. The application of specific attributes (objective, measures and tasks) let us distinguish main features and carry out structural analysis.

Hence, structural analysis of prevailing models of functional review let us determine the main features of prevailing models. Notably, some models are detail models, some models – aggregate and some models combine aspects of detail and aggregate models. Considering relationships, some models determine strong relationships or relationships are determined taking into consideration the context. The authors of

the paper suggested the model of functional review. The main parts of the model are as follows: development of propositions for functional review, functional review and development of decisions based on insights, monitoring of decisions related to function and improvement of implementation plan. These parts are interrelated together and are impacted by the outcomes of external and internal environment analysis. The analysis of content of functional review models let us determine the following: the main tasks of the stage linked to the propositions for functional review are development of plan for functional review and establishment of a task force. Meanwhile, typical tasks of the stage of functional review are analysis of documents regulating activities of institution; classification of functions; functional review considering purposefulness, scope, place; analysis and assessment of management aspects; development of recommendations related to the implementation of functions. Finally, the attitudes to monitoring of decisions related to function and improvement of implementation plan can be distinguished into narrow and broad in terms of the following tasks: development of change plan, preparation of civil servants for changes, assessment of consequences of changes and development of report and action plan.

The synthesis of functional review models let us determine the content of suggested model. The application of the model contributes to rational development of context of functional review and functional review of institution and implementation of decisions related to functions.

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