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Innovation in Services for the Elderly

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INNOVATION IN SOCIAL SERVICES FOR THE ELDERLY

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Case summary: Why the case was chosen?

The development of altered social care pathways for the elderly in Lithuania is the innovation in this study. The development of the concept and the strategy of social care for the elderly at the policy level and the development of administrative and organizational innovation at service level is described. The local context of change is Day care centre for elderly and disabled people in Vilnius.

Lithuania as all ageing societies faces the problem of having fewer people working to support a greater number of retirees. Amid a decline in birth rate, large scale of emigration, Lithuania's population declined by 5,8 percent, compared with 1989 census data, to approximately 3.45 million as for 2003. The rates of individual's aged 65 and above and children under 15 increased in the total population structure (see Appendix, Table 1)[1]. The structure of the age of the population differs in various regions, especially in urban and rural areas, and in male and female groups. The dependence rate of elderly people grew from 19 percent in 1996 to 22 percent in 2003. According to the data of 2001 census, single individuals aged over 65 totalled approximately 145, 000, covering almost 30 percents of the total population in this age group[2]. According to the prognosis of the statistics 70 year and older people group will increase (see Appendix, Table 2 and Chart 1)[3].

The complex process of transition increased the democratisation of the society and signs of macro-economic stabilisation. On the other hand, marginalisation of some social groups became more visible. The elderly became one of the most vulnerable group in societal transition for a variety of reasons: deteriorating health, incomes and support, some harsher aspects of the market society, interface with frequent changes, new cultural phenomena, decrease of solidarity in the society and on the family level, etc. Socio-economic welfare of the elderly is comparatively low. The amount of social pension granted for residents of old-age pension age coincides with the base amount of social insurance pension, currently at 172 LTL. On average, the situation of the majority of disabled of the 1st and the 2nd groups of disability and old-age pensions is better, compared with the position of the poorest groups of population, however, it coincides or is even worse than the situation of unskilled workers in the best case (see www.socmin.lt)

All these factors reduced the social security of the elderly and increased their needs in social support. One of the first significant sociological survey in the field of social assistance was made in 1997 by a group of researchers from the Institute of Labour and Social Researches supported by colleagues from the Holland Institute of Social Welfare The results of this study showed that the elderly does not express great need for social services but the most - for support in cash, but the structure of their problems reflects the necessity to develop social services and to raise the professional skills of the social

[1] Statistics Lithuania. Demographic Yearbook. Vilnius, 2003.

[2] Nordic/Baltic Social Protection statistics//Nordic Social statistical Committee, 2003.

[3] Prognoses of population number and structure in the Republic of Lithuania by 2015. Lithuanian Department of Statistics, Vilnius, 1995.

workers in the field[4]. It can be noticed that until 1990 social services for the elderly were centralized and located exclusively in the old peoples homes, and it was dishonour to reside in them. Between 1992 and 1998 particular growth was observed in the establishment of stationary social services institutions for old people and children: the number of care institutions for old people increased by 9 times, and of childcare institutions twice. It's worth nothing that during this period the founders of social services institutions were municipalities and NGOs. And in recent times the majority of the older population lives in ordinary housing, only a minority lives in housing specially adapted to aged people. Though attitudes towards institutional care became more positive, in 2001 about one percent of the total number of the elderly lived in institutions specially adapted to aged people (see Appendix, Table 4)[5].

Establishment of day care centres in Lithuania were very important steps in providing community with a new model of social services, model that is oriented towards more open and cohesive society. Day care centres for the elderly people in Vilnius were chosen as the units of analysis in this case study as they represent the organizations "*doing something new*" – the trait which is important for denotation of innovation according to Green, Howells and Miles (2001)[6]. Pilot examination of the activity of day centres let us anticipate the presence of *new characteristics of service, new or altered ways of interacting with clients, new ways of interacting with other organisations, also new rationalities and beliefs* – i.e. almost all elements of innovation detailed in section B of the PUBLIN proposal. Those issues were under this case study.

Establishment of these institutions was a very first step in providing community with social services for the elderly on the large scale in Vilnius. It is still very important for today's community life. The number of day centres rapidly growth during recent years. The minister of Social Security Mrs. Blinkeviciute in her interview has pointed up that "the world has understood long-ago - the best way for social integration of vulnerable groups is community care, so development of community oriented services is high priority for Lithuanian social security system".

That is why through the investigation of this pathway of social care we hope to get better understanding of innovation processes present within public social service system and the learning processes underlying policy development in publicly regulated social service sector as well.

Through interviewing main actors in social sector we tried to test our hypotheses regarding the main issues of the study and phases of innovation process such as follows: initiation, design and development, selection, diffusion and utilization, evaluation and learning.

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[4] The need of various demographic groups and institutions of social services for social work. The report of survey. Ministry of Social Security and Labour, 1997.

[5] Nordic/Baltic Social Protection statistics//Nordic Social statistical Committee, 2003.

[6] Green L., Howells J., Miles I. Services and Innovation: Dynamics of Service Innovation in the European Union. Final Report December 2001. PREST and CRIC University of Manchester.

In-depth interviews were conducted with 20 public practitioners, 8 of policy level (policy-makers, i.e. members of relevant Committees at the Seimas, top and middle managers, i.e. heads of departments and institutions under Ministry of Social security), and 12 of service level (frontline employees and volunteers-service providers). Additionally 18 service-users, i.e. participants of two Day Centres were interviewed aiming to get better understanding of local context.

Social Reports, State programmes, other legal documents (see Appendix, box 1) were secondary source of information that let us to validate the interviews data and put them into wider context. National expert advisors consultations and checking case study progress made useful input at different levels of investigation.

Context: Background and Innovation environment.

The social security system of Lithuania comprises two main branches, which are social insurance and social assistance (in broad sense) based schemes (see box1).

Box 1. **The structure of the social security system (***source*: http://socmin.lt**)**

Social Security				
Social Insurance	**Social assistance**			**Special schemes**
	Social assistance in cash	**Social services**		
		Special	**General**	
Pension insurance	Social (assistance) pension	Day care institutions	Information and consulting	President's pension
Sickness and maternity insurance	Family benefit	Temporary residence institutions (shelters)	Home care	1st and 2nd degree state pensions
Health insurance	Funeral benefit	Permanent social care institutions (homes for the elderly, disabled, orphans and foster children)	Home nursing	Deprived people's pensions
Unemployment insurance	Social benefit (income tested)	Mixed social services institutions	Cash for social services	Military and state officers' pensions
Labour accidents and occupational diseases insurance	Compensations (heating, cold and hot water supply, etc.)	Other institutions		Scientists' pensions
				Actors' allowance

As we can see in the box above, day care centre belongs to the group of special social services.

Social insurance comprises the following types: pension insurance, sickness and maternity insurance, unemployment insurance, health insurance, labour accidents and occupational diseases insurance. The main *social assistance* cash benefits include the following: social pensions, family benefits, funeral benefits, social benefits, compensations of expenses (for heating, cold and hot water supply, etc.).

Social services are understood as social assistance services, which do not include financial support, and complement the non-insurance part of social security. The Social Services Catalogue[7], approved and published by the Ministry of Social security and Labour, defines the list of general and special social services for the elderly and their content.

Lithuania also has several *special schemes* related to social security. These schemes are additional to the general social security system. Benefits under these schemes are paid for other reasons than the usual social risks although there is a certain connection with such risks. The main benefits under the special schemes include pensions for merited people, pensions for persons, who have been persecuted in the past, special pensions for servicemen, scientists, actors, etc.

Social security is financed from several sources: the social insurance part is financed from the extra-budgetary State Social Insurance Fund; health insurance is financed also from an extra-budgetary, the Health Insurance Fund; social assistance and special schemes are financed from the State and local budgets.

Since the beginning of 2000, the mandatory state social insurance contribution rate has increased from 31percent to 34 percent. At the present time, the employer contributes 31 percent (previously 30 percent) of the employee's gross wages to the State Social Insurance Fund while the employee contributes 3 percent (previously 1 percent).

The main administrators of Social security system are the following institutions:

- The Ministry of Social Security and Labour (mainly responsible for the social security policy);
- The State Social Insurance Council and the State Social Insurance Board with its local offices (responsible for pension, sickness and maternity insurance, labour accidents insurance schemes, also for the collection of social insurance contributions);
- The National Labour Exchange with its local offices (responsible for active and passive measures against unemployment);

[7] Social Services Catalogue, Ministry of Social Support and Labour of Lithuania.

- Social security administrations of the counties (responsible for the management of inter-regional permanent social care institutions);
- Municipal social assistance units (responsible for most of the social assistance benefits, social services and local social care institutions).

The provision of social services is financed from the State and local budgets, special funds, the funds of enterprises, institutions or organisations, charges for social services, charity contributions and other resources. There is a charge for social services (except for information and consultation). If the person receiving social services or the members of his family are unable to pay for the social services rendered, these services may be paid for from the State or municipal budget according to the procedure established by the Government.

The Law on Social Services adopted in 1996 established the legal framework for the provision of social services[8]. According to the provisions of the Law on Social Services, the local government is responsible for the provision of social services to permanent residents of their territories. The local governments, guided by the provisions of the law designate funds in their budgets to finance social services. Local Divisions of Social Care distribute lump sum benefits, and local governments determine the conditions that are relevant for support. The Law also provides for co-operation among national and local institutions, NGOs and private individuals in providing social services.

County governors and *local governments* administrate social services as administration of social services was decentralised. Social services have been organised by Heads of counties, municipalities, NGOs and other organisations. But the main provider and organiser of community social services is the municipality, usually - its *local social assistance units.* For example, at *Vilnius Municipality Social Security centre (VSSC)* was established at the end of 1991. Its major goal was to accumulate and analyse information about the needs of socially supported people in the city as well as to provide them with social care and services. The VSSC provided its services for approximately 80.000 inhabitants per year. But the administrative reform in Lithuania has adjusted the system of social services: the basic task of municipality, as a public administrative institution, changed and became to create possibilities for receiving social services and to organize their provision to the residents living in its territory, instead of providing the services itself[9]. The municipal governments prepare programmes for providing social services, organise the provision of social services, collect and analyse information regarding individuals in need of social services, verify the income and assets of individuals who apply for social services, establish, reorganise as well as liquidate local social service institutions (social services agencies, social services centres, etc.), control according to their competence, the activities of the providers of social services, provide information regarding social services.

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[8] The Law of the Republic of Lithuania on Social Services, 9 October, 1996, No. 1-1579 (Official Gazzete, 1996, No. 104-2367).

[9] Social Report 2001, www.socmin.lt

The *county governors* are responsible for the supervision of the county institutions for special social services (these are mainly big social care institutions for elderly). They also draw up, co-ordinate and implement county social programmes and social projects.

The *Ministry of Social Security and Labour* is responsible for the policy on social services, development of the required standards and state programmes in social services, gathering and analysing information about social services, establishing, reorganising and closing up municipal institutions that render social services, etc. The management structure of the Ministry of Social Security and Labour and 16 State Institutions Under the Ministry can be seen in Appendix, Chart 1 (*source:* Social Report 2002, Ministry of Social Security and Labour, Republic of Lithuania. Vilnius, 2003).

In 1998, a three-year social services infrastructure development programme (SSID) was initiated[10]. The essence of the programme was as follows: the state may award partial financing to projects advanced by local governmental organisations on a competitive basis, depending in part on their having been able to secure complementary funds from other government institutions, or from international funds, private persons and other sources. The SSID gives priority to those projects that develop *new kinds of services, provide social services to people in their homes and communities, address the most urgent social problems within their community, and provide various social services to old people.*

In 2003, SSID programme was renewed for the period up to the year 2006 after a respective Government resolution came into force on 24 September. This programme is aimed at *upgrading the infrastructure of social services via provision of higher-quality social services, enhancement of their accessibility to elderly people.* The funds of the programme are used to finance the building, reconstruction and refurbishment of newly established and already existing institutions providing social services as well as to cover the spending for the acquisition of the necessary facilities[11].

It is expected that implementing SSID programme in 2004-2006 will allow further reducing the gap between the infrastructure of social services in municipalities and the regions as well as expanding the network of non-institutional social services, encouraging the co-operation between municipal institutions and NGOs in drawing up joint projects, and absorbing support from the European Union's structural funds. It can be noticed that a large number of projects were funded in rural areas, where few social services exist, although many elderly people live there. At the moment, 37% of the SSID projects are directed towards the needs of the elderly[12].

According to the last updated Social Report, establishment of non-stationary care institutions (shelter houses, *day centres*) was started in 1993-1994, and provision of home services even earlier. In 1995, there were only 10 lodging houses, and in 2003 houses of temporary accommodation were able to host 763 homeless people, and also to provide

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[10] National Report on the Implementation of the Outcome of the World Summit for Social Development, 1999.

[11] Prepared by Navadunskis M., Senior Specialist of the Social Work and Social Services Division.

[12] Social Report 2003, www.socmin.lt

about 200 people with shelter for one night. Home services were rendered to almost 9 thousands of people. Municipalities organised the provision of other general social services (free meals, provision with the most necessary things, personal hygiene, transportation services, etc.), which were rendered to about 160 thousands of Lithuanian residents.

In 2003, the Statistics Department under the Government of the Republic of Lithuania for the first time collected data about non-stationary institutions rendering social services: community centres, children and old people day centres, day centres for disabled people, family support centres, etc. In 2003, there were about 200 such institutions, i.e. approximately by 1,7 times more than in 2001 (according to the date of the Ministry of Social Security and Labour). In 2003, day centres welcomed about 4,2 thousands of visitors. The largest number of visitors of day centres (about 17,5 thousands) comprises disabled adults. Day centres for disabled people are operating practically in all municipalities, and almost all of them were founded by NGOs of disabled people. But many of Day centres offer services for mix target groups, which involved aged people as well[13].

Process: Innovation issues from service level and policy level perspectives.

Critical events

Critical events that led to innovation being created are "chain", composed of mix of novelties in policy towards social support for the elderly, and some environmental and organizational factors.

As it was mentioned above social services form part of social support, which covers services rendered by stationary and non-stationary social services institutions to individuals or their groups, and general social services provided at the communal level or at the client's home. Since 1998, the system of social services was being decentralized, giving priority to the development and extension of *non-stationary services*[14].

In 1998, a three-year *Social Services Infrastructure Development Programme (SSID)* was initiated[15]. The essence of the programme has been as follows: the state may award partial financing to projects advanced by local government social services departments and non-governmental organisations on a competitive basis, depending in part on their having been able to secure complementary funds from other government institutions, or from international funds, private persons and other sources. The SSID programme gives priority to those projects that develop *new kinds of services*, provide social services to

[13] Social Report 2003, www.socmin.lt

[14] Ministry of Social Security and Labor Order No. 137 of 9 September 1998 on Approval of the Regulations on Trends of Development of Home Social Services and on Guaranteeing More Effective Work of Stationary Care Institutions (Official Gazette), 1998, No. 94-2621.

[15] Social Report 2003, www.socmin.lt

people in their homes and communities, address the most urgent social problems within their community, and provide various social services to old people.

Since 1995 the Social Support Centre at Vilnius municipality (VSSC) has started productive **cooperation** with such **international partners** as SIDA and World Bank.

In 1995, when Ministry of Social Security and Labour initiated the applications for programmes regarding the development of Social policy and community oriented social services, VSSC applied and wined the tender of innovative project. One of objectives of the project was replicating new community-based social service models. According to that project four novel social care institutions were established at Vilnius and the first Day care centre for aged people and disabled in Vilnius among them. Later the Centre was called "Atgaiva" (*vitalization* – in *Lith.)* The centre opened its door in 1998th pulling donation and loan from international partners (SIDA and World Bank), and allocation from the municipality.

In implementing provisions of the Law on Public Administration[16] (1999), the municipal division of social support or any other division shall be prohibited from providing and at

The same time administering the provision of public services. The main task of the municipality, as of the institution of public administration, is to provide individuals with opportunities to receive social support and to organise its provision to people residing in the municipal territory, other than to provide social services by itself.

According to Decision of the Government (No V-649, March, 1999) the year 1999 was declared as International Aged People Year at Lithuania, and in respect to that Vilnius Municipality in 2000 established the second day centre for the elderly in an other district of Vilnius which was called "Pilaite" (*castle* - in *Lith*.).

Such organizations later were established under municipalities in many districts of Lithuanian cities and regions. In the most cases their target groups are mix – elderly and disabled. Day care centre usually has one or two staff worker and partly employed or voluntary attendance service providers, professionals and amateurs, and offer different kinds of activities such as follows: psychological and legal assistance, recreational, educational, support services and events. Day centres are carrying out social work according to the principle of help to self-help and trying to organize their activities in relevance to real needs of their clients. According to the respondents – the key Day centres leaders, the main aims of their activity is "to provide aged people with encouragement to think and actively approach their problems", "to cope with failure of their life quality", "to increase their social activity".

[16] Official Gazette, 1999, No. 60-1945.

Service Innovation

Analyzing the matters on service level we checked characteristics of services, ways of interacting with clients, interacting with other organisations, also ideology under which the organizational culture was based.

Both Day centres – innovation under this study – are located in relatively new Vilnius districts, "bedroom suburbs", settled with people that were strangers from different parts of city or even country. There were no (and there are no just now) any special venues for recreation especially for aged people, except the Church and Municipality districts.

The first Day centre "Atgaiva" has better facilities than "Pilaite". It is located in a little but separate house and is able to offer different practical services matching daily needs of aged people such as sewing, cooking, washing, laundering, etc. We investigated experience of both Centres, but the second Day centre ("Pilaite") was the main object of our study on the service level.

Day centre "Pilaite" celebrates its 5 year anniversary in this year. The questionnaires of participants of the Centre have filled 152 aged persons, but only 50 of them take active role in the activities of centre, other – visiting the centre after special call for participation in some event: making holiday, exposition, meeting with some authorities, politicians, writers, etc. 1/3 part of all participants have some kind of disability, the youngest member is 49 years old, the oldest – 93, the average of the age is about 70. Women dominate over men in total, and there are 40 widows and 9 widowers, 31 persons live alone, 30 women and only one man among them. The manager of the centre and the only person witch is on a staff at the municipality is 45 years old women, professional social worker. Participants of the centre initiate different activities, and the manager seeks "to listen out the needs and to make clear reality", i.e. to find relevant solution or "possibilities to organize the necessary conditions for realization". She is looking for volunteers and professionals, mediates among different actors, creates public relations and "represents interests of aged community" on different levels, etc. The main tasks of the manager are counselling, support and mediation, the community of centre act as self-managing unit. The leader of the centre is not alone in exercising planning, organizational and other managerial functions – the most active participants form "common council" and take part not only in the discussions on common issues, but also in the implementation of the ideas. Participants of the Centre play different roles and "make different jobs, useful for all or somebody": they organize, nurse, treat, teach, train, they run sport group, floriculture, painting, computing, even English etc. Not large but excellent network was created and it covers the church, the school, some public and two private enterprises (dentist and coffee-bar). The ideology of Day centre that is provided to every new participant is based upon humanitarian treatment the old age as suitable for innovations in the span of life, treatment the aged person as responsible for the quality of his/her life, and treatment every person with respect despite the level of his sickness, previous experience, etc.

As it was mentioned above, trying to get better understanding of local context, in field investigation we additionally interviewed 18 participant/clients of Day centre "Pilaite".

They helped us to understand facilitating role of Day centre in their lives as many of respondents pointed out not only obviously satisfaction with affiliation and being in communication, but also about increased self-respect, gained possibilities for self-actualization, increased feeling of self-usefulness and psychological security, and public spirit. In illustration of the last finding is that respondents tall about their joint fight against the idea of city mayor to deforest vicinity and to equip golf fields. Some of respondents critiqued the state policy and public attitudes towards aged people ("spongers from younger"), but some of them flaked the elderly ("the Lithuanian aged is used to imagine the state as big "milker"). But in general there was noticed that "the Centre restore the respect to the age", "make positive influence on the public attitudes leastwise in close surrounding" and increased subjective wellbeing. General finding from interviewing service managers and consumers and observations was that Day centre under our study provides altered services for aged people, based upon novel (for recent times) rationalities, using non-traditional for service system forms of management and distribution of responsibility.

Innovation on the Policy level

The Government Programme for 2001-2004 envisages gradually **replacing institutional social services by more effective and cheaper services provided at home and in day centres**. The Regulations on Development Trends of Home Social Services and on Guaranteeing More Effective Work of Inpatient Care Institutions establish the following main priority trends of the development of social services: provision of *home help and non-stationary social services.* Development of non-stationary social services infrastructure is also a priority trend of the development of social services according to the Social Services Infrastructure Development Programme approved by the Government.

In 2002, implementation of the Social Services Provision Reform[17] was launched targeted towards motivation of the community, provision of support to individuals and families trying to find ways of self-help, carrying out a more clear assessment of the need for social services, matching social services with employment measures and with the systems of cash assistance and health care. Upon approval of the National Plan on Support of Human Rights and Protective Actions in the Republic of Lithuania, in 2003, implementation of the objective of the joint programme of the United Nations and the Government of the Republic of Lithuania. *Improving the protection of rights of older people* and preparations for the initial stage of drafting legislation regulating *quality social services for older people (social services standards)* was commenced. In 2003, situation in the field of social services and the main activities aimed at improving *the quality of services.*

The Ministry of Social Security and Labour is carrying out its activities in accordance with its Strategic action plan - a document defining the mission, objectives and

[17] Republic of Lithuania Government Resolution No. 171 of 6 February 2002 on Approval of the Concept of the Social Services Provision Reform. (Official Gazette), 2002, No. 15-564).

programmes of the Ministry having regard to the analysis of its environment. The Strategic action plan describes how the Ministry implements the strategic goals and priorities established by the Government while carrying out the programmes financed with allocated budget appropriations. The mission of the Ministry of Social Security and Labour is to develop and implement an effective system of social support, social insurance and labour harmonised with the European Union Law and capable of strengthening the social security of the population.

Pursuant to the Strategic action plan, the Ministry was carrying out its mission in 2004 seeking the following strategic objectives:

1. To assist residents in their integration into the labour market, ensure fair labour relations and safe working conditions.

2. To develop an effective social assistance system and ensure the social integration of socially vulnerable groups of the society.

3. To maintain sustainability of the social insurance system and implement the pension reform introducing accumulation in pension funds, and concurrently securing the stability of current payment of social insurance benefits[18].

The period between 2003 and 2004 was of great importance to Lithuania and its European foreign and national policy. On 16 April 2003, the Treaty concerning the Accession of Lithuania to the European Union was signed, and on 1 May 2004 our state became a full member of the EU. Integration and membership in the EU undoubtedly is amongst the most important factors of the current period, which conditions miscellaneous social, structural and economic changes in Lithuania and in the whole Europe. Works already performed during integration in the EU had great influence on the labour market and social sphere in our country. Already during the process of integration Lithuania actively participated in the programmes implemented by the EU in the fields of coordination of social policy, pension reform, employment strategy development, etc. Development of our social policy is envisaged in cooperation with other EU Member States, through implementation of different employment and social policy measures and using appropriations from the Structural Funds, while approximating it to social policy standards applied by the EU Member States. With a view to properly protecting Lithuanian's interests, ministerial staff assumes extensive responsibility, because success of membership in the EU will depend upon readiness to represent own state.

Considerable social development started in Lithuania in 2003 and still run on, particular in the field of the labour market. Compared with 2001, the share of employed individuals increased by 6,4 per cent, and the total employment rate reached 60,9 per cent (male 63,7 per cent, and female.58,4 per cent). Average life expectancy, which until now was

[18] Social Report 2003, www.socmin.lt

obviously lagging behind the country's economy, saw a more considerable increase only in 2003, when average disposable income grew by 8,4 per cent, compared with 2002. Annual growth of real income of individuals was 9,8 per cent. In 2003, compared with 2002, household consumption expenditures went up by 10 per cent. It's worth noting that in recent years considerable increase was observed in the amount of pensions. When in the beginning of 2003 the Government approved insured income in the amount of LTL 886 for the year 2003, it did not reject the possibility of their revision. Therefore, as from 1 July 2003, the insured income of the current year was increased from LTL 15 to LTL 901. Having increased the insured income of the current year, old age, disability and orphans' pensions were increased as well as pensions for the duration of service and survivor's pensions allocated according to the previously applied pension laws. Insurance benefits and compensations paid by Sodra (the State Social Insurance Fund) in case of sickness, maternity (paternity), occupational accidents or occupational diseases the amounts of which are linked with the amount of the current year's income were also increased.

According to one of the respondents of our interviews the strategic ambition of Ministry is to maintain high social development rates not only by increasing pensions, but also "through addressing other social matters, in particular, those related to low-income families, support to children, unemployed and other vulnerable groups, including the elderly". The Strategic Action Plan of the Ministry for the year 2004 was developed in observance of the Republic of Lithuania Government Resolution No. 265 of 26 February 2003 on Approving the Plan for Drafting Financial Indicators of the 2004 State Budget and Municipal Budgets of the Republic of Lithuania.

The analysis of the data gathered from the recent Social Reports of the Ministry of Social Security and Labour confirm that the words of the respondents were not twaddle: to seek efficiency of the system of social support and guarantee social integration of socially vulnerable groups is being attained through implementation of 5 programmes: Programme for the provision of residents with compensatory equipment; Programme for the development of social services in the institutions subordinate to the Ministry; Programme of support to socially vulnerable groups and other activities of the Ministry; Social services infrastructure development programme; Programme for the provision of social services in children's day centres of NGOs.

On the basis of data gathered through interviewing top managers and secondary information sources innovations on the policy and on the social service level were checked on a wide scale. They were such as follows:

- **New programmes regarding current issues.** In 2004, the Ministry of Social Security and Labour, in carrying out the measures implementing the Government Programme for 2001-2004, drafted the Republic of Lithuania Government resolution on Approval of the National Demographic (Population) Policy Strategy. The purpose of the Draft Resolution is to approve the National Demographic Policy Strategy, formulating in it the objectives and tasks of priority component elements of the demographical policy, its vision, state mission and

implementation actions for the period until 2015, with a view to creating more favourable conditions for demographical behaviour and welfare of the population, reducing the depopulation level, and improving social-demographic development of the country. The improving situation of the elderly are viewed as important task of social security policy.

- **New Public information strategies**. Having regard to the urgent topics in the sphere of activities of the Ministry of Social Security and Labour in 2003, the Ministry prepared and implemented *public information strategies and action plans in the following spheres falling within its* competence: Pension System Reform, New Developments of the Labour Code, Fight with Violence against Children, Poverty Reduction Strategy Implementation Programme, Financial Social Assistance Reform, Social Services Reform, Reform of Establishment of Disability and of Social Security Measures for Disabled and EU Integration.
- **Public awareness increasing.** Counselling of individuals on social security matters by letters, telephone consultations, receptions of the citizen were complemented by responses through e-mail, and some information for inquiries is placed in the Ministry's Internet website.
- **Development of Public Relations of the Ministry.** The mission of public relations of the Ministry of Social Security and Labour is to inform the public about social security and labour policy pursued by the Ministry, to develop information and educative measures. The main objectives of public information strategy for 2003 were introducing the social security and labour policy pursued by the Ministry to the public, mass media, public and municipal authorities and institutions, social partners and other organisations, timely familiarising with urgent topics in this field, active cooperation with regional media, and also search for new more effective and attractive ways of communication with the public. The established objectives were implemented in cooperation with national and regional mass media. While recording ministerial activity reflected in mass media in 2003, the Public Relations Service carried out daily monitoring of press releases, and prepared monthly analysis. During 2003, for the purpose of developing information and educative activities, the Ministry prepared and published information, promotional, and educative leaflets, brochures and other

publications of 10 types on new developments regarding reform of the pension system, EU integration process, flexible work organisation, financial assistance to families, social integration of disabled, familiarisation with the Ministry's activities, and 4 video clips. In 2003, graphical and information updates were introduced in the Internet website of the Ministry which was used for regular placement of information about social security and labour policy pursued by the Ministry. In addition, the internal host of the Ministry used for developing internal communication was renewed. A separate Internet website intended for the new pension accumulation system was developed to provide the most recent information about pension accumulation on regular basis. Numerous users visited Internet websites of the Ministry designated for delivering the most urgent information in attractive and clear manner.

- **Innovations in labour market integration of different social demographic and marginalised groups.** Application of active labour market policy measures to different social demographic groups was conduct by Lithuanian Labour Market Training Authority at the Ministry of Social Support and Labour. The mentioned Authority has prepared many novel formal and non-formal training programmes, that are managed in computer databases and accessible to all users in the Internet (www.darborinka.lt) (37 programmes of distance non-formal training, 18 vocational training programmes for disabled). Also full Lithuanian Classification of Occupation was prepared and placed in computerised database with free access for users.
- **Establishment and development of new networks, partnerships, links, databases.** Productive co-operation among organizations on different levels was reached. For example, the meeting of representatives of the Ministry of Social Security and Labour, the Ministry of Education and Science, the State Labour Inspectorate, employees and employers organisations was convened on the matters of organisation of training on safety and health at work. Proposals were provided to reorganise training on safety and health at work, its management in the labour market VET system at the national level taking it over by the Ministry of Social Security and Labour. Participation also took place in the work of the Lithuanian Contact Point of the participants of the safety and health at work

information network of the European Safety and Health at Work Agency. Seminars, conferences, visits, international relations resulted in preparing innovative research and International workshops (in Estonia, Latvia, Poland, etc.) were carried out in preparing Leonard da Vinci Fund's international project "Management of Safety and Health at Work in Small and Medium sized Enterprises". Implementation of .Recognition and Assessment of Professional Qualifications which is a part of the EU PHARE Project .Employment and Social Policy, Free Movement of Workers is in process now. The project involves the Ministries of Education and Science, Health Care, Environment, and Justice, the State Food and Veterinary Service, the Centre of Quality Assessment in Higher Education. The Project is aimed at facilitating improvement of recognition and assessment of professional qualifications and covers the following fields of activity: analysis of existing legal base of Lithuania in line with requirements of EU regulations and directives. Training, conferences, seminars for teachers, lawyers, engineers and representatives of the sector of health care, social care, probation and individual studies material. The Project Preparation of Competence-based System of Qualifications is being implemented with specialists from Finland. The purpose of this Project is to ensure the opportunity first of all to adults to acquire a nationally recognised qualification, to establish closer relationships between primary and continuous VET systems, to facilitate cohesion of primary and continuous VET, to promote lifelong learning and to prepare for the EU membership.

- **Implementation of novel administrative procedures.** On 3 December 2002, the Seimas of the Republic of Lithuania adopted the Law on the Pension System reform, and on 4 July 2003 the Law on the Accumulation of Pensions and the Law on the Supplementary Voluntary Accumulation of Pensions, defining conditions of participation in the accumulation of pensions. These Laws establish that each permanent or temporary resident of Lithuania, who is employed and has full social insurance or at least full social insurance pension cover, is free to choose participation in the accumulation of pensions. Implementation of the pension system reform is aimed at achieving miscellaneous objectives of which the most important are the following: increasing the amount of old-age pensions,

because usually return on financial investments exceeds both, the rates of growth of wages and of social insurance pensions; reducing state obligations to forthcoming old-age pension beneficiaries, by transferring part of obligations to present pension accumulation participants.

- **Increase in support and using of scientific research and knowledge.** More and more demands and decisions on social policy are based upon the scientific research. For example, The National Demographic (Population) Policy Strategy has been developed in observance of the Draft Strategy worked out by scientists of the Institute of Social Surveys. While recognising that the most urgent present and future demographical problems are rapid and essential changes taking place within the family, quantitative reduction of population, low birth rate, high mortality rate, rapid rates of ageing of the population, intensive flows of migration, and in view of the fact that the issues of ageing of the population and elaborated in the National Strategy for Overcoming the consequences of the Ageing of the Population, this Strategy covers the fields of family welfare, public health and migration. The Strategy describes situation in each sphere, analyses strengths, weaknesses, opportunities and threats, defines objectives, tasks and implementing actions.
- **Increased involvement of NGOs**. The number and diversity of non-governmental organizations (NGOs) in Lithuania is rather significant. The organizations differ in terms of qualifications, efficiency of activities, and the scale of citizen inclusion. The majority (63 percent) of country's NGOs make a certain contribution to the reduction of poverty and increasing the social welfare. The organizations implement projects related with education and professional training, provide assistance for the disabled and youth to participate in the labour market. Other major spheres of activities of domestic NGOs include social integration, training for elder people, children care, social services, assistance for patients, distribution of charity, legal assistance, development of communities in rural locations, encouragement of employment among women, prevention of violence against women and social assistance to violence victims.19 Enhancement

[19] www.nisc.lt/tyrimai.php#tyrimas 3

of voluntary drive is equally important. One of the objectives of National Action Plan against Poverty and Social Exclusion in 2004-2006 is more significant involvement of NGOs in the consideration and settlement of social problems, provision of social services20.

- **Raising investments into people and education**. One of the key priorities of Lithuania according to the top managers of social policy is Lithuania is implementing its employment policy in observance of the Lisbon strategy objectives, emphasising the importance of more effective investments into human resources with a view to improving work quality and productivity. For the purpose of implementing these objectives, the Human Resources Development Division set up at the Ministry of Social Security and Labour in 2003 is responsible for the enforcement of the labour market vocational education and training (VET) policy of the Government of the Republic of Lithuania, functioning of the labour market VET system, preparation and implementation of the strategy of the labour market human resources policy and participation in pursuing the Republic of Lithuania Government policies in the field of free movement of individuals.
- **Enlargement of EU impact.** Active EU pre-accession process of the last year enabled Lithuania to strengthen international cooperation and to address matters that were urgent to more than one country or one region. Many social policy solutions have already been conditioned by Euro-integration requirements. EU membership is a good precondition for Lithuania to implement the EU social market model and to raise the level of economic wellbeing and the quality of life.

Discussion

In an effort to define a common methodological framework within which to study innovation in the public sector, several hypotheses have been put forward (PUBLIN proposal B) and related policy questions suggested. These give a '*problem driven view'* of the issue under study (den Hertog, 2003)[21]. The "backbone" of the discussion regarding the data gathered through the interviewing and analyze of secondary sources is

[20] www.socmin.lt

[21] PUBLIN Guideline Report for Work Package 4 and Work Package 5. PREST/CRIC, University of Manchester June 2003.

four phases of innovation process: (1) initiation, (2) design and development, (3) selection, diffusion and utilization and (4) evaluation and learning.

Initiation

Statement 1A: Public sector innovation at the service level is problem driven.

In the case the innovation idea was born out of the need to "solve a problem", i.e. replace institutional social services for the elderly by more effective and cheaper services that are more relevant for increase of social cohesion. Primary rationales for the service innovation under the study were demands cross-variety of governmental programmes and orders - to develop community oriented non-institutional services for vulnerable groups, and the elderly among them. The top managers under the study also noticed the Government's interest in providing social security at an "affordable cost" and in "reducing institutionalization of groups at risk" as institutional care "marginalized older", "weakened the family institution". Social Security Centre at Vilnius Municipality and its team under the leadership of its director Mrs. Angele Cepenaite played an important role in the creation of the innovation, as they believed that involving of aged people into Day care centre's activities will increase the level of their social activity and the quality of their life, and it was recognized as very important social aim.

Innovation under the study seemed to be related also with changes in beliefs and attitudes of public leaders highlighted during late decade towards the target group as receiver of social support: front–line managers reasoned out that "the aged people may not be treated as outsiders in current society", the elderly need not only **"**to have bread buttered for life", but also to satisfy needs of higher order, and "it is obligatory for social care managers to regard that", etc. The partnership and support from international partners (SIDA and World Bank) also contributed to the innovation under the study.

The innovation under study was developed partly proactively, but at the same time activities of public organization (non-formal unit of aged people) and manifestation of old people needs to n local government made an important impact on the initiation of a particular innovation (day care centre). For example, special role in initiating the innovation under this study was played by non-formal organisation of aged people "Bočiai" (*the advanced – Lith.).* Before the establishment of the Centre the members of advanced-in age people spent a lot of time at the library of the municipality. Their leader was man having "plenty of guts". He used to translate the ideas of the group to local authority such as follows: "aged people were treated with special respect in soviet times, but the current situation is disregarding", "it is damaging do not use the smart and experience of the elderly", etc. At least the representatives of the group were involved into the purposive discussions at the first steps of preparing the project application.

Furthermore, interviewees by service level expressed the awareness in real needs of service receivers that is reached by direct communication with clients, and sometimes were sceptical regarding the usefulness of scientific research ("experience is better than theory"). According to some respondents they try "to be sensitive to receivers", and "to

hear out the voice of people" and to organize the providing of relevant service, and "sometimes very original solutions have born-out". Involving recipients into the direct discussion on acute issues seems to be important current task for service providers in developing the relevant goals and ways for their achieving, and increasing the service efficiency.

Statement 1B: Public policy learning innovation is problem driven.

Innovations on policy level have been facilitated by different forces: pressure from outside (for example, EU requirements or UNO), and inner ones (for example "personal ambitions of politician"), and only some innovations appeared as consequence of policy learning. The process of learning (regarding innovation) was not evaluated as permanent or systematic enough on the policy level and seemed to be more reactive than anticipate: "training coursers usually are responsive to the past or present instead of future", "high position often is confused with high competence". Also it was noticed that top managers are not interested in analyzes of failed innovation, and usually only "good praxis" is spread out. Mistakes or failures in the implementation of innovation usually are "covered from public eyes", and they have negative consequences only for "executors or front-line managers", and the lack of personal responsibility on the top level was noticed. All this weakened the motivation for innovation on operational level and decreased the effectiveness of policy learning.

Policy innovation in the public sector was recognized as born out of the need to solve specific policy related problems or concerns, which became "publicly noticeable", Specific problem-orientated policy innovations in some cases were transformed into more general forms of policy learning through the development of interdepartmental contacts and networking, involving academicians and outside experts into public discussions. Active position and involving of broadcast often played important role in this process. Interviewees by policy level appreciated more scientific point of view to current problems and confirmed the research as more important resource of innovation comparing with the front-line managers. A condition mentioned above was evaluated as "one of current need" for the improving social policy strategic planning in seeking to make the process more proactive. Though it can be noticed that scientific research often was perceived as (or "narrowed" till) survey and its target was understood as awareness in the statistical data.

Statement 2: Performance targets are a driver for innovation. Performance targets are a facilitator for innovation.

It was confirmed in the interviews that performance targets *must be* the main driver for public sector innovation, and providing of social services in the day centre gives examples of operational and structural changes that served as examples of this. But on the other hand, the examples of innovations in the service sector were given when the drives for creating and implementation of innovation were personal initiative and efforts (for example, a leader of an organization sought to realize his own ambitious idea or satisfy his own current need, or innovation was an application of "personal learning").

Another finding was that usually innovation policies are directed at performance measurement, but evaluation of effectiveness of innovation is problematic enough, as general criteria for measurement are not available for evaluation of performance in some

cases. For example, advisable usefulness of Day centre from the perspective of service users and its managers were not so persuasive for top managers. Conclusion was made that for the development of innovation the revision of the criteria for evaluation of efficiency of innovation is necessary: applying not only quantitative indications (i.e. the expansion of service, the number of receivers), but also qualitative indications (i.e. satisfaction of users) must be involved.

Statement 3: This innovation is "top-down" (i.e. policy-led) as opposed to "bottom-up" (i.e. practice-led).

The innovation under the study has been accounted for mixed direction initiatives, top-down and bottom-up, and impacted by inner organizational and external factors. As it was mentioned above, the project of the first Day centre for the elderly appeared in response to demands of state programs and strategic orientations of social policy – to increase social cohesion and to improve the quality of social services for old people. It can be concluded also that the development of non-stationary social services and support to operating institutions was promoted mainly through government programmes implemented by the Ministry. But the pressure of non-formal organization of aged people (pressure from "down") and the initiatives of local managers of municipal Social Security Centre played crucial role in the design, diffusion and implementation of the innovation.

In general, the differences between "top-down" (i.e. policy-led) innovations and "bottom-up" (i.e. demand/practice-led) innovations were shared by the interviewers in two dimensions - efficiency and easiness: top-down innovations seemed to be more easy-going, but less efficient than bottom-up ones.

Design and Development

Statement 1: This innovation is developed through imitation of private sector practice.

The results of the interviewing showed that the idea of Day care centre for aged people was not new and the experience of such kind of organizations abroad was not unknown for project group. Also there was a set of Day centres for children and disabled in Lithuania and the working group could learn a little bit from it. Innovation under the study was also facilitated after observations of models of providing services for the elderly in the "third sector" and private initiatives (especially abroad). Though, it was not a direct imitation of private practice as all implementations and running of the innovation was shaped by local conditions and anticipation of special needs of the target group. The further development of the innovation (expand scale of services) needed additional financial resources, and collaboration with private companies and charity were involved. Also some traits of market were introduced, as local administrator (municipality) offered services for old people that were bought from the enterprises. The participants of Day centre also initiated some activities (travels, excursions) and invested a part of their own money for it (for example, covered part of travel expenses).

Statement 2: The choices and features of this innovation is influenced by underlying organisational politics, dominant values and belief systems

The statement was true in the case under this study. The organisation of social care for the elderly in Lithuania influenced the implementation of a concept of Day care centre. The organisational politics and beliefs systems of the key actor in providing the innovation – Municipal Social Support Centre – shaped the development and features of the innovation. The important note made by the majority of interviewers was that the level of organizational culture and readiness for change played the crucial role in the innovation design and development. Innovation process is damned if there are no relevant organizational culture or personnel of the organization is not prepared for acceptation. Development of innovation in large degree depends on ability of managers and personnel "to cope with uncertainty and being involved". So, it can be conclude that involving personnel into innovation processes, facilitation and support of informing and training impact the readiness for innovation and innovation success.

There were three "hearths" of conflicts that shaped features of the innovation under the study: issues regarding management, finance problems and differences in beliefs.

First resource of tension was dealing with administration and management problems. Following questions were answered in different ways on different levels: to what extent the Day centre can be autonomic organization with its own vision developed in respect with ideas and needs of its participants? What role the direct manager may play, what competence he/she may display and in what scale of the responsibility? What criteria can be used for evaluation of the efficiency? The director of municipal Social Security centre offered their staff member to the position of the head of Day centre and sought to give her such wide autonomy as possible and described her role as facilitator and consultant of the participants – aged people, but the authorities from the Municipality and the Ministry sought to apply more "strict forms of control" and bureaucracy, and at least that became "a bit of a bind" to creativity and involving the leader into direct communication with participants of Day centre. One more issue of friction among different stakeholders was question about the criteria for evaluations. Perception of innovation on top-management level was strongly connected with awareness in efficiency. Though it was clear enough to the managers of different level that quality of offered services and satisfaction of customers is even more important issue than expanding their amount, the numbers of offered services and their receivers still dominant in the required reports from officials. And there is no clear understanding according to what criteria the efficiency of such special organization as Day centre must be evaluated till now.

Another source of tension was material provision of Day centres. As it was mentioned in previous part of this paper, first of them ("Atgaiva") was located in a little (however, separate) house, and another one ("Pilaite") was housed in one (not suitable) room of the district office. The personnel of the office did not welcome the permission for grouping of old and disabled people in their facility. Some incidents facilitated the efforts of the head of Day centre to get more suitable premise, but the question stays open till now. Limited finance resource did not allow acquiring equipment necessary for expansion the scale of offered services and that disrupt the satisfaction of customers needs (for example, in sewing, laundry, computing) and possibility to correspond to expectations of

evaluators. That was drive for seeking collaboration with enterprises and creating new partnership projects.

The third resource of confrontation was connected with different beliefs and attitudes of different groups of investigators. First of all changes on the political level were needed for creation the innovation: relevant structural changes and new ways of delivery of responsibility were based on new treatment of customer not as passive service receiver but as person able to make choice and be responsible for the quality of owns life (despite the age). This was reached not without impact of international organizations (such as UNO, EC) and some new inner factors. For example, establishing new social work study programmes at the universities of Lithuania that were based of new ideology of social work and treatment of client. Day centres are carrying out social work according to the principle of help to self-help and trying to organize their activities in relevance to real needs of their clients. According to the respondents under the study the main aims of their activity ("to provide aged people with encouragement to think and actively approach their problems", "to cope with failure of their life quality", "to increase their social activity") could not be reached without new humanitarian ideology of social care.

In more general sense, the discrepancy between the attitudes of top managers from different generations towards innovation was noted. Some of them seemed to be related with age ("older persons are more conservative") and others - with different experience ("in the environment of "planned economy" innovation was treated as misdemeanour").

At the political level Day care centres from the beginning were appreciated as "good and cheap practice for achieving important social goals", but politicians from other Ministries (than Social Security one) and public authorities were not aware in this innovation. Public also was interested in "more important events" of public life (criminals, political scandals, for example). That facilitated the director of Social Security Centre and the head of Day centre to invite media and to prepare few publications on the issue. Correspondents were meet with "bread and salt" at the Day centre and found so much optimism and illustrations of "sound mind in sound body". Media reported about improvement of social care policy of aged people and special achievements of some clients of the Day centre (in handicrafts, arts, English, altruistic initiatives, etc.), noticed useful collaboration among the church, school and aged people organization. That increased popularity of Day centre among oldest and strengthen status of day centre in the social care system.

The main effective innovations in the public sector seems to be reached by involving top managers and direct services provides in common problem-solving processes.

Statement 3: The end user was involved in the innovation process

As it was described in previous chapters of this paper, manifestation of the end users – members of non-formal aged people organization – was one of critical events in initiation of innovation under the study. End users – clients of Day centre – were and still are important actors that facilitate and initiate different activities of Day centre and shaped forms of its social services. Clients are involved in planning, running, evaluating, diffusing among surroundings of services providing in the Day centre. That helps the process of matching the real needs of target group and responds to Day centres ideology.

Not always individual opinions are the same and interpersonal conflicts arise. But group discussion and searching for consensus is usual practice that helps to find the most appropriate decision in conflict situation. But all these functions of the end users cover the organization of "inner life" of Day centre. The head of Day centre is mediator between clients and officials and in many situations she played double role of "hammer-anvil".

Selection, Diffusion and Utilisation

Statement 1: The diffusion of the innovation required effective networking, competence building and alternative thinking

The hypothesis that the selection and diffusion of major service level innovations that can potentially have a radical effect on the public sector require effective networking, competence building and alternative thinking was confirmed.

Public sector seems to be more open for innovations and tolerant for risk than private one. May be it is related with more "uncovered" personal responsibility for failure. But innovation is "great challenge" for managers from "old generation" who stored their experience during soviet times and prefer "certified methods". They are skilled enough and adhere their established roles, but conservative regarding new viewpoints. Despite that new tendency in the management of national public sector can be observed during last three years: rejuvenated cohort of managers.

As it was described previously, the organizational culture may play role of facilitator or barrier regarding innovation, and capacity and readiness of managers and other personnel to accept the change sometimes is fateful. The case also shared that individual traits and cognitive schemas of the manager (i.e. skills, creativeness, self-awareness, etc.) shape the innovation process under his competence. It is possible to make a conclusion that the investment in human resource development could have an added value to the organizational efficiency, therefore, politicians as well as managers need to be trained.

Regarding to social service sector, the important resources of skilled and innovative managers are implementation of Social work studies programmes at national universities and establishment of Social Workers Training Centre of Lithuania. Important drive for individual professional learning and creation of different training programmes and purposive training courses was the implementation of Quality Assessment and attestation of social workers (that was commences in 1998). The qualification category of social worker is established in observance of educational background, service record, and skills upgrading criteria and having regard to the work carried out by the social worker.

As it was noticed in describing of innovations on the political level, creation of an open communication platform connecting various actors at operational level served as pre-condition of implementation successful programmes. It was achieved by creation IT and publicly accessible data basis, publications and presentations at meetings, seminars, conferences, and partnership in common projects.

Statement 2: The diffusion of this innovation required co-ordination between different governmental institutions and/or departments

Innovation on the service level was diffused within municipalities of Lithuania, and Ministry of Social Security and Labour coordinated the process.

Innovations on the policy level were spread through the collaboration among the Ministries and relevant departments. Communication networking, according to majority of respondents, is effective enough on the intra-governmental level and co-ordination among different Ministries is well done. More problematic is communication and collaboration among governmental institutions and inter-departments. But this case study did not give enough information for interpretations the former statement.

Evaluation and Learning

Statement 1: Evaluation played a critical role in the innovation process. Research institutions played a critical role in the innovation process. Interaction with other institutions/firms played a critical role in the innovation process.

It can be said that innovation under this study played a critical role in evaluation of social services. Usually used criteria for evaluations appeared to become insufficient. It became clear that such "un-preferable" aspects as satisfaction of end users, public opinion, etc. must be measured in order to evaluate the innovation in addition to number of service receivers, amount and cost efficiency.

Research institutions did not play a critical role in the innovation process. There was no involvement of such institutions in the process. One attempt to involve the research institution was done in planning earlier innovation – structural change of Social Support Centre. But instigators of innovation evaluated findings and recommendations of researchers as not meaningful and rejected the collaboration.

On the other hand, interviewers on the policy level underlined that innovations in the public sector is not the result of a passive process adaptation of R&D based findings at service level, but the product of complex processes and interactions between policy makers and related agencies and organisational constituents at service level. Innovations in the public sector are seen as non-profit oriented and based not only upon practical experience but also upon scientific research, i.e. public innovations require network with academicians and researchers. Another important note was that the improvement of policy and implementation of innovations requires investments into personal growth and support for not only formal, but also informal communication.

Findings and recommendations

- The term "innovation" is used in official programmes and public reports and became more and more popular in the objective communication and in the language of top-managers and politicians.

- Innovation on the service level was perceived as new or improved service, provided using non-traditional for current service system form of management and distribution of responsibility. Perception of innovation on top-management level was strongly connected with awareness in efficiency, i.e. increasing quantitative and qualitative characteristics of service or process.
- Day centre for the elderly and disables under our study represents innovation as it provides altered services, based upon novel (for recent times) rationalities, using non-traditional for service system forms of management and distribution of responsibility.
- The cohesion of society and social integration was priority of high level among the aims of national social policy and policy-makers refer to the importance of match between the change and aims of society development. Changes in beliefs and attitudes towards the target group and its needs facilitated policy decisions.
- Public policy innovation is born out of the need to solve specific policy related problem or concern but sometimes it is not relevant for the current public needs.
- Innovations in the public sector have been accounted for mixed direction initiatives, top-down and bottom-up, impacted by inner organizational and external factors, but never was a direct copy of models outside the public sector.
- The main inner factor usually is organizational culture (facilitator or barrier of innovation), including capacity and readiness of managers and other personnel to accept/create the change.
- Personal traits and cognitive schemas of the manager (i.e. openness to new experience, self-awareness, etc.) shape the innovation process under his competence.
- In regard to former, new demands for personnel skills, motivations and personal traits for service providers were settled up, and innovativeness appeared as one of the most preferable characteristics of modern manager.
- Investments in human resource development could have an added value to the organizational efficiency and effectiveness, therefore, politicians as well as managers need to be trained.
- For the development of innovation on the service level the revision of the criteria for evaluation of efficiency is necessary: applying not only quantitative

indications (i.e. the expansion of service, the number of receivers), but also qualitative indications (i.e. satisfaction of users) must be involved.

- Creation of an open communication platform connecting various factors at operational level served as pre-condition of implementation of political decisions.
- There is discrepancy between the attitudes of top managers from different generations towards innovation. It can be related with age (older persons are more conservative) and/or with different experience (in the environment of “planned economy” innovation was treated as misdemeanour).
- The process of learning (regarding innovation) is not permanent or systematic on the policy level. Top managers are not interested in analyzes of failed innovation, and usually only "good praxis" is spread out. Mistakes or failure in the implementation of planned innovation usually have negative consequences for front-line managers, and there is lack of personal responsibility on the top level.
- There is lack in innovation research; however, the successful implementation of innovations requires networking among policy-makers, managers, and researchers. Involving of end-users in the evaluation and in the innovation process shapes the design and increases the innovation effectiveness.

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http://www.nisc.lt/tyrimai.php#tyrimas3

Appendix

Table 1. Population number by sex and age. Estimate at 1 January 2003

Age	Total			Urban areas			Rural areas		
	Total	**Males**	**Females**	**Total**	**Males**	**Females**	**Total**	**Males**	**Females**
OVER working age	**697749**	**219044**	**478705**	**424616**	**130551**	**294065**	**273133**	**88493**	**184640**
Working age	2076006	1045412	1030594	1452593	707735	744858	623413	337677	285736
0-15 years	688798	352848	335950	440042	225032	215010	248756	127816	120940
Total	3462553	1617304	1845249	2317251	1063318	1253933	1145302	553986	591316

Source: Statistics Lithuania. Demographic Yearbook. Vilnius, 2003

Table 2. Structure of the number of old people (70+) (%)

	1995	2000	2005	2015
Total	7.4	8.2	9.1	10.2
Men	5.0	5.7	6.3	7.4
Women	9.4	10.5	11.6	12.7

Source: Nordic/Baltic Social Protection statistics//Nordic Social Statistical Committee, 2003.

Table 3. Pensioners and pensions

	1995	1996	1997	1998	1999	2000	2001	2002	2003
Number of pensioners (at the end of year), thous.[1]	895,1	902,7	907,5	917,2	927,6	941,1	933,7	942,4	946,0[3]
Expenditure on pensions, LTL mill.[1] compared to GDP, % [1]	1555,4 6,1	2177,3 6,7	2671,7 6,8	3231,3 7,3	3538,5 8,2	3586,1 7,9	3553,4 7,3	3650,6 7,1[2]	3873,5[3] 6,9[3]
Old-age pensioners paid by the State Social Insurance Fund (average annual number), thous.	656,8	655,3	651,0	648,0	644,6	644,5	636,9	625,4	610,8
Average old-age pension, LTL [4]	151,0	192,4	242,6	287,8	310,2	312,5	317,6	323,1	340,5

Disability pensioners paid by the State Social Insurance Fund (average annual number), thous.	139,2	147,0	152,2	158,8	165,9	173,6	181,1	188,0	196,3
Average disability pension, LTL	139,3	176,8	221,9	260,9	278,9	279,6	277,7	282,2	296,8

[1] data revised according to the ESSPROS methodology.
[2] non-final data.
[3] provisional data.
[4] 1995 - 2002 – non-working pensioner.

Source: http://www.std.lt/web/main.php?parent=619

Table 4. Number of stationary care institutions and their inmates in 1990-2003

	1990	1995	1998	2001	2003
CARE INSTITUTIONS FOR OLD PEOPLE	**11**	**64**	**90**	**93**	**94**
INMATES	2224	3394	4173	4428	4761

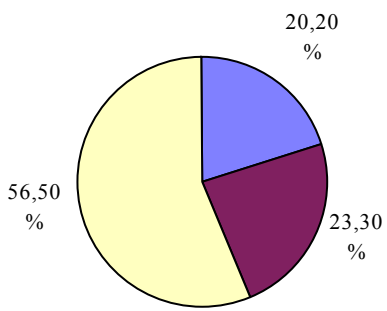
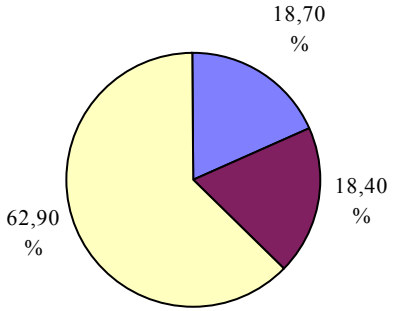
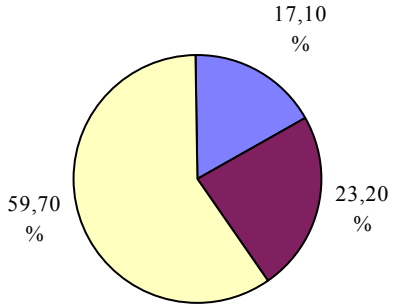
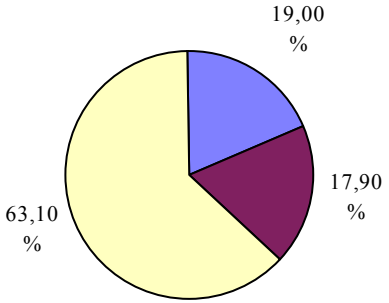
Data provided by the Department of Statistics under the Government of the Republic of Lithuania (source: Social Report, 2003)

Table 5. Citizens of Vilnius by age and sex

Age	Total	male	female	1000 male in proportions to female
At all	**542287**	**247097**	**295190**	**1195**
0-4	24748	12786	11962	936
5-9	29100	14855	14245	959
10-14	36864	18707	18157	971
15-19	41511	20575	20936	1018
20-24	46979	22319	24660	1105
25-29	42884	20925	21959	1049
30-34	42911	20891	22020	1054
35-39	44476	20955	23521	1122
40-44	43392	19505	23887	1225
45-49	37621	16700	20921	1253
50-54	33797	14250	19547	1372
55-59	**27717**	**11574**	**16143**	**1395**
60-64	**27861**	**11393**	**16468**	**1445**
65-69	**22391**	**8899**	**13492**	**1516**
70-74	**19371**	**7257**	**12114**	**1669**
75-79	**11965**	**3233**	**8732**	**2701**
80-84	**4579**	**1247**	**3332**	**2672**
85-89	**2715**	**660**	**2055**	**3114**
90-94	**1101**	**278**	**823**	**2960**
95-99	**211**	**51**	**160**	**3137**
100+	**37**	**8**	**29**	**3625**
Didn't indicate	56	29	27	931
0-14	90712	46348	44364	957
Working age	**356789**	**171280**	**185509**	**1083**
Retired	**94730**	**29440**	**65290**	**2218**

Source: http://www.std.lt/web/main.php?parent=1072

Chart 1. Distribution (and prognosis) of population in the Republic of Lithuania according to the age groups (%)

	1995	2015
IN THE COUNTRY		
IN URBAN AREAS		

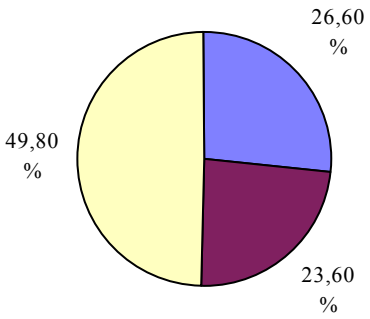
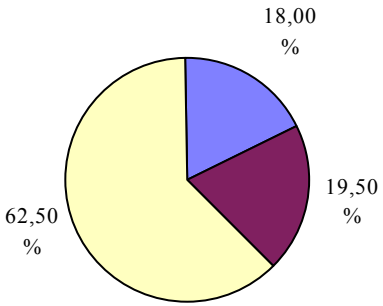
IN RURAL AREAS		

Chart 2. Social services providing

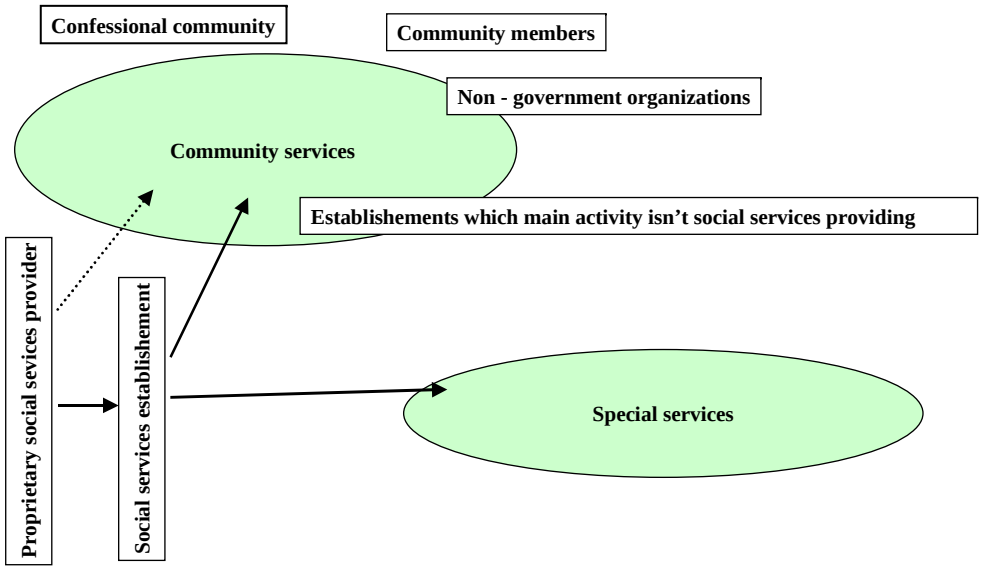


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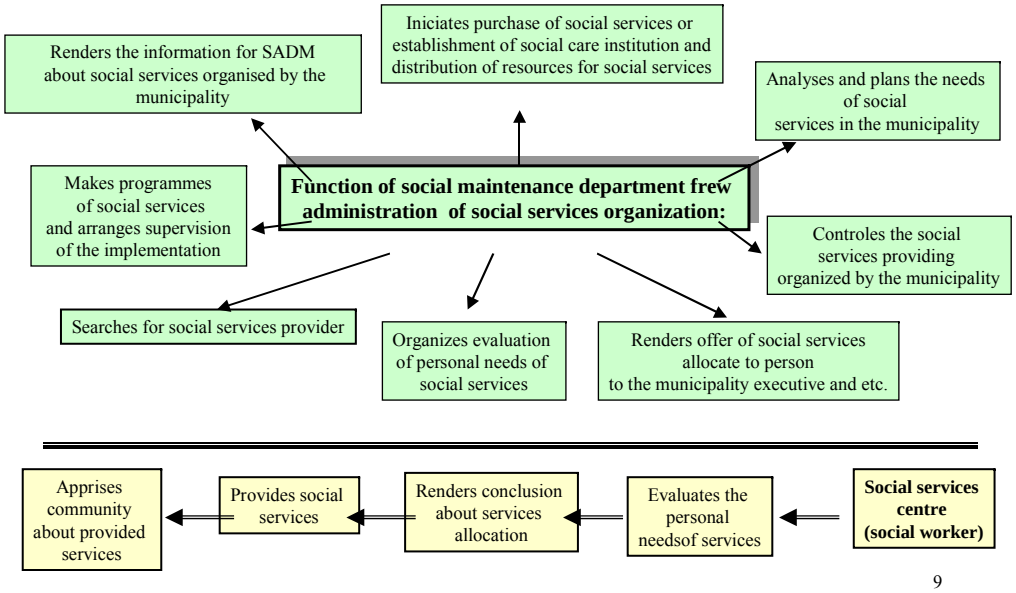
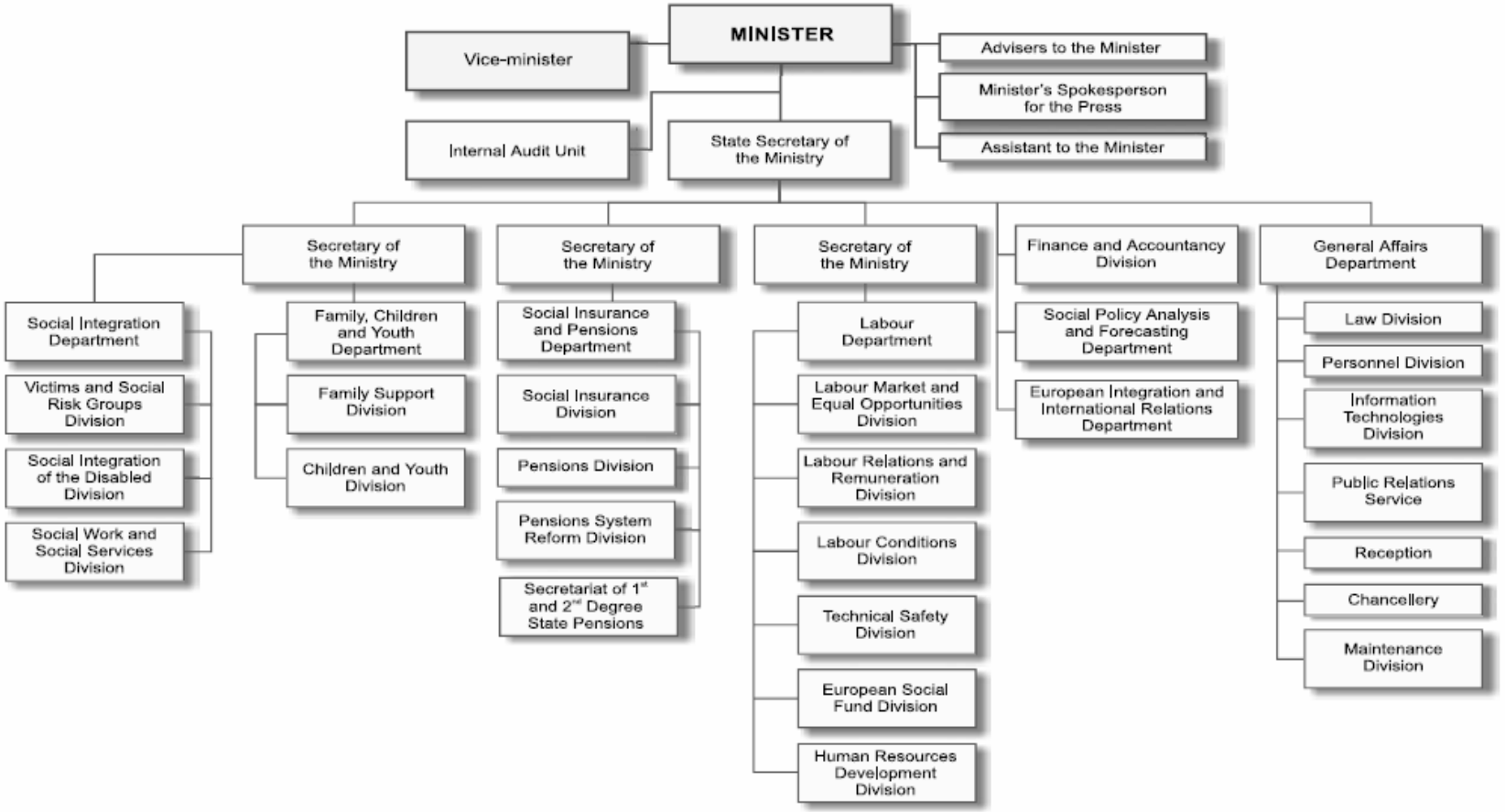
Chart 3. Functions of Social Support Centre at Vilnius municipality



Source: http://www.nisc.lt/tyrimai.php#tyrimas3

5.1 MANAGEMENT STRUCTURE OF THE MINISTRY OF SOCIAL SECURITY AND LABOUR



Box 1. **Secondary information sources**

The Program of Development of the Infrastructure of Social Services for 1998-2000 (1998).

Programme for the Development of Infrastructure of Social Services extended for the period 2004-2006.

Law of the Republic of Lithuania on Local Self-government (1994).

Pension System Reform Concept, LR Government Resolution No. 465, 2000-04-26; Republic of Lithuania. National Action plan Against Poverty and Social Exclusion in 2004-2006.

The Strategic Action Plan of the Ministry for the year 2004 was developed in observance of the Republic of Lithuania Government Resolution No. 265 of 26 February 2003 on Approving the Plan for Drafting Financial Indicators of the 2004 State Budget and Municipal Budgets of the Republic of Lithuania.

National Report of the Implementation of the Outcome of the World Summit for Social Development (1999).

Law on Social Services (1996).

The Law On The Principles Of The Social Security System (1990).

Box 2. **Expenses of the ministry of social security and labour for programmes in 2004 (thousand LTL)**

Unemployment reduction programme - 9224
Programme of scientific research of the standards of living, employment
Of population, social insurance and social support in Lithuania - 488
Programme for the prevention of occupational diseases and improvement
Of safety at work - 742
Programme for the use of the guarantee fund - 2000
Special skills upgrading programme for social workers - 211
Objective of the appropriation manager: to develop an effective social assistance system and ensure the social integration of socially vulnerable groups of the society:
Programme for the provision of residents with compensatory equipment - 3120
Programme for the development of social services in institutions subordinate to the ministry - 8826
Programme of support to socially vulnerable groups and other activities of the Ministry - 83169
Social services infrastructure development programme - 2167
Programme for the provision of social services in children's day centres of NGO's - 1700
National programme for the drug control and drug addiction prevention 808
Objective of the appropriation manager: to maintain sustainability of the social Insurance system and implement the pension reform introducing accumulation In pension funds, and concurrently securing the stability of current payment of social insurance benefits
Programme of state and support (social) pensions and of state social support 453027
Total appropriations for programmes of the Ministry of Social Security and Labour 637138

Data of the Ministry of Social Security and Labour, www.socmin.lt

On the PUBLIN case studies

The following general presentation is based on the PUBLIN guideline report for case study researchers. See also the introduction to the case study summary report.

The overall aim of this PUBLIN study has been to gain insights into the processes of innovation and the associated policy learning in the public sector. These should contribute to the development of a theory (or theories) of innovation in the public sector, and contribute usefully to policy analysis. Within this study framework, the aims of Work Packages 4 and 5 (the case studies) have been *to understand the interplay between policy learning and innovation at the policy level, and innovation at the service level within the public sectors under study.*

More specifically, the objectives of each Work Package are:

1. To understand the innovation processes present within national public health systems/social service systems.

2. To understand the learning processes underlying policy development in publicly regulated health/social service sectors.

Innovation

Green, Howells and Miles (2001), in their investigation of service innovation in the European Union, provide a suitable definition of the term innovation which denotes a process where organisations are

> "doing something new i.e. introducing a new practice or process, creating a new product (good or service), or adopting a new pattern of intra – or inter-organisational relationships (including the delivery of goods and services)".

What is clear from Green, Howells and Miles' definition of innovation is that the emphasis is on *novelty*. As they go on to say,

> "innovation is not merely synonymous with change. Ongoing change is a feature of most… organisations. For example the recruitment of new workers constitutes change but is an innovative step only where such workers are introduced in order to import new knowledge or carry out novel tasks".

Change then, is endemic: organisations grow or decline in size, the communities served, the incumbents of specific positions, and so on. Innovation is also a common phenomenon, and is even more prominent as we enter the "knowledge-based economy".

An innovation can contain a combination of some or all of the following elements:

- New characteristics or design of service products and production processes *(Technological element)*

- New or altered ways of delivering services or interacting with clients or solving tasks *(Delivery element)*

- New or altered ways in organising or administrating activities within supplier organisations *(Organisational element)*

- New or improved ways of interacting with other organisations and knowledge bases *(System interaction element)*

- New world views, rationalities and missions and strategies. *(Conceptual element)*

Case study statements

In an effort to define a common methodological framework within which to study innovation in the public sector, several research orientation statements were put forward and related policy questions suggested.

These give a '*problem driven view'* of the issue under study. It should be strongly emphasised that this list was only intended to be indicative of what propositions might be tested and it was revised during the course of the PUBLIN study.

For instance, the following statements were added to the ones listed in the table below:

Entrepreneurs played a central role in the innovation process

- Was there a single identifiable entrepreneur or champion?

- Was the entrepreneurs assigned to the task?

- Had the entrepreneurs control of the project?

- What was the key quality of the entrepreneurs? (management, an establish figure, position, technical competence, access to policy makers, media etc)

- Incentives

There was no interaction between policy and service level (feedback)

- To what extent was the policy learning a result of local innovation?

- Are local variations accepted, promoted or suppressed?

- To what extent does the innovation reflect power struggles at the local and central level?

- Was there dissemination of the lessons learned, and was this facilitated by specific policy instruments?

- Where there evaluation criteria? (When?)

- Who where the stakeholders that defined the selection criteria? Did problems arise due to the composition of this group of stakeholders?

- How did the interaction and/or the interests of the stakeholders influence the selection of the indicators used?

Policy recommendations

Based on your experience from case studies, give concrete policy recommendations.

1. Preset also policy recommendations given by the respondents

2. Are the any examples of "good practice"?

The case study reports all try to comment upon these statements.

Moreover, all participants were also asked to use a comparable design for the case study itself and for the case study report.

Service Innovation		Policy Learning	
Statements	**Questions**	**Statements**	**Questions**
Initiation		**Initiation**	
Public sector innovation at the service level is problem driven	What was the primary rationale for the innovation under study? Were there supporting rationales? Was the innovation developed proactively or reactively? Where did (recognition of) the need for the innovation originate?	Public policy learning innovation is problem driven.	How can specific problem-orientated policy innovations be transformed into more general forms of policy learning? Is policy learning largely a reactive or proactive process?
Performance targets are a driver for innovation. Performance targets are a facilitator for innovation.	What are the most appropriate incentives and drivers for innovation in the public sector system under study? Be aware that it may be a driver and not a facilitator	Policies directed at performance measurement are a driver for policy innovation Policies directed at performance measurement are a facilitator of policy innovation	What are the most appropriate incentives and drivers for innovation in the public sector system under study? Be aware that it may be a driver and not a facilitator
This innovation is "top-down" (i.e. policy-led) as opposed to "bottom-up" (i.e. practice-led).	Does the location of the pressure for the introduction of an innovation impact its diffusion and development? Each country case should describe to what extent it is a top-down or a bottom-up innovation	This innovation is "top-down" (i.e. policy-led) as opposed to "bottom-up" (i.e. practice-led).	Does the location of the pressure for the introduction of an innovation impact its diffusion and development? Each country case should describe to what extent it is a top-down or a bottom-up innovation
Design and Development		**Design and Development**	
This innovation is developed through	Where did the innovation arise? Does it	This innovation is developed through	Where did the innovation arise? Does it

imitation of private sector practice.	have models outside or inside the public sector?	imitation of private sector practice.	have models outside or inside the public sector?
The choices and features of this innovation is influenced by underlying organisational politics, dominant values and belief systems	To what extent have the choices and features been driven by conflicts (specify: power, funding, belief systems … etc) between different stakeholders? How did the introduction of the innovation overcome the resistance to change at the service level?	The choices and features of this innovation is º influenced by underlying politics, dominant values and belief systems	To what extent have the choices and features been driven by conflicts (specify: power, funding, belief systems … etc) between different stakeholders? How did the introduction of innovations overcome the resistance to change at the policy level?
The end user was involved in the innovation process	What was the role of the end user? Were they involved in order to improve the design features or to increase acceptance of the innovation and/or for other reasons? If they were not involved, explain why.	The end user organization was involved in the innovation process	What was the role of the end user organisation? Were they involved in order to improve the design features or to increase acceptance of the innovation and/or for other reasons? If they were not involved, explain why.
Selection, Diffusion and Utilisation		**Selection and Deployment**	
The diffusion of the innovation required effective 1. networking, 2. competence building and 3. alternative thinking		The selection and deployment of the innovation required an environment that encouraged effective 1. networking, 2. competence building and 3. alternative thinking	

The diffusion of this innovation required co-ordination between different governmental institutions and/or departments	How can inter-governmental roadblocks be by-passed? To what extent does intra-governmental co-ordination depend on direct political interaction? To what extent does intra-governmental co-ordination depend on stimulus from a crisis situation? Does fragmentation of government create a barrier?	The most challenging public policy innovation takes place at the intra-governmental (inter-functional) level.	How can inter-governmental roadblocks be by-passed? To what extent does intra-governmental co-ordination depend on direct political interaction? To what extent does intra-governmental co-ordination depend on stimulus from a crisis situation? Does fragmentation of government create a barrier?
Evaluation and Learning		**Evaluation and Learning**	
Evaluation played a critical role in the innovation process Research institutions played a critical role in the innovation process Interaction with other institutions/firms played a critical role in the innovation process	Did the innovation meet the expectation of the stakeholders at various stages of the innovation process? Did the innovation have unintended consequences (e.g shifting bottlenecks)? Did the innovation induce other innovations? Is there evidence of policy learning and any associated structure? Had lessons been drawn from earlier innovation processes?	Evaluation played a critical role in the innovation process Research institutions played a critical role in the innovation process Interaction with other institutions/firms played a critical role in the innovation process	Did the innovation meet the expectation of the stakeholders at various stages of the innovation process? Did the innovation have unintended consequences (e.g shifting bottlenecks)? Did the innovation induce other innovations? Is there evidence of policy learning and any associated structure? Had lessons been drawn from earlier innovation processes?