



**NATIONAL AUDIT OFFICE
OF THE REPUBLIC OF LITHUANIA**

**PUBLIC AUDIT REPORT
ORGANISATION OF EDUCATION AND TRAINING OF
STATUTORY OFFICERS**

19 December 2012, No. VA-P-40-1-16
Vilnius

SUMMARY

Audit started 31 January 2012
Audit completed 19 December 2012

Full audit report in Lithuanian is available on the website
of the National Audit Office: www.vkontrole.lt

There are about 50 thousand civil servants working in state institutions today, approximately half of them are statutory civil servants (officers). Pursuant to the Law on Civil Service, a statutory civil servant is a civil servant whose service is regulated by a statute approved by the law establishing special terms and conditions of admission to the civil service, performance of the service, responsibility and other conditions related to the specific features of the service, and/or who has public administrative powers with respect to persons who are not subordinate to him.

Statutory civil servants ensure public safety, public order, extinguish fires, do rescue work, carry out pre-trial investigation, protect the state border, supervise sentenced persons, perform customs inspection of goods (freight), etc. Having in mind the importance of the functions performed by statutory civil servants and seeking to ensure high quality of the performance, special attention should be paid to appropriate education and continuous training of these officers.

Future officers, whose job descriptions require having a higher education, are prepared in educational institutions falling within the regulatory domain of the Ministry of Education and Science. Persons seeking to occupy the lowest ranking (C-level) officer positions, are trained at

vocational training institutions, training centres set up by statutory bodies, or at statutory bodies themselves. Officers in the lowest ranking positions directly perform functions of ensuring public safety. These officers account for about half of all statutory officers. Their training is regulated by the Law on Vocational Education and Training, Statute of the Internal Service and Statute of Service in the Prison Department under the Ministry of Justice. Costs of competence development of all level officers and training of future officers seeking to occupy the lowest ranking (C-level) positions are covered from the State budget. The audit assessed organisation and execution of the education and training of these officers aiming at providing responses to the following questions:

- do statutory bodies organise education of officers in due manner;
- is training of officers organised in due manner;
- do statutory bodies manage officer education and training resources in due manner.

We analysed the education of policemen, border guards, fire fighters and rescuers, prison wardens and other persons seeking to occupy the lowest ranking (C-level) positions and assessed organisation of the training of all officers of statutory bodies. We established that the education and training of statutory officers is organised insufficiently effectively.

The following audit conclusions and recommendations were formulated upon assessment of audit findings:

Audit conclusions

1. The education of statutory officers has not always been organised effectively due to the following reasons:

1.1. the Minister of the Interior has not set up an education system for internal service officers as provided for in the Statute of the Internal Service, the provisions of the Statute of Service in the Prison Department under the Ministry of Justice of the Republic of Lithuania which regulate vocational training of officers have not been agreed with the Law on Vocational Education and Training, and no general principles of the vocational training of statutory officers have been set;

1.2. the Training Centre of the Prison Department, the VIP Protection Department and the Public Security Service provide education of officers without observing the legislation on vocational training because vocational training certificates are not issued to the graduates and these persons do not meet the requirement laid down in the Law on Civil Service, namely, to have acquired professional qualification;

1.3. the Lithuanian Police School and the Fire Fighter Training School do not prepare a sufficient number of policemen and fire fighters because the determined number of officers to be prepared is not sufficiently linked to the needs of statutory bodies;

1.4. having entered the service, officers of police institutions and institutions subordinate to the Prison Department are not able to perform all functions provided for in their job descriptions because of the failure to gain necessary qualification in due time.

2. There are no uniform principles for planning, organising and implementing training of statutory officers and for monitoring and coordinating the quality of training therefore officers' competence development is not always organised in due manner:

2.1. when planning competence development of officers, the Police Department, the Fire and Rescue Department and the Prison Department have not established priority training objectives and priority training groups in their planning documents;

2.2. the VIP Protection Department, the Public Security Service and the Financial Crime Investigation Service, in breach of legislative requirements, have not developed yearly competence development plans;

2.3. statutory bodies were purchasing training services from persons which are not on the List of Competence Development Institutions for Civil Servants and whose activities are not related to the training of civil servants.

3. State budget funds for the education and training of statutory officers have not been used in a sufficiently efficient and cost-effective manner because:

3.1. funds planned and allocated to vocational training institutions of the internal affairs system are not linked to the number of students;

3.2. the salary of the teaching staff of statutory training institutions does not depend on their workload;

3.3. officers of institutions subordinate to the Prison Department and officers of the VIP Protection Department and the Public Safety Department, unlike other statutory officers, are not required to serve a certain period of time after the completion of the education, or to reimburse their education-related costs in case of failure to serve the established time for no valid reason;

3.4. The Statute of the Internal Service and implementing legislation have not established the composition of all education-related costs, which result in the recovery of different types of costs from officers by the institutions.

4. The Lithuanian Police School and the Fire Fighters School have fragmented infrastructure thus failing to provide preconditions for effective organisation of the training process and use of the existing premises, human and financial resources.

Audit recommendations

To the Government of the Republic of Lithuania:

1. With a view to organise and carry out training of statutory officers in a more efficient manner, to take decisions on improvement of the training of these officers laying down principles for planning, organising and implementing their training and for monitoring and coordinating the training quality.

2. Considering the fact that State budget funds are planned and allocated to vocational training institutions of the internal affairs system without taking into account the number of students, to revise the funds planning and allocation procedure approved by the Government so that funds are planned and allocated to vocational training institutions of statutory officers upon assessment of the planned training scope.

To the Ministry of the Interior of the Republic of Lithuania:

1. With a view to ensure efficient education of officers in accordance with the law and preparation of the required number of suitably qualified officers, to establish a system of education of officers of the internal service as provided for in the Statute of the Internal Service.

2. With a view to ensure the use of State budget funds in a cost-effective manner:

2.1. to adopt a procedure for calculating the workload of the teaching staff of vocational training institutions of the internal affairs system which ensures adequate payment for their work;

2.2. to determine what constitutes recoverable costs related to the education of officers;

2.3. to take decisions on rearrangement of the infrastructures of the Lithuanian Police School and the Fire Fighters School, which would enable reduction of the administrative costs of these schools and improvement of officers' education and training conditions.

3. With a view to ensure that persons who have graduated from vocational training institutions of the internal affairs system are immediately able to enter the service in a statutory body, to revise the procedure for passing a test of convoying.

To the Ministry of Justice of the Republic of Lithuania:

1. To amend the procedure for organising officers' training so that future officers (C-level) are prepared before entering the service and, having entered the service, already have necessary competence to carry out functions assigned thereto.

2. With a view to ensure efficient use of State budget funds for the education of future officers, to establish the following:

2.1. an obligation for trained officers to serve a fixed period of time or to reimburse all education-related costs in case of failure to serve this time for no valid reason;

2.2. a procedure for calculating the workload of the teaching staff of the Training Centre of the Prison Department which ensures adequate payment for their work;

To the Ministry of the Interior of the Republic of Lithuania and the Prison Department under the Ministry of Justice of the Republic of Lithuania:

1. Seeking effective organisation of the training of statutory officers and consistency and continuity of the training, to ensure that all statutory bodies establish priority competence development objectives and training groups and draw up annual officers' competence development plans.

To the Police Department under the Ministry of the Interior:

1. With a view to avoiding duplication of functions of the Lithuanian Police School and statutory bodies when police officers who already have completed training have to take a test for entering the service, to revise the procedure for taking such tests.

The Office of the Prime Minister of the Republic of Lithuania, the Ministry of the Interior of the Republic of Lithuania, the Ministry of Justice of the Republic of Lithuania, the Prison Department under the Ministry of Justice of the Republic of Lithuania, and the Police Department under the Ministry of the Interior have provided a plan on the implementation of the recommendations.