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Digitalizacija v zdravstvenem sistemu Slovenije

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Povzetek:
Raziskovalno vprašanje (RV): Ali se digitalizacija v sistemu zdravstvenega varstva (SZV) v Sloveniji uveljavlja v skladu s potrebami in pričakovanji?
Namen: Proučiti, katere so ovire, ki zavirajo hitrejšo implementacijo digitalizacije v SZV v Sloveniji.
Metoda: Uporabila sem primerjalno analizo teoretičnih izhodišč za sistemske spremembe in praktičnih spoznanj uvajanja digitalizacije v SZV v Sloveniji.
Rezultati: Ugotovim, da vse dotlej, ko bomo SZV v Sloveniji očistili anomalij, ki zavirajo njegov razvoj in inovacijsko rast, se nam bodo dogajale težave na področju implementacije sistemskih sprememb.
Organizacija: Zdravstvena politika, je ključen element, ki s svojim ne-ustreznim delovanjem ne vpliva razvojno na SZV.
Družba: Sedanja neučinkovitost digitalizacije SZV vpliva na družbo v smislu neustreznih pogojev delovanja SZV in slabšanju socialnega statusa državljanov.
Omejitve/nadaljnje raziskovanje: Potreba po nadaljnjem raziskovanju na področju sistematičnih sprememb in digitalizacije v sistemu zdravstvenega varstva.

Ključne besede: zdravstveni sistem, Slovenija, digitalizacija, sistemsko razmišljanje.

1 Uvod

Trenutna kriza v delovanju sistemu zdravstvenega zavarovanja (SZV) v Sloveniji ni le splošni pojav, vezan na ciklusno gibanje gospodarske rasti in gospodarskega upada ter spremenjenih bolezenskih dejavnikov in potreb prebivalstva po zdravstvenih storitvah, ampak je posledica (ne)prilagodljivosti delovanja SZV splošnim, ekonomskim, sistemskim in organizacijskim načelom delovanja in procesa razvoja organizacijskega sistema. Ob tem je potrebno priznati, da se aktivnosti digitalizacije v SZV Slovenije dogajajo, vendar so učinki teh sprememb aplikativno premalo učinkovito in predvsem zapoznelo apli cirani v delovne procese SZV Slovenije. Razlogi za to so izključno v organizacijsko in sistemsko ne-pripravljenem okolju, kamor želimo aplicirati spremembe, tudi digitalizacijo v opazovanem sistemu.

Kljub visokemu deležu investicij v digitalizacijo delovnih procesov v SZV v Sloveniji, so učinki manjši, kot je naraščanje entropije, ki v SZV v Sloveniji deluje.

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2 Teoretična izhodišča

Menedžment je temeljna (izhodiščna) spremenljivka, ki poleg lastnikov deluje na (pre-) oblikovanje organizacijskega sistema. Spozna potrebe po spremembi, jih na strateškem nivoju načrtuje in sproža ter po potrebi usmerja aktivnosti, da bi spremembe bile inovativne. Pri tem smiselno uporablja zakon potrebne in zadostne celovitosti.

Časovna dimenzija je za posamezne kategorije različna. Spreminjanje kulture je dolgotrajnejša - večletna aktivnost, časovna dimenzija izvedbenih (re)organizacijskih aktivnosti (fizične, informacijske in digitalizacijske, dokumentacijske, …), je krajšega roka - v okviru (do) enega leta, vsaj večinoma.

Digitalizacija je opisovanje objekta, slike, zvoka, dokumenta ali signala (navadno analognega signala) z binarno kodo, običajno z namenom, da bi ga shranili oz. elektronsko obdelali na računalniku ali drugih elektronskih napravah. Pretvorba analognih informacij se izvede s postopkom skeniranja in kvantizacije navaja prispevek na spletni strani (https://sl.wikipedia.org/wiki/Digitalizacija).

Zakonodaja sicer določa pristojnosti posameznih podsistemov znotraj SZV, vendar o SZV ni mogoče govoriti kot o pojavu, kjer je uvedeno sistemsko (tj. na celoto usmerjeno) in sistematično (tj. na podrobnosti, dele in doslednost usmerjeno) dogovarjanje in medsebojno povezovanje z ustreznim pretokom informacij. Vsak podsistem v okviru SZV bolj ali manj sam zase zbira, producira in za svoje potrebe uporablja informacije; nekoliko več informacijskih povezav, a žal ne informacijsko in podatkovno usklajenih aktivnosti, je zaznati na relaciji med Ministrstvom za zdravje (MZ) in Zavodom za zdravstveno zavarovanje Slovenije (ZZZS). (op. avtorja)

Projekt eZdravje je bil predviden v Načrtu razvojnih programov za obdobje od 2006 do 2012, ki ga je s proračunom za leti 2008 in 2009 sprejel Državni zbor Republike Slovenije. Projekt je do konca leta 2015 delno financirala Evropska unija iz Evropskega socialnega sklada. Skladno z Zakonom o zbirkah podatkov s področja zdravstvenega varstva, je s 1. 12. 2015, izvajanje aktivnosti eZdravja prevzel Nacionalni inštitut za javno zdravje (NIJZ). Izvajanje aktivnosti financira MZ.

Mediji so povzeli oceno Računskega sodišča (RčS), ki je revidiralo projekt eZdravje. Članek navaja:

> *»Projekt eZdravje sestavlja 20 informacijskih rešitev, ki naj bi v zdravstvo in za paciente prinesle večjo varnost in kakovost, a jih je le sedem v polni uporabi. Primeri dobre prakse: Telekap, to je video posvetovanje zdravnikov na daljavo z nevrologi o urgentnih primerih sumom na možgansko kap (obravnavanih 1.500 pacientov), eRecept, kjer je bilo izdanih 14 milijonov elektronskih receptov za zdravila hitro in varno, zVem, ki od januarja 2017*

> *omogoča vpogled pacienta v lastne zdravstvene podatke, dostop do eRecepta in uporabo eNaročanja. Manj uspešne rešitve: eNaročanje, to je elektronsko naročanje na zdravstvene storitve, na RčS ocenjujejo slabše, saj je uporaba omejena, podatki o čakalnih dobah pa napačni, vključenih je premalo izvajalcev; Teleradiologija, to je izmenjava radioloških slik med zdravniki: uporaba je skromna, pacienti so morali sami skrbeti za prenos radioloških posnetkov; Centralni register podatkov o pacientih, kjer RčS opozarja, da si zdravniki niso elektronsko izmenjevali podatkov; eRCO, kjer zdravniki niso vodili podatkov v evidence o cepljenju in neželenih učinkih. Ob predaji projekta v upravljanje NIJZ pred dvema letoma so bile v uporabi le štiri informacijske rešitve eZdravja, eno so izvajalci zdravstvenih storitev uvajali, preostalih pa niso uporabljali ali le v omejenem obsegu. Navedbe ministrstva glede statusa projekta eZdravje, po oceni RčS niso v celoti izražale dejanskega stanja. Ministrstvu za zdravje pa v RčS med drugim priporočajo, naj za prihodnje projekte uvede celovito metodologijo projektnega vodenja in naj opredeli postopke ravnanja v primerih, ko izvajalci zdravstvene dejavnosti niso pripravljeni uporabljati informacijskih rešitev eZdravja."* V prispevku navaja Rednak (2017, str. 5).

Odkrivanje pomanjkljivosti v primerjavi z najpopolnejšimi organizacijskimi sistemi je tisto, kar lahko pripomore k praktičnim spoznanjem, da je potrebno pri obvladovanju problemov vključiti bistveno več sistemskega razmišljanja. Spoznavanje in uporaba (teorije) živih sistemov lahko pripomore k tem spoznanjem, saj v splošni razpravi avtorji in uporabniki teorije živih sistemov (TŽS) opisujejo žive sisteme kot (skoraj idealno) organizirane sisteme, navaja Swanson (2005), vendar brez primerjave z drugimi teorijami sistemov. Za pomoč pri raziskavi si zato pomagamo tudi z dialektično teorijo sistemov (DTS).

Sistemsko razmišljanje pomeni težnjo h kvaliteti, popolnosti in celovitosti obvladovanja problemov, kar pripomore k praktičnim spoznanjem da je potrebno pri obvladovanju problemov vključiti več sistemskega razmišljanja.

Miller v svoji raziskavi (1978) temelji svoja spoznanja na spoznanju, da je mogoče kompleksne strukture, ki nosijo življenjske procese, ugotoviti na sedmih hierarhičnih ravneh kot stopnjah zapletenosti:

- celica,
- organ,
- organizem,
- skupina,
- organizacija,
- družba in
- mednarodni sistem**.**

Miller je kasneje dodal med organizacijo in družbo še skupnost (ang. *community*), ki pa je le ena od oblik združevanja ljudi na teritorialni ipd. podlagi, torej družbe.

Hierarhija Millerju pomeni nadgradnjo z vidika obsega in zapletenosti, ne organizacije ali oblasti.

Skupne značilnosti živih sistemov:

- So odprti sistemi z mnogimi vhodi (ang. *inputs*) in izhodi (ang. *outputs*) različne materije (energije, informacije).
- Vzdržujejo neko stanje negentropije, čeprav v njih potekajo entropične spremembe tako kot povsod drugod. To dosegajo z uporabo inputov v obliki hrane ali goriv, druge vrste energije, organizacije ali negentropije (kot nižanje entropije). Razlika jim omogoča obnavljanje lastne energije ali odpravljanje razgradenj v lastni organizacijski strukturi. Schroedinger po že omenjenem delu Millerja (1978) trdi, da se »organizem hrani z negativno entropijo«. V živih sistemih se tvorijo in razgrajujejo mnoge snovi. Gradienti se vzpostavljajo in rušijo. Potekata učenje in pozabljanje. Za vse to morajo biti živi sistemi odprti in imeti neprestane inpute in outpute materije, energije in informacij. Če živi sistem gradimo tako, da ne more več potekati izmenjava, pride do pojava, ki ga Brillouin imenuje "smrt zaradi konfiguracije (ograditve)". Iz tega izhajajoča dezorganizacija bo privedla do prenehanja obstoja sistema.
- Imajo več kot neko minimalno stopnjo kompleksnosti.
- Vsebujejo genetsko zasnovo, ki jo tvori dezoksiribonukleinska kislina (DNK), ki je verjetno posledica - naslednik predzgodovinske DNK, zapisa, ki je skupen "vsemu živemu". Del zapisov je vzorec - originalni "načrt" ali "program" za njihovo strukturo in procese od njihovega nastanka naprej.
- V glavnem jih sestavlja vodna suspenzija makromolekul, proteinov, sestavljenih iz okoli 20 aminokislin in drugih karakterističnih organskih spojin. Lahko vsebuje tudi nežive sestavine.
- Imajo "odločevalca", pomemben podsistem, ki upravlja celoten sistem tudi s tem, da zagotavlja, da podsistemi in komponente med seboj sodelujejo. Brez take interakcije, ki jo upravlja "odločevalec", ni sistema kot zaokrožene celote.
- Živi sistemi imajo tudi podsisteme, ki gojijo simbiotske ali parazitske odnose. Le-ti izvajajo procese namesto tistih podsistemov, ki takih lastnosti nimajo.
- Sistemi so organizirani tako, da tvorijo "samoupravljajoče se", razvijajoče se in enotne sisteme, usmerjene k smotrom in ciljem.
- Živi sistemi lahko obstajajo le v njim ustreznih okoljih. Vsaka sprememba v takem okolju (npr. temperature, vlage, zračnega tlaka, vsebnosti kisika v zraku ali prekomernega sevanja v zraku, preko relativno ozkega območja, ki prevladuje na površju zemlje) povzroči obremenitve, na katere se živi organizmi ne morejo prilagoditi.

Dialektični sistem Mulej et al. (2000) opisuje v celotnem delu kot sistem (= splet) vseh bistvenih in samo bistvenih sistemov (= miselnih slik o obravnavanem objektu, uvedenih z izbranih vidikov), ki so vsebinsko delne in enostranske, a formalno zaokrožene (= celovite) miselne slike o nekem obravnavanem objektu. Uvedemo jih z različnih soodvisnih posamičnih vidikov. Čim prej jih tudi povežemo, da skupno predstavljajo zaokroženo in dokaj (čim bolj) celovito sliko o obravnavanem objektu. Taka slika je več kot vsota slik s posamičnih vidikov; pokaže namreč lastnosti celote, ki jih posamezni vidiki sami ne morejo pokazati. Zaradi omejitve na izbor sistema (bistvenih) vidikov, pa vendarle ne vseh, popolna celovitost ni dosegljiva. A omejitev na prešibko celovitost ali celo na enostranskost povzroča presenetljive, pogosto neugodne spreglede in posledice.

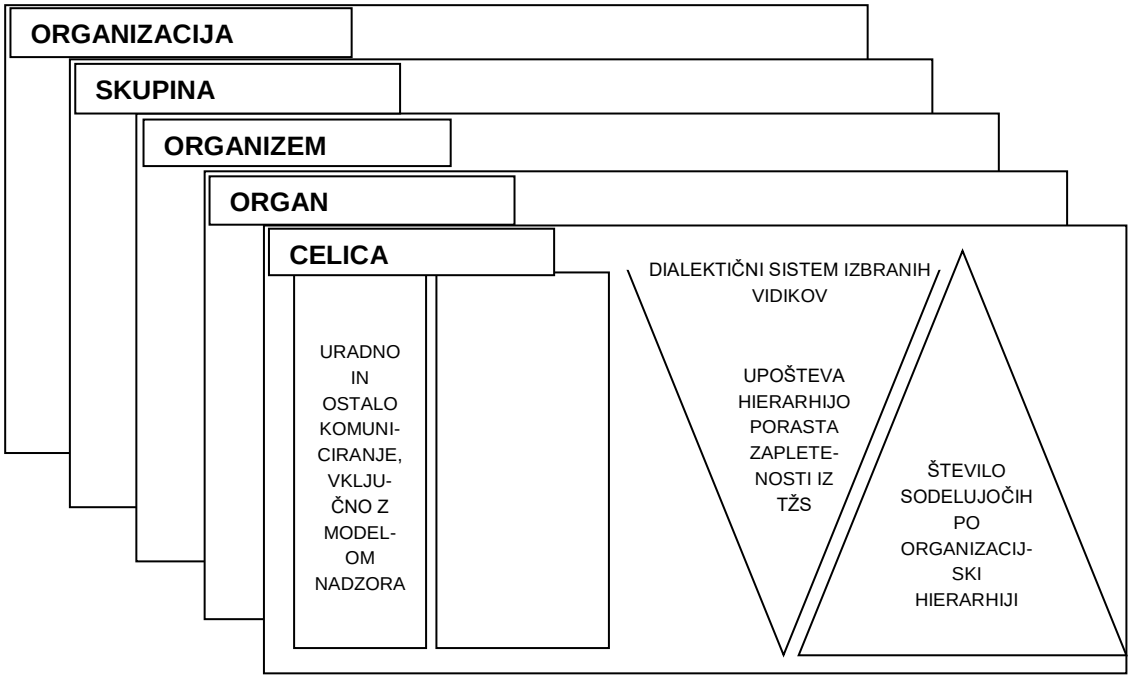
DTS torej pomeni splošno metodološko osnovo dela, s katero poskušamo doseči sposobnost:

- upoštevati istočasno vse bistvene značilnosti in samo bistvene značilnosti obravnavanega pojava, vključno z njegovim okoljem in njegovim spreminjanjem (glej sliko 1);
- upoštevati vse bistvene in samo bistvene medsebojne povezave med vidiki/sistemi, ne le sestavine in povezave znotraj sistemov.

←----------		----------→
Enostranskost z omejitvijo na en sam izbrani vidik – miselno sliko	Dialektični sistem (= omrežje), ki povezuje vse bistvene in samo bistvene vidike v miselno in/ali čustveno sliko o obravnavanem pojavu, ki ustreza zakonu zadostne in potrebne celovitosti in zato dovolj zreducira redukcionizem, da omogoča dovolj stvarno obravnavo.	Popolna celovitost z omrežjem čisto vseh vidikov – miselnih slik

Slika 1. Razlika med navidezno, potrebno in zadostno ter popolno celovitostjo. Povzeto po M. Mulej et al., 2012, *Univerza v Mariboru*, str. 11.

Sistem je potrebno spoznavati po delih, če ne gre drugače, vendar tako, da nobenega dela ne proglasimo za dokončno celoto, pač pa poskušati s povezovanjem takšnih delnih spoznanj v prepleten splet (= sistem) doseči kar se da celovito sliko in delovanje, s tem pa ustvarjalnost, ki ni le navidezna, ker ni le enostranska.



Slika 2. Model KTS. Prirejeno iz »doktorske disertacije«, po T. Mlakar, 2007, *Univerza v Mariboru,* str. 80.

DTS zagotavlja težnjo k spreminjanju sklada vrednot, znanja in vednosti (= subjektivnih izhodišč), ki pospešuje proces integracije novih modelov v prakso. Le-tega širimo racionalno tako, da izbiramo in prepletamo bistvene vidike vsakega podsistema, kar nam omogoča miselno sistemsko obvladovanje celotnega novega modela. Pri tem ne smemo zanemariti tudi vpliva na čustva. Čustva so pri človeku kot izvajalcu delovnih procesov, zamišljenih z modelom, izredno nevaren element podzavesti ali zavesti človeka – izvajalca delovnih operacij, ki bi moral biti zgolj racionalen. Vplivajo lahko izgrajevalno, praviloma pa razgrajevalno na delovanje celotnega sistema. A izključno racionalen, človek ne zmore biti.

Vplive čustev, ki lahko na sistem vplivajo motivacijsko ali pa razgrajevalno, kontrolna teorija sistemov (KTS;) iz doktorske raziskave Mlakarjeve (2007), katere vsebino prikazujem samo s sliko modela (Slika 2), skuša izločiti tako, da v vsako izvedbeno fazo delovnega postopka vgradi kontrolni mehanizem, ki bo imel nalogo zmanjšati negativne vplive čustvenega delovanja človeka.

3 Metoda

Podatke zbiram na osnovi spoznanj sistemskih teorij, ki jih v teoretičnih izhodiščih razlagam v prejšnjem poglavju, izvedbeno pa v nadaljevanju.

Pomembno za model KTS je predvsem to, da komparativno in sinergijsko (tj. s sintezo, ki del lastnosti spremeni v nove) uporabi znanstvena dognanja treh sistemskih teorij. O TŽS smo spoznali, da je zelo primerna, ko gre za opis podrobnosti na enaki teoretični podlagi, vendar zgolj to (Miller, 1978; Mlakar, 2000).

Teorija viabilnih sistemov (TVS) se ukvarja z organizacijami kot enim od tipov živih sistemov, a ne zgolj samo z vidika opisovanja, pač pa tudi z vidika obvladovanja (Beer, 1989; Espejo & Uršič v Mulej et al., 2000; Schwaninger, 2006a in 2006b). Glede opisa podrobnosti je kot meritveni instrument, TŽS primernejša. Glede na vsebino obeh teorij pa ocenjujemo, da ju je mogoče združiti, zato se z obema osredotočamo na analiziranje podatkov v okviru KTS.

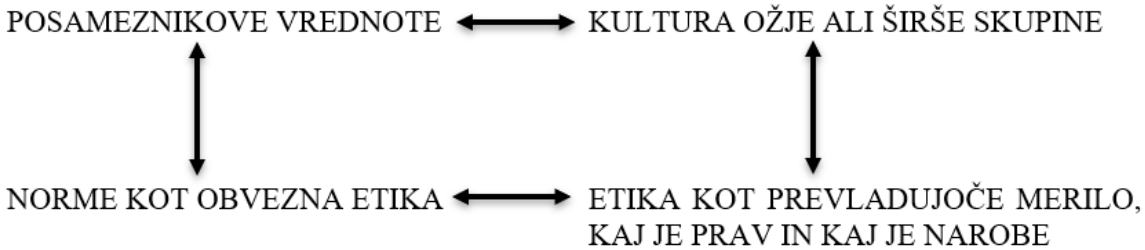
Uspešnost obeh teorij je odvisna od lastnosti ljudi, a se z njima ne ukvarjam v tej vsebini. To šibkost, v smislu zagotavljanja zanesljivosti modela odpravim, če v novo sinergijo pripeljem še DTS (Mulej 1979; Mulej et al., 1992; Mulej et al, 2004; Mulej et al., 2006; Mulej & Ženko, 2004, Mulej, 2007; Treven & Mulej, 2000).

Analitično obdelavo podatkov opravim z modelom KTS, ki sem ga teoretično opisala v predhodnem poglavju, rezultati analize pa so povzeti v nadaljevanju in v okviru slike 3 kažejo na ključne pomanjkljivosti sistema.

4 Rezultati in razprava

Sistemski preizkus s pomočjo elementov KTS ponudi zelo zaskrbljujoče rezultate. Etika, kot bistveni način uveljavljanja kulture, torej tudi pomembnega dela subjektivnih izhodišč – vrednot, mora v razmerah inovativne družbe postati in ostati celovita, tj. vključevati skrb za odjemalce, druge udeležence, poslovno in naravno okolje. Razlogi za to so ekonomski vsaj v tolikšni meri kot psihološki in sociološki hkrati. Brez sodobne etike ne moremo fizično preživeti niti poslovno imeti dovolj renomeja (= ugleda dobrih partnerjev), da bi se razrešili dragih nadzorov. Potrebno je svojo etiko zasnovati (dialektično) sistemsko, ne na tradicionalni način. Preozek egoizem se (več) ne splača navaja Mulej v že omenjenem delu (1999). Uporabnejša je družbena odgovornost (Hrast, Mulej, & Knez-Riedl, 2006), npr. v obliki medicinske etike (Flis, 2006) in kodeksa medicinske etike in deontologije.

Etika se povezuje s kulturo, normami in vrednotami, kot kaže slika 3.



Slika 3. Etika v povezavi s kulturo, normami in vrednotami. Prirejeno iz »doktorske disertacije«, po T. Mlakar, 2007, *Univerza v Mariboru*, str. 66.

Družbeno odgovornost je mogoče obravnavati kot sodobno varianto potrebe človeštva, da se vplivni ljudje in organizacije obnašajo v skladu z zakonom potrebne in zadostne celovitosti (iz DTS) namesto enostransko in zato nevarno za druge in sebe. Toda ljudje niso altruisti. Drugi druge upoštevajo, kadar jih potrebujejo. Torej je ozadje družbene odgovornosti etika soodvisnosti. Nekdanja etika solidarnosti se je spremenila v obdobju industrializacije in tržne proizvodnje za neznanega kupca z veliko konkurenčnega pritiska v individualistično.

Etika soodvisnosti in z njo družbena odgovornost se kaže kot naslednja razvojna faza. Sedanji val truda za razvoj družbene odgovornosti je torej mogoče razumeti kot nov praktičen poizkus uveljaviti zadostno in potrebno celovitost v medsebojnih odnosih ljudi kot specialistov, ki morajo živeti po etiki soodvisnosti, da ne bi propadli. Družbena odgovornost torej poizkuša preprečiti propad človeštva ugotavljajo Hrast, Mulej in Knez-Riedl (2006, str. 85) V SZV se pojavlja zelo izrazito, a tudi vse bolj problematično drago.

V SZV trenutno ni zaznati težav pomanjkanja sredstev, ključne niso težave pomanjkanja zdravstvenega kadra, ključno je pomanjkanje občutka potrebnosti vseh strokovnosti znotraj SZV in predvsem pomembnosti in odvisnosti delovanja in upoštevanja vseh teh strok. Najpomembnejše za odsotnost učinkovitosti delovanja SZV pa je pomanjkanje etičnih norm ter kulture sodelovanja, ki bi z upoštevanjem vseh podatkovnih izhodišč, z upoštevanjem zakona potrebne in zadostne celovitosti, s sodelovanjem vseh strokovnih kapacitet vseh podsistemov, lahko procesiral uveljavljanje organizacijskih sprememb, vključno z digitalizacijskimi, kjer zelo nazorno lahko zaključimo, da tudi obilica denarja ni zadosten atribut za uspešno inplementacijo.

5 Zaključek

V uvodu tega prispevka izpostavljam analitični izziv, ki naj bi odgovoril na zaskrbljujoče dejstvo, ki onemogoča zadostno in potrebno učinkovitost pri implementaciji digitalizacije v SZV.

S povezavo značilnosti TŽS in DTS ter z dodatkom organizacijskih ved, je analitičen odgovor jasen. Spremembe, ki jim pravimo sistemske, ker se dotikajo delovanja celotnega sistema oz. ključnih delovnih procesov v tem sistemu, kamor sodi tudi področje digitalizacije v SZV, se lahko uspešno, učinkovito in predvsem brez nepotrebnih dodatnih stroškov, implementirajo izključno v sistem (v tem primeru SZV), kjer so jasno in natančno upoštevana sistemska in organizacijska pravila delovanja. Za izhodišče razumevanja le-teh, smo v teoretičnem smislu izbrali TŽS in DTS, saj ocenjujemo, da sta njune vsebinske doktrine najbolj neposredno uporabne v SZV. In pokazalo se je, da je temu res tako.

Dokler pa SZV ne bomo očistili anomalij, ki zavirajo njegov razvoj in invencijsko rast, pa se nam bo dogajalo to, kar trenutno ugotavljamo na področju uvajanja digitalizacije in vseh ostalih sprememb v SZV. Pomembna je etična doktrina delovanja v vseh podsistemih in njihovo

povezovanje in sodelovanje pri izgradnji elementov predvidenih in potrebnih organizacijskih sprememb.

Imamo dve možnosti:

- zdravstvenemu sistemu dovolimo "kolaps" – z najslabšim koncem v medicinskem smislu,
- zdravstvenemu sistemu pomagamo delovati v smislu koristi vsem državljanom.

Ob tem je zelo pomembno, da se soočimo tudi z osebnostnimi kulturami udeležencev v SZV, ki jih je potrebno obvladati in usmeriti v cilj sistemskega razvoja. Te osebnostne kulture so:

- kultura (ne)poznavanja sistema,
- kultura (ne)sodelovanja in dobrih/slabih odnosov,
- kultura dobre/slabe komunikacije,
- kultura (ne)razvajenih sodelavcev,
- kultura (ne)ignorance,
- kultura zadovoljevanja (samo) lastnih interesov.

Z vidika omenjenega je nujno potrebna sistemska inovacija vrednot: kulture, etike, norm, odnosov, komunikacije, ekonomske teorije in prakse, da bi človeštvo preživelo – oz. da bi SZV ohranili v takšnem obsegu pravic in koristi, v prid izboljšanja in ohranjanja našega zdravja, kot smo ga zastavili pred dvemi desetletji.

Ko si bomo razjasnili najmanj vse to, bomo postali uspešni pri upravljanju – kamor sodijo tudi digitalizacijski preskoki. Prej uspešni zagotovo ne bomo.

Digitalizacija sodi med sistemske spremembe, uspešnost takih sprememb je zagotovljena izključno z jasno in natančno upoštevanimi sistemskimi in organizacijskimi pravili delovanja. Zato je SZV potrebno očistiti anomalij, ki zavirajo njegov razvoj in inovacijsko rast.

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Abstract:
Digitization in the Health Care System of Slovenia

Research Question (RQ): The current crisis in the functioning of the healthcare System in Slovenia is not only a global phenomenon and the pathological factors but is a consequence of the (in)flexibility of the operation of the health care System overall, the impact of the economic, system and organizational principle of the process of development. It is necessary to admit that the activities of the digitization in the health care System of Slovenia happen. But we are not sufficiently successful. The reasons for this are purely in organisational and systemic. Is digitization in the health care system (HCS) in Slovenia implemented according to needs and expectations?
Purpose: To study what are the obstacles that hinder the faster implementation of digitalization in HCS in Slovenia.
Method: A comparative analysis was used of the theoretical starting points for systemic changes and practical insights into the introduction of digitalization in HCS in Slovenia.
Results: As long as HCS in Slovenia cleans the anomalies that inhibit its development and growth, there will be problems in the implementation of systemic changes**.**
Organization: Health policy is a key element that, through its inappropriate action, does not have a developmental impact on HCS.
Society: The current inefficiency of the digitalisation of the HCS affects society in terms of inadequate conditions for the operation of the CVS and the deterioration of the social status of citizens.
Limitations/Future Research: There is much needed research in the field of HCS systematic changes and digitalization.

Keywords: health system, Slovenia, digitization, system thinking.

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Free Economic Zones' Influence on Regional Development in Baltic States

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Abstract:

Purpose and Originality: The purpose of this research was to identify how Free Economic Zones (hereinafter – FEZs) influence regional development process and to give some evidences from Baltic States (Lithuania, Latvia and Estonia). The value of the research is achieved by revealing what kind of challenges FEZs are dealing with participating in the regional development. This research is presenting results of the original empirical research made in Baltic States.

Method: The purpose of the study was achieved by using approaches of Theory of Economic Development and System Theory to explain how Free Economic Zones are acting (in relations with other regional actors) to influence the regional economic development in Baltic States. The data was collected by applying the explanatory qualitative research. The main method was the semi-structural interviews with representatives of FEZs in Lithuania, Latvia and Estonia. The method of qualitative content analysis was used for the analysis of research data.

Results: Results of this research has shown that FEZs actively interact with regional actors of host region such as public administration bodies, NGOs, businesses, universities and EU Commission in certain regions. It was revealed that although at different level in each investigated region, FEZs in Baltic States make influence on the regional development, providing new economic activities, investments in infrastructure, attraction of advanced businesses as well as formation of new businesses creates an impact on the regional development.

Society: The research results give some ideas for regional actors (stakeholders of FEZs, public administration bodies) what are main challenges for FEZs and what is needed to be done to exploit their potential to gain more added value for regions.

Limitations / further research: As the empirical research was conducted in three FEZs, results can not be generalized for all FEZs in Baltic States. But in the future the sample could include all FEZs from Baltic States and more representatives of them. More over a comparative analysis of countries with similar economic and social development level is recommended.

Keywords: free economic zone, regional development, economic development, local government, Baltic States.

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1 Introduction

Contemporary trend of globalization raise many challenges for regions and their development. Regions are essential dimension of the development process, not just in the more advanced but also in less-developed (developing) countries (Scott & Storper, 2003). The regions' development in science literature is defined as the development of the integral community life's aspects such as social, economic, environmental, health care, technology, culture and recreation in the concrete territory (Tamošiūnas, 2009). On the other hand as the pieces of a system, the economic success of a country in national level relies on competitive and dynamic regions to achieve their development objectives in following fields; political, economic, social, technological, environmental and legal. Also it is possible to find researches suggesting governments to put more emphasis on adapting subsidies to specific entrepreneurial activities and promoting the emergence of common linkages between different sectors (i.e. enterprises and universities) (Stejskal et. al., 2016). Therefore zones with economic incentives (including Free Economic Zones (hereinafter - FEZ)) together with the Industrial Clusters have become more and more popular in order to bring dynamism to the country economy through regional economy.

Economic zones phenomena got very popular when policy-making institutions become conscious with the fact attracting new investments bring along new economic activities. New economic activities mean creation of new jobs which has a vital affection on successful economic development. Although in general, such zones are considered to be "promoted by national, regional, and local governments to spur economic growth and competitiveness" (UNIDO, 2015). Due to the fact that every region has divergent development goals and characteristics, policy makers have used different FEZs policies in order to achieve the specific regional development goals.

Baltic States (Lithuania, Latvia and Estonia) became members of European Union (hereinafter - EU) on the 1st May, 2004. Since then, EU is working with these three states to achieve regional development goals as one developing region. Baltic States share the history of being occupied by several foreign powers. This separated the Baltic States from Western Europe and the rest of the world. Naturally the states had to adapt the changes of the political reforms. This led the states to look for ways to catch up with the global economy and achieve the economic development goals. OECD published "Policy insights from a decade of Baltic transition" which is mainly pointing out that "The observation of a decade of transition in the Baltic and in other transition countries reported in several OECD Surveys provides solid evidence that macroeconomic stabilization is not an end in itself. It is a necessary condition to start the reform process" (OECD, 2000). Baltic States were far behind Western EU member states in development level perspective which is why they needed solid strategic planning on development goals and sustainable solutions to the economic issues they had. One of the policies Baltic States used in order to catch up with the other developing members was to work on attracting foreign investors to lagging regions. So the Baltic States were racing two

battles at a time; trying to catch up with EU level and trying to implement micro economic stabilization policies along the regions. However stable economic development of all countries' regions is still remaining as a huge challenge for all three Baltic States. That is the main reason these research and thesis focused on Baltic States and the influence of FEZs on regional economic development.

The analysis of previous studies of FEZs revealed that some studies were focusing on main policy issues and presented FEZ as the tool for the use of policy makers (Akinci & Crittle, 2008; Gauthier, 2011; Farole, 2011; Farole & Akinci, 2011; Pakdeenurit et. al., 2014; Daru, 2016; Zeng, 2016), some were analyzing issues of the policy debate (governments policy on economic zones) (Aggarwal, 2011; Bernstein et. al., 2012; Sosnovskikh, 2017), some presented results of case studies from countries (Kocaman, 2007; Yeung et. al. 2009; Fakroun, 2012; Zeng, 2012; Zeng, 2014; Hamed, 2014), or the social perspective of the FEZs and its labour consequences (Romero, 1995; UNIDO, 2015; Neveling, 2015). There are some researches focused on FEZs and its sustainable development in Lithuanian regions (Auruškevičienė et al., 2007; Navickas et al., 2008; Navickas, 2008); FEZs and their peculiarities in Latvia (Kroders & Strazds, 2000; Rankevica, 2006; Ziedina & Piese, 2017; Gulbis, 2018; Ziedina & Piese, 2019), FEZs and their development issues in Estonia (Zoubir & Lhabitant, 2003; Skorobogatova, 2008). However, there was still a lack of the research presenting FEZ as a tool for regional development in all three Baltic States, revealing FEZs' similarities and differences.

Therefore, *the scientific problem* can be expressed by a question: how Free Economic Zones are acting (in relations with other regional actors) to influence the regional economic development? *The aim* of this research is to identify how Free Economic Zones (hereinafter – FEZs) influence regional development process and to give some evidences from Baltic States (Lithuania, Latvia and Estonia). *Research objectives* are: 1) to present the concept of FEZs; 2) to identify specifics of FEZs' activity in Baltic States (goal, structure, peculiarities of activity and connections to other regional actors); 3) to discover challenges for the activity of FEZs in Baltic States to strengthen regional economic development. *Scientific methods* as scientific literature analysis, systematization, semi-structured interviews and content analysis are used in this research.

By this research, authors aim to understand the systematic insights of the FEZs and their influence to the host country/region. The study also lays stress on economic point of view, when analysing the impacts of FEZs on regional development. Furthermore the research explains the Baltic States FEZ policies and their connection to the regional development actors. The research is an informative guideline for the public policy too; in view of the fact that it gives insights to FEZs and how they interact with the public policy actors.

2 Theoretical framework

Many regions in are looking for new ways of acting to create the competitive advantage and to attract investors. It is based on the Theory of Development, where the term "economic development" refers to long-term changes in systems of production and distribution of goods and services affecting human welfare (Copestake, 1999). In common usage, development is usually assumed to be a definition of a good thing, however, economic development seeking for long-term benefits usually is leaded by short-term "pain": local government investments (funds from tax payers), adaptation of infrastructure network, social changes in labour market (need of special group of professionals, strategies for their attraction, accommodation, network for social services' supply, etc.).

The zones with economic advantages have been a phenomenon in most of the countries in history. These zones sometimes were used to attract greater capacity in exports or imports, sometimes create a better environment in industrial activities and sometimes they were used to attract and control the Foreign Direct Investment (hereinafter - FDI) to the region or the country.

The current literature has number of titles and translations for this type of zones. A study led by ILO (Long, 1986) states that there are 19 different terms used in order to express such zones. Most popular ones are as following: Free Economic Zone (hereinafter - FEZ), Special Economic Zone (hereinafter – SEZ), Free Trade Zone (hereinafter - FTZ), Free zone (hereinafter - FZ), Export Processing Zone (hereinafter - EPZ) and Industrial Free Zone (hereinafter - IFZ). Those types of zones differ according to the establishment goal, the market orientation and features of activity, however, they have similarities too. In order to maintain the integrity and not to cause further confusion, the term "Free Economic Zone (FEZ)" is used along the outline of this research. This research was following the definition of the FEZ where it can be defined as regional industrial zone with special incentives set up to attract foreign investors (a single management or administration, tools and policy), in which imported materials undergo some degree of processing before being exported again (ILO, 2014; Zeng, 2016). This definition reflected all important features for the research: zone of industry in a region, attraction of foreign investments, policy formation and implementation.

Although there are many definitions to the term FEZ as it was used in many countries and in many languages but zones with particular tax relieves from public administration in order to attract FDI, has been a part of international economy for a long time. Especially in developing countries, the need of procuring the capital for development goals pushes policymakers to maximize the exports and also to minimize the imports as this is the way to procure the capital. Although the developed countries are providing assistance and funds to developing countries, such provisions have some limits with regulations and effectiveness. In such situations countries require policies to achieve the development goals by procuring the capital.

The need of regional policy and decisions can be attributed to large and persistent differences in economic development across sub-national regions in European Union countries (Beugelsdijk et al., 2018). In EU FEZs are used generally in order to create a policy base for regional development purposes in the lagging regions to create a competitive and attractive economic activity zone.

EU uses NUTS regional classification system* to determine the eligible regions that can benefit from various funding options supplied by EU including Regional Development Fund. As the zone structure requires incentives from each government, EU aims to prevent the organizational crimes in the member states and institutional difficulties in the public administration bodies and highlights the importance of sufficient regulatory supervision in such zones. Grounds for establishing FEZs may differ in zones, as each region and country has various goals of development, but the literature review has revealed five main goals of establishment in FEZ policy (see Figure 1).

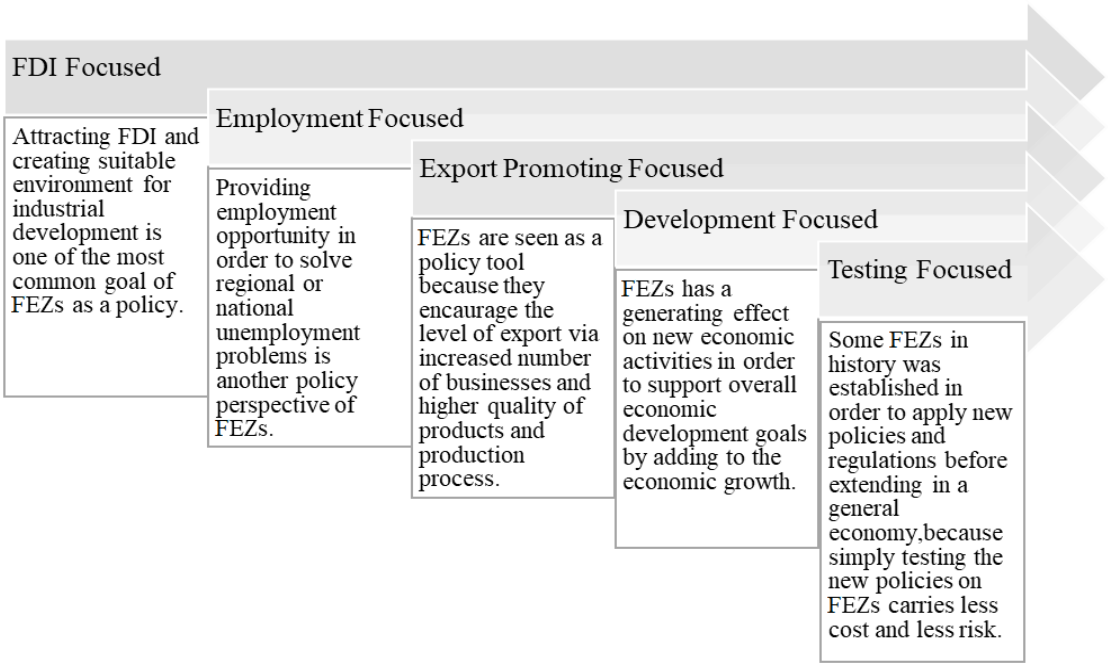

Figure 1. The common policy goals when establishing FEZs. Authors' conducted based on Madani (1999); Akinci & Crittle (2008); Farole & Akinci (2011); Zeng (2016).

These five policy goals are shared by many countries, which makes it desired and popular among the countries in need of new policies. Through FEZs, governments aim to develop and diversify exports while maintaining protective barriers, to create jobs, and to pilot new policies and approaches in various areas (Akinci & Crittle, 2008). Giving incentives on taxes

* The Nomenclature of Territorial Units for Statistics (hereinafter - NUTS) was drawn up in 1988 in order to provide a single uniform breakdown of territorial units for the production of regional statistics for the European Union (Commission Implementing Regulation (EU) 2052/88 1988).

and advantageous regulations governments are capable of controlling economy more efficiently.

Based on the System Theory it is emphasized that FEZs are acting like an open system (a group of interconnected elements (having clear relations between elements and with the whole system) and having links with other subjects (other systems or their subjects)) (Laszlo & Krippner, 1998; Casey, 2006; Bawden, 2010). To understand the institutional structure (system) of the FEZs, knowing the actors taking role is significant. The roles of the FEZs could be divided in three: FEZ unit, developer/operator and the end users (for key responsibilities and relationships in a FEZ, see Figure 2). The FEZ unit is basically the government or public side of the zone and carries out many details including supervisory of the operations in the zone. The developer is the private side and is the actor that carries out the development of the zone. Lastly end users are the companies that are actively operating in the Zone and are entitled to the zone incentives supplied by FEZ unit.

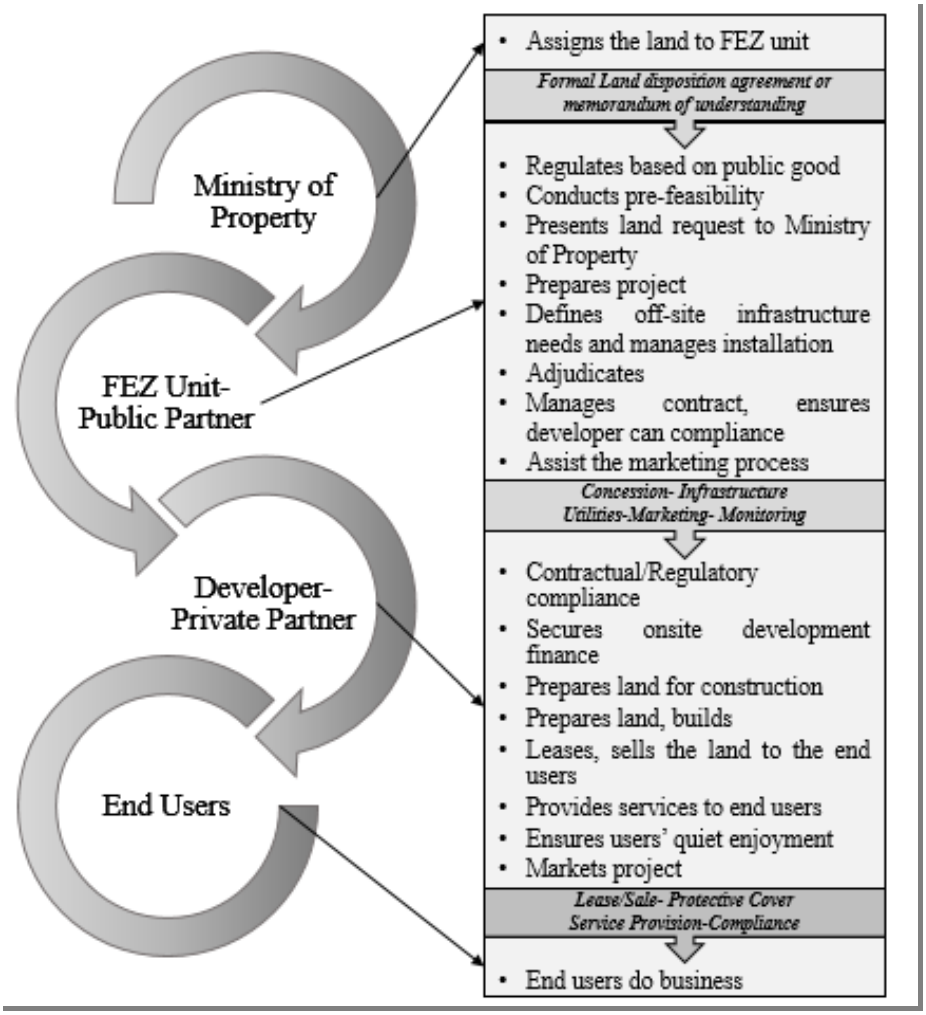

Figure 2. Key Responsibilities and Relationships in FEZ. Adapted by authors from Gauthier (2011).

It is understandable that there are confusions about FEZs and public-private partnerships (hereinafter - PPP). Although there are FEZs in PPP format, it would be a mistake to consider

all FEZs as PPPs. The institutional structure of FEZs is very well alike independent from the fact that FEZ is a PPP or not. The structure includes two sides; public and private. There is an agreement between sides regulating the terms and conditions. The public side undertakes number of responsibilities; the land assignment through it's' allocation function, strategic planning of the zone and its operations, legislative and enforcement role of the regulations (Gauthier, 2011). Also public side is responsible from providing goods and services when the private side is not or cannot provide. FEZ as a policy tool for government is a complex and time consuming process. That is why it requires experts in their fields to work on each and every step along the implementation of the FEZ as a policy tool.

The private side undertakes the other share of the FEZ process; business and business administration. Through the agreement private side and its roles are assigned by the government as well as the land for the zone to be established. The agreement simply includes a part where government expects to see development in the specific period of time from the developer. Developer should come up with realistic and achievable goals and government should approve the development goals. Government supervises the compliance of the development goals and ensures that there are legal enforcements following in case of a failure in the end of the period which was specified in the contract.

While government takes the off-site infrastructure investment share, private partner takes the onsite infrastructure investments. Private partner makes sure that the onsite of the zone is ready to be designed and planned for buildings for the potential investors and businesses. Private partner is responsible from the marketing and the advertising of the zone through many channels to the potential investors and businesses; foreign or local.

Moreover, FEZs have close connections to other actors in regions. *FEZs 2 Public Administration*. Public sector has a crucial role starting from pre-establishment process. Not only because the government is the authorized legislative and executive body within the country borders, but also representatives from government are always a part of its operations as members of the administrative board of the FEZs. This makes public administration closely associated with the FEZs. *FEZs 2 Businesses*. In many cases local businesses take FEZs as threat against their business. Because FEZs are known by FDI that they attract. For the local businesses having foreign investors means competition in many levels from labour to production and product cost. But also there are many cases that the FEZs affect the local businesses in positive way via raw material merchandising, knowledge spillovers and regional absorptive capacity. *FEZs 2 NGOs*. Many FEZs from around the world are known to be working with non-governmental organizations such as trade unions and chambers of commerce of the host government. These non-governmental institutions, has no direct role in the writing and passage of laws and regulations that affect businesses (these are handled by the public sector). Even they do not have direct influence on the FEZs, the relationship between non-governmental organizations and FEZs is that they create the optimal atmosphere for FEZs to be able to seen by the foreign direct investors. They hold some events and

conferences in order to bring related businesses and potential investors together. Although it seems like it does not have a big impact, NGOs help FEZs to be more recognizable within their target field group.

In summarizing it should be emphasized that FEZs is acting differently according to the type of the zone and laws and regulations of the country, however, FEZ is acting like a system with its actors and linkages to other systems. As direct activity of FEZs is matching objectives of regional economic development (attracting Foreign Direct Investments, creating new employment opportunities, increasing the level and quality of exports and the growth of local added value), outputs of FEZs are making the influence on the regional development process. The particular level of influence can be determined by environmental and internal factors and the situation of the Baltic States.

3 Method

This research is a part of the bigger study. The methodology of the study included both quantitative and qualitative approaches according to a framework of the empirical research (see Figure 3). The study was conducted in 2016-2018.

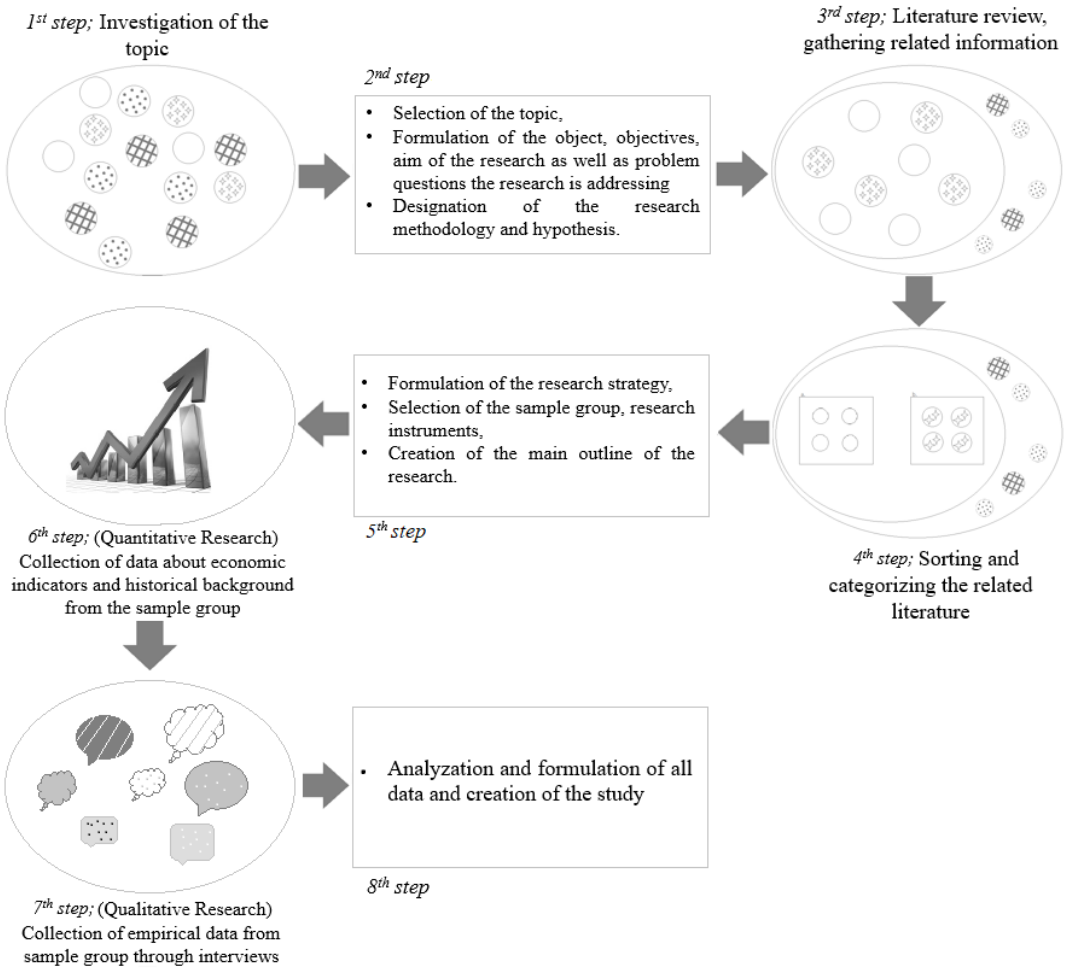

Figure 3. Visualization of the research strategy and design. Authors' conducted.

However, this research presents results of the qualitative approach, therefore only issues on this part are described here.

The method. Qualitative research was chosen in order to create an understanding to underlying causes and motivations of the FEZs in Baltic States and their influence on the regional development to their host region. Through qualitative research authors aimed to provide insights to the conditions and problems of the implementation of the FEZs policy in Baltic States and to develop ideas for the quantitative research. Authors followed oral survey method in order to collect the empirical data from sample group in Baltic States. The main reason for choosing *the scientific method of semi-structured interviews* was that this method was optimal one for collecting data for each representative who provided the latest data along with individual experiences from each state and zone. This method allowed authors the chance to look for deeper information if necessary and it entitled authors with the freedom to follow a new line of inquiry regarding to the direction of the interview.

Instrument of the research. For the qualitative research authors used the research instrument – *guidelines of the semi-structured interview*. The structure of guidelines was carefully designed by authors regarding the research problem and seeking to find out about the real situation of FEZs activity in Baltic States. The guidelines consisted of 25 questions oriented to the establishment of FEZ, FEZ direct activity and influence on regional development, interaction with public administration bodies, challenges and the future of FEZs.

The sample. As the FEZs in Baltic States are located in various locations and the quantity of the FEZs is relatively large (Lithuania had 6 FEZs, Latvia - 5 FEZs, Estonia - 3 FEZs), authors determined a sample group which research was focused on. Authors chose one FEZ from each state to collect the data about. The FEZs were selected according to their socioeconomic backgrounds. Purposive selection sampling strategy was chosen for the research. It made it useful as there were many types of FEZ, authors worked on the same types of FEZs from each state. Main motive while selecting the FEZs from Baltic States were expressed as follows: authors believed in order to address the research aim correctly, FEZs should be selected from cities which are not capitals, not the most urban areas also not known as the business centres of the Baltic States. Cause in that case the data and statistics may have been misleading in terms of population change, GDP, levels of export and import, unemployment level, FDI. So authors preferred FEZs in regions which are less developed comparing to the other regions in their home country in order to understand the importance of the FEZs in those regions, cities. So, finally 3 FEZs were selected for the sample: Šiauliai Free Economic Zone (Lithuania), Liepaja Special Economic Zone (Latvia), Sillamäe Free Zone (Estonia). Sample consisted of three informants from each Baltic States FEZs. The interviewees were selected following the method of criteria selection: 1) Informant had to be a part of administrative body of the FEZ; 2) Informant had to be working in the field not less than 6 months; 3) Informant had to have the managing experience in FEZs. According to

those criterias, *three informants* were selected (answers of informants were coded I_{LT}, I_{LV}, I_{EST}).

Research organizing. The empirical research was conducted in January-May of 2018. This first author of this scientific article conducted interviews. Author connected informants from each FEZ through e-mail or phone call. The author gave the important information about the research. The intended period of one interview was in between 20-40 minutes. In some cases the direction of the questions became deeper and the interview took longer than intended. Due to the convenience of the online channels and distances between the countries, 2 interviews were organized through Skype video calls and one was organized as a face-to-face interview in the office of the informant. The interviews were recorded and the usage of the collected data through the qualitative research was limited within scientific basis and only used for the scientific purposes.

Research ethics. Informants were fully obtained by the knowledge of the scope of the research and they are ensured that the data collected by the interview would only be used for scientific purposes within the research ethics frame. Before, after or during the interview, the interviewees have not been harmed physically, psychologically or via their vocation or future employment. Interviewees were given the required information in order to make an informed decision about whether or not they wish to participate in this study. In order not to cause invasion of privacy, each informant is given the chance to decide if they prefer to be preserved in terms of their privacy (seeking to ensure the confidentiality for informants) answers of informants were coded I_{LT}, I_{LV}, I_{EST}.

Results' analysis. In order to conduct a systematic analysis for the collected data, authors used firstly categorisation method of the data. And later the categorised data was analysed through the interpretation method in order to understand the findings and linking the findings to the data conducted by the quantitative research method.

4 Results

4.1 Situation of Lithuanian FEZ

Šiauliai Free Economic Zone was established in 2015 which makes it newest in the sample. History is separating Šiauliai from others as actually during 1997-1998 period the first FEZ was established in Šiauliai, but the operator who won the bid gave up on right to manage the FEZ because the infrastructure was not installed during that time and there was a problem with the land pollution. Then the government had to choose two other locations to establish new FEZs. The government has faced difficulties with land plan plots of these two new locations. The landowners gave very high prices and government decided to minimize the areas given to two FEZ areas in Klaipeda and Kaunas. Instead of the minimized areas in 2011, parliament decided that there would be 5 new FEZs established. One of them was decided to be established in Šiauliai, again. Thus the establishment of the FEZ in Šiauliai was postponed

until 2015, when the contract was signed between tender and Ministry of Economy. For zone to operate properly, 2 million Euros were funded in order to clean the land from pollution. Although the contract was signed in 2015, requirements such as infrastructural investments from both sides took long time. That is why the zone is not operating yet to its full potential.

Although Šiauliai has a perfect location and access to international airport right next to the FEZ, railways, sea ports, international roads and an industrial park located next to the FEZ; infrastructural difficulties decelerates the operation and attractiveness of the FEZ. Main sector the zone is promoting is industry sector such as metal plastic and furniture industries because trade is not supported by the law yet. International and national markets are seen as target market. Along with local investors, the potential investors are from Scandinavian States, Denmark and Finland.

Šiauliai Free Economic Zone is not yet operating full-potential (in the spring of 2018, when the research is conducted). It has 2 investors soon to finish the project design for the plan of factory, and many potential investors were lost because of lacking infrastructure. Until the operations of the investors begins (one expected to start within 2018, other 2019), there is no employment provided to the local labour market yet. But the city has around 100 000 population and an industrial park located within the region. Šiauliai is a promising zone in terms of providing employment to the residents in the following years. Even the zone has two investors, who are working on their designs for their buildings, Šiauliai Free Economic Zone has not yet successfully attracted FDI yet. The administrative body of the zone, which is a company from Lithuania, is constantly working and investing into its marketing. The zone is expected to be seen more actively in the national and international events in order to create contacts with the foreign investors.

Šiauliai Free Economic Zone is mostly focused on attracting foreign investors to the zone. Because in many cases it is known that new businesses attract other new businesses as zone becomes more attractive. Other case is that the businesses attract other businesses because before or after production process they need side businesses for example for packaging or logistics of the product. Also Šiauliai FEZ aspires to be in the same page with the education institutions in terms of creation of high-skilled labour force pool. Also it is possible to state that the local businesses are feeling the need to be threatened by the FEZ in Šiauliai because the common presumption is that new businesses will be attracted and local businesses have fewer opportunities. This is just a minor issue but still impacts the relations of the zone.

Šiauliai Free Economic Zone right now has one worker which is the director. It has a board consists of 7 people including city mayor and minister of economy. Governmental influence on the zone is not very big. Because Lithuanian FEZ law states that the administration of a FEZ belongs to the private partner. The governmental representatives are still members of the board and connection is always there. The zone also has two shareholders companies from region. The zone is a member of Lithuanian Chamber of Commerce which helps the zone to

be more active in international and national conferences and events also it creates a web of contacts for its members which are good for the reputation of the zone. I_{LT} states *"In short words this membership helps the zone to be seen and recognized"*. Other collaboration is between zone and a non-profit organization promoting the business opportunities to foreign investors "Invest in Lithuania". It provides consultant services to the potential investors.

The interview with I_{LT} has revealed that it is possible to specify number of challenges when discussing the contribution of FEZ to the Šiauliai region. One of the most important challenge is that the lack of infrastructure. Although in 2018 the zone plans to have the first investors, it took long time for municipality and government to invest in infrastructure of the zone.

I_{LT} implies that the second and third ones at first does not seem as problem, but *"when investors are interested in the zone, they ask for statistics about the demographics and number of students who are enrolled in educational institutions, and when we provide this information to them it doesn't seem very attractive to them"*. As it was mentioned, Šiauliai city is giving emigration and the number of students enrolled in higher educational institutions within region is getting lower each year. This creates a big drawback for the FEZ to be able to contribute to the regional development, because new companies need the work force which mainly will be provided from the region. It is also mentioned by I_{LT} that the educational institutions, businesses as well as FEZ may work on the needs of region as a group, maybe a cluster. The reason to that is the expert states that; *"If we can develop a well-educated labour force within the region meeting the needs of the foreign investors, which will make the region more attractive for investors"*.

4.2 Situation of Latvian FEZ

Liepaja Special Economic Zone is located within Latvian borders, is a zone located next to Baltic Sea. The Liepaja port is located within the borders of the zone. The zone was established in 1997, which makes is the oldest one in the sample group. During the period under Soviet occupation, economy of Liepaja got more active with the construction sector and import of labour force from other Soviet Republics. Also the city was a Soviet military city. Government worked particularly hard on the transformation process of the zone after Latvia gained its independence with other Baltic States. Liepaja also provides infrastructural advantages such as railways, seaways, international roads as well as 3 airports located within 200 km radius. The main sectors in zone are; production, industry, logistic services, cargo storage and real estate development. The zone is actively operating in international market and its main investors are from Scandinavian States, Denmark, Finland, Russia, Belarus and other countries.

With its 47 companies operating within the zone, Liepaja could be considered as a success story. It provides approximately 2000 employment opportunities. It became the second region with biggest share of GDP contributions after capital Riga. State labour agency provides

trainings for the employees prior to employment or to the unemployed at the employer's request and also provides grants for job creation for specific support groups. This provides a pool of employees with high skills for the investors. Through its successful implementation, Liepaja Special Economic Zone was able to attract investors which made almost 3 billion Euros of investment that were subject to the tax incentives in 2015 by their statistical estimations.

Liepaja Special Economic Zone also has development projects which are focused on the regions' infrastructural improvements. Since 2011-2012, each 1-2 years, the zone works on these projects. The field of the projects span from street construction to railway and airport improvements. Also zone is focused on the environmental issues and has an environmental plan for future activities and with reports analysing the state of the environment in the territory of the Liepaja Special Economic Zone and the possible impact of the implementation of the planning document on the quality of the environment.

I_{LV} states particularly that *"Liepaja Special Economic Zone has a positive impact on the region socially and economically".* The zone is partners with Latvian Chamber of Commerce and Industry which is the biggest association of entrepreneurs in Latvia. Liepaja Special Economic Zone participates in activities, seminars and events the Chamber of Commerce and Industry is holding. Via these events and seminars the zone is able to promote their economic incentives and attract new businesses to the zone. Also local administrative body is promoting the zone to possible investors because region benefits the new businesses.

Other interaction of FEZ of Liepaja is that it has 9 Board members that include 3 members representing the state so they direct connection the administration and decision making of the zone. In the other hand as they have direct connection too, zone can also give suggestions and requests to these ministries. Other members are consists of 3 members representing the Liepaja City Council and last 3 members are representing entrepreneurs in Liepaja. Board includes all three levels of actors from national government, local government and the regional entrepreneurs. The structure of the Board is well-thought as it helps the zone to have stronger development goals focusing on the interests of all three groups as well as the society.

Liepaja Special Economic Zone achieved the goals of establishment. The zone is now providing employment opportunities to many regional inhabitants and Liepaja comes as a second city after Riga in terms of production of entities such as goods and services. In order for the zone to attract FDIs and improve regional economic development region must have advanced facilities and should be seen as a promising zone in terms of operation.

After interview with I_{LV}, it is possible to state that the main and biggest challenge which zone is facing is in his words *"insufficient investment and funding for infrastructure"*. The funding of the infrastructure is quite important for any potential investor because the main idea is to

create new economic activities. So when the potential investors and the zone interact the most important attraction is the infrastructure and facilities.

4.3 Situation of Estonian FEZ

Sillamäe Free Zone is a port located next to Baltic Sea and it is in the very east of Estonia, which makes it the most eastern FEZ in EU and closest to the Russian border. The Port started operating in 1999 and it was redesigned later in 2008. The zone was established in order to support cargo handling within the Port of Sillamäe. Area of the port is located within the free zone territory. Aim of the Sillamäe Free Zone is to support cargo deliveries via offering long term storage without need to pay any customs fees or taxes. It has the infrastructural advantages with connections via railways, seaways and highways as well as connection to the Russian border. The capital of the zone is shared 50 percent by Estonian government and 50 percent of Russian government. There are 4 terminals operated by different investors within the zone. The number of licensed operators in Sillamäe Free Zone is 10 with around 1000 employees. Main sector that is subject to economic activities within the zone is; transit cargo handling. The zone is actively operating in international market.

10 companies are operating within the Sillamäe Free Zone and total number of labour force including port employees and employees of the companies which are operating is approximately 1000. More than half of the labour force need is met by the locals of Sillamäe town, and around 90 percent of employees are the residents of the Ida-Viru region which Sillamäe city is located within. The zone is a part of the cluster within Sillamäe. Cluster helps the zone reach more labour force and provide them with jobs. According to their own statistics, every 7th person on the region is provided with a job by the clustering businesses.

Sillamäe Free Zone has main activities focused on imports and exports. The zone does not have direct connections to the public administration. But the most common customers are the local businesses, factories, traders and logistic companies that are either renting warehouses from the zone or they use other services provided by the zone.

Although there is no direct influence of public administration bodies to the administration of the zone, Government of Estonia is already taking an active part on the investment process of the Sillamäe Free Zone. One of the recent investment policies on the zone was built with the help or with the investments from EU, Government of Estonia and the owners of the port. The project consisted of creating a preliminary waiting area for the trucks that are passing to border and an electronic registration which allows the trucks to book a date and time for exact border passing. This area as well is located within the zone as the zone is very close to border.

The I_{EST} states *"We have excellent relations with the local public administration bodies and they are very supportive. We have regular meetings with them and we are discussing different projects related to for example different cargo handling within the zone. We feel that local public administration bodies should take a part in the process even though it is not a necessity*

because it is a privately administrated zone". Also in some cases the projects that Sillamäe Free Zone is working on need coordination or confirmation from the local public administration. It is possible to state that the zone administration and the local public administration body is working harmoniously on these projects.

Another important point which was touched upon during interview, in IEST's own words: *"The customs personnel of the Sillamäe Free Zone are quite competent and well educated"*. No doubt this makes the zones' work function smoothly in terms of bureaucracy. This makes it easier to provide a better service to the end-client. As Estonia is one of the most advanced countries due to their e-government activities, possible difficulties are avoided by the use of document providing via electronic channels to the related institutions.

Sillamäe Free Zone positively impacts on regional economic development of Sillamäe region. The zone actively creates new employment opportunities to the local and regional labour market and also attracting new investments which make it easier to improve the infrastructural facilities within the region. The new companies are attracted to the region and the zone provides new export and import alternatives to the local businesses. Also even when there are tax incentives, the companies are supposed to pay some taxes to the government which allows government to make budget with higher public revenue. IEST states *"I would say, yes, our goals have been achieved and the zone is developing even further. Our cargo volumes are growing year by year"*.

In order to facilitate new business development in Sillamäe Free Zone has established a Business Incubation Centre that provides companies with some services for improvement. It makes it easier for the zone to assist the new businesses along the beginning period. The zone is improving the regional economic development of Sillamäe while it is boosting the economic activities handled within the zone.

Although IEST mentions that the zone does not have big challenges to face, there is an aspect which could be improved by the government. *"It is a challenge for us that there are some conflicts including host country and Russia. Better political connections and relations between neighbouring countries would improve our chances while attracting new economic activities. Because weather we want it or not the political situation affects our work as Russia is our main partner. A huge part of the transit cargoes handled by our zone either comes into the zone from or travels from the zone to Russia"* states IEST.

5 Discussion

Despite of FEZs' environment (national, regional) all three FEZs in Baltic States meet some problems and challenges in their activities to use their full potential, to implement the FEZ's policy and to contribute to the regional economic development.

The individual governments while setting FEZs in these regions aimed that these regions would become business hubs and attract more businesses via becoming more and more developed. Zones in Liepaja and Sillamäe have more experience, better implementation of FEZ policy than the zone in Šiauliai. Liepaja and Sillamäe has successfully attracted FDI, provided region with new employment opportunities, focused on the attractiveness of the region and worked on infrastructure through their years of operation and it seems Šiauliai FEZs is on the beginning of the similar process.

Liepaja Special Economic Zone still needs the financial assistance from the government. As the zone gets the support from government it may add to its' successful operations by achieving the goal of attraction of the workforce to Liepaja region. Liepaja Special Economic Zone could be seen as a success story. Because, no doubt, the zone played an important role within the transformation process of a small military-related, hardly producing city into a second biggest production contributor city of the country. The zone helps the region in terms of employment opportunities and has constant connections with the local and national public administration as well as local entrepreneurs from Liepaja. This makes the zone focus on the interests of the benefits to regional society as well as the regional development in general.

Sillamäe Free Zone is successfully contributing to the development of the Sillamäe region. The zone is actively working on some future projects as well as development plans. Their development plans firstly includes establishing a passenger terminal within the zone and they aim to enlarge the territories by creating additional terminals to already existing 4 terminals. Zone is actively creating new employment opportunities to residents of the region and attracts investments on the infrastructure of the region which adds to the value of the region. The relationship of the zone with local public administration bodies as well as the national government functions well. Also is important to state that the leader (representatives of FEZ) improving the political connections and relations carries the big importance while attracting new economic activities. Resulting from successful relationships with other regional actors such as local businesses the zone functions as a tool of regional development and it generates employment opportunities, investments on the regional infrastructure, an attractive area for the new economic activities and new companies, lastly the alternatives for the imports and exports of the local businesses.

Šiauliai Free Economic Zone is facing number of difficulties. Indeed Šiauliai has a good potential of becoming a more productive region within the country, especially if the regional actors could be able to provide the needed support to the Šiauliai Free Economic Zone. The reason authors believe that the city has a potential even with no operations yet is; the fact the city still has relatively lower labour costs than other regions within the country may be able to create the boost which is needed. If the zone could commercialize that point and give emphasise on the already mentioned location related characteristics, it has great chance becoming the next business centre and FDI-related production region. The case of Šiauliai Free Economic Zone is a very clear example that the infrastructure means the most when it

comes to the attraction of the investors. The most important step for Šiauliai Free Economic Zone is to work on the infrastructure as intensely as possible. Most importantly, the region is in need of collaboration between businesses, zone, education institutions and local public administration bodies in order to look out for the biggest benefit that could be provided to the Šiauliai region. Authors believe via achieving the goal of creating well-educated labour force in the sectors which Šiauliai FEZ is promoting not only will create a more attractive region, but also it will create a more attractive region for the inhabitants of other regions, even countries as it will initiate a cycle for the inflowing brain drain in long term. Possible to state that only then they as regional actors can create a more efficient development for the region

The most common the three zones are identifying in terms of their future development is the improvements of the infrastructure. In order to implement the FEZ policy as good as possible, government has to take some risks and not expect the zone administration to handle everything. Most important future activities may be considered as to contact and be seen as more companies as possible.

6 Conclusion

In summary it should be emphasized that according to results of this research, although at different level in each investigated region, FEZs in Baltic States make the influence on the regional economic development, providing new economic activities, investments in infrastructure, attraction of advanced businesses as well as formation of new businesses creates an impact on the regional economic development.

Another important finding is that FEZs actively collaborate with the local public administration bodies in order to include them into the development process of the region. Local public administration bodies are very supportive to the activities of the zone as well as the national government. National government continuously invests in the infrastructure improvements and this makes zones function even more successfully. Thus, zones are actively collaborating with the other regional actors and national government; they are included to the development process by their board membership.

Analysis of results from free FEZs in Baltic States revealed that the FEZ can contribute (influence) significally the processes of regional (economic) development just when it is enough developed (using fully its potential by allocating companies and having employees, FDIs, strategy and marketing policy). This was approved by successful examples of zones in Liepaja and Sillamäe (with fully working infrastructure, governmental support, national development strategy), and the beginner example of Šiauliai Free Economic Zone (with no appropriate infrastructure, no funding and lack of national and local government support).

As the empirical research was conducted in three FEZs, results can not be generalized for all FEZs in Baltic States. But in the future the sample could include all FEZs from Baltic States

and more representatives of them (not only from administration, but from business companies too). More over a comparative analysis of countries with similar economic and social development level is recommended.

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Povzetek:
Vpliv prostih gospodarskih con na regionalni razvoj v baltskih državah

Namen in izvirnost: Namen te raziskave je bil ugotoviti, kako proste gospodarske cone (v nadaljevanju PGC) vplivajo na proces regionalnega razvoja in podati nekaj dokazov iz baltskih držav (Litva, Latvija in Estonija). Vrednost raziskave je dosežena s tem, ko razkrijemo, s kakšnimi izzivi se proste gospodarske cone ukvarjajo pri sodelovanju v regionalnem razvoju. Ta raziskava predstavlja rezultate izvirnih empiričnih raziskav v baltskih državah.
Metoda: Namen študije je bil dosežen z uporabo pristopov teorije gospodarskega razvoja in teorije sistemov, da se razloži, kako proste gospodarske cone (v odnosih z drugimi regionalnimi akterji) vplivajo na regionalni gospodarski razvoj v baltskih državah. Podatki so bili zbrani z uporabo pojasnjevalnih kvalitativnih raziskav. Glavna metoda so bili polstrukturni razgovori s predstavniki PGC v Litvi, Latviji in Estoniji. Za analizo raziskovalnih podatkov smo uporabili metodo kvalitativne vsebinske analize.
Rezultati: Rezultati te raziskave so pokazali, da PGC-ji dejavno sodelujejo z regionalnimi akterji gostiteljske regije, kot so organi javne uprave, nevladne organizacije, podjetja, univerze in Komisija EU v nekaterih regijah. Odkrilo se je, da PGC v baltskih državah, čeprav so na različnih ravneh v vsaki preiskani regiji, vplivajo na regionalni razvoj, zagotavljajo nove gospodarske dejavnosti, naložbe v infrastrukturo, privlačnost naprednih podjetij in oblikovanje novih podjetij, kar vpliva na regionalne razvoj.
Družba: Rezultati raziskav ponujajo nekaj idej za regionalne akterje (zainteresirane strani PGC-ov, organe javne uprave), kateri so glavni izzivi za PGC in kaj je treba storiti, da bi izkoristili njihov potencial za pridobivanje večje dodane vrednosti za regije.
Omejitve / nadaljnje raziskave: Ker je bila empirična raziskava izvedena v treh PGC-jih, rezultatov ni mogoče posplošiti za vse PGC-je v baltskih državah. V prihodnosti pa bi lahko vzorec vključeval vse PGC-je iz baltskih držav in več njihovih predstavnikov. V prihodnjiih raziskavah se priporoča primerjalna analiza držav s podobno stopnjo gospodarskega in socialnega razvoja.

Ključne besede: proste gospodarske cone, regionalni razvoj, gospodarski razvoj, lokalna uprava, baltske države.

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Styles of Educational Leadership and Building Blocks for a Successful Leadership Model in Primary Schools

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Abstract:

Purpose and Originality: The purpose of this research is to show what type of leadership styles and models are used by the educational managers in Slovenian public primary schools. We wish for the managers to recognise their leadership style, upgrade it and if necessary, change it. Our purpose is to recognise the building blocks for a successful leadership model. The original scientific contribution of our research is in the formation of a successful leadership model in schools with its building blocks. The theoretical contribution is in the study, explanation and upgrade of theoretical findings in the scientific fields that we used as background. When examining the professional and scientific literature and cases, we found out that such model, as it was in our research is not to be found in Slovenia.

Method: On the basis of an extensive systematic overview and literature analysis in our examination field, we have chosen an online questionnaire with the help of which we questioned all employees in primary schools about the leadership. We received full answers from 89 educational managers and 243 teachers. We analysed the results given with the intent to choose leadership styles. We used many research methods and statistic tests.

Results: The results of our research have shown that in teachers as well as educational managers, transformational leadership is ranked highest, especially the "motivation with excitement" approach. The lowest average is with passive leadership. The teachers believe that the transactional and passive leadership styles are more used by the managers than they believe for themselves. We examined whether there are any statistically distinct differences regarding the use of a chosen leadership model. This statement was partially confirmed. On the theoretical basis and quantitative research we have formed a model for a successful leadership in primary schools, in which we included eleven building blocks.

Society: Our research included schools across the country and, therefore, it is safe to state that our findings are true for all public primary schools in Slovenia. With the choice of the right leadership style we can expect important changes for the better. This research has influence on the society and environment we live in. With the help of good leadership we increase satisfaction, improve relationship towards co-workers, children, students, and impact wider public. For that reason we have more satisfied individuals in our society. If the previously mentioned model is tested in other segments of the public sector as well, and proven successful, our research will impact a wide number of employees in a large public sector in Slovenia.

Limitations / further research: The research is based on public schools only; the (MLQ) questionnaire is of foreign origin. The possibilities for further research are: research that would include the entire school system in Slovenia and its comparison to similar schools abroad.

Keywords: leadership, primary school, educational manager, leadership styles, leadership building blocks.

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1 Introduction

A modern market is composed of many companies; public, private, and a combination of the two. Every day new ones arise and many of them end. There are many factors which contribute to this, both inside and outside the company. One of them is most certainly leadership. Researchers put a lot of emphasis on leadership. It has gained recognition in every form of organised society, and it is as old as mankind (Kovač, Mayer, & Jesenko, 2004, p. 9). There have always been people who knew more, dared more and therefore others followed. Some dared to lead – consciously or subconsciously. Leadership is what made them different from others and they were more competitive (Hočevar, Jaklič, & Zagoršek, 2003, p, 125). Nobody is born a leader, a leader is developed. We cannot "manage" people, we have to lead them (Drucker, 2001, p. 31).

Due to numerous researches and authors in this field, there is also a huge amount of theory and definitions of leadership. Most definitions are similar. Their key role is to direct employees onto the right path, encourage and motivate them and help them in their efforts. Most of the definitions of leadership are similar. Their key task is to direct employees into the right direction impress and motivate them and help them in their efforts. The main verb in all authors is: to want (Dimovski & Penger, 2008, p. 114). People like to be guided well, they like good, strong and confident managers. With such managers they can accomplish much more since they know that they have a captain (Templar, 2009, str. 224). The world is changing rapidly and so is the business world. Hence, we need new leaders, managers with new knowledge that will be capable and ready to enrich human potential by communication, encouraging and team work.

In our study we have researched leadership in primary schools. The educational manager is leading two very different groups: students and employees. Therefore he/she must use different approach. Modern educational managers have to be capable to create an open organisational culture, based on knowledge and creative environment (Bennis & Goldsmith in Dimovski & Penger, 2008, p. 119). Educational managers differ from managers in other organisations in their focus and responsibility towards learning (Koren, 2007, p. 13). In professional public there is a dilemma about dividing educational management into management and pedagogical leadership in which management represents leadership, finances, rules, and employment and is done by managers because it has to be done. On the other hand, educational leadership represents something educational managers wish to be doing, but cannot find enough time: co-operating with teachers, didactics, hospitations, working with students, etc. Managing educational sources will become more and more important and these are not predictions, it is already happening (Koren, 2007, p. 13). Employees have become an important competitive factor. With their knowledge and experience they belong to the so-called "intangible assets", which according to evaluation and research is up to 85% of a company's value (Turnšek Mikačić & Ovsenik, 2015, p. 46). Employees have become an important competitive factor. With their knowledge and

experience they belong to the so-called "intangible assets", which according to evaluation and research is up to 85% of a company's value (Turnšek Mikačić & Ovsenik, 2015, p. 46). According to Senge (in Musek Lešnik, 2003, p. 39) the crisis of modern education is: that the educational systems are based on an outdated model from the times of an early industrial revolution and are not capable to deal with higher demands of the modern world. Ferjan (1996, p. 91) compares school to industry. However, industry has quietly been developing throughout the last couple of years and school has not. Management in companies had to adapt to the competition quickly in order not to go bankrupt.

During the last couple of years there has been dissatisfaction with the public school system from employees as well as society. Some authors have found out that low efficiency, especially in a complex and unstable environment is typical for the public sector. Normally the public sector acts as a generator of the crisis in society and triggers a lower legitimacy of the social state (Ovsenik & Ambrož, 1999, p. 99). A good and successful leadership can help improve the situation in our school system.

Educational managers can be individuals with fulfilled conditions to work in a primary school. This includes teachers from different profiles and education counsellors. Since educational programmes they attend have limited resources and a lack of discussion about leadership, we have researched styles of successful leadership, its characteristics and building blocks.

The purpose of our research was to help educational managers in public schools recognize the leadership styles and inform them about their use in different situations. Furthermore, we wanted the managers to become familiar with the successful leadership building blocks in order to make their management easier. The importance of this research is in the fact that, the more successful the managers will be in leadership, the more satisfied employees they will have.

2 Theoretical framework

Clemmer (2008, str. 21) states that leadership is a verb, not a noun. It means taking actions and not a position. Leadership is not connected to our role, but the things we do. What does it mean to lead? It means being in front and showing others the direction. It means managing the current of events. Rao (2016, str. 174 – 179) emphasizes that leaders must constantly explore and learn. Authors are very different in their descriptions of leadership styles. Robbine (2001, p 320) describes the autocratic, democratic, and hands-off leadership styles. Blanchard, Zigarmi & Zigarmi, (1995, p. 33) define the following basic leadership styles: directive, instructional, supporting and delegating style. Max Weber divided leadership styles into patriarchal, charismatic, autocratic, and bureaucratic leadership style (in Kovač, Mayer & Jesenko, 2004, p. 23). According to Lattmannu (Kovač, Mayer & Jesenko, 2004, p. 24) there are the following leadership styles: despotic, paternalistic, pedagogical, participative, partner,

and self-management. Even the leadership theories are different (situational, interactional, theory of exchange – transactional theory, transformational leadership). The newest category is auto poetic leadership (Bukovec, 2017). Styles and theories differ, but in one case the authors agree: there is no ideal leadership style. It all depends from situation to situation.

The number of educational establishments is constantly growing. Also Ovsenik, Bukovec & Ovsenik (2015, p. 21) quote the Occupational Outlook Handbook (2012), which predicts their rapid growth in the 21st century.

Kovač, Mayer in Jesenko (2004, p. 53 – 57) determine the qualities, successful leaders should possess. We can call them leadership building block. A study about the qualities of successful leaders has been conducted. We conducted a research from which we learned how teachers of one school see leadership building blocks and what qualities should an educational manager as the leader of a school have. The same research was made at the professional gathering of educational managers in primary schools of the Koroška region. Hence, we were able to compare three different bases of building blocks (individual building blocks are listed in the chapter: Results).

According to the study, the highest ranked qualities are: motivation of co-workers, honesty, and organisational ability. Without a doubt these are key qualities of good leaders. In the second highest-ranked group are: willingness to listen to your co-workers, responsibility, determination and energy. In the third group are: knowledge, self-criticism, ability to moderate, power of expression, and creativity. In the last, fourth group are: capability and sense of humour.

If we compare the results of the survey conducted by Kovač, Mayer and Jesenko (see Figure 1) and the answers given by teachers and educational managers, we can find out that the highest ranked qualities from the survey (motivation of co-workers, honesty, and organisational ability) were also expressed by the teachers – in all three, and by educational managers – in two out of three.

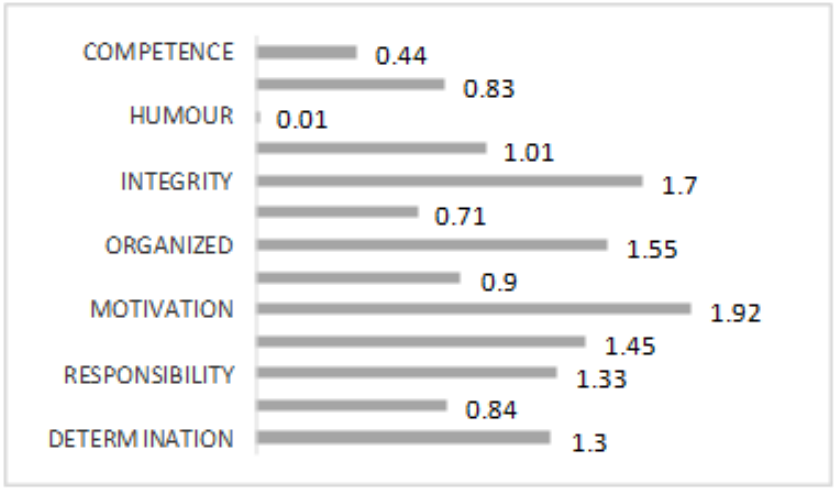

Figure 1. Qualities of a successful leader (taken from Kovač, Mayer, Jesenko, 2004, p. 187)
On the basis of our findings and literature examination, we formed a hypothesis by which we will answer our research question.

H 1: There are no statistically significant differences regarding the chosen leadership style among educational managers and teachers in primary schools.

Educational managers are those who make changes: they get to know the need for change, they convince with trust and adequacy, they sense problems by listening, they are focused on changes by motivation, they act in co-operation with others, they co-operate in other fields (Markič, 2009 p. 9). Educational manager should be close to the teaching and learning process; he/she should include teachers in quality development; strengthen the development of formative grades; co-operate in teachers' development and create an internal organisation to encourage learning (Leo, 2015. P. 461-476). A transformational leader acts on the basis of: charisma, inspiration, intellectual stimulation, consideration towards individuals (Možina, Bernik, Svetic, & Merkač, 2000, p. 28). Transformational leadership is the key in the concept of ideal school leadership (Berkovich, 2016, p. 609 - 622). Wei, Lee, & Kwan (2016, p. 822 - 842) state that leaders should get information on how to adjust their leadership lead within the organisation.

3 Method

For the need of our exploration we formed an online questionnaire. The chosen questionnaire is internationally recognized and measures the description of leadership style. Our targeting population were all the educational managers and educational staff in primary education in Slovenia. We received our data from the online survey portal 1KA. We have formed two questionnaires, one for the teachers and one for the educational managers. The only difference between the two questionnaires is that in the latter, the educational managers evaluate their own leadership and in the former the teachers evaluate the leadership of their superior, i.e. their educational manager. The first part of the survey is the Multifactor Leadership Questionnaire (MLQ form 5x). It measures nine leadership styles: transformational style

(idealised influence on a quality; idealised influence – behaviour; motivation with excitement; intellectual stimulation; individual approach); transactional style (leadership with reward; active leadership with exceptions) and passive style (passive leadership with exceptions; hands-off leadership – Laisset-faire), as well as three results of the influence of leadership styles (additional effort; efficient facilitator; satisfaction with leadership) according to the model of full range leadership. The author is Bass (Senica, 2009). The participants evaluate the leadership behaviour with the help of a five-level scale (0 – not true at all; 4 – often true, if not always).

In the last part of the survey are demographic data. Here are four closed type questions: gender, age, length of service, and education. To express value we used descriptive and numerical variables.

Our target population were educational managers and employees in primary schools in Slovenia. Our data pattern included 330 people, from which 88 were educational managers and 242 teachers. We used quantitative and qualitative methods of research, namely: descriptive method, compilation method, comparative method and statistical method. We evaluated the reliability of the questionnaire with Cronbach's alpha which measures consistency. Reliability is shown in Table 1.

Table 1. Reliability of Questionnaire

Variable	**Cronbach' Alpha**	**N**	**Reability**
Managing set Statements	0.903	45	Excellent
Commitment	0.823	12	Good

We used many different ways to choose the building blocks for a successful leadership. At first we used the results of a study conducted by Kovač, Mayer and Jesenko (2004, p. 185-189). In the study 212 experts from 12 larger Slovenian companies were chosen as the most promising for a reference group. The purpose was to determine and evaluate the qualities people most commonly attribute to successful leaders, and we may call them building blocks of leadership. The second group were teachers from one Slovenian school who pointed out what, in their opinion, the most important leadership building blocks are. In the third group were educational managers from primary schools in the Koroška region, who also noted their most important building blocks.

4 Results and discussion

We sent the questionnaires to educational managers in primary school to fill out and hand out to their employees. After examination we found out that 692 teachers opened the survey, but fully we received 243 fully and correctly filled out (35.12%). Also 346 educational managers opened the survey, but we received 89 fully and correctly filled out (25.72%).

Most of the respondents were between the age of 41 and 60 (69.5%), followed by those between 21 and 40 (23.3%). The majority had a length of service from 21 to 30 years (30.4%), closely followed by those from 31 years and more (30.1%). According to education, most of the respondents had a university degree (67.1%), followed by the ones with a short-cycle college (17.8%).

Table 2. Average values of statements about leadership styles

		Average	N	Std. deviations	Median
Teachers	TRANSFORMATIONAL LEADERSHIP STYLE				
	Idealized Influence (Attributed)	2.69	224	0.868	3
	Idealized Influence (Behavior)	2.82	228	0.680	3
	Inspirational Motivation	2.90	225	0.763	3
	Intellectual Stimulation	2.73	228	0.802	3
	Individualized Consideration	2.63	227	0.888	3
	TRANSACTIONAL LEADERSHIP STYLE				
	Contingent Reward	2.89	229	0.798	3
	Management-by-Exception (Active)	1.94	226	0.537	2
	PASSIV LEADERSHIP STYLE				
	Management-by-Exception (Passive)	1.63	227	0.776	2
	Laissez-faire Leadership	1.11	229	0.939	1
	RESULTS OF LEADERSHIP				
	Extra Effort	2.60	234	0.941	3
	Effectiveness	2.75	233	0.870	3
Educational Managers	TRANSFORMATIONAL LEADERSHIP STYLE				
	Idealized Influence (Attributed)	2.87	86	0.539	3
	Idealized Influence (Behavior)	3.10	87	0.477	3
	Inspirational Motivation	3.07	86	0.534	3
	Intellectual Stimulation	3.17	88	0.373	3
	Individualized Consideration	3.01	86	0.468	3
	TRANSACTIONAL LEADERSHIP STYLE				
	Contingent Reward	3.00	86	0.530	3
	Management-by-Exception (Active)	1.68	84	0.539	2
	PASSIV LEADERSHIP STYLE				
	Management-by-Exception (Passive)	1.23	85	0.643	1
	Laissez-faire Leadership	0.50	86	0.484	0
	RESULTS OF LEADERSHIP				
	Extra Effort	2.87	87	0.499	3
	Effectiveness	3.05	88	0.463	3
Total	TRANSFORMATIONAL LEADERSHIP STYLE				
	Idealized Influence (Attributed)	2.74	310	0.794	3
	Idealized Influence (Behavior)	2.90	315	0.642	3
	Inspirational Motivation	2.95	311	0.710	3
	Intellectual Stimulation	2.85	316	0.735	3
	Individualized Consideration	2.73	313	0.812	3
	TRANSACTIONAL LEADERSHIP STYLE				
	Contingent Reward	2.92	315	0.735	3
	Management-by-Exception (Active)	1.87	310	0.550	2
	PASSIV LEADERSHIP STYLE				
	Management-by-Exception (Passive)	1.52	312	0.762	2
	Laissez-faire Leadership	0.94	315	0.883	1
	RESULTS OF LEADERSHIP				
	Extra Effort	2.67	321	0.852	3
	Effectiveness	2.84	321	0.791	3

With teachers and in the form of transformational leadership style, the highest average is in "motivating with the help of excitement (M = 2.90: SD = 0.763). In transactional leadership style the highest average is conditioned award (M = 1.63: SD = 0.776). In passive leadership style the highest average is in passive leadership with exceptions (M = 1.63: SD = 0,776). In the efficient facilitator style the highest average is in efficient facilitator (M = 2.75 : SD = 0,870). In all the styles, passive leadership showed the lowest average. With educational managers and transformational style the highest average has the form of intellectual stimulation (M = 3.17: SD = 0.373). In transactional style the highest is the form with conditioned award, in which M = 3.00 and SD = 0,530. In passive style the highest is the form of passive leadership with exceptions, with an average of M=3.05:SD=0.463). In all styles when examining educational managers, the highest average was in the form of intellectual stimulation (M=3.17).

Let us examine the sum of dimension values: in transformational leadership style the highest average is in motivating with excitement (M = 2.95 : SD = 0.710); in transactional style the highest value is in leadership with conditioned award (M = 2.92 : SD = 0.735); in passive leadership the highest is in leadership with exception, with the average value of (M = 1.52 and SD = 0.762); in results of leadership, the highest average is in efficient facilitator (M = 2.84 : SD = 0.791).

As seen from Table 1 and Figure 2, where we show the combined dimensions of leadership styles, educational managers had higher average in transformational leadership style (M = 3.05) and in results of leadership (M = 2.96) in comparison to teachers. Teachers had higher average transactional (M = 2.42) and passive leadership style (M = 1.37). Teachers believe that transactional and passive leadership styles are more common with educational managers as do the managers for themselves.

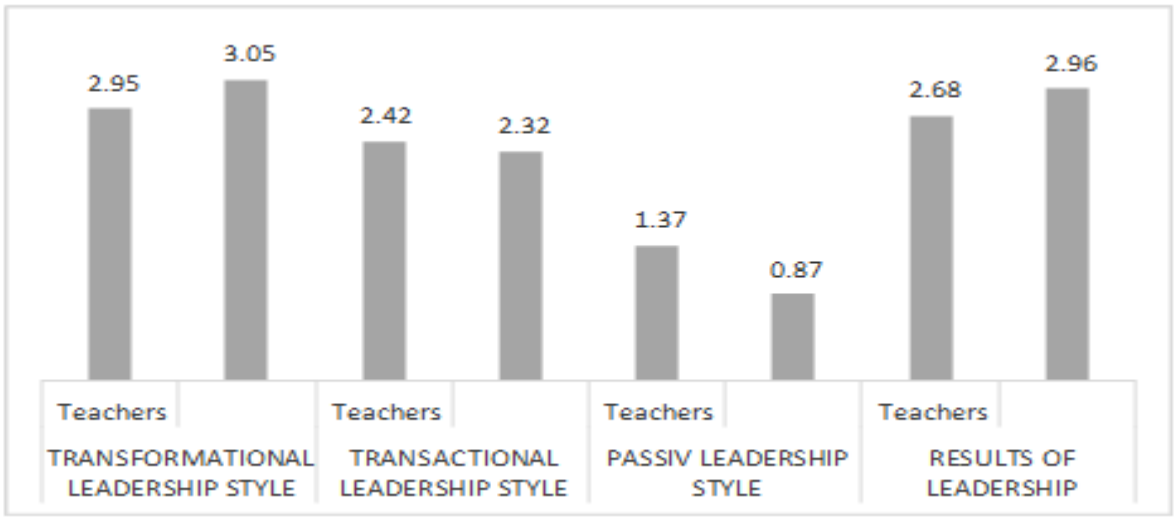

Figure 2. Combined dimensions of leadership styles

Table 3. Comparison of leadership building blocks

Research Kovač, Mayer and Jesenko	Techers at conference	Educational Managers in the Koroška region.	Our research	Theory
Determination	Humanity	Logic	Building on interaction	Pitcher 1993; Markič 2009; George 2006; Musek 2006.
Self-criticism	Consistency	Adaptability	Long-term Education	Leo 2015; Elmore 2006; Stoll, Fink & Earl 2003; Drucker 2004; Giesecke & McNeil 2005; Žurga 2004; Kovačič & Bosilj – Vukšić 2005; Gabrijelčič 1995.
Responsibility	Empathy	Organized	Handling changes well.	Cimerman et al. 2003; Rozman & Stare 2008; Kets de Vries & Florent – Treacy 2000; Clemmer 2008; Drucker 2001; Busek 2006; Kovačič & Bosilj-Vukšić 2005; Turnšek Mikačić &Ovsenik 2015; Calabrese 2002; Lou, Song, Gebert, Zhang & Feng 2016: Moos, Mahony & Reeves 2007.
Listener	Tolerance	Care for others	Adaptation to the environment	Bennis & Goldsmith 2008; Ryff 1989; Treven 2001; Musek Lešnik 2003; Davies 2002;
Motivation	Determination	Sensitivity	Curiosity	Možina et al 2002; Dimovski & Penger 2008; Tracy 2000.
Worldliness	Professional competence	Mediator	Caring for the commitment	Gyensare, Anku-Tsede, Sanda & Okpoti 2016; Shirrell 2016; Limsila & Ogunlana 2008; Joo, Yoon & Jeung 2012; Luo, Song, Gebert, Zhang & Feng 2016; Chan & Mak 2014.
Organized	Sociability	Creativity	Intelligence	Kovač, Mayer & Jesenko 2004; Keung & Rock&son-Szapkiw 2013; Jacobson 2011
Creativity	Accessibility	Determination	Emotional stability	Pardey 2008; Adizes 1996; Kovač, Mayer & Jesenko 2004; Groves 2006; Kern, Ferjan, Rajkovič & Paape 2010
Integrity	Humour	Man of honour	Integrity	Tracy 2000; George 2006; Covey 2000; Patch&g 2011; Kovač, Mayer & Jesenko 2004; Goffe & Jones 1999; Cimerman et al. 2003 Handford & Leithwood 2013; Crum, Sherman & Myran 2010.
Energy	Organized	Consistency	Creativity	Dimovski & Penger 2008; Honkaniemi, Lehtonen & Hasu 2015; Giesecke & McNeil 2005; Kovač, Mayer & Jesenko 2004.
Humour	Flexibility	Integrity	Care for others	Blanchard & Bowles 2002; Jerman 1994; Ovsenik & Ambrož 2000; Hočevar, Jaklič & Zagoršek 2003; Zupan 2001: Kralj 2003; Cimerman et al. 2003; Plump et al. 2016; Viitala, Tanskanen & Santti 2015; Robertson, Birch, & Cooper 2012; Mihalič 2008.
Expressive power Competence	Prudence Integrity	Curiosity Humour		

In Table 3 is a comparison of leadership building blocks. In the first column are building blocks described by Kovač, Mayer and Jesenko (2004) based on their research. In the second column are building blocks pointed out by teachers. The third column describes building blocks suggested by educational managers of Koroška's primary schools. In the fourth column are building blocks, based on the examined literature (written in the fifth column) in our research.

With educational managers in transformational leadership style, the highest average in is the category of intellectual stimulation, followed by idealised behaviour (influence). The lowest average is in idealised influence (assigned qualities). On top in transactional leadership is leadership style with conditioned reward, followed by active leadership with exceptions. In passive leadership style, highest is passive leadership with exceptions and lowest is hands-off leadership style. In results of leadership, the highest average is in efficient facilitator.

Combined values of dimensions, educational managers and teachers together, show the following results: in transactional leadership style the highest average is in motivating with the help of excitement; in transactional style, leadership with conditioned award; in passive style, leadership with exceptions and in results of leadership – efficient facilitator.

Educational managers had higher average (as teachers) in transformational style and in results of leadership. Teachers on the other hand had higher average in transactional and passive leadership styles. The teachers therefore believe that transactional and passive leadership styles are more common than the managers do for themselves.

In our hypothesis we claimed that there are no statistically significant differences among educational managers and teachers in primary schools regarding a chosen leadership style. Statistically significant differences (Table 1 and Figure 2) in which educational managers have higher rank average occurred in the following statements: idealised behaviour, intellectual stimulation, individual approach towards employees, additional effort, efficient facilitator, transformational leadership style and results of leadership. Teachers have statistically higher rank average in the following leadership types: passive leadership with exceptions, hands-off leadership, and passive leadership style. Hypothesis for this statement was denied.

On the basis of the chosen leadership building blocks (Figure 1) which we obtained from the study by Kovač, Mayer and Jesenko (2004) and Table 3, where we showed building blocks for a successful leadership, pointed out by teachers in one Slovenian school and educational managers of Koroška, we made our own choice of building blocks. These were showed in a model of successful leadership, where we also added the main styles of leadership (Figure 3).

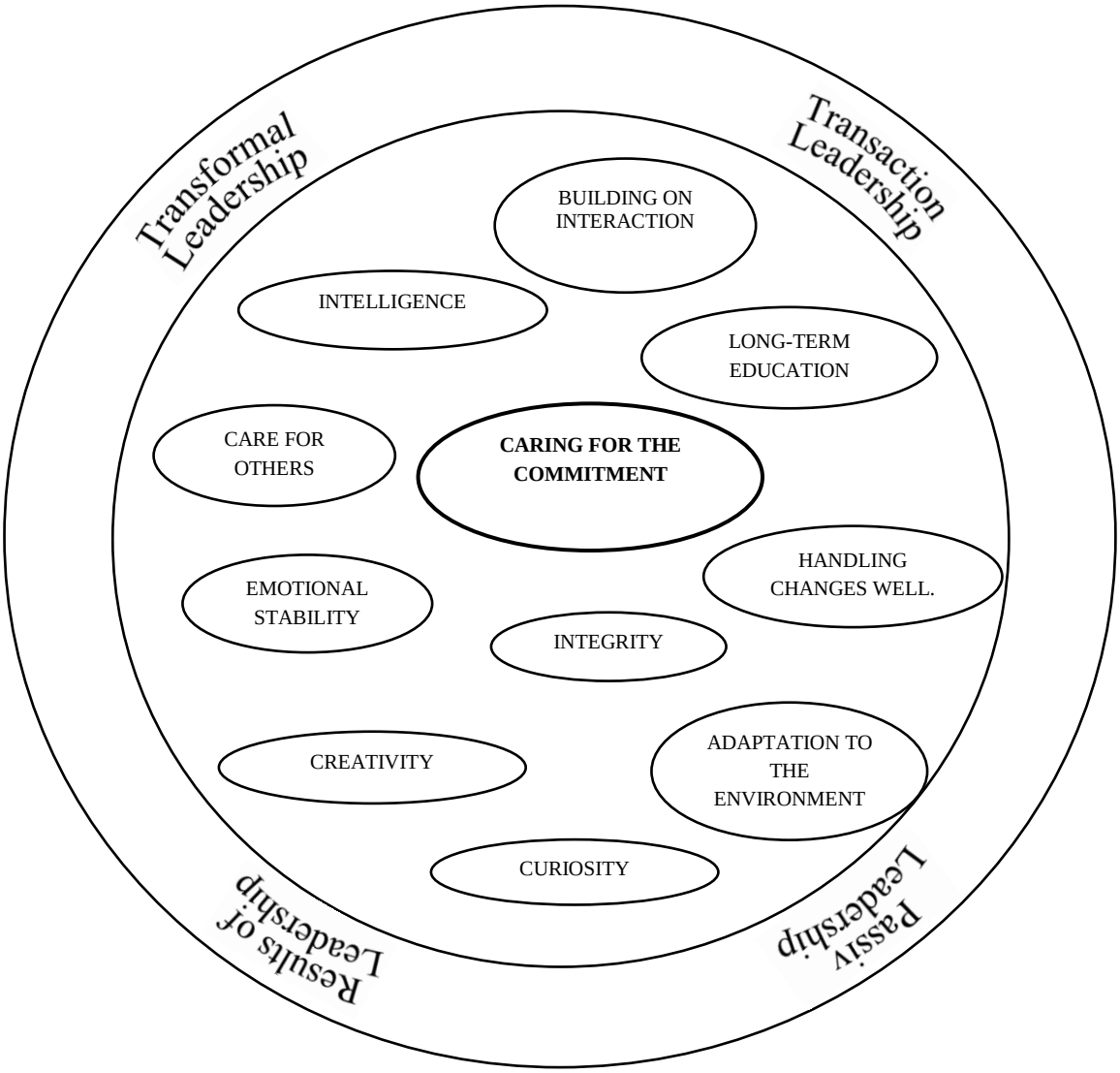

Figure 3. Building blocks for a successful leadership model of employees in primary schools

The choice for a leadership style depends on a situation. This can be done by those, who truly master the art of leadership. Although all educational managers, after completion of the educational manager's course, should possess such skills, the question remains whether this is sufficient to manage a school. Educational managers come solely from teachers and educational counsellors and on Universities where they get their education they do not get sufficient knowledge about leadership. Therefore, our research could help to increase the number of classes and time spent for such education, especially at the educational manager's courses. It would be interesting to expand our study to educational managers and school directors in the entire Slovenian educational system. The second possibility is to make a comparison with other schools from our neighbouring countries. From the above mentioned additional research we could get information about different knowledge from which educational managers in Slovenia would benefit.

Educational managers nowadays are supposed to be curious, which means constant education and adaptation to the environment and mastering changes. What is more, leaders will have to know how to take risks and will have to survive in turbulent environment, full of fast changes. Their main motivation should not only be money but their mission. Leading with heart, building relationships will be their mission, because human resources are becoming a more and more important competitive advantage of companies. Educational managers will have to develop the skills of their employees, they will have to know how to create good climate and manage stress for themselves and the employees. They will have to be able to keep good employees in schools.

5 Conclusion

With our research we wished to examine the possible connection in the chosen leadership style among educational managers and teachers in Slovenian primary schools. Additionally, we have researched the qualities or building blocks of a successful leadership model. We have conducted a quantitative online research with the help of a questionnaire, which was sent to all primary schools in Slovenia. With the help of analyses and statistical methods we discovered, that there is no difference among educational managers and teachers when it comes to choosing a leadership model. We have also formed a model of successful leadership with leadership building blocks and main styles of leadership.

Our original contribution to science is in the form of a model for successful leadership. Leadership depends on a situation and a good leader must recognise and choose the right leadership style in a given situation. Since there is no universal, general model, educational managers must constantly educate themselves in the field of leadership and management. Only in this way they will be able to successfully manage their school. Considering the fact that the public sector in Slovenia is very large (more than 160.000 employees), our research can strongly influence good leadership and consequently bring satisfaction to many employees and their families.

In our research we used a questionnaire of foreign origin (MLQ) which presented an issue, since it could portray different results in different cultural and social environment. Also, the response (especially from teachers) was lower than expected. The last, not so important, issue was that we used the questionnaire only in public schools (more than 450) in Slovenia and not also in private schools (6). To continue our research we would suggest a similar research with the use of the same measuring instruments abroad, especially in our neighbouring countries. In these countries there is similar climate and customs. To obtain results for all levels of education in Slovenia, one would have to conduct a research in which would include the entire public educational system. Our final proposal is to make analysis what educational managers need and in which field of leadership they wish to educate.

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Povzetek:
Stili in gradniki uspešnega modela vodenja v osnovnih šolah

Raziskovalno vprašanje (RV): Kateri so najbolj pogosti stili vodenja ravnateljev osnovnih šol v Sloveniji? Kateri so gradniki modela uspešnega vodenja?
Namen: Namen raziskave je prikazati, kakšne stile in modele vodenja uporabljajo ravnatelji javnih osnovnih šol v Sloveniji. Želimo, da ravnatelji prepoznajo svoj stil vodenja, ga nadgradijo in po potrebi tudi menjajo – odvisno od situacije. Naš namen je tudi prepoznati gradnike modela uspešnega vodenja.
Metoda: Na osnovi temeljitega sistematičnega pregleda in analize literature, ki se nanaša na naše preučevano področje, smo izbrali spletni anketni vprašalnik. Z njim smo spraševali vse zaposlene o stilih vodenja osnovnih šol. Prejeli smo popolne odgovore 89 ravnateljev in 243 učiteljev. Dobljene rezultate smo analizirali z namenom izbora stilov vodenja. Uporabili smo več raziskovalnih metod in statistične teste.
Rezultati: Rezultati naše izvedene raziskave so pokazali, da je tako pri učiteljih kakor pri ravnateljih najvišje ocenjeno transformacijsko vodenje, in sicer podsklop motiviranje s pomočjo navduševanja; najnižje povprečje ima pasivno vodenje. Učitelji menijo, da je transakcijski in pasivni stil vodenja bolj prisoten pri ravnateljih, kot to oni sami menijo zase. Preverjali smo, ali med ravnatelji in učitelji osnovnih šol obstajajo statistično pomembne razlike glede uporabe izbranega modela vodenja. To trditev smo delno potrdili. Na osnovi teoretične podlage in kvantitativnega raziskovanja smo oblikovali model uspešnega vodenja osnovnih šol, kateremu smo pripisali enajst gradnikov.
Organizacija: Naša raziskava je zajela šole po celi državi, in zato lahko upravičeno trdimo, da naše ugotovitve veljajo za vse javne osnovne šole Slovenije. Z izbiro pravilnega stila vodenja lahko pričakujemo pomembne spremembe na bolje v organizaciji.
Družba: Raziskava ima vpliv tudi na družbo in okolje. Z dobrim vodenjem se krepi tudi zadovoljstvo, odnos do sodelavcev in otrok, učencev, dijakov in študentov in s tem tudi vpliv na širšo družbeno okolje. To pomeni tudi bolj zadovoljne pripadnike v družbi Če se omenjen model preskusi tudi v drugih segmentih javnega sektorja in če bo uspešen, bo imela naša raziskava vpliv na veliko število zaposlenih ljudi v Sloveniji, saj je javni sektor številčen.
Originalnost: Izvirni znanstveni prispevek naše raziskave se izraža v oblikovanju modela uspešnega vodenja v šolstvu z gradniki vodenja. Teoretični prispevek se kaže s preučevanjem, razlago in nadgradnjo teoretičnih dognanj na znanstvenih področjih, ki so podlaga našemu raziskovalnemu delu. Ko smo preučevali strokovno in znanstveno literaturo, pregledovali primere, smo ugotovili, da takega modela, kot smo ga izvedli mi, v Sloveniji ni.

Omejitve/nadaljnje raziskovanje: Raziskava temelji samo na javnih šolah; uporabljen je bil vprašalnik tujega izvora (MLQ). Možnosti nadaljnjega raziskovanja so: raziskava po celotni vertikali šolstva v Sloveniji; primerjava s podobnimi šolami v tujini.

Ključne besede: vodenje, osnovna šola, ravnatelj, stili vodenja, gradniki vodenja.