

МЕХАНІЗМИ ДЕРЖАВНОГО УПРАВЛІННЯ



УДК 02:303](474.5+437.6)

EVALUATION IN SMALL STATES LIBRARIES: CASES OF LITHUANIA AND SLOVAKIA



Jaroslav Dvorak^{1,2},
*Klaipėda University, Dept. of Public Administration and Law
Minijos str. 153, Klaipėda, Lithuania*
Jurgita Rudžionienė,
Vilnius University, Faculty of Communication, Vilnius, Lithuania

This article analyses the lack in library evaluation capacity, which was identified after the analysis of scientific literature. The methodology of the present research is based on a pluralist point of view; we experimented with EVALSED, the methodology of evaluation capacity assessment, as it is pluralistic and flexible. During the present research, two series of semi-structured in-depth interviews with librarianship professionals were carried out in Lithuania and Slovakia based on pre-prepared questions. The research has revealed that evaluation is starting in the libraries of both countries: traditional evaluation methods are applied (questionnaires, interview, or comparative benchmarking of libraries); however, Lithuania is more advanced in this area. Employees in Lithuania have had more training; they have some knowledge about evaluation and apply ISO2788:2007 standard for performance measurement. In Slovakia, evaluation is viewed with caution; libraries act in a conformist way and are afraid of becoming leaders in this area because they do not see any benefit. The research on evaluation capacities will allow perceiving evaluation benefits, improve librarians' knowledge, and become the basis for the establishment of evaluation methodology and evaluation providers.

Key words: Evaluation capacity, library, statistics, Lithuania, Slovakia, EVALSED.

Ярослав Дворак,
Університет м. Клайпеда, кафедра державного управління та права, м. Клайпеда, Литовська Республіка
Юргита Руджюніє,
Вільнюський Університет, кафедра комунікацій, м. Вільнюс, Литовська Республіка

ОЦІНЮВАННЯ В МАЛИХ ДЕРЖАВНИХ БІБЛІОТЕКАХ: ПРИКЛАД ЛИТВИ ТА СЛОВАЧЧИНИ

Стаття присвячена аналізу спроможності до оцінювання в бібліотеках. Згідно з методологією дослідження було обрано поєднання методик, що базуються на використанні EVALSED (он-лайн ресурс, який містить вказівки щодо оцінювання рівня соціально-економічного розвитку), та методології оцінки спроможності до оцінювання як такої, що є плюралістичною (багатогранною) та гнучкою. Під час дослідження було проведено два напівструктурованих опитування бібліотечних працівників за заздалегідь підготовленими запитаннями у двох країнах – Литві та Словаччині. За підсумками результатів дослідження було виявлено, що оцінювання в бібліотеках перебуває на початковій стадії в обох країнах: використовуються традиційні методи оцінювання (анкетування, співбесіди, порівняльний бенчмаркінг бібліотек). Утім, у Литві бібліотечні працівники є більш підготовленими, володіють більшим обсягом знань

1 Research in Slovakia was financed according to the 2012.12.12 Education Exchange Support Fund contract AM-SK-2012-LT-0907.

2 Special thanks to prof. Jela Steinerova from Comenius University, Faculty of Philosophy for her kind support during the research in Slovakia.

щодо оцінювання та застосовують стандарти ISO 2788:2007 до вимірювання виконавської діяльності. У Словаччині оцінювання розглядається з пересторогою, бібліотеки діють конформно, не бачать своєї вигоди. Дослідження спроможності до оцінювання дасть змогу оцінити вигоди проведення оцінювання, поповнити знання бібліотечних працівників та стане підґрунтям для започаткування методології оцінювання у бібліотечній сфері.

Ключові слова: спроможність до оцінювання, бібліотека, статистика, Литва, Словаччина, EVALSED.

Ярослав Дворак,

Університет г. Клайпеда, кафедра державного управління і права, г. Клайпеда, Литовская Республика

Юргита Руджиониене,

Вильнюсский Университет, кафедра коммуникаций, г. Вильнюс, Литовская Республика

ОЦЕНИВАНИЕ В МАЛЕНЬКИХ ГОСУДАРСТВЕННЫХ БИБЛИОТЕКАХ: ПРИМЕР ЛИТВЫ И СЛОВАКИИ

Статья посвящена анализу возможностей оценивания в библиотеках. Соответственно методологии исследования было избрано сочетание методик, которые базируются на использовании EVALSED (он-лайн ресурс, содержащий указания относительно оценивания уровня социально-экономического развития), и методологии оценки способности к оцениванию как плюралистической (многогранной) и гибкой. В процессе исследования было проведено два полуструктурированных опроса сотрудников библиотек по заранее подготовленным вопросам в двух странах – Литве и Словакии. После подведения результатов исследования было выявлено, что оценивание в библиотеках находится на начальной стадии в обеих странах: используются традиционные методы оценивания (анкетирование, собеседования, сравнительный бенчмаркинг библиотек). Однако в Литве сотрудники библиотек более подготовлены, владеют значительным объемом знаний относительно оценивания и используют стандарты ISO 2788:2007 к измерению исполнительной деятельности. В Словакии оценивание рассматривается с настороженностью, библиотеки действуют конформно, не видят в этом выгоды. Исследование способности к оцениванию даст возможность оценить выгоды проведения оценивания, пополнит знания сотрудников библиотек и станет основой для внедрения методологии оценивания.

Ключевые слова: способность к оцениванию, библиотека, статистика, Литва, Словакия, EVALSED.

Research problem. From a global perspective, an increasing number of libraries experience quicker changes rather than other public sector organizations. This is natural as the content and value of library services depend on their attraction to customers, which is demonstrated not only by library infrastructure, staff, and funds, but also library evaluation, the results of which are used in performance planning, new knowledge creation, organizational training, and marketing. In order to carry out an objective, systematic, and scientific evaluation, evaluation capacity is necessary in planning input and output, as well as impact understanding and interpretation. As libraries lack financial resources for external evaluation, it is necessary to develop internal evaluation capacity. Evaluation capacity provides the people interested in evaluation with the information about the importance of evaluation, evaluation questions, the choice of methods, the use of results, the empowerment and involvement of staff, founders, and users of the service; they also decrease shame about misfortunes and become a risk-management tool.

The logic of the present research is influenced by the evaluation criteria of library performance indicated by other researchers; however, they are not analysed in greater detail. On the basis of their results, it becomes clear that libraries lack the following: (i) *evaluation capacities* as the

staff is unable to understand and carry out impact evaluation; lack in flexibility while carrying out evaluations; the basic meaning of evaluation is not determined; performance data are not used because of incompatibility and people are late while preparing reports; the information provided is misleading and unsuitable for a comparative analysis, thus, it cannot be used properly; changes in indicators create more problems; limited capacities in carrying out impact evaluation and determining deeper effects; (ii) *evaluation culture* as the performance information collected demonstrates only positive or neutral aspects (Bawden, Petuchovaitė, Vilar, 2005; Rutkauskienė, 2008; Streatfield, 2009). On the other hand, libraries aim at proving their value, similarly to other public sector organizations (Poll, 2012).

Research objectives. Three main aims of the research have been formulated. First, this research may become an introduction in identifying library evaluation capacities on the basis of the Lithuanian and Slovakian cases. Second, librarians will be able to understand the importance of evaluation capacities on their organization and the whole sector; to find out the main variables which influence the dissemination of evaluation in the organization. Third, the scholars interested in evaluation capacities in the public sector organizations will be able to find new research directions.

Recent research and publications analysis.

The topic of evaluation capacity is new among librarianship researchers and professionals. At the end of the 20th century, library evaluation capacities were perceived from a narrow perspective as the application of economic evaluation methods (cost-benefit analysis, cost-effectiveness analysis, or return on investment calculations) and service user satisfaction measurement (Alemna, 1999; Kelly, Hamasu, Jones, 2012). Contemporary research is focused on determining library service impact, the choice of effective evaluation methods and indicators in determining impact, description of evaluation experience and process, and descriptive research oriented towards the evaluation situation in various countries. In addition, the good experiences of benchmarking libraries are analysed. The global evaluation community admits that evaluation is useful when the organization creates and develops evaluation capacities, which provide advantages in concentrating national and international resources.

In addition, it is necessary to talk about new changes in a librarian's work content. Rudžionienė and Dvorak (2014) have referred the advantages of empowerment evaluation (henceforth, EE). This means that evaluation capacities are a structure in which power is shared with other community members. EE is a partnership environment in which methods are applied in accordance with EE principles (Wandersman, Smell-Johns, 2005). Evaluation capacities based on partnership principles contribute in ascertaining common interests and values. Stakeholders have their unique needs and perspectives, which should be understood by a librarian, being able to express the library value (Kelly, Hamasu, Jones, 2012). It can be observed that empowerment evaluation penetrates the libraries under the metaphor of an embedded librarian (Miller, 2014). Integration requires direct interaction among the librarian, the user, and academic staff. They have the possibility of forming assumptions about group identity, sharing values about the project aims, and expressing their unique potential.

Scholars and evaluators are still analyzing the perception of antithesis between the evaluation system and evaluation capacities. Haarich (2004; 2008) and Leeuw and Furubo (2008) describe the system as the environment which encourages and maintains evaluation. Haarich's research (2004; 2008) can be viewed as especially valuable because the author provides the evaluation system assessment matrix and checks its validity by analyzing the cases of Germany, Spain, and Slovenia. The interpretations of evaluation capacities are provided by Picciotto

(1989), Mackay (1999), Stockdill and Baizerman (2002), Toulemonde and Bjornkilde (2003), Taut (2007), and Knott (2007). However, there is still no common agreement what evaluation capacities are and whether there is a difference between capacities and the evaluation system.

Research methodology: In the present research, the starting point is methodology rather than theory (Alkin, Christie, Vo, 2013), as it emphasizes the importance of evaluation capacities and participatory evaluation as the wholeness of methods which propose more or less abstraction and applied research instruments. The choice of the research methodology is based on a pluralist position. From the existing methodologies of evaluation capacities assessment, EVALSED was chosen (Evaluation of Socio-Economic Development). The usefulness of this methodological approach was discussed by Stame (2013), who distinguished the following advantages: (i) pluralism which is based on three main directions (positivism, constructivism, and realism); (ii) flexibility, constant learning typical of imperative and the search for the realization of different measurement techniques in different contexts. The substitute for the non-existent integrated theory can be traced in the logical structure of the imperatives, principles, and norms of the EU administrative system, the modifications of which become the basis for projecting library evaluation capacities in the Lithuanian and Slovakian comparative cases. The present research aims at combining, integrating, and consolidating the knowledge about evaluation capacities into an initial explanatory scheme, which could be developed into a model and a further synthetic theory in the future.

During the research, the following methods were used: literature analysis, case study, and semi-structured in-depth interview. *Scientific literature analysis:* we carried out the analysis and classification of scientific literature on evaluation capacities. Furthermore, we analysed the reports of international institutions on the research topic, as well as analysed and adapted the European Commission EVALSED evaluation guide for the logical structure of the present research. In addition, we analysed a representative number of publications on librarianship evaluation because we were looking for an answer how evaluation capacities are understood in this area, what evaluation methods are applied, and what problems have not been resolved. *Semi-structured in-depth interview:* during the semi-structured interview, the respondents were provided with pre-prepared questions. However, some of them were paraphrased or additional questions were asked.

This was essential in Slovakia, as not all respondents could speak English well; some interviews were carried out with an interpreter. The choice of the research method was influenced by more flexibility to obtain information about evaluation capacities in Lithuania and Slovakia. The research method of an interview provides the possibility to express feelings or opinions which can contradict the official/dominant position. The research process was carried out in three stages. On March 1-31, 2013, fourteen in-depth semi-structured interviews were carried out in Slovakia with heads of libraries (the heads of librarians associations were among them) and with specialists responsible for gathering statistical data. Ten interviews were carried out communicating directly with the respondents, one was carried out by telephone, and three respondents preferred answering the questions by email. Six respondents from public libraries and eight respondents from academic libraries participated in the interview. On June 1-30, 2013, fifteen interviews were carried out in Lithuania with heads of libraries and specialists responsible for gathering statistical data; in addition, one civil servant of the Ministry of Culture was interviewed. The interviews were carried out by using IT and by telephone. The respondents from seven public and seven academic libraries were interviewed. After that, the collected data were transcribed and analysed. The respondents in both countries were chosen according to the following criteria: (i) professional interest in evaluation; (ii) position or job at a library; (iii) experience in evaluation. The information about the respondents was coded. The Lithuanian respondents were coded as LLEC (Lithuanian library evaluation capacity) from 0 to 14, while the Slovak respondents were coded as SLEC (Slovak library evaluation capacity) from 0 to 14. *Case study*: the case study method was chosen for the empirical analysis as, according to Yin (2003), case study is an empirical query which analyses contemporary phenomena in real-life context when the boundaries between the context and the phenomenon are not clearly defined. Evaluation, as a research object, is a project structure, which means that the research object is constantly changing, and new elements appear. Obviously, the processes take place as the present article emphasizes and develops the pluralism of library evaluation capacities and possibilities, as well as validation and institutionalization.

Main results and their justification.

Library Performance Management

Institutions and organisations are operating in the environment of constant challenges nowadays. The success of their functioning and possibilities to

overcome the challenges usually depends on different factors. One of the factors could be indicated as successful institutional management. Libraries as public sector institutions are creating their result – information content and information services, and libraries are naturally seeking the most effective managerial decisions for successful realisation of their activities. It is accepted widely that knowledge management cover set of main tools which are necessary for information specialist. Management theory underlines the fact, that the library itself and especially library specialists play key role in the organisation and environment (it can be either institution or city or society itself in the wide sense of the meaning) (Knowledge management..., 2004).

According to Genoni (2004), libraries and archives as well as other information institutions have long experience with developing and managing content. By building upon their existing collection management experience and skills and adapting them in the process of selection of content for institutional repositories, libraries will be able to reinforce their role in the institutions they serve. The realm of professional practice has already been through a series of transformations as a result of the revolution in information and communication technologies during the last decades. Digital media and formats strongly require appropriate managerial decisions (Genoni, 2004). One of the main components of library management is considered as planning and strategic planning; the latter is playing important role in the practice of strategic management (Johanssen, Pors, 2004). It is based on certain hypotheses about the future, and seeks to invent the future that suits the organization (Pacios, 2004). In this context personal management is another most complex issue in library management.

Fundamental processes taking place in the society are closely connected with receiving and transmission of information and knowledge creation. These processes determine the nature and quality of information and knowledge itself. Knowledge management is one of the most universal management strategies with wide spectrum of application (Bibliotekininkystės ir informacijos studijų vadovas, 2009, p. 674). Library management is strongly oriented to the wide knowledge management context today. Library in fact is perceived and recognized undoubtedly as one of the important players in building knowledge management. Knowledge management is defined as creation, storage, sharing, application etc. of organisational knowledge thriving to implement goals and tasks of the organisation (American productivity and Quality Center, 2014;

International Federation..., 2014; Knowing what we know 1997). Knowledge management cover issues concerning organisational strategies, processes and practice as well as knowledge management culture and its implementation in libraries and in information environment in general. Knowledge management components are shaping knowledge capital, and its components are knowledge resources, social capital and infrastructure (Information driven management concepts..., 1998; International Federation..., 2014).

Reflection on Rationalization of Evaluation System

Evaluation activity has to be planned in advance, taking into consideration the fact when the information has to be provided to the decision-makers. Preferably, the information should be provided in an institutionalized way. In some cases, there might be a need to provide certain information at a certain time period; for instance, an annual or a quarterly report, which could be used during different stages of a political cycle. Therefore, programme evaluation of all stages may be necessary to the general audience and individual decision-makers. Different organizational characteristics, i.e. relationship and organizational culture, make influence on the evaluation process.

Haarich and Hermosa (2004), as well as Leeuw and Furubo (2008) use the concept of evaluation system in order to describe the environment which encourages and supports evaluation. **An evaluation system** is the sum of all components, relationship and activities, which is devoted to plan, order, and perform a good quality evaluation; it is also used in order to implement the public sector management of the government, a certain sector or institution (Haarich, 2008). More than one organization has to be involved in the evaluation system. One of the organizations provides information, while the other, which is going to use the results, needs this information. According to Haarich (2008), an evaluation system is more than an evaluation capacity because a capacity represents only the evaluation supply, while the system in the broad sense also has to comprise the factors related to supply (resources and infrastructure), as well as external factors, which define the development of the system.

Leeuw and Furubo (2008) emphasise that most evaluation systems are embedded in administrative structures. The 'union' of administration and evaluation means that administrators and evaluators cooperate so that a policy would be defined as a type of *administrative scholarliness*. Evaluators and administrators have become the interpreters of politicians' need for information, and this preconditions the belief that information is useful in

the decision-making process. The evaluation system should not be tied by rewards and punishments because winners and losers will appear in such a system and, consequently, openness and honesty will decrease. However, in some new EU member states, evaluation is perceived as a control (in its negative sense) (Sodomka, 2008).

Nowadays, it is still not clear what is actually meant by the term *evaluation capacity*. As can be seen in Table 1, dualism dominates while defining evaluation capacities, which is manifested by the use of broader and abstract definitions (Mackay, 1999) while using the concept evaluation capacities, as well as narrower and more concrete ones, comprising activities of public administration organization and information management (Picciotto, 1998).

Table 1

What does it mean evaluation capacity?

Authors	Descriptions
Mackay (1999)	The development of national and sectoral evaluation system
Picciotto (1998)	The ability of public institutions to manage information, assess programme performance, and respond flexibly to new demands
Boyle, Lemaire (1999)	The configuration of evaluation capacity, evaluation practice, organisational arrangements and institutionalisation
Stockdillas, Baizerman, Compton (2002)	The intentional work to continuously create and sustain overall organizational processes that make quality evaluation and its use routine
EVALSED (2009)	The institutional, human, resource, skill and procedural base for conducting evaluations in public policy and public management systems

Dualism may be explained by the fact that there are different points of view on how evaluation capacities should be created. According to Taut (2007), this area depends on the local context, i.e. the definition may be applied in one system but may not be suitable for another system. On the other hand, a fact should be emphasized that evaluation capacities are more than training because in certain texts the development of evaluation capacities is equated to training carried out (Knott, 2007). Apparently, training is necessary; however, nowadays only evaluators are trained, even though the users of evaluation results should be trained as well (Patton, 2002).

As can be seen from a number of narrower definitions, evaluation capacities may comprise the combination of organizational and institutional approaches. The organizational approach comprises organizational changes, information management and systematic measurement of indicators. In

addition, evaluation depends on the expertise of human resources and the organization management and capacity training via professional communities. On the contrary, the institutional approach comprises broader perspectives, for instance, the existing formal and informal rules or norms and values that define policies. It can be stated that in order to create evaluation capacities, the institutional approach should be enacted, which establishes the rules of the game of the organizational structure and is the precondition of capacity adaptation and institutional changes.

During the last decade, three basic methodologies have been used all over the world in order to determine evaluation capacities: Mackay's (2002) indicators of evaluation capacities; indicators of evaluation capacities indicated in the EC EVALSED sourcebook (2009); criteria by Furubo and Sandahl (2002) (see Table 2).

All three methodologies have many similarities that can be noted while analyzing different criteria of evaluation capacities. Furubo, Sandahl (2002) and EVALSED (2009) distinguished the fact that

Table 2

Analysis of evaluation capacity assessment indicators

Indicators Representatives	Demand	Supply	Institutionalization	Architecture/ Institutionalization
Furubo ir Sandahl (2002)	<ol style="list-style-type: none"> 1. Evaluation performs in many fields; 2. The pluralism elements exist. In each policy area there people and agencies that perform or order evaluations; 3. Evaluation activity established in the national audit institution; 4. The evaluations done should not just be focused on the relation between inputs/outputs or technical production 	<ol style="list-style-type: none"> 1. There are evaluators who perform evaluation, specialize in different disciplines and created various evaluation methods; 2. Evaluation profession and association existence. Participation at the meetings of international association, discussions about professional ethics 	<ol style="list-style-type: none"> 1. The national discourse about evaluation exists. More general discussions exist in specific national environment 	<ol style="list-style-type: none"> 1. Institutional arrangements in the government for conducting evaluations and sharing their fundings to decision makers; 2. Institutional arrangements are present in Parliament for conducting evaluations and sharing them to decision makers
EVALSED (2009)	<ol style="list-style-type: none"> 1. Evaluation is constantly used in every policy and programming stage; 2. Evaluation requirements comprise legal, political, and regulatory activity; 3. Staff has evaluation experience and capacities, which are constantly renewed and strengthened; 4. Constant evaluation flow and scope 	<ol style="list-style-type: none"> 1. Training is organized and training services are provided by different providers; 2. Defined market; 3. The existence of evaluators' association and practice communities 	<ol style="list-style-type: none"> 1. Evaluation results are integrated into the decision-making process; 2. Managers perceive evaluation as an important contribution; 3. Evaluation culture; 4. An open and systematic dialogue between decision-makers and evaluation specialists; 5. Evaluations are constantly used by the stakeholders 	<ol style="list-style-type: none"> 1. Coordination mechanism (via networks or functions); 2. Procedures for accumulating evaluation results
Mackay (2002)	<ol style="list-style-type: none"> 1. Formal monitoring and evaluation structure exist at the government; 2. Officials taken part in monitoring and evaluation trainings; 3. Officials are working in monitoring and evaluation fields; 4. Number of performed evaluation and reviews 	<ol style="list-style-type: none"> 1. Greater quantity and better quality of monitoring information and evaluation findings 	<ol style="list-style-type: none"> 1. Monitoring and evaluation results use for budget decisions, preparing strategies and in line management decisions. 2. Monitoring and evaluation results use the mass media, parliament, NGO's providing evidence to government. 	<ol style="list-style-type: none"> 1. Government structures and processes have been realigned to commission monitoring and evaluation resultss and to feed them into budget processes and into ministries' planning and administrative processes

evaluation is performed in many areas. In fact, this may mean that it is constantly used in every stage of policy and programming and that a monitoring and evaluation structure exists in the Government. The criteria distinguished by Furubo and Sandahl (2002) comprise a broader analysis of evaluation capacities and the national context, while EVALSED (2009) criteria are directed towards the analysis of the EU Structural funds evaluation capacities. Mackay (2002) suggests statistical indicators (e.g. the number of officials or the number of the evaluations performed), which are often unavailable if the analysis is carried out in the state context because many evaluations are performed informally and are scarcely noticeable (Varone, Jacob, De Winter, 2005). Furubo, Sandahl (2002) and EVALSED (2009) agree that a necessary criterion of supply is the existence of evaluators' associations. Participation in the meetings of international associations and training also have advantages for the evaluators because during the meetings of the associations, good practice is exchanged and training and conferences take place. The approaches by Mackay (2002) and EVALSED (2009) are similar in analyzing the usage of evaluation results or their integration into decision-making in the institutionalization dimension. Another similarity of the criteria is the publication of evaluation results in the media, their usage in parliamentary discussions and in preparation of NGO documents among the stakeholders. The criterion of national discourse distinguished by Furubo and Sandahl (2002) may be compared to the criterion of open dialogue between decision makers and evaluators distinguished by EVALSED (2009). As a consequence of autonomy, evaluation attempts to develop methodological and epistemological debates, which take place in social sciences. Finally, there are many similar criteria in the fourth dimension, that attempt to establish institutional preparation and the existing structure or mechanism.

Comparison of Evaluation Demand

Evaluation is constantly used in every policy and programming stage. The rise of the evaluation function in Lithuania and Slovakia is related to the PHARE programme and preparation to the EU membership. Because of different public administration traditions and different levels of delegating functions according to the competence of regional institutions in national contexts, the EU Structural Funds management and implementation systems vary from centralized to decentralized and from integrated to unintegrated (ESTEP, 2006; European Policies Research Center, 2009). Taking this into considerations, the main evaluation

organization ways are the following: centralized, decentralized, and mixed. When organizing the Structural Funds support evaluation, the centralized evaluation approach was adapted in Lithuania. On the contrary, in Slovakia the decentralized evaluation approach was applied. Naturally, this did not necessarily influence evaluation in libraries, as new evaluation subdivisions focus their attention on evaluation management under the sub-system of the EU Structural Funds and Cohesion Funds. Therefore, it is too early to claim that evaluation is used in every stage of performance management cycle in library evaluation.

The first question of the qualitative research aimed at clarifying the respondents' opinion about library performance evaluation. We asked whether they know the concepts "library performance evaluation," "evaluation as a way of public administration and management," and whether they have faced (read or heard) library performance evaluation in other countries or Lithuania/Slovakia? We were keeping to the assumption that the answer to this question will allow to determine hypothetically if evaluation is used in the stages of library evaluation management. The analysis of the answers has revealed that library professionals in Lithuania know about evaluation from conferences and readings [this is obligatory or voluntary]. Their opinion about evaluation practice is positive, and they think that it helps to improve management and plan strategic changes. Slovak library professionals perceive evaluation as the comparison of libraries, search for solutions, gathering of statistics, and useful activities for information exchange and learning. In addition, they also know that evaluation may be misleading [it is difficult to compare different libraries because of their size or users' objectivity] and has some side effects.

Evaluation requirements comprise legal, political, and regulatory activity. One of the simplest ways to determine the existence of evaluation demand is the analysis of legal, political, and regulatory activities. Decision-makers define the aims and activities of public sector organization in legal acts; they also foresee financing sources and describe the expected results of organization performance. During the present research, we were looking for the validation sources of library evaluation demand in Lithuania and Slovakia. The qualitative research in Lithuania has revealed the pluralism of opinions among librarianship professionals.

The representatives of academic libraries did not know the legal documents, regulating the obligation to carry out library performance evaluation. One of

the respondents mentioned that MOSTA (*Mokslo ir studijų stebėsenos ir analizės centras*, Research and Higher Education Monitoring and Analysis Centre) evaluation is important for them. Naturally, MOSTA data are important for the institutional evaluation of the higher school. MOSTA does not carry out academic libraries evaluations itself; it orders evaluations and analyses from external providers in order to carry out science and study system monitoring. However, this does not mean that evaluation is unnecessary for an academic library. Simon and Howard (2014) maintain that academic libraries have to create a methodology and strategies in order to demonstrate their influence on qualitative teaching, learning, and research at the university. The American approach describes a relation [communicative] model according to which librarians professionals systematically meet with the higher school teachers and discuss institutional and students' needs (Miller, 2014).

The respondents of public libraries had a different opinion. Some of them enumerated various international and local legal acts (e.g. the Law on Libraries of the Republic of Lithuania, IFLA/UNESCO Public Library Manifesto, Library Provisions, the Law on Statistics of the Republic of Lithuania, or the Order of the Minister of Culture of the Republic of Lithuania). The other part of the respondents claimed that there are no legal documents which clearly describe the obligation of library performance evaluation. In order to check the respondents' opinion, the content analysis of legal acts was carried out and the legal acts mentioned during the qualitative interview were analysed. Content analysis allowed considering the problem under the present investigation deeper and confirmed the reliability of the results obtained during interviews.

First, the Revision of the Law on Libraries of the Republic of Lithuania was analysed. There are no references to library performance evaluation in this legal act; nevertheless, it explains what library performance is, i.e. the evaluation object is described. According to this law, "library performance is document accumulation, management, systematization, preservation, assurance of the possibility to use public information sources, disregarding political and ideological orientation of the authors or the knowledge recorded in them; assurance of equal rights for natural and legal persons to use free services indicated in legal acts when providing the information and services necessary for education, scientific research, and personal development" (Seimas of the Republic of Lithuania, 2004). The law does not define if library performance should be evaluated, who should perform this, and

who the evaluation results should be provided to. In the Law on Libraries, the competence of the Ministry of Culture is determined in the library performance management: "it coordinates the performance of libraries established by the state or municipalities and their participation in interstate programmes; approves the forms of library statistical reports; determines the attestation procedure of librarians, working at state- or municipality-established libraries and takes care of raising their qualification" (Seimas of the Republic of Lithuania, 2004). Consequently, statistical information accumulation, analysis, and methodological functions of library performance are delegated to Martynas Mažvydas National Library of Lithuania. It can be observed that the hierarchical top-bottom library performance management model dominates in Lithuania.

Another document IFLA/UNESCO Public Library Manifesto does not mention anything about library performance evaluation in the chapter 'Performance and Management;' however, it claims that each library has to have its own policy, aims, and priorities. These are the necessary evaluation elements because they are evaluation objects. The Manifesto claims that a library has to provide its services effectively, cooperate with partners, user groups, or professionals of other areas at local, regional, national, and international level (IFLA/UNESCO, 1994). Thus, the elements which are necessary in evaluation are identified; nevertheless, as has already been mentioned, performance evaluation, as a practice, is not mentioned in this manifesto.

The respondents mentioned Library Provisions as a document which regulates performance evaluation. For the analysis, the provisions of Vilnius, Kaunas, and Klaipėda county libraries were chosen. The choice was influenced by the fact that Vilnius County Library participated in the qualitative research, while the other two county libraries are in the two largest Lithuanian cities. The research on Library Provisions has revealed that all libraries have the possibility 'to form expert and other work-groups to analyse the questions of library performance in the region (Klaipėda County I. Simonaitytė Public Library, 2007; Kaunas County Public Library, 2012; Vilnius County A. Mickevičius Public Library, 2013).' The section of the provisions on library performance aims and functions indicates that libraries have to evaluate the quality of their customer service constantly and to carry out an opinion survey (Kaunas County Public Library, 2012; Vilnius County A. Mickevičius Public Library, 2013). The library provisions analysed ensure that evaluation and research results would

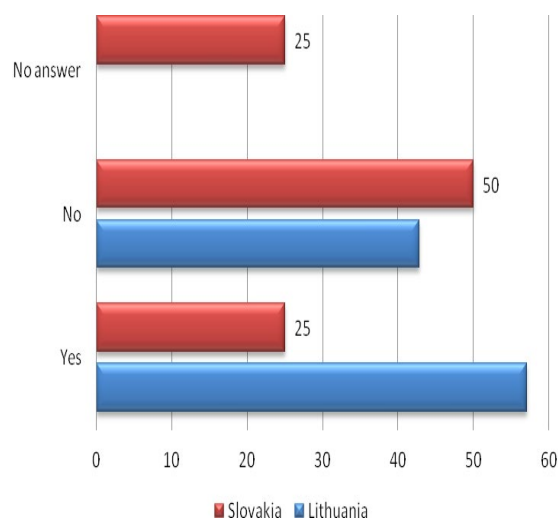
be used in improving library service quality Kaunas County Public Library, 2012; Vilnius County A. Mickevičius Public Library, 2013). The periodicity of this research and evaluations has been identified, i.e. systematicity, which is two years.

During the qualitative interview, the respondents maintained that evaluation is indicated in Article 12 of the Law on Public Institutions of the Republic of Lithuania (Seimas of the Republic of Lithuania, 1996); however, this article of the legal act determines the content and structure of the public institutions performance report. Apparently, the performance report provides the information relevant to library performance evaluation (<...> ‘information about the aims and nature of the public institution performance, the implementation of performance aims and performance results during a financial year and performance plans and forecasts for the next financial year’ (Seimas of the Republic of Lithuania, 1996)); it also indicates the possibility for the stakeholders to get acquainted with library performance results (‘the third parties have to have the possibility to get acquainted with the report at the public institution residence’ (Seimas of the Republic of Lithuania, 1996)).

Contrary to Lithuania, the respondents of the qualitative research in Slovakia claimed that performance evaluation is not regulated by law. They admit that evaluation in Slovakia is a voluntary library activity. The law regulates the provision of statistical data to the national library in accordance with the approved indicators (the number of users, borrowing books, etc.). Respondent SLEC13 noted that Slovakia has a library law, which describes library types, system, duties, and services; however, it does not regulate the quality of services and investment into the library system <...>. The respondent admits that standards and regulations are necessary in this area. The present research has indicated that Slovakia has a Methodological Instruction – Public Libraries Standard of the Ministry of Culture (slov. *Metodický pokyn Ministerstva kultúry Slovenskej republiky č. MK – 1669/2010-10/7472 z 1. júna 2010 k určeniu štandardov pre verejné knižnice*). This document is in conformity to the main legal acts, regulating library performance and Slovak Librarianship Development Strategy for 2008-2013 (slov. *Strategiou rozvoja slovenského knihovníctva na roky 2008-2013*) (Slovak Ministry of Culture, 2007). The standard of public libraries provides the evaluation object and the main performance indicators (e.g. the number of users aged until 15 from all registered users; the number of registered users to one employee,

performing the functions of a librarian; an average number of books for one user; an average change in book fund). The existence of the strategy shows pro-active thinking of the government; however, the respondents’ answers demonstrate that it is too early to speak about performance evaluation in Slovakia as the most important performance management elements have not been defined yet; i.e. what a qualitative library service is and how much resources the state will invest into these services.

Staff has evaluation experience and capacities, which are constantly renewed and strengthened. In the case of Lithuanian and Slovak libraries, it was found out that staff evaluation experience and capacities are different, but this is related to the method usage in the evaluation process in order to measure their performance. Many Lithuanian respondents have observed that they have performance evaluation capacities. The respondents have participated in evaluation lectures and courses; still, they admit the lack of evaluation knowledge and experience. A lack of evaluation knowledge influences a limited choice of librarians’ evaluation methods [questionnaire, interview, or data gathering]. Professionals are not acquainted with impact evaluation methods (e.g. counter-factual evaluation) or have difficulty in calculating library services impact, which is usually immaterial; therefore, it requires the knowledge and capacities of economic evaluation. The respondents of the qualitative research show that staff performance evaluation knowledge is not renewed and strengthened systematically. 25% of the Slovak respondents had evaluation training, a larger part (50%) has not had training at all, while 25% of the respondents have not provided an answer, which can also be viewed as a disadvantage in evaluation capacities (see Picture 1)



Picture 1. Respondents’ participation in performance evaluation training

The experience of Slovak respondents is oriented towards data gathering methods as library employees carry out users' satisfaction research/surveys; participate in good experience projects abroad; evaluate activities based on the approved indicators; or simply collect statistical data. According to Alemna (1999), a part of these evaluation methods (e.g. surveys) are subjective evaluation methods because they mainly depend on the users' opinion or attitudes. Thus, scholars discuss whether a user is a qualified to evaluate library services. On the other hand, in order to determine a positive impact of a library, the use of several methods and comparison of results is recommended (Poll, 2012).

The qualitative research shows that Library of Slovak Academy of Science has some evaluation experience, even though the library has not carried out an evaluation. The evaluation was organized and carried out by Slovak Academy of Science, which had a temporary evaluation commission. During the evaluation, the library gained some strategic planning knowledge and, as has been noted by the respondent, '<...> they had to prepare SWOT analysis and other documents necessary for evaluation commission (SLEC10, 2013).' However, this is a single occasion, which did not stimulate a wider diffusion of knowledge in the Slovak library network. The practice of commissions is widely developed in Sweden in order to make fundamental political decisions (Furubo, 2000). In Lithuania, four commissions under different titles were operating during more than a decade (State Management Improvement Commission or the Sunset Commission). The main obstacles in their performance are considered to be the following: (i) slow decision-making; (ii) analysis of insignificant institution functions.

Constant evaluation flow and scope. The qualitative research in Slovakia and Lithuania indicates that single attempts have been carried out in order to evaluate library performance. In Lithuania, such evaluations were carried out by high school scholars with the purpose of scientific knowledge (Bawden, Petuchovaitė, Vilar, 2005). In both states, libraries apply various data gathering methods, which are naturally related to evaluation activities. Still, it is impossible to claim that this is a systematic and constant evaluations flow as the experience of the respondents in both states is very different. The present research has revealed that there are two types of evaluation activities: **strategic evaluations/activities** (ordered evaluations/research by the Ministry of Culture of the Republic of Lithuania,¹

evaluation of the Slovak Academy of Science, and participation in international "benchmark" projects (Libitop, Libecon, BIX)); **process/local evaluation activities** (preparation of statistical reports; research on separate activities/services of the library).

Constructing the Evaluation Supply

Training is organized and training services are provided by different providers. Currently, evaluation training in Lithuania is organized in the public administration system in order to strengthen the capacities of the civil servants included into the evaluation process of the EU Structural Funds. In the past, similar projects were carried out for civil servants in the national evaluation sub-system. Some Lithuanian universities propose evaluation and measurement subjects in Master study programmes.

In the case of Slovakia, it can be claimed that nobody organizes special evaluation training for library staff. The qualitative research indicates that knowledge is acquired during participation in international benchmarking projects. On the basis of the theory analysed, it can be implied that learning in such projects takes place while cooperating, sharing knowledge, and comparing the defined library service numbers among project partners (Simon, Howard, 2014). Even though the country has two evaluation associations and their activity is directed towards evaluation culture development, it is admitted that 'the number of activities carried out in the associations is limited, and they have a small impact on the country's evaluation culture' (Obuch, 2011). Slovak universities have subjects in Master programmes on impact evaluation.

Defined market. The analysis of evaluation market in the countries has demonstrated that internal evaluation means are used in library performance evaluation, which is performed by library employees. Therefore, a specialized library evaluation market does not exist because there is no defined evaluation supply (there are no evaluation plans) or evaluations are performed on *ad-hoc* basis and is a part of the evaluation market. In general, both Lithuania and Slovakia have similar problems (for instance, *imperfect competition market*). Several companies participate and win public procurement competitions. Lithuania and Slovakia have high costs of entering the market; therefore, evaluation market operates according to traditional oligopoly principles, i.e. a low number of providers. On the other hand, the number of buyers is also low.

The existence of evaluators' association and practice communities. In Lithuania, there is no evaluators' association. Because of the capacity building

¹ In 2012, the evaluation "Evaluation Criteria Establishment for

Cultural Institutions Activity of the Public Sector" was carried out.

projects of the EU Structural Funds, a network of evaluators is formed to discuss problems and decisions. However, network meetings take place rarely; thus, they do not have greater impact on the existence of a permanent epistemic community. Librarianship professionals do not have their own evaluation association/network. The research has not found any evidence about the existence of evaluation thematic and/or similar groups in the main professional librarian associations (Lithuanian Librarians Association, Lithuanian Research Library Consortium, and Lithuanian Academic Libraries Directors Association).

On the contrary, in Slovakia, there are two evaluation associations, but librarianship professionals do not participate in the activities of this epistemic community. In different associations of librarianship professionals, there are discussions and attempts of single libraries to carry out comparative evaluations according to the German BIX methodology. However, there are no evaluation networks in the associations because, according to the research data, the attitude towards the evaluation instrument is antagonistic and negative. The librarianship community admits the importance of this practice but at the same time they consider that the importance of libraries is downplayed as they do not have enough employees and income.

Towards Evaluation Institutionalization

Evaluation institutionalization is a legitimization process during which evaluation practice formally becomes a part of the decision-making process at the Government or public organization (Boyle, Lemaire, 1999). In other words, this refers to the rules and procedures which legitimize public policy evaluation and determine its clear position in the society. From a critical perspective, some authors (Segerholm, Astrom, 2007) view evaluation institutionalization in a very simple way, i.e. as term effects, impact, influence, and the use of responses and reaction.

Evaluation results are integrated into the decision-making process. The qualitative research in Lithuania and Slovakia indicates that evaluation results are not integrated in the decision-making process. As has already been mentioned, the libraries in the countries under the present investigation apply traditional evaluation activities, measuring input and output (e.g. library visitors are surveyed or statistical data are collected about the number of visits and downloads). The results of these activities can be used in accountability (preparing statistics reports), knowledge creation (information about visitors' needs and their satisfaction), or performance planning (strategic/action plans are renewed and reviewed).

Even though the qualitative interview respondents in Lithuania claimed that evaluations

can be carried out by top-level executives and/or librarians responsible for methodical activity, staff characteristic is not the factor which influences evaluation use in the decision-making process. According to the Lithuanian respondents, evaluation use is limited because of unclear evaluation benefit to libraries and the lack of real impact because the results are not important for library founders. The research shows that result integration in Lithuania is impeded by fear as negative evaluation and its consequences may have some influence on the future of library performance. As it is known theoretically, interventions may have side effects (Vedung, 2008). One of Slovak libraries faced a side effect of this instrument in Slovakia, using a survey instrument. According to respondent SLEC13, 'The aim of the survey was to provide some evidence to the library founders that investment is necessary.' However, the survey authors were surprised that the results of visitors' satisfaction were positive, even though the questions provided had a ranking scale. The respondent interpreted the survey results that this way, the users were trying to protect library staff from trouble. This shows a lack of evaluation culture among the library users and/or distrust in the organization founders, who make the decision about investment into the library. Respondent SLEC02 noted that their library uses statistics results in the purchase policy; nevertheless, there was only one answer like this. Neither in Lithuania, nor in Slovakia, the respondents mentioned that economic evaluation methods are used. According to Kelly, Hamasu, and Jones (2012), the use of economic methods ground evidence and influence decisions. On the other hand, economic evaluation approaches do not resolve all problems as decision-makers focus all their attention on quantitative economic effectiveness, but there are situations when it is complicated to express impact in numbers [goods and services provided by the ecosystem] (Green, South, 2006; Vining, Weimer, 2006).

Managers perceive evaluation as an important contribution. In order to find out whether managers perceive evaluation as an important contribution, the respondents were asked if there are some employees in their library who have knowledge in library performance measurement and practice in organizing/performing evaluation. This way, an attempt was made to find out if such an employee is necessary.

The Lithuanian respondents claimed that libraries have employees who can perform evaluation activities. As has been observed by respondent LLEC05, '<...> the employee in charge can record data, generalize them and provide in document forms.' (This activity is similar to monitoring, but

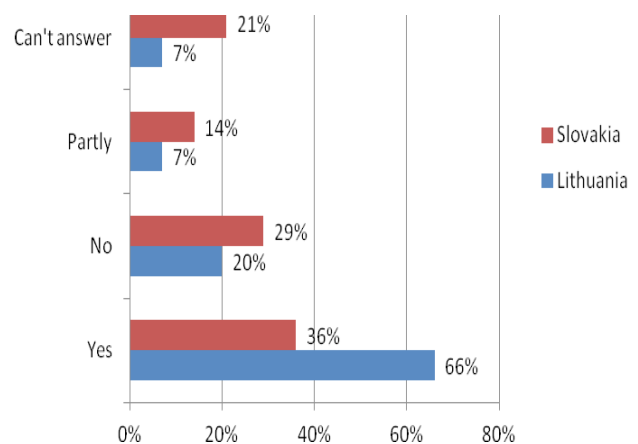
this is not evaluation). Some respondents noted that these activities are performed by deputy directors or librarians responsible for methodical activity. It is admitted that librarians responsible for methodical activity, who are responsible for gathering statistical data, have considerable experience in this area; nevertheless, it is emphasized that employees lack systematic knowledge renewal and training. The respondents who claimed that their libraries do not have such an employee mentioned his/her importance; still, an opinion was expressed that it is not necessary to have such an employee as it is important to have the possibility to buy evaluation from external evaluators.

The qualitative research in Slovakia indicates that many libraries do not have an evaluation specialist. From fourteen respondents, only three libraries had a specialist who has some performance evaluation knowledge; only six respondents mentioned that their libraries need this specialist. Thus, in the case of Slovakia, it is too early to claim that library managers understand evaluation as an important contribution in developing their activities. This situation can be explained by using the postulates of *institutional isomorphism*. The libraries act in a conformist way and monitor each others' initiatives but do not take the leader role in performance evaluation because they do not know about the benefits for their organization.

Evaluation culture. According to one of the definitions, 'evaluation culture is understood as an evaluation activity which encourages and supports the environment. In the case of an organization, this means that evaluation is acceptable to all members; everybody understands why the organization uses evaluation; they can give and receive a piece of advice how to prepare the necessary evaluations; they use evaluation which causes changes and development' (Murphy, 2002). Unaccidentally, evaluation culture is formed by various factors: pervasiveness of evaluation in institutions, sufficient evaluation financing, evaluation experience of independent experts, data quality, dissemination of evaluation information, resources, and expertise among the stakeholders, etc. (Nakrošis, Jarmalavičiūtė, Burakienė, 2007). In the present research, the concept of evaluation culture is narrower. In the context of EVALSED methodology, evaluation culture is understood as the introduction of ISO 2789:2007 international library statistics standards due to the fact that some researchers view evaluation as a quality tool.

In order to assess evaluation culture, taking into consideration the Lithuanian and Slovak libraries under the present investigation, the respondents were asked if ISO 2789:2007 International Library Statistics Standard is used in measuring their library.

66% of the respondents in Lithuania confirmed that they use the above-mentioned international standard fully or partly.² On the other hand, in Slovakia, only 36% of the qualitative research respondents claimed that they use this standard to measure their performance. According to Slovak respondent SLEC04, this standard is incorporated into the state statistics report KULT10-01. According to respondent LLEC15, this standard 'is included into the List of Normative Documents on Library Performance and Lithuanian Standards approved on July 3, 2008 by Order No. IV-323 of the Ministry of Culture of the Republic of Lithuania 'On the approval of normative documents on library performance and the list of Lithuanian standards' and is used in all libraries when gathering statistical data.' However, some respondents of the qualitative research in Lithuania had critical opinions because they claimed that the present state statistics is unreliable, and the statistics collected by the National Library of Lithuania is too old. The respondents of the qualitative research indicated the following difficulties in collecting statistical data: there is no column for electronic books; there is no clear methodology how the numbers are collected and how visits should be counted; how virtual visits should be counted; how data reliability should be checked.³



Picture 2. *ISO 2789:2007 International Library Statistics standard use in Lithuanian and Slovak libraries for performance measurement*

² It is likely that the respondents answered carelessly or had a different use of this standard in mind because all Lithuanian libraries are accountable to National Library of Lithuania for their activity. They provide annual data and fill in annual report forms approved by the Ministry of Culture, which are prepared on the basis of this standard.

³ There is already a new ISO 2789:2013 International Library Statistics. This version was nonexistent during the present research. Soon the Lithuanian version LST ISO 2789:2013 Tarptautinė bibliotekų statistika will be published. Therefore, the criticism expressed by respondents towards the standard may be invalid in the future.

The generalization in Picture 2 shows that 29% of the respondents do not use this standard; in Lithuania, the number of these respondents was 20%. 14% of respondents in Slovakia claimed that this standard is partly used; however, the percentage of such respondents in Lithuania was only 7%. Finally, 21% of the Slovak respondents could not answer whether they use the standard in their activity, while in Lithuania this number was only 7% of the library respondents.

An open and systematic dialogue between decision-makers and evaluation specialists. During the qualitative research, an open and systematic dialogue between decision makers and evaluation specialists has not been observed as library evaluation practice is in the initial stage in both countries. In fact, all actions are similar to monitoring data collection or certain research instruments are applied, e.g. users' surveys. In addition, according to the Lithuanian respondents, library employees lack contemporary knowledge about evaluation. In general, all main evaluation capacities are accumulated in the Ministry of Culture, which, according to respondent LLEC14, 'performs the monitoring of the country's library results annually on the basis of the reports submitted to Martynas Mažvydas National Library of Lithuania, prepares, evaluates, and approves subordinate library action plans, analyses, and evaluates their annual performance reports.' This demonstrates that essential changes and dialogues in the Lithuanian librarianship sector occur according to the top-bottom principle, and the managing authorities decide about the need of this dialogue themselves. In Slovakia, the dialogue between libraries and decision-makers is limited as the decision-makers (the Minister of Culture or mayors) have adopted an inactivity approach. As noted by respondent SLEC13, 'We know that there are libraries in the countryside which are not financed for years. The Minister of Culture does not want to take this role because this is a political issue. If mayors get money, they will use them the way they want: repairing roads or building culture centers.' This shows that it is not clearly defined in Slovakia who has to finance library performance and how much because, according to respondent SLEC13, more radical means should be used: 'if the government does not finance libraries, they have to pay fines to them.'

Evaluations are constantly used by the stakeholders. The qualitative research aimed at indicating if the libraries involve the services users into strategic performance planning and development. Most qualitative research respondents in Lithuania observed that they involve or try to involve library

services users by various ways. This is indicated in the Order No. IV-442, Article 24.12 by the Minister of Culture of the Republic of Lithuania dated August 20, 2010 as an obligation to the libraries to evaluate library users' service quality regularly and carry out the users' (the serviced community) need and opinion research at least once in two years. In the case of Slovakia, the respondents of four libraries mentioned that they cooperate with the users and attempt to include their wishes into action plans. In general, the qualitative research confirmed that libraries usually carry out surveys about the quality of their services, organize common cultural activities, lectures, or IT courses, during which the questions important for the libraries and indicated in statistics and performance reports are discussed.

Arrangements of Evaluation Architecture/ Institutionalization

Coordination mechanism (via networks or functions). The qualitative research has revealed that evaluation is not systematically used in library activity. Nevertheless, some coordination mechanisms can be distinguished, which can be observed in the present evaluation practice. Generalizing the data of qualitative research in both countries, it can be maintained that project-network coordination mechanism can be observed in library activity because comparative good experience projects, such as LIBITOP or BIX were carried out. The output of the Lithuanian LIBITOP project is 'Research on Strategies and Performance Evaluation of Lithuanian Public Libraries of National Significance and Districts;' however, Slovak libraries usually evaluate their performance themselves and participate in BIX or similar networks of benchmarking projects. Thus, it can be maintained that in both states, the hierarchical mechanism is limited, while the non-hierarchical evaluation coordination mechanism does not work, and only single initiatives can be observed.

Procedures for accumulating evaluation results. The qualitative research has not revealed that there are clear procedures for accumulating evaluation results. Single respondents in Lithuania emphasized that they have their own tables of statistical data and use this data for their library performance evaluation and making action plan. However, as noted by respondent LLEC07, 'the government is not interested in these little numbers as they need actions, while our task is to advertise our services and events.' No specific procedures for accumulating evaluation results have been observed in Slovakia as well. In fact, the results from specific indicators are accumulated (e.g. the percentage of users until 15

from all registered users; the number of registered users to one library employee who performs the functions of a librarian; the number of visits on the library website, etc.).

Conclusions and prospects of further research.

The research on evaluation demand in Lithuania and Slovakia has identified the existing evaluation stereotype. Librarians know about evaluation and participate in the top-down or network evaluation processes. However, the analysis of the legal basis in both countries shows that in Lithuania the evaluation evaluandum is defined, but there is no clarity who, when, and how should organize evaluation. Slovak librarians view evaluation a voluntary activity because in the present stereotype this activity is understood as collection, analysis, and provision of statistical data. The evaluation stereotype explains evaluation flow and scope via evaluation activity dualism: strategic and procedural evaluation activities.

The research of evaluation supply in Lithuania and Slovakia has revealed a lack of specialization in evaluation. As the institutions coordinating library performance (the Ministries of Culture) in both countries do not devise library evaluation plans because they are not established in the legal acts, regulating library performance, the number of evaluation training is fragmented and non-specialised. Still, in accordance with the IFLA/UNESCO Public Library Manifesto (1994), professional and constants librarians' learning is necessary in order to ensure the added value maximization. Unfortunately, there are no evaluation service providers who specialize in library evaluation, while there are no deeper discussions about evaluation specialization among specialists in librarians' professional associations.

The research on evaluation institutionalization in Lithuania and Slovakia has emphasized that libraries are still procedure-oriented [e.g. towards traditional means in measuring of performance]. The evaluation function in libraries is related to accountability and control [the factor of fear] because evaluation activity is performed in

the library and lack independence [evaluation benefit is not clear], while external evaluators or reviewers are not used or their use is limited. Evaluation activities match the monitoring cycle (preparation, performance, and ending); therefore, librarians responsible for methodical activity rather than evaluators dominate in this process. Systematic inquiry competencies of an evaluator are significantly broader than of a librarian responsible for methodical activity [they organize methodological work, prepare statistical reports, and provide generalized data]. An evaluator knows, identifies, creates, determines, gathers, analyses, interprets, evaluates, and provides evaluation results. Requalification of librarians responsible for methodical activity to evaluators would create a presumption to expand the dialogue among decision-makers, evaluators, and the stakeholders. The present research demonstrates that Lithuanian libraries are more advanced because of ISO 2789:2007 *International Library Statistics* usage. This shows that performance measurement means contribute to the satisfaction of users' information needs. This way, the Lithuanian libraries ensure measurement reliability, focus attention on the stakeholders, and discuss evaluation functions.

The undevelopment of the hierarchical and non-hierarchical evaluation coordination mechanisms and lack precondition difficulties in organizing evaluations, the non-use of results in decision-making, poor evaluation capacities, low quality of evaluation means, and ignorance and non-application of innovative evaluation methods. Because of these circumstances, there are no clear procedures in accumulating evaluation results. It is necessary to foresee the users of the results, to cooperate with the staff and other stakeholders, to reach for the highest data quality, and to provide reliable and transparent results. The establishment of these procedures would influence the choice of evaluation methodology, evaluation structure, criteria, and ways of gathering information.

References

1. Alemna, A.A. (1999). Library evaluation: some options for academic libraries. *Aslib Proceeding*, Vol. 51 No.7, pp. 243-246.
2. Alkin, M.C., Christie, C.A., Vo, A.T. (2013). Evaluation Theory. A Wider Roots Perspective. In M.A.Alkin (Ed.), *Evaluation Roots. A Wider Perspectives of Theorists' Views and Influences*. (pp. 386-393). Thousand Oaks, CA: Sage Publications.
3. *American productivity and Quality Center*. Available at: <http://www.apqc.org/b2/b2.htm> , accessed April 7,2015.
4. Bawden, D., Petuchovaitė, R., & Vilar, P. (2005). Are we effective? How would we know? Approaches to the evaluation of library services in Lithuania, Slovenia and the United Kingdom. *New Library World*, Vol. 106 No,1216/1217, pp. 454-463.
5. Glosienė, A. (2009). *Bibliotekininkystės ir informacijos studijų vadovas*. Vilnius: Vilniaus universiteto leidykla.

6. Boyle, R., & Lemaire, D. (1999). *Building Effective Evaluation Capacity: Lessons from Practise*. New Brunswick, NJ: Transaction Publishers.
7. Rudžionienė, J. & Dvorak, J., (2014). Public Administration Approach: What Do Libraries Need for Consistent Information Service Evaluation. *Library Management*, Vol. 35 No. 6/7, pp. 495-507.
8. ESTEP (2006). *Lietuva ir ES šalys: struktūrinių fondų paramos lyginamoji analizė. Europos Sąjungos parama: Lietuvos galimybės*. Pilietinės visuomenės institutas: Versus aureus.
9. European Policies Research Centre. (2009). *Ex-Post Evaluation of Cohesion Policy Programmes 2000-2006 Co-Financed by the ERDF (Objective 1 and 2). Task 2- National Assessment Report Lithuania*. University of Strathclyde, Glasgow.
10. EVALSED (2009). *The Resource for the Evaluation of Socio-Economic Development*. Available at http://ec.europa.eu/regional_policy/sources/docgener/evaluation/evalsed/index_en.htm , accessed March 2, 2010
11. Furubo, J. E., & Sandahl, R. (2002). A Diffusion Perspective on Global Developments in Evaluation. In J. E. Furubo, R. C. Rist, R. Sandahl (eds.), *International Atlas of Evaluation* (pp.1-24). New Brunswick, New Jersey: Transaction Publishers.
12. Furubo, J.E. (2000). Learning from Evaluation: The Swedish Experience. In F.Leeuw, R.C.Rist, C.Sonnichsen (eds.), *Can Government Learn?* (pp. 45-65). New Brunswick, London: Transaction Publishers.
13. Genoni, P. (2004). Content in Institutional Repositories: a Collection Management Issue. *Library Management*, Vol. 25 No. 6-7, pp. 300-306.
14. Green, J., & South, J. (2006). *Evaluation*. Berkshire: Open University Press
15. Haarich, S. (2008). *Development of Evaluation Systems in the Context of EU Structural Policy – Measurement and Action*. Strasbourg. Available at http://www.sfe.asso.fr/docs/site/pdf/strasbourg/forum1/sfe_strasbourg2008_haarich.pdf ,accessed September 25, 2009
16. Haarich, S.; Hermosa, C. (2004). *Development of Evaluation Systems – Evaluation Capacity Building in the Framework of the New Challenges of EU Structural Funds*. ERSA conference. Porto. 25th-29th August. Available at <http://www.sre.wu-wien.ac.at/ersa/ersaconfs/ersa04/PDF/216.pdf> , accessed September 17, 2014
17. IFLA/UNESCO Public Library Manifesto, 1994 Available at http://old.lbd.lt/dokumentai/UNESCO_VB_manifestas.pdf Accessed May 9, 2014.
18. *Information driven management concepts and themes: a toolkit for librarians* / by Michael E. D. Koenig, with the assistant of Morgen MacIntosh. München: K. G. Saur, 1998. 73 p. (IFLA Publications; 86)
19. *International Federation of Library Associations and Institutions* (IFLA), 2014. Available at <http://www.ifla.org/km> Accessed May 9, 2014.
20. Johanssen, C. G., & Pors, N. O. (2004). *Pokyčių ir kokybės valdymas bibliotekose*. Klaipėda: Klaipėda University Press.
21. Kaunas County Public Library (2012). *Kaunas County Public Library provisions*. Available at <http://www.kvb.lt/lt/veikla/nuostatai> Accessed May 9, 2014
22. Kelly, B., Hamasu, C., Jones, B. (2012). Applying Return on Investment (ROI) in Libraries. *Journal of Library Administration*, Vol. 52 No.8, pp. 656-671.
23. Klaipėda County I. Simonaitytė Public Library (2007). *Klaipėda County I. Simonaitytė Public Library provisions*. Available at http://www.klavb.lt/media/public/dokumentai/pdf_dokumentai/bibliotekos_nuostatai.pdf Accessed May 9, 2014
24. Knott, J. (2007). The impact of the EU accession process on the establishment of Evaluation Capacity in Bulgaria and Romania. *International Public Policy Review*, Vol. 3 No.1, pp. 49-66.
25. Knowing what we know (1997). *Information Week*, October 20, p. 46-64.
26. Hobohm, H.C. (2004). *Knowledge management: libraries and librarians taking up the challenge*. y München: K.G. Saur.
27. Leeuw, F. L., & Furubo, J. E. (2008). Evaluation Systems: What are They and Why Study Them? *Evaluation*, Vol. 14 No.2, pp.157-169.
28. Mackay, K. (1999). Evaluation capacity development: a diagnostic guide and action framework. *ECD Working Paper, No. 6, Operations Evaluation Department*. Washington, DC: World Bank.
29. Mackay, K. (2002). The World Bank's ECB experience. *New Directions for Evaluation*, 93, 81-100.
30. Miller, J. (2014). A Method for Evaluating Library Liaison Activities in Small Academic Libraries. *Journal of Library Administration*, Vol. 56 No.6, pp. 483-500.
31. Murphy, D.F. (2002). Developing a culture of evaluation. Available at <http://tesol-france.org/articles/murphy.pdf>. accessed October 10, 2014.

32. Nakrošis, V., Jarmalavičiūtė, N. & Burakienė, D. (2007). *Ką kaip ir kodėl vertiname?* Vilnius: LR Finansų ministerija.
33. Obuch, M. (2011). Slovakia. In K. Olejniczak, P. Strzębodzewski, S. Bienias (Eds.), *Evaluation of Cohesion Policy: Overview of Practises* (pp. 234-243). Warsaw: Ministry of Regional Development.
34. Pacios, A. R. (2004). Strategic plans and long-range plans: is there a difference? *Library Management*, Vol. 25 No. 6/7, pp. 259-269.
35. Patton, M. Q. (2002). A Vision of Evaluation that Strengthens Democracy. *Evaluation*, Vol. 8 No.1, pp. 125-139.
36. Picciotto, R. (1998). *Evaluation capacity development: issues and challenges. Evaluation Capacity Development in Africa*. Abidjan Conference. World Bank and African Development Bank.
37. Poll, R. (2012). Can We Quantify the Library's Influence? Creating an ISO Standard for Impact Assessment. *Performance Measurement and Metrics*, Vol. 13 No.2, pp.121-130.
38. Rutkauskienė, U. (2008). Viešųjų bibliotekų poveikio vertinimas. *Informacijos mokslai*, No. 46, pp. 84-10.
39. Segerholm, C. & Astrom, E. (2007). Governance through Institutionalised Evaluation Recentralization and Influence at Local Levels in Higher Education in Sweden, *Evaluation*, Vol. 13 No.1, pp. 48-67.
40. Seimas of Republic of Lithuania (1996). *Law on Public Institutions of the Republic of Lithuania*, No. I-1428
41. Seimas of Republic of Lithuania (2004). *Revision of the Law on Libraries of the Republic of Lithuania*, No. IX-2378
42. Simon, H., & Howard, A. (2014). The Development of Performance Measures Through an Activity Based Benchmarking Project Across an International Network of Academic Libraries. *Performance Measurement and Metrics*, Vol. 15 No.1/2, pp. 58-66
43. Slovak Ministry of Culture (2007). *Strategiou rozvoja slovenského knihovníctva na roky 2008-2013* Available at http://www.infolib.sk/files/Novy_portal_infolib_subory/silvia_stasselova/strategia_rozvoja_slov_knihovnictva_2008_2013.pdf accessed October 17, 2014.
44. Sodomka, V. (2008). *Institutionalization in the Czech Republic*. Strasbourg. Available at: http://www.sfe.asso.fr/docs/site/pdf/.../sfe_strasbourg2008_sodomka.pdf accessed December 9, 2010
45. Stame, N. (2013). A European Evaluation Theory Tree. In M.A.Atkin (Ed.) *Evaluation Roots. A Wider Perspectives of Theorists' Views and Influences* (pp. 355-370). Thousand Oaks, CA: Sage Publications.
46. Stockdill, S.H., Baizerman, M., & Compton, D.W. (2002). Toward a definition of the ECB process: A conversation with the ECB literature. *New Directions for Evaluation*, Vol. 93, pp. 7-26.
47. Streatfield, D. (2009). Why is impact assessment and why is it important?. *Performance Measurement and Metrics*, Vol. 10 No.2, pp.134-141.
48. Taut, S. (2007). Studying self-evaluation capacity building in a large international development organization. *American Journal of Evaluation*, Vol. 28 No.1, pp.45-59.
49. Varone, F., Jacob, S., & De Winter, L. (2005). Polity, Politics and Policy Evaluation in Belgium. *Evaluation*, Vol. 11 No.3, pp.253-273.
50. Vedung, E. (2008). *Public Policy and Program Evaluation*. New Brunswick and London: Transaction Publishers.
51. Vilnius County A. Mickevičius Public Library (2013). *Vilnius County A. Mickevičius Public Library provisions*. Available at http://www.amb.lt/media/public/PDF/vavb_nuostatai.pdf accessed May 9, 2014.
52. Vining, A., & Weimer, D. L. (2006). Efficiency and Cost-Benefit Analysis. In B.G.Peters & J.Pierre (Eds.) *Handbook of Public Policy* (pp. 417-432). Thousand Oaks: Sage Publications.
53. Wandersman, A., & Snell-Johns, J. (2005). Empowerment Evaluation; Clarity, Dialogue, and Growth. *American Journal of Evaluation*, Vol. 26 No. 3, pp.178-198.
54. Yin, R.K. (2003). *Case Study Research Design and Method*. Third Edition. Thousand Oaks: Sage Publications
55. Zakarevičius P. (1998). *Vadyba: genezė, dabartis, tendencijos*. Kaunas: Vytautas Magnus University Press.