Public Administration Education in Lithuania

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Introduction: General Information on Lithuania

Lithuania is a country located on the south-eastern coast of the Baltic Sea. Although Lithuania is first mentioned in 1009 in the analects of Quedlinburg, the state of Lithuania dates officially from the year 1236, when the Great Duke Mindaugas consolidated a large part of lands, which belonged to the Balts. During its existence, Lithuania has changed its status more than once: first the Grant Duchy of Lithuania, which existed for about 5 centuries, then it was the integral part of Lithuanian-Polish Kingdom, and from 1795 Lithuania was occupied by Russia for about 120 years. Lithuania proclaimed itself as an independent state on February 16, 1918 for the first time. In 1940, after twenty two years of independence, Lithuania became a victim of the Hitler and Stalin pact and was subjected to the Soviet Union. After 50 years of occupation, on March 11, 1990 Lithuania declared the re-establishment of its independence, and started restructuring all branches of socio-economic life.

Lithuania with a total area of 65,300 square kilometres has a population of 3.7 million people with a density of 56.8 inhabitants per square kilometre. Administratively Lithuania is divided into 10 counties, which include in total 11 cities of national jurisdiction and 44 rural districts. The capital Vilnius is the biggest town in Lithuania (573,000 habitants). Other major cities are Kaunas (410,000), Klaipeda (201,500), Shiauliai (146,500), and Panevezys (132,300).

The Constitution of the Republic of Lithuania was adopted by referendum on October 25th, 1992 and decrees that Lithuania is a sovereign democratic republic, where each person can defend his/her rights on a constitutional basis. Under that law, sovereign state power is vested in the people of Lithuania and is exercised by the Seimas (Parliament), the President of the Republic, the Government, and the Courts. The President of the Republic is head of the state.

All representative democratic institutions are elected in free, open elections with direct voting. Seimas is elected for four years, and the winning political party having majority directly or through coalition forms the Government. The President of the Republic of Lithuania is elected by the citizens of the Republic on the basis of universal, equal, and direct suffrage by secret ballot for a term of five years. Local governments, a fundamental component of the territorial division of power, are elected for three years.

The Government is the highest authority of executive power. It comprises the Prime Minister and ministers. The Prime Minister is appointed and dismissed by the President of the Republic, with the approval of the Seimas. Ministers are appointed by the President of the Republic on the nomination of the Prime Minister.

1. Historical Framework: Development of Public Administration as An Academic Field of Study in Lithuania

In Lithuania, Public Administration as a separate branch of study was developed during the last decade. However, subjects related to public administration were taught even during the
first period of Lithuania's independence. At that time subject on management, finance, etc. were taught at Kaunas University (since 1930 named Vytautas Magnus University). As far back as 1926, the first Lithuanian book on public administration "Principles of Administration" was published. The author, P.V.Raulinaitis, was lecturing at Kaunas University mentioned above as well as at the Academy of Agriculture. Important stimulus for developing management and public administration in Lithuania came in 1935, when a prominent theoretician in the field of management A.Graičiūnas returned from the USA. His works published earlier received wide response in Lithuania and were discussed not only in the academic community but also by the general public. Contributions of the Scientific Society of Management established in 1938 are also important to the development of this field. Many works in the field of public administration were also published by other authors during this period. Among them P.Lesauskis's works such as "Origins of Organisation", "Importance of a Leader in an Organisation", "Lectures on Organisation of Administration" should be noted.

During the Soviet period there were no academic programmes in public administration at the higher schools in Lithuania or in the rest of the Soviet Union. However, in some higher schools individual courses related to public administration were thought. While reorganising the system of state governing and administration, after Lithuanian proclaimed its independence, a lack of qualified public servants came to light. This caused a lot of errors in the activity of institutions of public administration, and hinders the implementation of modern methods of government. This is why the development of academic PA programmes in Lithuania became a very important issue for further progress in the country’s democratic government and in preparing for participation in the European Union.

The first Public Administration (PA) academic programme in Lithuania was started in 1994 with the establishment of the master's programme (MPA) in the Faculty of Administration of Kaunas University of Technology. It was done under the initiative of Professor E. Jasaitis, PhD in the field of public administration, who came back to Lithuania from the United States, and understood very well the importance of this type of curriculum for the development of a democratic state government in Lithuania. In 1995, Department of Public Administration was established in the Faculty of Administration.

In 1994, both master's and bachelor's academic programmes in PA were prepared at Kaunas University of Technology, but, as it was previously stated, at that time only master's programme was implemented. Bachelor's programme was started in September 1999. In April, 1997 an agreement on the joint doctoral programme in public administration was signed between Kaunas University of Technology and Hamline University (USA) and in the

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same year first students were admitted for doctoral studies in the field of management and public administration. Planning for alumni feedback is in progress.

Recently, other PA programmes were developed in Lithuanian universities. In 1998, an MPA programme was started in the Institute of International Relations and Political Sciences of Vilnius University and a bachelor's academic programme was started in Vytautas Magnus University (Kaunas). In 1999, the Law Academy of Lithuania (Vilnius) began bachelor's and master's programmes in PA.

2. Institutional Setting

In Lithuania PA degree programmes are already taught in four institutions of higher education. In chronological order, according to the implementation of the degree programmes, these higher schools are listed as follows:

- Kaunas University of Technology (Kauno technologijos universitetas, KTU), 1994;
- Vilnius University (Vilniaus universitetas, VU), 1998;
- Vytautas Magnus University (Vytauto Didziojo universitetas, VDU), 1998;
- Law Academy of Lithuania (Lietuvos teises akademija, LTA), 1999.

Note: A list of PA programs that are being taught in these institutions of higher education is provided in Annex 1.

In Table 1 the divisions of higher schools, which have implemented PA programmes, are presented as well as the departments, which are directly responsible for the operation of these programmes. Faculty of the departments responsible for the implementation and operation of the programmes mainly lecture in their curriculum. Other courses, for example, courses in general science or the humanities, are mainly taught by representatives of the departments (faculties, chairs, etc.), who accordingly specialise in these areas.

<table>
<thead>
<tr>
<th>Institution of higher education</th>
<th>Division</th>
<th>Unit responsible for PA programmes</th>
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</thead>
<tbody>
<tr>
<td>Kaunas University of Technology</td>
<td>Faculty of Social Sciences</td>
<td>Department of Public Administration</td>
</tr>
<tr>
<td>Vilnius University</td>
<td>Institute of International Relations and Political Science</td>
<td>Institute of International Relations and Political Science</td>
</tr>
<tr>
<td>Vytautas Magnus University</td>
<td>Institute of International Law and Political Science</td>
<td>Department of Public Administration</td>
</tr>
<tr>
<td>Law Academy of Lithuania</td>
<td>Faculty of State Governance</td>
<td>Department of Management Theory</td>
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</table>
At Kaunas University of Technology the major academic programmes are engineering. However, after restoration of Lithuania's independence, KTU started the rapid development of academic programmes in social sciences, among them management and administration. These programmes were located in the Faculty of Administration and in the Faculty of Management. In September 1999, the Faculty of Administration was reorganised to the Faculty of Social Sciences. Previously, the Institute of Politics and Public Administration was established and Department of Public Administration was incorporated into this Institute. The Department of Public Administration is responsible not only for the PA programs but also for the Master's Programme in Sociology. This department also provides courses on law for students of the Faculty of Social Sciences and students of other faculties.

In 1998, the Department of European Integration was started by the Faculty of Administration and they began Master's Programme in European Integration, which is related to the Public Administration programme. The department arranged several courses related to the European integration and Lithuania's preparation to join the EU, which students of PA as well as students from other programmes can choose to study.

Vilnius University is the oldest University in Lithuania and has a classical academic structure. It has a long history of studies in the social sciences. In the Institute of International Relations and Political Science, established a decade ago, the following programmes are located: Bachelor's Programme in Political Sciences, Master's Programmes in European Studies, Comparative Policy, International Relations, Public Administration. The resources of other faculties, such as Economics, Law are utilised in the implementation of these programmes.

The newly re-established Vytautas Magnus University (1989) is oriented to social sciences and humanities. In its Institute of International Law and Political Science, Bachelor's Programme in Political Science and Bachelor's Programme in Public Administration as well as Master's Programmes in Political Science, Law, Journalism are being implemented.

Law Academy of Lithuania is one of the youngest higher schools in Lithuania. It was established in 1990 as the Lithuanian Police Academy and in 1997 was reorganised into Law Academy of Lithuania. The Faculty of State Governance and the Faculty of Law are engaged in preparation of the academic PA programmes and corresponding special courses. The core of the new Bachelor’s and Master’s PA programmes in LTA are courses taught in Bachelor's and Master's Programmes in Law and Management. Department of Political Sciences, established in 1999, will be involved in academic PA programmes too.

Evaluation of academic programmes in Lithuania is performed by the Study Quality Evaluation Centre established by the Ministry of Education and Science. The regulations foresee two stages of evaluation, which are self-analysis of institutions and external expert evaluation. Positive conclusions of that evaluation in essence mean accreditation of the programme. At this point, the two stages have been passed, and positive evaluation was received by PA programmes at Kaunas University of Technology and Vilnius University.
3. Positioning Academic Programmes in Public Administration in Relation to the Disciplines to which they are Most Closely Related

All PA academic programmes that exist in Lithuanian higher schools were established on interdisciplinary basis. However, they slightly differ from one another in their nature according to their focus on course work. Further, detailed analysis of the specific features of the PA programmes in the various higher schools is detailed.

Kaunas University of Technology

Both Bachelor's and Master's PA programmes are oriented to the general public administration, and at this time there is no single dominant academic discipline. On the whole, courses related more to management and administration theory than to political science are dominant in these programmes. They are assigned at KTU to the branch of management and administration within the field of social sciences.

Bachelor's programme follows the requirement that for the first 4 semesters students will study general social courses and the humanities as well as basic courses in the field of management and administration, while other 4 semesters are allotted for the subjects of the major. All students in their first two years, study Management, Micro and Macroeconomics, Social Statistics and other general courses of the required science field. Students who choose Bachelor's Programme in PA during the 3rd and the 4th semesters have to take introductory alternative courses in social sciences, such as Introduction to Government, Information Systems and Analysis of Social Data, Fundamentals of Constitutional Law.

Majority of the courses taught during the following semesters could be ascribed as the basics of public administration. They are mainly theoretical (for example, Introduction to Public Policy and Analysis, Introduction to Public Organisation Theories, Quantitative and Qualitative Methods in Social Research, etc.) and related to the practice of public administration (e.g., Systems of State Governance and Administration, Principles and Administration of Local Government, Introduction to Urban Planning and Development, etc.). The general courses such as Administrative Law, Labour Law, Introduction to European Integration as well as Environment, Society and Technology could be taken during these semesters.

The bachelor's programme in PA requires completion of 160 credits, with one credit equal to 40 hours of student work (in lectures, independent study, etc.), i.e. student one working week. General social courses and humanities make about 15% of the programme, general courses in management and administration make about 45% of the programme, and courses with an orientation towards professional PA theory and practice make about 40% of the total volume of studies in credits.

The requirement for the master's programme is 80 credits. Courses of the general subjects in management and administration make about 10%, and courses with an orientation towards professional theory and practice in PA (including preparation of Master's Thesis and research
studies of 4 credits each semester) make about 90% of the general volume of studies in credits. The whole fourth semester is devoted to the preparation of the Master's Thesis.

In general, the following groups of courses taught in PA master's programme at KTU could be distinguished:

- Theories of PA;
- Courses related to the structures of management and administration and analysis of their work;
- General courses in management and administration.

Obligatory courses in public administration theories include Principles of Public Administration and Comparative Analysis, Public Policy and Analysis, Public Organisation Theories, Ethics in Public Administration. There are both obligatory and alternative courses in the block of courses related to the structures of management and administration and analysis of their operation. The obligatory courses in this group are Intergovernmental Relations, Strategic Planning in Public Institutions and the alternative courses are Information Systems of Management and Administration, Computer-based Project Management in Public Administration, and Management of Finance Institutions. Among the general courses in management and administration such obligatory course as Human Resource Management and alternative courses Leadership and Urban Planning and Development are included.

Doctoral students before they start preparation of doctoral dissertation must study several areas in depth and pass not less than 5 examinations. Doctoral students in Public Administration branch study at least one course in the field of Management and Administration, not less than 3 courses in Public Administration, and at least one freely chosen course in other field of science. At present all doctoral students in Public Administration must take courses and pass examinations in Classical and Modern Theories of Management and Organisation, Current Issues in Public Administration, Quantitative and Qualitative Research Methods in Public Administration, one elective course in Public Administration and one or more courses in another branch of science. In the list of courses, which are recommended, there are courses on Organisational and Legal Basis of the European Union and Comparative Public Policy Analysis, a course, which concentrates on public administration in European states.

**Vilnius University**

The Master's in Public Administration Programme at Vilnius University is ascribed to the branch of political sciences within the field of social sciences. This programme is initially derived from political science discipline which up to now remains dominant. The total volume of studies is 80 credits. Courses directly related to the practice of public administration makes about a half of the coursework. One third of courses proposed in the MPA are common courses with MA programme in Comparative Politics and in International Relations. Four credits are allotted during the third and 17 credits during the fourth semester for the preparation of Master's Thesis.
The programme consists of four groups of courses (modules):

- Theory and methodology of PA;
- Public economy, finance, and management;
- Public administration and law;
- Policy analysis.

In each of these groups there are obligatory and alternative courses. The majority of the courses in the first group are obligatory. The following four courses are in the first module: Theories of Public Administration I and Theories of Public Administration II, Public Policy and Public Choice, and Social Statistics and one alternative course, Theories of Public Administration II. In the module Public economy, finance, and management, the majority of courses are alternative: obligatory courses are Public Economy and Finance, Macroeconomic Policy Analysis and alternative courses are Economy Transformation in the Countries of Central and Eastern Europe, Interest Groups and Governmental Policy, Urban and Regional Planning, Human Resources, Management and Professional Skills, and Organisation and Management of Information. In the module Public administration and law, there are four courses on law (Administrative Law, Labour Law, Comparative Public Law, and Sociology of Law). Obligatory course is only Comparative Public Law. Such alternative courses as Non-profit Organisations and Comparative Local Government belongs to the same module. The module Policy analysis directly includes only one obligatory course Industrial Policy and one alternative course Policy Analysis self-studies, but policy analysis is rather strongly emphasised in some courses of other modules.

**Vytautas Magnus University**

The BA programme in PA at VDU is multidisciplinary without clearly expressed focus. Four quite autonomous bodies of law, economics, political science, and sociology courses are weakly interrelated.

Students at VDU enrolled in the Bachelor's Programme in Public Administration take courses in the humanities, social sciences, arts, natural sciences, languages together with all other 1-2 year students of the University during the first four semesters. They have to complete the following courses in social sciences during the first two years: Introduction to Political Science, Introduction to Sociology, Social Psychology, Introduction to Political Philosophy, Lithuanian Political System and Political Traditions, Introduction to Management, Introduction to International Relation and Introduction to Economics.

During the following semesters there are six courses among the 16 obligatory courses which are related to the practice of public administration: Theories of Public Administration, Local Government Policy in the EU and Lithuania, Strategic Management of State Institutions, Lithuania's Infrastructure and its Management, Finance of Public Institutions, Personnel Management and Ethics of Officials. Other courses offer analysis of issues in politics, economics, law, and management. This part of the programme is multidisciplinary without clearly expressed focus on subjects in one field of science. Slightly more focussed is the direction of law sciences. There are three courses related to this direction: Labour and
Administrative Law, European Union Law and Economic and Commercial Law. Other branches have one course per branch. Such courses are Macroeconomics, Fundamentals of Marketing, Management Decisions, Organisational Psychology and Communication Systems.

**Law Academy of Lithuania**

The PA programmes in LTA preserve the law profile. Within the Bachelor's Programme in PA, courses in general humanitarian and social sciences make about 19% of the total volume of studies, courses in the general fundamental subjects in management and administration make about 31%, and about 50% are courses with an orientation towards PA. The following courses are directly oriented to professional theory and practice of public administration: System of Public Administration, Demography, Management Information Systems, Office Administration, Finance and Budget Management.

This programme differs from the programmes discussed above in the number and focus of the courses on law. There are 11 courses in various branches of law, and it makes almost 20% of the total number of all courses of the programme. These courses are as follows: Theory of Law, Lithuanian Constitutional Law, Civil Law, Administrative Law, Civil Process, Fundamentals of Criminal Responsibility, Finance and Tax Law, International Public Law, Labour Law and Institutional Law of the European Union.

Courses in various branches of law also prevail in the MPA programme. Legal aspects are analysed in six courses among the nineteen: Law-creation, Administrative Responsibility, Criminology, Legal Aspects of Lithuanian and the European Union Relations, Constitutional Status of an Individual, and Rule-of-Law State. This number of courses is similar to the number of courses related to issues of theory and practice of public administration. Among them are such courses as Theories of Management and Public Administration, Decision-making Theory, Office Administration, Information Technologies in Management, Tax Administration. In addition to the courses mentioned above, the programme includes some courses in humanities and social sciences: Modern Philosophy, Fields of Social Tensions in Lithuania, Social Marketing.

Concluding the information on the academic PA programmes that were implemented or that are planned in the Lithuanian higher schools discussed above, it could be stated that all these programmes are based on an interdisciplinary format. The programmes at the different higher schools emphasise different groups of the courses that are taught at each, and according to this, it could be also stated that in the programme development at KTU the dominant approach is administrative and managerial, at VU – political, at VDU – somewhat stronger are presented economics and law, at LTA – legal. All these programmes are in the stage of development and it is not clear which approach will became dominant as their adequacy to the practical needs in the domain of the PA will be tested only in future when their alumni will find themselves in the labour market.

**4. Comparative Analysis of the Contents of Public Administration Programmes**
Degrees of higher education conferred in Lithuanian higher schools in the area of Public Administration as well as entry requirements, and minimum number of years required to obtain this degree are presented in Table 2.

Table 2

<table>
<thead>
<tr>
<th>Institution of higher education</th>
<th>Name of the programme</th>
<th>Name of academic degree in Lithuanian (in English)</th>
<th>Entry requirements</th>
<th>Minimal number of years</th>
</tr>
</thead>
<tbody>
<tr>
<td>KTU LTA</td>
<td>PA Bachelor's</td>
<td>Viesojo administravimo (VA) bakalauras (Bachelor in PA)</td>
<td>Certificate of Secondary Education; Selection process</td>
<td>4</td>
</tr>
<tr>
<td>VDU</td>
<td>PA Bachelor's</td>
<td>VA bakalauras (Bachelor in PA)</td>
<td>Certificate of Secondary Education; Selection process</td>
<td>4</td>
</tr>
<tr>
<td>KTU VU LTA</td>
<td>PA Master's</td>
<td>VA magistras (Master in PA)</td>
<td>Bachelor's degree or Diploma of higher education; Selection process</td>
<td>2</td>
</tr>
<tr>
<td>KTU</td>
<td>Doctoral studies in management and administration</td>
<td>Socialinių mokslų daktaras (Doctor of social sciences)</td>
<td>Master's degree; Selection process</td>
<td>4</td>
</tr>
</tbody>
</table>

5. The European and Comparative Dimension

Recently in PA programs in Lithuania there are no comparative PA courses focusing exclusively on Europe, however, there already are courses, which analyse the EU as a politico-administrative system and comparative PA courses concentrating predominantly on Europe. Parallelly, it is aimed to implement the idea that the European and comparative dimensions should exist in majority of courses oriented to PA practice.

At present the course European Integration Process (Assoc. Prof. A.Junevicius) is taught for master's students at KTU. This course is being taught already for four years. It is an alternative course, but usually it is selected by many master's students. Obligatory course for master's students The Principles of Public Administration and Comparative Analysis (Assoc. Prof. A.Raipa) is considerably focused on the EU as well. In addition, the European and
comparative dimension is reflected in some other courses for master's students, for example, Intergovernmental Relations, Human Resource Management. Various aspects of European integration and Lithuania's preparation to join the EU some master's students analyse in their Master's Thesis. A few doctoral students have chosen alternative course Organisational and Legal Basis of the European Union (Prof. V.Domarkas). Bachelor's students have a course Fundamentals of European Integration (Assoc. Prof. A.Junevicius).

As it was mentioned, Department of European Integration (Head of the Department Assoc. Prof. V.Pukeliene) was established in 1998 at the Faculty of Administration in KTU. It is planned to include into PA programmes courses prepared at this department: European Integration History and Common Politics, Institutions Integrating Europe, European Economic Integration, Politics of Lithuania’s Integration into Europe, and Environmental Management Systems.

In Vilnius University master's programme there are three courses dealing with different areas of comparative PA: Economy Transformation in Central and Eastern European Countries (Prof. J.Cicinskas), Comparative Public Law (Assoc. Prof. S.Katuoka), and Comparative Local Government (Asist. Prof. G.Steponavicius). A course on Public Administration in the European Union is planned within this programme.

European comparative dimension in PA bachelor's programme of Vytautas Magnus University concentrates on political science and law. There are three courses of this type: Introduction to Comparative Policy, Local Government Policy in the European Union, and Law of the European Union.

The EU as a politico-administrative system will be analysed in LTA bachelor's programme in the course Processes of the European Integration and in PA master's programme in the course Management of the European Integration Processes (Dr. D.Budreikaitė). In LTA the law courses in Institutional Law of the European Union as well as Legal Aspects of Relations between Lithuania and the European Union will be taught.

The main aim of PA programmes in all Lithuanian higher schools is to contribute to the creation and realisation of effective public administration in all chains of the state management by preparing professionals in this field who are able to solve not only current problems but also strategic problems in all levels of public administration of the country. That is why the task for all these programmes is to correspond to the progressive world and especially European practices in public administration and at the same time to guarantee their connections with real processes taking place in Lithuania. While Lithuania is seeking to become a member of the EU, all the programs are oriented to help preparing specialist able to perform their duties well under the conditions of European integration and social, economical and technological globalisation. At present this is extremely important because according to “The opinion of the European Union Commission about Lithuania’s application for participation in European Union” (1997) and the European Commission's “Regular (Annual) Report on Lithuania’s Progress Towards Accession” (4 November, 1998), Lithuania’s state administration is limited by a lack of experience and resources which impedes to resolve Government's attempts to reform the system, and there is necessity to strengthen efforts on institutional and legislative administration reform. That is why in developing PA programs the European and comparative dimension in them will be considerably intensified. On the other hand, the notion of Public Administration covers a very wide area at present, so
Lithuanian higher schools turn to develop courses in a branch of science and not general comparative PA courses.

6. Research

In Lithuania almost all research in public administration are concentrated in the departments of higher schools responsible for operation of academic public administration programmes. However, research in public administration is in the initial phase of development.

Majority of research performed in this field is related to the problems raised by the public administration reforms and among them problems of preparation and training of officials as well as improvement of their work. This is often connected with PHARE programs of the European Union carried out in Lithuania.

At KTU research on PA is conducted by the Department of Public Administration and by the Municipal Training Centre attached to the Department. During the period 1995-1998, 20 research projects have been executed. The clients of majority of these projects were institutions of local government and Ministry of Management Reforms and Local Government Affairs. Many projects were executed while participating in such international programmes as: PHARE, United Nations Development Program (UNDP), United State Agency for International Development (USAID) and others. For example, in 1995, the research “Analysis of the structure and functions of the administration of Kaunas city and recommendation for its reorganisation” was carried out; in 1996, research involved in participating in the program "Environmental policy and economic reforms in Central and Eastern Europe” was supported by the USAID and Harvard Institute of International Development, also in 1996, with the support of USAID, analysis of needs for training of officials was performed in eight Lithuanian cities. At present, according to the research plans of KTU research on the effectiveness of operation of government institutions is carried out by Prof. E.Jasaitis, Prof. V.Domarkas, Assoc. Prof. R. Malkevicius, Assoc. Prof. A.Raipa and other representatives of the Department. Next year at the Institute of Politics and Public Administration it is planned to start multiple research on analysis of social changes, including Public administration, in the process of Lithuania’s preparation to join the European Union.

The European and comparative dimension is the main focus in research executed by KTU, within the frame of multiple PHARE programmes. For example, in 1998, research on institutional and pedagogical potential of raising professional skills of Lithuanian officials was executed as ordered by PHARE is in public administration programme. As the result of this research and considering experience of European countries, suggestions were made on improving the system of training of officials. Staff of the Department of Public Administration also carry out comparative research in the area of management of higher education, which was used in implementing PHARE Higher Education Reform Programme (1997-1999) and preparing Law on Higher Education. Prof. E.Jasaitis, Prof. V.Domarkas and other staff from the Department participate in these programmes.

In the Institute of Politics and International Relations of Vilnius University research mainly focus on and analyse the activities of institutions of central government and the problems that appear when implementing PA reform in Lithuania. For example, as ordered by
the Ministry of Management Reforms and Local Government Affairs this institute carried out research on "Change of State Institutions in 1990-1997", and in 1996-1997 conducted research on Structures of the Ministries of the Republic of Lithuania, which was supported by the Oslo University, Norway. The institute together with the Centre of Studies of the European Integration took part in the joint research project “Lithuanian Integration into the EU: 1997-2000” and the study “Lithuanian Integration into the EU: Situation, Strategy, and Consequences” was prepared.

Faculty of State Governance, LTA is in their first year and has just started research in the area of PA. At present the research “Solution of Problems in Public Administration, Legal Regulation, and Information Society Development” is conducted. In 1999-2000 research will be executed while implementing PHARE TEMPUS programme “Training of officials for the legal system reform”.

Note: Contact information on researchers involved in research on comparative Public Administration and research on the EU as a politico-administrative system is presented in the Annex 2.

7. Relations with the Profession

The Law on Public Officials adopted in 1995 was the first attempt to regulate civil service in Lithuania. However, it turned out to that this law did not cover all aspects related to civil service, so in 1999, The Law on Civil Service was adopted. This law sets the main principles of civil service, status of civil servants and the legal basis for civil service management. The law foresees the rules of recruitment of civil servants as well as rights, duties and responsibilities of civil servants and other related questions.

The Law divides civil service into two groups: public administration group (among them statutory civil servants) and services group. All the positions of civil servants are allotted to 4 levels (A, B, C, and D), which require different level of education from master's degree (level A) to uncompleted secondary education (level D). Further, all positions of civil servants are allotted to 30 categories. They include all 4 levels: the 1st category is the lowest D level category and the 30th category is the highest A level category. These categories are defined on the basis of Methods of Post Descriptions and Evaluation.

When recruiting public officials to civil service it is required that candidates are citizens of the Republic of Lithuania who know the state language (Lithuanian) are more than 18 years old and have the qualification necessary for civil servants of the certain level to perform their duties. Civil servants are employed in the civil service only on the basis of open selection process, qualification examinations, and evaluation of merits, i.e. checking candidates' skills and other professional characteristics necessary for the service.

The Law foresees certain requirements for candidates seeking for a public administration position of a lower category, which is completion of introductory education programme for civil servants. Candidates seeking for a position of higher category have to complete education programme of the Lithuanian Institute of Public Administration (or the one given the same status).

According to the Law civil servants have the right and duty to raise their qualification according to the qualification requirements for their position. Civil servants training strategy
and plan should be prepared in state institutions and municipalities. The Law foresees introductory training, continuous (obligatory) raise of qualification, and training of civil servants of the highest categories. Lithuanian Institute of Public Administration sets the content, prepares and controls the programmes of all three kinds of training.

There are about twenty thousand public civil servants of public administration group in Lithuania at present; half of them work in the institutions of central government and counties administrations. As it was discussed earlier development of academic PA programmes in Lithuania have been recently started and that is why only a small number of officials have PA academic degree education. Majority of KTU and VU students before they were enrolled in PA master's programmes, has already been working in various governmental institutions and continues with their careers. The major part of graduates of the 1996-1998 Master's programme at KTU (about 60%) work in institutions of local governments and regional (counties) administration; only about 5% work in central government institutions. It is predicted that majority of graduates from VU PA master's programme will be employed in agencies involved with central government. This situation is related with the fact that VU is located in the capital of the Republic. Other higher schools, which are starting academic PA programmes, hope that their graduates will be employed in government institutions. Evaluating the need for specialists in public administration in Lithuania, it is predicted that during the next few years all the schools referred to above will enrol about 50 students per year to all academic PA programmes with the exception of LTA, which will enrol 100 students to bachelor's and master's programmes as ordered by the Ministry of Management Reforms and Local Government Affairs.

Higher schools are attempting to influence civil service recruitment policies by analysing the current status of training and employment and providing corresponding recommendations to the institutions implementing this policy. Ministry of Management Reforms and Local Government Affairs is responsible for the strategy of the development of public administration system and training of officials. This is why all the higher schools, which have academic PA programs, have close contacts with this ministry. For example, representatives of the higher education institutions took part in the work of committee, which has prepared the above mentioned Law on Civil Service. The ministry also mandates to higher schools to conduct research on public administration system. As it was discussed before, some research is ordered by local government. However, in general majority of these works is episodic and does not always correspond with long-term research plans of higher schools.

8. In-service Training and Staff Development

Today the Lithuanian central and local governments on their staff have people with various areas of education, but unfortunately there is very small number of these who have education in public administration. It is critical both during a transition period and for a stable future that an efficient and effective work force of public employees be developed in order to provide services our citizens deserve and need. There is a need to upgrade skills, change attitudes, and develop an ethos of civil service. One of the tools to accomplish this is stable long-term in-service training programmes for the various government employees. However, effective training is possible only when the programmes are well thought out, well targeted
and implemented by highly qualified trainers. There also has to be a resource commitment both in training personnel and financial support to support the programmes. Training curricula for civil servants should be targeted to three different groups of civil servants and could be classified as: initial training programmes, qualification advancement programmes, and training programmes for senior civil servants.

At present in Lithuania there is no strictly regulated system of post entry pre-service and in-service training. The most widely applied form of training used for public officials is short in-service courses, where some specific issues related to the practice of public administration are analysed: the newest information about administrative system, new laws and Government regulations are being provided.

Approximately the same percentage of PA trainers work at the educational institutions, and are practitioners in various public agencies. It should be noted that in in-service training an important role is played by the foreign experts and teachers.

At present four main centres in Lithuania are organising training courses for public officials:

- Institute of Public Administration in Vilnius (Director Assoc. Prof. D.Jakimavicius);
- Municipal Training Centre of Kaunas University of Technology (Director J.Siugzdiniene);
- Public and Local Officials Training and Rehabilitation Centre “Dainava” in Druskininkai (Director Z.Streikus);
- School of Management and Democracy in Klaipeda (Director Assoc. Prof. A.Gazarian).

Besides, the Ministry of Finances has a well equipped Tax Inspection Training Centre (Head Dr. E.Chlivickas) created to satisfy the needs of the Ministry and the needs of its Tax Inspection offices.

The Lithuanian Institute of Public Administration, established in January 1999 with the support of PHARE. Founders of the Institute are the Ministry of Management Reforms and Local Government Affairs and Law Academy of Lithuania. The Institute is an administrative institution, which has been granted the right to decide on the content of initial training, qualification advancement and senior civil servants training programmes. Maintenance of training programmes for civil servants and organisation of training process also falls into competence of the Institute. Special attention is paid to training of civil servants directly involved in EU accession related areas.

The Institute is starting its activities and in the future it will play important role in co-ordinating programmes of other above mentioned training centres. Having main responsibility to assure quality of training as requested by the law, the Institute will contract out composition of training programmes and delivery of training to institutions and individuals both from academic and practical training sector, and civil service.

Long-term training one-year programmes are offered only in the Municipal Training Centre of KTU. There are several topics on European comparative PA issues. At the end of the programme public officials who participated in it receive a University Certificate. The Municipal Training Centre in KTU also provides special training sessions for civil servants from other post-communist countries (Russia, especially Kaliningrad region, Kirghistan, etc.)
Last year, in order to co-ordinate work of institutions for training of officials, an Association of the above mentioned institutions was established and Assoc. Prof. R. Malkevicius, Department of Public Administration, KTU, was elected as its president.

Due to other programme commitments, and limited resources traditional academic programmes cannot be expected to provide this type of training for public administration employees. However, they can enhance and provide support for other PA training institutions. These institutions would provide the permanent staff and develop the needed seminars, workshops, etc. The stability of the staff and programmes is essential for the long-term and continued development of a democratic and effective civil service, both at the national and local levels of government. It is clear that higher schools will have to play an important role in developing in-service training system for public officials, as well as in organising certified training courses and developing academic programmes which will give possibilities for public officials to get academic degrees in PA.

8. Conclusion

Lithuanian academic study and research programmes in Public Administration are in the initial stage of development and their development is influenced by the experience of other countries. At present PA degree programmes are already taught in four institutions of higher education.

The programmes at the different higher schools emphasise different groups of the courses: at Kaunas University of Technology the dominant approach is administrative and managerial, at Vilnius university – political approach, at Law Academy of Lithuania – legal approach, and at Vytautas Magnus University somewhat stronger are presented economics and law. It is not clear, which approach will became dominant as their adequacy to the practical needs in the domain of the PA will be tested only in future when their alumni will find themselves in the labour market.

In Lithuania almost all research in public administration are concentrated in the departments of higher schools responsible for operation of academic public administration programmes. Majority of research performed in this field is related to the problems raised by the public administration reforms. This is often connected with PHARE programs of the European Union carried out in Lithuania.

Until now in Lithuanian PA programs there are no comparative PA courses focusing exclusively on Europe, however, there already are courses, which analyse the EU as a politico-administrative system and comparative PA courses concentrating predominantly on Europe. On the other hand, all higher schools, developing PA programmes, understand that emphasis of the European and comparative dimensions is their important duty and successful fulfilment of this duty would serve for Lithuania's preparation to join the European Union.
### LITHUANIAN ACADEMIC PROGRAMMES IN PUBLIC ADMINISTRATION

<table>
<thead>
<tr>
<th>Institution of higher education</th>
<th>Academic programme</th>
<th>Year of the beginning of program implementation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kaunas University of Technology</td>
<td>Public Administration Bachelor's Programme</td>
<td>1998</td>
</tr>
<tr>
<td></td>
<td>Public Administration Master's Programme</td>
<td>1994</td>
</tr>
<tr>
<td></td>
<td>Doctoral Programme in Management and Administration</td>
<td>1997</td>
</tr>
<tr>
<td>Vilnius University</td>
<td>Public Administration Master's Programme</td>
<td>1998</td>
</tr>
<tr>
<td>Vytautas Magnus University</td>
<td>Public Administration Bachelor's Programme</td>
<td>1998</td>
</tr>
<tr>
<td>Law Academy of Lithuania</td>
<td>Public Administration Bachelor's Programme</td>
<td>1999</td>
</tr>
<tr>
<td></td>
<td>Public Administration Master's Programme</td>
<td>1999</td>
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</tbody>
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5 A full list of courses thought in these programmes is available at the NISPAcee web site (http://www.nispa.sk)
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