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PUBLIC ADMINISTRATION EDUCATION IN LITHUANIA

**(Country report prepared for the intellectual output 01 – Assessment of
methodology and materials of public administration teaching and its
relevance for practice)**

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1. INTRODUCTION

The PAQUALITY project aims to support changes in the area of public administration (PA) education in conformity with Bologna objectives, mainly:

- Promotion of European co-operation in quality assurance with a view to developing comparable criteria and methodologies, and
- Promotion of the necessary European dimensions in higher education, particularly with regards to curricular development, inter-institutional co-operation, mobility schemes and integrated programs of study, training and research, which haven't been fully applied in the area of the public administration high education in Slovakia and the new EU states yet.

Higher education public administration programmes vary a lot especially in the Central and Eastern European member countries of the EU - in the new EU member states (NMS). From this perspective it is highly relevant to facilitate quality assurance mechanism which would ensure not only comparable quality of education processes but also comparable outcomes of the education (e.g. quality of graduates, their knowledge, skills and experience) in these countries.

In addition, the project aims at tackling skills gaps and mismatches in the area of public administration high education through designing and developing curricula that meet the learning needs of students that are relevant to the labour market and societal needs, including through better use of open and on-line, work based, multi - disciplinary learning and new quality assessment criteria. Simultaneously, with a view of this priority, promoting and rewarding excellence in teaching and skills development, training of academics in new and innovative pedagogical approaches, new curriculum design approaches and sharing of good practices through collaborative platforms will be in the centre of the project.

This report on **LITHUANIA** represents an input for the intellectual output 01 of the PAQUALITY project. Within this intellectual output country studies developed based on guidelines and surveys are anticipated. The studies will be used in other project phases but also for mutual information of the project partners at the beginning of the project.

This report summarizes findings on

- the national educational system related to present state of PA education,
- system of evaluation
- findings on PA programmes existing in the country

It is based on data available as of **1 January 2019**.

2. NATIONAL EDUCATIONAL SYSTEM AND PA EDUCATION AND TRAINING

2.1 PUBLIC ADMINISTRATION AS A DISCIPLINE IN LITHUANIA

Public administration education in Lithuania has developed out of disciplines of political science, management and law. Kaunas University of Technology was the first to introduce public administration studies in Lithuania in 1994, when the Department of Political Science at Kaunas University of Technology was reorganized into the Department of Public Administration. Edvardas Jasaitis, a public administration professor of the Lithuanian origin from the USA, was one of the founders of the department and worked as its first head, thus introducing the USA public administration tradition in Lithuania. By his initiative The Municipal Training Center was established at Kaunas University of Technology in 1993, which started organizing training courses for the employees of the public administration system (Domarkas 2003). A master programme in Public Administration was launched at this university in 1994. Since 1997 the PHD programme in Management at this university has included a public administration specialization. A few years later several other Lithuanian universities started their studies in public administration.

The first PA bachelor programme, named 'Administration of State Authorities', was launched at Vytautas Magnus University in 1998 and the Department of Public Administration at Vytautas Magnus University was founded at the Institute of International Law and Political Science in 1999. The PA master programme at this university was started in 2001. The Institute of International Relations and Political Science at Vilnius University started its PA master programme in 1998. The department of Public Administration at the Law Academy of Lithuania (now Mykolas Romeris University) was established in 1999, both public administration bachelor and master programmes were launched in the same year. Since 2001 public administration studies have been also implemented in Klaipėda University (a PA master programme), Šiauliai University (a PA bachelor programme), and General Jonas Žemaitis Military Academy of Lithuania (a PA bachelor programme) (Domarkas 2003).

The implementation of the strategic goal of integration into the EU set by the government of the Republic of Lithuania fostered public administration reforms and the institutionalization of public administration discipline in Lithuania. In the progress report in 1997, the European Commission pointed to the lack of administrative capacities as the main reason behind the decision not to start negotiations for the EU accession with Lithuania in that year. In order to meet the requirements set by the European Commission, several public administration reform steps were implemented. The laws on civil service and public administration were adopted and the Lithuanian Institute of Public Administration which role was to organize and coordinate the system of training of civil servants was established in the following years, along with the development of public administration studies in universities.

Starting from 2000, public administration studies entered the period of "massification". During this period numbers of study programmes in public administration and students in these programmes significantly increased. New academic journals focused on the field of public administration (*Viešoji politika ir administravimas* [Public Policy and Administration], *Viešasis administravimas* [Public Administration]), were established. A number of scientific publications and defended PHD dissertations also significantly increased.

2.2 PA EDUCATION AND ITS SPECIFICS

Public administration is partly institutionalized as an own discipline in Lithuania. The departments of public administration operate as structural divisions in five universities: Mykolas Romeris University, Vytautas Magnus University, Klaipeda University, Kaunas University of Technology, and Šiauliai University. There are eight universities that provide bachelor and master education in public administration (or public policy). Six of them are public institutions, one university (Kazimieras Simonavicius University) is private, and another one (European Humanities University¹) is an international university. In 2018, reforms to merge public universities were implemented, reducing the number of public universities with public administration study programmes from nine to eight to six, as Šiauliai university was incorporated into Vilnius University and Aleksandras Stulginskis University became the Academy of Agriculture within Vytautas Magnus University.

However, there ties of public administration with such disciplines as management, political sciences, and law remain close and there is no unanimous understanding in the Lithuanian academic community if public administration is a subdiscipline of these sciences or a separate one (especially management scientists, political scientists, and lawyers tend to claim it as a subfield of their disciplines). For example, there is no a separate doctoral programme in public administration and doctoral dissertations in the field of public administration are defended within doctoral programmes of management or political science.

Since 2014, due to the lower birth rates and high emigration, numbers of students in Lithuanian universities began to gradually decrease which brought challenges both to university administrations and academic personnel. The demographic crisis affects faculties, departments, and study programmes in public administration in the same extent as these of other disciplines of social and human sciences (disciplines of nature, medical, and technological sciences suffer less, as there is still a high demand of these specialists in the market). As a result of the demographic crisis, the competition among universities and departments increased, some study programmes were closed, the number of academic personnel decreased (some of them changed the job by moving to the private sector or getting positions in public administration). At the same time, these challenges pushed universities to respond by developing more advanced international strategies (creating double degree study programmes², attracting international students).

2.3 REQUIREMENTS ON ENTRANCE TO CIVIL SERVICE AND ON IN-SERVICE TRAINING

Entrance to civil service

Neither in the Law on State Officials of 1995 nor in the Law on Civil Service in their 1999, 2002, and 2018 versions or in the secondary legislation, there have been no requirements for applicants to civil service to have a public administration degree from an university. Qualification requirements have been set for each civil service position individually by the agency organizing a selection procedure. Under the Law on Civil Service adopted in 2002, the

¹ A Belorussian university in exile.

² Kaunas University of Technology has started a double degree bachelor programme in public governance with Central Florida University in 2019. Mykolas Romeris University developed a double degree master programme in public administration with Raboud University Nijmegen in 2016, though the admission of students to this programme has been suspended since 2018.

selection procedure for career civil servants and heads of agencies consisted of two stages – examination and interview (the Law of 1999 had already set the two-stage selection procedure with the merits' assessment instead of interview at the second stage). The competitive selection procedure is not required for civil servants appointed to positions of political confidence.

The new Law on Civil Service adopted in 2018 set that the selection procedure for all civil service would be organized by selection commissions set up by the single government agency, that is, the Department of Civil Service. Thus, the system of recruitment of civil servants became centralized while before the reform the selection of civil servants had been a task of personnel divisions of public administration agencies. Also, the two-stage selection procedure has been replaced by the complex assessment of applicants' competences. Another innovation of the new law is the reserve of applicants to civil service. Applicants included in the reserve (those eligible to restore the status of a civil servant; unsuccessful applicants who performed well in the centralized competition (received 8 points or more); those who worked as alternate civil servants for more than 2 years; civil servants who were dismissed due to the abolishment of their position) will get opportunity to take part in centralized tenders under a simplified procedure.

In-service training

During the first five years of independence, the training of civil servants had been spontaneous and chaotic. The appointments of senior officials were mostly politically determined, the state regulation of training was limited. A number of training agencies provided training services to employees of state and municipal government institutions. Some of those qualification improvement and training agencies operated since Soviet times and also many non-governmental organizations, most often supported by foreign funds and organizations, became active in this market. Those providers of training services met the increased need for knowledge in the areas of foreign languages, accounting, marketing and management, basic computer literacy skills (Cesnuleviciene & Lakis 2002).

The system of training of civil servants started to develop with the adoption of the Law on State Officials³ in 1995 (Cesnuleviciene & Lakis 2002) and the Law of Civil Service⁴ which replaced it in 1999. Although the Law on State Officials did not create a civil service in accordance with the usual European standards, public authorities began to understand the importance of improving qualifications. The implementation of the first government training projects was started, mostly only with support from Western organizations or foreign funds. Interesting curricula were offered, but not adapted to the Lithuanian context.

In 1998 the Lithuanian Public Administration Training Association was created, which purpose was 'to coordinate the activities of members in the fields of training, education, research and consultation, ensuring the utilization and development of the potential of existing training institutions'. In the beginning of 2000's, there were ten institutional members of the association (Raipa & Velicka 2003).

In 1999, when the Law on Civil Service was adopted, there was a need to legally regulate the market of training for civil servants. Civil service standards and appropriate qualification requirements for civil servants were set up.

³ Law No. I-836 of 4 April 1995 of the Republic of Lithuania on State Officials.

⁴ Law No. VIII – 1316 of 8 July 1999 of the Republic of Lithuania on Civil Service.

The Lithuanian Institute of Public Administration was established in the same year. The Lithuanian Institute of Public Administration got a task to organize introductory and continuous training. The Law on Civil Service, adopted in 1999, provided that LIVADIS would be the only institution to carry out the introductory training of civil servants in accordance with the introductory training program. The introductory training course, which purpose was to provide the necessary knowledge for civil servants at the initial stage of their career in the civil service, was compulsory, consisting of general programs and special programs corresponding to the specific features of the posts.

Continuous qualification improvement programmes were targeted at all civil servants employed in public administration agencies who passed the introductory training programme. The most popular topics of continuous training at that time were planning, regional policy, drafting of legal documents and integration into the EU (Raipa & Velicka 2003).

Following the adoption of amendments to the Law on Civil Service by the Seimas in 2002⁵, the approval of the introductory training and continuous training programmes was entrusted to the Department of Civil Service, though, according to these programmes, training services could be organized by any public, nonprofit or private organization, registered in the list of training providers at the Department of Civil Service. As the Law on Civil Service stipulated that public administration institutions might allocate up to 5% of the wage budget for the training of civil servants, public administration agencies purchased training services, following the public procurement procedure.

The new Law on Civil Service, which was adopted in 2018⁶, has deregulated the system of civil service training in Lithuania. The main innovation is that there are no longer compulsory introductory training for civil servants and lists of natural and legal persons providing training for civil servants. Since 2019, when the new law came into force, training for civil service can be provided by any participants of training market, operating either in Lithuania or abroad, under the non-formal training programmes. Providers of training services are not subject to any experience and/or education requirements by legislation (these requirements can be set by the purchasers of training services at their discretion)⁷.

2.4 SUMMARY

<p>3.1 Is PA education in your country specific for some reasons? If yes, why?</p>	<p>PA education in Lithuania has developed out of disciplines of political science, management and law by mainly learning from the PA tradition of United States and other English-speaking countries. The impact of the continental PA tradition on the development of public administration in Lithuanian universities also could be observed.</p>
<p>3.2 Is PA a well-established own (inter-) discipline?</p>	<p>PA is a partly institutionalized own discipline. The departments of PA are established in several universities. Eight universities provide BA and MA education in public administration. However, there is no a separate PHD programme in PA, PHD</p>

⁵ Law No. IX-855 of 23 April 2002 of the republic of Lithuania on the Substitution of the Law on Civil Service.

⁶ Law No. XIII – 1370 of 29 June 2018 of the Republic of Lithuania on the Substitution of the Law No. VIII – 1316 on Civil Service.

⁷ 'Keičiasi valstybės tarnybos tarnautojų mokymo tvarka'. Valstybės tarnybos departamentas, <https://vtd.lrv.lt/lt/naujienos/keiciasi-valstybes-tarnautoju-mokymo-tvarka> Accessed on March 9, 2019.

	dissertations in the field of PA are defended within PHD programmes of management or political science.
3.3 Is any formal exam required for entrance to civil service? If yes, what are the requirements?	The Law on Civil Service set the formal exam as a first stage in the selection procedure of applicants to a civil service position. The examinations were held separately by each PA agency. Since 2018 the selection of civil servants is organized by the Department of Civil Service and the examination is replaced by the complex assessment procedure.

3. EVALUATION AND ACCREDITATION SYSTEM AND PA STUDY PROGRAMMES

3.1 EXISTING EVALUATION AND ACCREDITATION SYSTEM AND PA STUDY PROGRAMMES

The evaluation and accreditation system in Lithuania consists of two types of on-going external evaluation – external evaluation of study programmes and higher education institutions. External quality evaluation and accreditation in Lithuania is performed by the Centre for Quality Assessment in Higher Education (SKVC) which was established in 1995. This Centre performs these types of evaluation: evaluation of existing study programmes, evaluation of new study programmes, institutional review of higher education Institutions (colleges and universities), and evaluation of applications to establish new higher education institutions.

External evaluation of study programmes on a regular basis started in 1999 - 2000. By the middle of 2015 over 3.600 study programmes evaluations had been conducted⁸. The main aims of external evaluation are to help higher education institutions to improve the quality of their activities and to inform the society about the quality of higher education in Lithuania. The accreditation of study programmes is based on external evaluation reports. Study programmes can be accredited for three or six years, they can also be given a non-accreditation decision. New study programmes are accredited for a period one year longer than the full duration of the study programme. The main legal acts that set the procedure of external evaluation of study programmes are the Procedure for the External Evaluation and Accreditation of Study Programmes⁹, The Methodology For the Evaluation of Higher Education Study Programmes¹⁰, and the Methodology of For the Evaluation of New Study Programmes¹¹. ***Public administration study programmes are not subjected to any specific forms of evaluation or accreditation that do not bind other study programmes and there is no legislation that regulates exclusively public administration study programmes.***

⁸ The Centre for Quality Assessment in Higher Education (2016). Analysis of 2011-2015 External Review of Higher Education Institutions in Lithuania.
http://www.skvc.lt/uploads/documents/files/EN%20versija/Institutional%20review%20reports/28422_SKVC-knyga-EN.pdf
 Accessed on March 9, 2019.

⁹ Order No. ISAK-1652 of 24 July 2009 of the Minister for Education and Science of the Republic of Lithuania on Procedure for the External Evaluation and Accreditation of Study Programmes.

¹⁰ Order No. 1-01-162 of 20 December 2010 of the Director of SKVC on The Methodology for the Evaluation of Higher Education Study Programmes.

¹¹ Order No. 1-01-157 of 28 November 2010 of the Director of SKVC on The Methodology for the Evaluation of New Study Programmes.

The Law on Higher Education and Research¹² adopted in 2009 states that the Ministry of Education and Science initiates external evaluation of activities of higher education institutions every six years and involves foreign experts in the evaluation. The objective of external assessment is to determine the quality of activities of higher education institutions, to offer recommendations for improving their quality, as well as to develop the culture of quality assurance in higher education and research. Higher education institutions can be accredited for six or three years. Institutional reviews and accreditations of higher education institutions are carried out following these legal acts: the Procedure For the External Review of Higher Education Institution¹³, the Accreditation Procedure of Higher Education Institution¹⁴, and the Methodology for Conducting an Institutional Review in Higher Education¹⁵.

The task to organize external evaluation of the activities of higher education institutions was assigned to the SKVC and the first external evaluations of higher education institutions launched already in 2011. In 2015 the first external review of all higher education institutions based in Lithuania was completed¹⁶. Data about the state of play of learning resources held by higher education institutions and their compliance with the baseline requirements were provided by the Research and Higher Education Monitoring and Analysis Centre.

3.2 EXTERNAL QUALITY ASSURANCE AND PA STUDY PROGRAMMES

External evaluations of study programmes are conducted for new study programmes and current study programmes. ***The external evaluation of public administration study programmes follows the same procedures that bind all higher education study programmes in Lithuania***¹⁷. In preparation to launch a new study programme, higher education institutions should apply to the SKVC with documentation stipulated in the Methodology for the Evaluation of New Study Programmes. New study programmes must undergo comprehensive external evaluation if at least one of the following applies: the programme is to be launched by a new higher education institution; the higher education institution launching the programme received negative evaluation in the last institutional review; the higher education institution has had a case of non-accreditation in the same study field and cycle during the past three years; the higher education institution does not run any programmes in the same group of study fields; the higher education institution is planning to run the programme in an overseas branch. All programmes submitted to the evaluation are

¹² Law No. XI – 242 of 30 April 2009 of the Republic of Lithuania on Higher Education and Research.

¹³ Resolution No 1317 of the Government of the Republic of Lithuania of 22 September 2010 on the Procedure for the external review of higher education institution.

¹⁴ Resolution No 1317 of the Government of the Republic of Lithuania of 22 September 2010 on the Accreditation procedure of higher education institution.

¹⁵ Order No 1-01-115 of 11 October 2010 of the Director of the Centre for Quality Assessment in Higher Education on the Methodology for Conducting an Institutional Review in Higher Education.

¹⁶ The Centre for Quality Assessment in Higher Education (2016). Analysis of 2011-2015 External Review of Higher Education Institutions in Lithuania.

http://www.skvc.lt/uploads/documents/files/EN%20versija/Institutional%20review%20reports/28422_SKVC-knyga-EN.pdf
Accessed on March 9, 2019.

¹⁷ Universities are allowed to obtain the accreditation from international accreditation agencies (such as the EAPAA for public administration study programmes), however, such accreditation is not mandatory. No public administration programme is accredited by the EAPAA.

checked for compliance with legal requirements. In case comprehensive evaluation is required, it is conducted by two experts with relevant experience in the field¹⁸.

What concerns accreditation of current study programmes, all study programmes must get accreditation at least once every six years. By the Law on Higher Education and Research, higher education institutions are allowed to choose either the SKVC or another quality assurance agency that is enlisted in EQAR for evaluations of their study programmes. However, to make the decision on programme's accreditation, based on the external evaluation report, the SKVC is the only authorized institution.

As it is set in the Methodology for the Evaluation of Higher Education Study Programmes, the quality of a study programme is assessed in six evaluation areas: programme aims and learning outcomes; curriculum design; teaching staff; facilities and learning resources; study process and students' performance assessment; programme management.

Each evaluation area is assessed on a 4-point scale. According to the Procedure for the external evaluation and accreditation of study programmes, the following decisions can be made on the basis of the assessment of each evaluation area and the total amount of points: the programme is accredited for 6 years if all evaluation areas are evaluated as "very good" (4 points) or "good" (3 points); the programme is accredited for 3 years if none of the areas is evaluated as "unsatisfactory" (1 point) and at least one evaluation area is evaluated as "satisfactory" (2 points); the programme is **not accredited** if at least one of the evaluation areas is evaluated as "unsatisfactory" (1 point).

For external evaluation of study programmes the SKVC assembles teams of local and international experts¹⁹. The key stages in the evaluation process include self-evaluation, site-visit, preparation of an evaluation report (preparation of the evaluation report, its discussion at the advisory committee and publication), follow-up activities.

3.3 INTERNAL QUALITY ASSURANCE FRAMEWORK

The article No.47 of the Law on Higher Education and Research obliges each higher education institution 'to implement an internal quality assurance system approved by the higher education institution itself and to provide for ways and means of ensuring the quality of its education and research'. Higher education institutions are also required to inform academic community at least once in a year about the scientific performance, the results of self-assessment and publish this information as well as the information on study programmes and their evaluations, higher education qualifications, opinions of students, graduates, and other stakeholders on quality of studies, indicators of graduates' career, and other data informing the society about studies, in their websites.

Higher education institutions in Lithuania have discretion to develop their own policies and systems of internal quality assurance. The policy and system of internal quality assurance at Mykolas Romeris University will be examined in detail as an example.

The implementation and development of the study quality management system at MRU is coordinated by the Study Programs and Quality Assurance Group of the Academic Affairs Center of the University which is a structural division of the university. However, in line with the principles of quality culture and subsidiarity, as it is set in the legal acts of the university

¹⁸ Study programme evaluations. The Centre for Quality Assessment in Higher Education.

<http://www.skvc.lt/default/en/quality-assurance/study-programme-evaluations> Accessed on March 9, 2019.

¹⁹ About quality assurance. The Centre for Quality Assessment in Higher Education. <http://www.skvc.lt/default/en/quality-assurance/about-quality-assurance> Accessed on March 9, 2019.

stipulating the policy and system of internal quality assurance²⁰, the responsibility for quality of studies and other activities at MRU is shared between the structural divisions of the university and the members of the academic community at all levels.

The quality of study programmes at MRU is partly ensured by activities of the committees of study programmes. Such committees are set up for each study programme. Each committee is composed of at least eight members, among them at least three lecturers implementing the programme, at least two students and at least one social partner and graduate²¹. Student representatives are approved by the representative body of university students. Researchers from other research and study institutions and from other countries may be invited to these committees. Committees for international and interinstitutional study programmes are composed of representatives of all partner institutions, unless it is provided otherwise in a contract of the study programme's implementation.

The performance of study programmes is regularly monitored by surveys of students and graduates. Students' surveys are conducted in order to get feedback on the study subject, the quality of teaching, the quality of internship, the choice of a study programme, the quality of the organization of study process, reasons of the termination of studies, the quality of doctoral studies²². Graduates' surveys provide feedback on the study programme accomplished and competences acquired. The analysis of the survey data is carried out regularly or on demand by committees of study programmes, lecturers, the Centre of Academic Affairs, the Centre of Marketing, and other divisions of the university.

Other universities in Lithuania have their own practices of internal quality assurance. Kaunas University of Technology (KTU) has elaborated and implemented an internal quality management system, based on the provisions and guidelines of European quality assurance in higher education, criteria of the Common Assessment Framework and the EFQM Excellence Model as well as partially implemented international quality management standards ISO 9001 and SA 8000²³. The Department of Strategic Planning and Quality of the University is responsible for preparing, reviewing, updating and publishing the Quality Handbook which specifies the quality assurance system at KTU. The University organizes Quality Days for topics of quality in studies and scientific research. During these events, the University community shares good practices on successful quality improvement initiatives in studies, science and other fields.

The internal quality assurance system at Vytautas Magnus University (VMU) is based on the provisions of quality assurance in the European Higher Education Area and the requirements of international standards (ISO, CAF, etc.). The quality assurance system focuses on the development of a quality culture, where the compliance with the highest quality standards is the common interest and aspiration of the entire VMU community.

²⁰ Resolution No. 1SN-169 of 28 June 2013 of the Senate of Mykolas Romeris University on the Provisions of the Internal Studies' Quality Assurance System of Mykolas Romeris University; Resolution No. 1SN-15 of 3 December 2013 of the Senate of Mykolas Romeris University on the Provisions of Quality Assurance of Studies and Research of Mykolas Romeris University.

²¹ Order No.1I-244 of 3 June 2015 of the Rector of Mykolas Romeris University on the Provisions of A Committee of Study Programmes of Mykolas Romeris University.

²² Resolution No. 1SN-52 of 30 June 2014 of the Senate of Mykolas Romeris University on the Order of the Organization of Feedback of Studies of Mykolas Romeris University.

²³ Studijų kokybė ir vystymas. Vidinė kokybės užtikrinimo sistema. Kauno technologijos universitetas. <https://ktu.edu/studiju-kokybe/#vidine-kokybes-uztikrinimo-sistema> Accessed on March 9, 2019.

Quality assurance is constantly monitored by the University, examples of good practice in other countries are analyzed, and changes are designed responsibly²⁴.

Vilnius University developed the Quality Handbook and the Studies Quality Assurance Policy and Quality Improvement Strategy in 2013²⁵. Nurturing of quality culture is the strategic purpose of VU. Quality culture of the University is based on the principles of social responsibility and partnership and provisions of quality assurance in the European Higher Education Area. The core principles of the quality assurance system at VU are openness and internationalisation, motivating environment for studies and research, continuous improvement, responsibility and trust. The University implements a number of quality assurance processes and procedures such as confirmation, monitoring and assessment of study programmes, system of assessment of students' results, system of development and deepening of lecturers' pedagogic competences, organization of feedback from the study process, students' engagement, etc.

The quality assurance system in Klaipėda University has been developed in 2012, by implementing a project funded by the European Social Fund²⁶. The quality assurance system meets the requirements of the ISO 9001 standard, the requirements of ISO 14001, OHSAS 18001 and SA 8000 are also integrated as well as recommendations of the provisions and guidelines of Quality Assurance of European Higher Education are taken into account. Systems of environmental management, occupational safety and health management and social responsibility have also been implemented, integrating them into the quality management system of the University.

3.4 ANTICIPATED CHANGES

A new application which is developed by the SKVC, together with the Lithuanian Student Union and with support from the Lithuanian Higher Education Institution's Association for Organization of General Admission²⁷ could enforce faster ways of gathering students' feedback and data about study quality, which might be used for quality improvement both by the SKVC and higher education institutions. It is expected that this application will be available in the first half of 2019.

3.5 SUMMARY

<p>3.1 What is the general governance structure with regard to external quality assurance of higher education institutions? Is it the same or is it different for PA programmes?</p>	<p>The Centre for Quality Assessment in Higher Education (SKVC) organizes and regularly carries out external evaluations and provides accreditation for study programmes and higher education institutions in Lithuania. The procedure of external quality assurance is the same for all study programmes, including PA</p>
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²⁴Kokybė ir pripažinimas. Vytauto Didžiojo universitetas. <https://www.vdu.lt/lt/apie-vdu-kaune/kokybe-ir-pripazinimas/> Accessed on March 9, 2019.

²⁵VU studijų kokybės užtikrinimas. <http://www.kvc.cr.vu.lt/site/?q=node/90> Accessed on March, 2019.

²⁶Kokybės valdymo sistema. Klaipėdos universitetas. <https://mano.ku.lt/titulinis/kvs/kokybes-valdymo-sistema/> Accessed on March 9, 2019.

²⁷Optimizing Higher Education – How To Maintain Study Quality? The Centre For Quality Assessment In Higher Education. 2018-12-07. <http://www.skvc.lt/default/en/news/optimizing-higher-educationhow-to-maintain-study-quality> Accessed on March 9, 2019.

	programmes.
3.2 Which are the main providers of programme accreditation? Is there a national body (regulator etc), e.g. as an agency under control of the Ministry of Education, responsible for the regulation of accreditation? What is the status of relevant institutions (government authorities, semi-autonomous or independent organizations)?	The SKVC, an agency under control of the Ministry of Higher Education, Science and Sport, is the only provider of accreditation of study programmes. Some data for evaluation of higher education institutions are provided by the Research and Higher Education Monitoring and Analysis Centre which is another agency subordinate to the ministry.
3.3 What are the rules and requirements for accreditation (e.g. are all programmes subject of accreditation or only new programmes? Are only state or public universities to be evaluated? etc)?	All study programmes, including new and current programmes, as well as higher education institutions are subject of accreditation. The accreditation is required for programmes of both public and private higher education institutions operating in Lithuania as well as for both public and private higher education institutions.
3.4 Who is allowed to do programme accreditation? Only an official government agency, (like e.g. in Austria) or other (ENQA- or EQAR-) recognized institutions?	The Centre for Quality Assessment in Higher Education is the only institution authorized to do accreditation of study programmes.
3.5 Who are the evaluators (bureaucrats and/or academic peers, are foreign academic peers involved)?	Higher education institutions are allowed to choose either the SKVC or another quality assurance agency that is enlisted in EQAR for evaluations of their study programmes. For external evaluation of study programmes, teams of local and international experts are assembled.
3.6 Which methods of accreditation are primarily applied in the respective country?	The quality of a programme is assessed in 6 areas. It is accredited for 6 years if all areas are evaluated as “very good” or “good”; it is accredited for 3 years if none of the areas is evaluated as “unsatisfactory” and at least one area is evaluated as “satisfactory”; it is not accredited if at least one of the areas is evaluated as “unsatisfactory”.
3.7 Who takes the decision to accredit a programme? (is it the institution doing the evaluation or a superior government body?)	The Centre for Quality Assessment in Higher Education is the only institution authorized to take decision to accredit study programmes.

4. EXISTING PA STUDY PROGRAMMES

4.1 DATA, METHODS AND LIMITATIONS

Data on public administration study programmes in Lithuania were mainly collected from two kinds of sources: websites of higher education institutions and the register of higher education study programmes provided by the portal 'Aikos' which belongs to the Ministry of Higher Education, Research and Sport²⁸. The register collects data on the name of the study programme, the higher education institution which runs the study programme, the branch and type of studies, the degree awarded, the accreditation of the programme, etc.

In the first stage of research keywords 'public administration', 'public policy', 'public', "public governance", 'public management' were placed in the search engine of the register and study programmes matching the eligibility criteria of EAPAA were selected. Criteria of selection, additional to the eligibility criteria of EAPAA, were these: if the study programme awards the degree of public administration; if the study programme is run by the department (institute, etc.) of public administration. The exceptions to these criteria were study programmes on public policy ('Public Policy', 'Public Policy and Management', 'Public Policy and Security', 'Public Policy Analysis') which provide the degree of political sciences and are run by political science departments. They were included as they fit the eligibility criteria of EAPAA.

Following the criteria, the study programmes which discriminating features are orientation to the public sector and training for practice in the public sector were included into the list while specialised programmes such as 'Health Care Policy and Management', 'Education Policy and Management' (by graduating these programmes the degree of political sciences is awarded) were excluded. The only exception is the relatively specialized programme 'Environmental Management' which has been included into the list of public administration programmes as it provides the public administration degree and is run by the Institute of Public Administration. Such programmes as 'Public Law', 'Public Sector Economics' were also excluded as these are study programmes of law and economics respectively.

As there is no separate doctoral programme in public administration in Lithuania and doctoral dissertations on the topics within the discipline public administration can be defended either in the branch of political science or management, doctoral programmes in political science and management were also included.

In the next stage of research, the information on the selected programmes was collected from the websites of universities. The data on the study programmes were put into the Excel table (Annex 1). The website search also helped to check if the study programme is operating, as some study programmes which got accreditation few years ago and are still registered in the portal "Aikos" are already closed. Such nonoperating study programmes were removed from the list.

The main limitation of the analysis stems from the current instability of the higher education sector in Lithuania. As some universities are in the process of merger (Šiauliai University is going to be integrated into Vilnius University, Aleksandras Stulginskis University will become an academy of Vytautas Magnus University; on the political agenda there are plans of the merger of Mykolas Romeris University and Vilnius Gediminas Technical

²⁸ Aikos. <https://www.aikos.smm.lt/Registrai/SitePages/Studiju%20ir%20mokymo%20programos.aspx?ss=8b70f1ae-79db-4425-9404-9e5d7e6e98e6>. Accessed on March 9, 2019.

University), the study programmes of the universities undergoing changes are going to be modified too and some information on some of these programmes is unavailable.

4.2 EXISTING PA STUDY PROGRAMMES

The data about public administration study programmes is presented in the Table 1:

Table 1 – Existing PA study programmes²⁹

Higher Education Institutions	Bachelor SP	Master SP	PhD.	TOTAL
Public HEIs				
Mykolas Romeris University	1.Public Administration 2.Public Policy and Management	1.Public Administration 2.Environmental Management	1.Management ³⁰	5
Vytautas Magnus University	1.Public Administration 2. Administration of Rural Development ³¹	1.European Union Public Policy and Administration 2. Administration of Public Governance Institutions 3. Administration of Rural Development ³²	1.Management ³³ 2.Political Sciences ³⁴	7
Klaipėda University	1.Public Administration	1.Regional Governance	1.Political Sciences ³⁵ 2.Management ³⁶	4
Vilnius University	1.Public Administration ³⁷	1.Public Policy Analysis 1. Public Governance ³⁸ 3. Regional Development and	1.Management ⁴⁰ 2.Political Sciences	6

²⁹ The information about the executive MPA/MBA study programmes is missing, as there are no such study programmes in Lithuania.

³⁰ The joint study programme is implemented by the consortium of four universities: Mykolas Romeris University, Vytautas Magnus University, Klaipėda University, Šiauliai University (Vilnius University since 2019).

³¹ The programme was provided by Aleksandras Stulginskis University. Aleksandras Stulginskis University will be incorporated into Vilnius University since September 1, 2019.

³² Ibid.

³³ The joint study programme is implemented by the consortium of four universities: Mykolas Romeris University, Vytautas Magnus University, Klaipėda University, Šiauliai University (Vilnius University since 2019).

³⁴ The joint study programme is implemented by the consortium of four universities: Kaunas University of Technology, Vytautas Magnus University, General Jonas Žemaitis Military Academy of Lithuania, and Klaipėda University.

³⁵ Ibid.

³⁶ The joint study programme is implemented by the consortium of four universities: Mykolas Romeris University, Vytautas Magnus University, Klaipėda University, Šiauliai University (Vilnius University since 2019).

³⁷ The programme was provided by Šiauliai University. Šiauliai University will be incorporated into Vilnius University since September 1, 2019.

³⁸ Ibid.

		Governance ³⁹		
General Jonas Žemaitis Military Academy of Lithuania		1.Defence and Public Management	1.Political Sciences ⁴¹	2
Kaunas University of Technology	1.Public Governance	1.Public Administration 2.Public Policy and Security	1. Political Sciences ⁴² 2.Management	5
Private universities				
Kazimieras Simonavicius University		Future Foresight and Strategic Governance		1
Foreign universities / colleges				
European Humanities University		1.Public Policy		1
TOTAL	7	14	10	31

Source: Author.

4.3 AVAILABILITY OF INFORMATION ON PA STUDY PROGRAMMES

By the Law on Higher Education and Research (chapter 47; see above), universities in Lithuania are obliged to provide a considerable amount of information on their study programmes in their websites. Mykolas Romeris University⁴³, Klaipėda University, Kaunas University of Technology, Kazimieras Simonavicius University, General Jonas Žemaitis Military Academy of Lithuania provide information about their bachelor and master study programmes both in Lithuanian and English. However, the amount of information on the study programmes differs among these universities – Mykolas Romeris University and Klaipėda University provide not only the basic description of the study programmes (graduate profile, learning outcomes, curriculum structure) but also ECTS, structure, staff involved in teaching of individual courses, literature used in individual courses, requirements on passing individual courses. The information on the study programmes of Kaunas University of Technology, Kazimieras Simonavicius University, and General Jonas Žemaitis Military Academy of Lithuania is limited to the basic description.

Vytautas Magnus University and Vilnius University provide the full information (ECTS, etc.) about the bachelor and master study programmes in Lithuanian, except for the study programmes of the former Aleksandras Stulginskis University and Šiauliai University only limited information is presented in the websites of these two universities. Due to the incorporation of Šiauliai University into Vilnius University, the website of the former Šiauliai

⁴⁰ The joint study programme is implemented by the consortium of four universities: Mykolas Romeris University, Vytautas Magnus University, Klaipėda University, Šiauliai University (Vilnius University since 2019).

³⁹ Ibid.

⁴¹ The joint study programme is implemented by the consortium of four universities: Kaunas University of Technology, Vytautas Magnus University, General Jonas Žemaitis Military Academy of Lithuania, and Klaipėda University.

⁴² The joint study programme is implemented by the consortium of four universities: Kaunas University of Technology, Vytautas Magnus University, General Jonas Žemaitis Military Academy of Lithuania, and Klaipėda University.

⁴³ The only exception is the master study programme ‚Environmental Management‘ which basic description is presented only in Lithuanian.

University cannot be accessed. The website of European Humanities University is inactive, thus the information on the study programme 'Public Policy' of this university is almost not available.

What concerns the availability of information on doctoral programmes, Mykolas Romeris University, Klaipėda University, Kaunas University of Technology, and General Jonas Žemaitis Military Academy of Lithuania present the information both in Lithuanian and English in their websites. Vytautas Magnus University and Vilnius University inform about their doctoral programmes only in Lithuanian. The websites of Vytautas Magnus University, Vilnius University, and General Jonas Žemaitis Military Academy of Lithuania provide more information about their doctoral programmes in political science (including the information about individual courses) as well as Kaunas University of Technology about their doctoral programme in management. For other doctoral programmes the information which is available in the websites of universities is limited (e.g. Mykolas Romeris University presents the information about the structure and ECTS of individual courses of its doctoral programme, but not literature, requirements and staff involved in teaching individual courses; other universities provide just the basic information).

4.4 SUMMARY

<p>4.1 How many relevant PA study programmes have you identified and what is their structure?</p>	<p>Eight universities in Lithuania provide public administration studies. Thirty-one public administration programme was identified, including seven bachelor study programmes, fourteen master programmes and ten doctoral programmes (in fact, four doctoral programmes; as there are two consortiums and two separate doctoral programmes).</p>
<p>4.2 What information are available on the study programmes on their web pages?</p>	<p>Universities in Lithuania are obliged to provide info on their study programmes in their websites by the law. MRU and KU provide the most info about their BA and MA programmes both in Lithuanian and English. KTU, VU, VMU, and GJZMAL provide the most information about their PHD programmes though the last three universities present info only in Lithuanian.</p>

5. CONCLUDING REMARKS, POINTS FOR PRACTITIONERS, CHALLENGES FOR FUTURE

5.1 CONCLUDING REMARKS

Since the last decade of the XXth century public administration in Lithuania has been developing into a partly institutionalized own discipline which still maintains close ties with such disciplines as management, political sciences, and law. There are four public administration departments or institutes, eight universities that provide bachelor and/or master studies in public administration, seven bachelor and fourteen master programmes in public administration.

Though development of public administration education has been influenced by the reform trends in the Lithuanian civil service, there are no formal procedures connecting public administration studies in universities and the requirements for entrance to civil service. The diplomas of public administration bachelor or master degrees are not mandatory for applicants to civil service positions. The system of civil service training has evolved independently of public administration education, in fact, public administration departments in universities, with some exceptions of individual professors, have played a minor part in the system of civil service training.

The external quality assurance and accreditation system does not have exceptional procedures or requirements for public administration studies. Public administration study programmes get evaluated and accredited by the Centre of Quality Assessment in Higher Education in the same way as any other study programmes in Lithuania.

As a result of demographic challenges in the current decade, public administration studies are in the process of transition from massification to internationalization – competition between public administration programmes is increasing, universities look for opportunities to attract international students, invite professors from other countries to teach, establish double degree programmes with foreign universities, pay more attention to the quality of studies. This process affects the development of public administration as a discipline, as public administration programmes also compete with study programmes of other social sciences disciplines such as management, political science, and law.

The analysis of availability of information on public administration study programmes revealed that the amount of information provided by the universities differs – some universities provide information about study programmes both in English and Lithuanian, others only in Lithuanian. Some universities present the basic information the programmes and also the content and structure of individual courses others only the basic information. It could be explained, that these differences in the availability of information are due to different marketing strategies of universities and different focus of the programmes (some of them are targeted to Lithuanian students while others aim to attract international students).

The current instability of the higher education sector in Lithuania, caused by the government's policy aimed to reduce the number of universities in Lithuania and mergers of several universities, is the main limitation of this analysis of public administration education. Due to the mergers of universities, information on some public administration study

programmes is unavailable. These changes also imply that some information on public administration study programmes collected in the report soon might be outdated.

5.2 POINTS AND RECOMMENDATIONS FOR PRACTITIONERS

The quality of public administration studies depends on the close interaction and partnership between universities and public administration practitioners, including both policy makers and public administration agencies, as well as on quality improvement efforts of universities themselves.

Despite the declared internationalization strategies of universities providing public administration studies, there are still no public administration study programmes in Lithuania which applied and obtained the EAPAA accreditation. It could be recommended for universities to consider pursuing such accreditation as the process of application itself could contribute to the increased quality of that public administration study programme.

There are also no public administration study programmes targeted exclusively to executives of public sector organizations and top civil servants. Such a programme with the objectives to build public management competencies and skills, if carried out, could strengthen the connection between public administration education and civil service training which is relatively weak in Lithuania.

What concerns the internal quality assurance, it could be recommended for universities not to focus solely on the monitoring of feedback of study programmes and teaching process but to implement the practices of quality improvement – to foster motivation and develop competences of the teaching staff, to encourage the sharing of good practices in teaching within the departments and with other universities in Lithuania and abroad as well as coproduction of students in the process of education.

Public administration agencies and policy makers should be more open to share their needs and expertise with academic staff in universities, providing public administration studies, and be more involved in helping universities to educate future civil servants.

5.3 CHALLENGES FOR FUTURE

Public administration studies in Lithuania have to cope both with external and internal challenges in order to sustain its status as an important field of education for future generations of Lithuanian society and contribute to the development of competencies of future civil servants.

The main external challenge for universities, and public administration studies in particular, is and will remain in the nearest future the gradually decreasing number of students caused by the low birth rate and choices of a relatively high number of high school graduates to study abroad as well as emigration. The government of the Republic of Lithuania responds to this challenge by implementing reforms of university mergers though the potential impact of such reforms on the quality of studies is controversial – it negatively affects the motivation of the teaching staff and might lead to the loss of the competent personnel. The universities should respond to this challenge by intensifying marketing of their study programmes abroad and internationalization of studies.

Another challenge is the digitalization of economy which already affects the public sector and the government and will continue to transform public administration in the future. Civil servants have to develop new competencies and at least basic skills of data analytics,

robotics, Internet of Things, automation of processes and other digital technologies in order to create conditions for the necessary changes in public administration. Universities should adapt the content of their public administration programmes to respond to these competency needs.

The main internal challenge for universities providing public administration studies is to focus on the continuous development of competencies of the academic and teaching staff by supporting the integration of teaching and research, by creating incentives for their staff to get international experience, and by building collaborative networks with public administration practitioners and public administration scholars both in Lithuania and worldwide.

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