Public Administration Discourse in the Programs of the Lithuanian Political Parties

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Abstract

Scholarly literature analysis has been carried out to theoretically substantiate the interaction between public administration and public policy and highlight changes in the public administration paradigm.

In the paper, a discourse is viewed as a wide presentation of public administration ideas. Since a discourse is not an isolated phenomenon, everything that has been noted, emphasized, expressed, summarized and is related to public administration is considered to be part of public administration discourse.

Drawing on theoretical insights the paper deals with public administration discourse in the programs of the Lithuanian political parties: the Labour Party, the Social Democratic Party of Lithuania, the Homeland Union – Lithuanian Christian Democrats, the Order and Justice Party and the Lithuanian Liberal Movement. Analysis of the content of the programs of the selected political parties has been carried out, its results have been evaluated and the main public administration paradigms in the programs of the political parties have been determined.

Keywords: public policy, public administration, discourse, political parties.

Introduction

Looking at the current public administration system one can see that the responsibility areas of politics and administration overlap, interact and influence each other (Patapas, Bakinaite, 2011). Public administration participates in policy making by providing special information on how politics is implemented, where it should be directed, what needs to be changed and what problems are encountered.

Public administration is the area where political values are implemented, the object of political discussions where political parties not only express the political will of citizens but also strive for their interests which are in line with their ideological views. At the state and local government levels, political parties are not only power instruments (Prazauskas, Unikaite, 2007) but also important policy makers (in municipal councils). Political parties form public administration strategy and implement state policy. At the local self-government level, where decisions of political parties are important for the public they act to the benefit of the public, ensure that public administration would implement decisions made by political parties, their actions would be in line with the needs of the public, provided administrative and public services would be of high quality. Consequently, it is relevant to analyse what key factors related to public administration and policy implementation are emphasized in the programs of the Homeland Union – Lithuanian Christian Democrats (HU-LCD), the Social Democratic Party of Lithuania (SDPL), the Order and Justice (OJ), the Labour Party (LP) and the Lithuanian Liberal Movement (LLM). It should be noted that the authors have focused on self-government related matters as that is an important part of democracy: citizens are engaged in handling local problems, political participation framework is expanded, local conditions, problems are taken into account, benefit for citizens ensured. Moreover, analysis of the programs of the above political parties allows to identify the prevailing public administration paradigms.

Nevertheless, a **problem question** is a follows: Can the features of the public administration paradigm be found in the programs of the political parties? If so, what public administration paradigm is applied while developing guidelines for political programs related to public administration discourse?

In this paper a *discourse* is viewed as a wide presentation of public administration ideas. A discourse is not an isolated phenomenon, everything that has been emphasized, highlighted, expressed, summarized on public administration matters is considered to be part of public administration discourse.

Although political parties use a variety of political communication channels (television, radio,

newspapers, magazines) to create a positive picture of their politicians and political activities and to present it to the public, the paper deals with the programs of political parties since these are the documents where particular views of a given party, its responsibility, ability to foresee a future course of public administration are laid down.

The paper deals with public administration discourse. Content analysis of the programs of the selected main political parties of Lithuania was carried out.

Research objectives:

1. To analyse scholarly literature and to provide theoretical grounds for interaction between public administration and public policy, to identify the characteristics of changes in the public administration paradigm.
2. To carry out content analysis of the programs of the selected political parties by studying public administration discourse.
3. To evaluate the obtained results and to identify the public administration paradigms that dominate in the programs of the political parties.

Research methods: *analysis of scholarly literature* with the aim to show interaction between public administration and public policy and to identify the main changes in the public administration paradigm; *document content analysis* with the aim to identify meaningful linguistic units related to public administration in the programs of the political parties that have gained the most of electoral votes in the Parliamentary elections of 2012.

To define the areas most addressed in the programs of the political parties a special software *Wordle* which generates "word clouds" (most frequently used linguistic units) was used.

Public administration discourse and its interaction with public policy

Analysis of public programs and projects, multifaceted activities of public administration, links between government policy and government institutions, the political context of public administration showed that programs of political parties are a public policy making instrument where public administration discourse starts.

Discourse is needed to transmit created social and institutional values, ideologies, *political discourse* includes government discussions, political speeches, party programs, etc. (Van Dijk, 2001). All political activities, parliament sessions, government sittings, media reports on politics, election campaigns, texts and narratives produced by political parties, electors, politicians, journalists, etc. are discursive.

It should be noted that the object is political discourse, which is part of public discourse, focuses on public policy, i.e., public matters (Morkevicius, 2005a). *Public policy discourse* can be defined as a purposeful phenomenon that covers political programs, plans concerning the public sphere and implementation thereof. The context of public policy discourse comprises one more very important element: the public sphere since public policy is related to dealing with common problems of a particular society.

Public policy discourse as a broad phenomenon builds on interaction between individuals, groups and institutions and results in party programs, reports, decisions, resolutions, strategies, etc. (Morkevicius, 2005b).

Interaction between politicians and public administration is one of the most controversial issues of public administration. The role of public administration in the policy making process has been in the centre of research during the past decades (Guy, 2003; Rutgers, 1997; Svara, 1999). Seeking to find an alternative to the dichotomy of politics-administration a supplement to politics and administration has been developed (see Fig. 1).
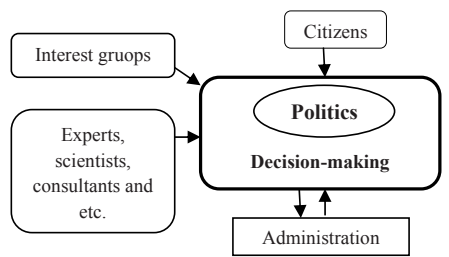
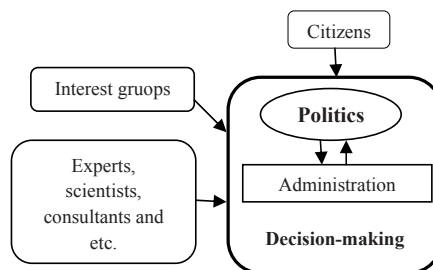*Dichotomy of politics-administration*   *Supplement to politics and administration*

Fig. 1. Dichotomy of politics-administration, supplement to politics and administration
Source: Patapas, Bakinaitė (2011), p. 191

At the core of the dichotomy, the domain of politics is decision-making, of administration - information gathering and decision implementation (Liguori, Sicilia, Steccolini, 2009; Demir, Nyhan, 2008). Meanwhile in the supplement to politics and administration, the both interact, exchange information before taking decisions (Demir, Reddick, 2012; Patapas, Bakinaite, 2011). That leads to the production of discourse between politics and administration.

Sometimes attempts are made to draw a line between the functions of politics and of administration thereby ignoring the fact that their activity methods, procedures and models are similar (Raipa, 2002, 2012; Svara, 2006). Interrelation is clearly seen in such public areas as national defence, energy, environment protection, education, health care, etc. (Raipa, Pauliukevičiūtė, 2012). These are the domains of public services which are managed by public administration.

Public administration paradigms, their characteristics

To reveal the core of public administration and understand interrelations between public administration and public policy, paradigm change in public administration should be discussed.

Paradigm change in public administration depends on internal and external factors. Transformations, reforms, search for innovations, etc. result in new, unconventional models of public administration.

Some scholars, e.g., Osborne, 2010; Stoker, 2006; Nakrosis, 2011 have identified 3 main paradigms in public administration: traditional public administration, new public management, public governance, others, e.g., V. Domarkas (2005), P. Dunleavy, C. Hood (1994), J. P. Dobel (2001) - 4. These theoretical insights call for separate analysis.

The main characteristics of public administration paradigms are given in Table 1.

Table 1

Main characteristics of public administration paradigms

Traditional public administration	Hierarchy, impartiality, standardization, legitimacy, rationality, professionalism.
Public management	Efficiency of operations, application of managerial principles, more efficient use of resources, greater sensitivity to problems of society, customer focus.
New public management	Application of managerial methods in the private sector, personal responsibility, decentralisation, privatisation, innovation, introduction of market conditions in the public sector, participation, efficiency and usefulness of operations, cooperation between the public and private sectors, promotion of professional ethics, prioritising results instead of processes.
Public governance	Greater involvement of citizens (citizenship), pluralism, subsidiarity, transparency, accountability, impartiality, accessibility, efficiency and effectiveness, cooperation, attention to process of governance, serving the society, democratic values and principles.

Source: compiled by author, based on Domarkas (2011), p. 10-11; (2005), p. 8-9; (2004), p. 11; Smalskys, Skietrys (2008), p. 62; Staponkienė (2005), p. 86.

The term *modern public governance* (in different sources *new public management, good governance, collaborative governance, corporate governance, new public service*, etc.) was developed in the context of critique of the new public management and emphasizes a new approach to public services and relationship with citizens (Domarkas, 2005; 2011; Denhardt, Denhardt, 2003): citizenship spirit, serving society, democratic values and principles. These features are less pronounced in public management paradigm, which is mainly characterised by belief-based propositions and practices, management of specific problems (Guogis, Gudelis, 2003). Here, the main precondition for working towards social progress and efficiency dealing with economic and social problems is the freedom of discretion, which allows for an institution-wide application of professional management viewed as the most important method seeking to increase productivity. Meanwhile the key idea behind the *new public management* is private sector management principles with a view to adopting not only business methods but also its values (Vanagas, 2006; McLoughlin, Osborne, Ferlie, 2002). Analysis of *traditional public administration* revealed that its main feature is attention to processes and procedures instead of results. For that reason *traditional public administration* has been criticised for its overly strict

regulation, lack of flexibility, democracy, absence of conditions for servants' initiative, etc. (Domarkas, 2004; 2011; Lynn, 2001, Krupavicius, 2008).

Public governance focuses not only on institutions, structures or public administration entities but also on management processes, interaction, public engagement. Moreover, *public governance* is inherently political, characterised by negotiations and compromises. That is important since analysis of the role of politics in public administration processes has been avoided in the models of public administration discussed above. It should be emphasized that although the approach of *public governance* is wider, it addresses management elements in public administration (Bevir, 2010; Pivoras, Visockyte, 2011; Lynn, Heinrich, Hill, 2000), with a particular attention to performance insofar as it is in line with the principles of justice, impartiality, etc.

Nonetheless, new public administration paradigms do not reject traditional public administration but expand it by focusing on higher administrative efficiency that encompasses many public management elements, such as influence at the political level, changes in political and management behaviour, transformations of traditional governance models, etc. (Raipa, Petrauskiene, 2012).

Research methodology and design

A qualitative research was carried out with the aim to analyse the characteristics of public administration discourse in political part programs.

Research aim: to analyse the programs of the main political parties of Lithuania with regard to public administration.

Research objectives:
1. To identify the categories and subcategories of public administration discourse in the political party programs.
2. To identify the dominant public administration paradigms and their features in the political party programs.
3. To carry out content analysis of the political party programs with regard to the categories and subcategories obtained.

Research method: content analysis of the programs of those political parties which won the most of votes in the Parliamentary elections of 2012: *the Labour Party (LP), the Social Democratic Party of Lithuania (SDPL), the Homeland Union – Lithuanian Christian Democrats (HU-LCD), the Lithuanian Liberal Movement (LLM), the Order*

and Justice (OJ). The parties were arranged by the number of seats in the Seimas of the Republic of Lithuania since they form the Government, pursue their political agenda, take political decisions, pass laws, implement their ideology. Programs are those documents where parties set forth their responsibilities, demonstrate their maturity, ability to foresee the future course of the state.

Drawing on the views set forth in the analysed programs, categories were developed, generalised and first-level subcategories were identified (see Table 2). Further, meaningful linguistic units were identified in the programs.

Table 2

Categories and subcategories

Category	Subcategory
State governance	Increase of state governance efficiency
	Improvement of state institutions operations
Self-governance	Broadening of municipalities functions
	Strengthening of townships powers
	Inclusion of citizens in the activities of public administration institutions
	Promotion of cooperation between self-governance entities and the private sector

The *Wordle* software was used to obtain "word clouds" in the programs of the selected political parties: the words that most frequently occur in the programs were highlighted, thereby identifying the areas that the parties address in their programs.

Public administration discourse in the programs

Analysing the programmes of the LP, the OJ, the LLM, the HU-LCD and the SDPL it was noticed that the parties pay very much attention to the efficiency of state governance.

The parties propose how to considerable raise the efficiency of state governance. They prioritize economic aspects: to narrow and simplify the functions of government bodies, to cut government spending and the number of civil servants, to apply the principles of modern management. The SDLP focuses not only on minimizing red-tape but also advocates for re-organization which would eliminate overlapping of the functions of institutions, new structural models of public institutions. All political parties propose to raise the efficiency of state governance through decentralization: to transfer the powers and responsibilities of the central governance bodies to subordinate public administration institu-

tions. The LP, the LLM and the HU-LCD mention regionalism: to abolish districts as a state governance authority since they have doubts about them. They propose to raise the state governance efficiency: to adhere to the principles of responsibility, accountability and transparency. It was noticed that the programs of the LP and the SDPL differ from the others in two aspects: the LP focuses on establishing a common audit and control system in state governance institutions, meanwhile the SDPL – on carrying out further reforms in municipalities (see Table 3).

<div align="right">Table 3</div>

Increase of the efficiency state governance in political party programs

Second-level subcategory	Party	Category: State governance
		First-level subcategory: Increase of state governance efficiency
Economy	LP	Simplify the functions of state governance, narrow the functions of Government <...>.
	OJ	State governance must be based on strategic planning.
	LLM	We will apply modern management principles in state governance <...>.
	HU-LCD	Managerial expertise proven in the private business must be applied to state governance, too <...>.
	SDPL	<...> to reorganise <...> institutions and other bodies obviously performing the same functions.
Decentralisation	LP	Decentralise state governance by developing regional policy and self-governance.
	OJ	State governance must be decentralised by developing self-governance.
	LLM	We will create a true self-governance of citizens by decentralising state governance <...>.
	HU-LCD	<...> by delegating most <...> functions to municipalities.
	SDPL	<...> delegate certain functions of central government to municipalities <...>.
Responsibility	LP	Clearly define <...> the boundaries for competence and responsibilities of institutions.
	HU-LCD	Every element of government and self-government must be <...> accountable to citizens.
	SDPL	Legally arrange responsibilities of the Government, districts and municipalities.
Transparency, accountability	LP	Increase accountability of governance institutions.
	SDPL	<...> increasing transparency and accountability <...>.
Control	LP	Create an integral audit system of state governance.
Development of programmes	LP	We will increase the efficiency of state programmes, provide proposals regarding elimination of corruption and abusive practices throughout the state public administration system.
Implementation of reforms	SDPL	It is also important to continue further reforms in municipalities <...>.

It is evident that the political parties are determined to improve state governance efficiency but provide no details how they will achieve that. Only one party, the LP, proposes to improve control mechanisms: to create an audit system which will eliminate corruption.

Analysis of the statements in the programs with regard to the performance of public administration institutions showed that the issue is most addressed by the LP, the OJ and the LLM. They propose to implement a "single window", to develop e-services, to simplify procedures, to reduce bureaucracy. It is worth noting that the LLM and the SDPL propose to regulate administrative procedures and use the words 'control' and 'rules' (see Table 4).

Table 4

Performance improvement of state institutions in the programs

Second-level subcategory	Party	Category: State governance
		First-level subcategory: Improvement of state institutions operations
Encouraging doing business	LP	<...> institutions to improve their operations, so that <...> they can offer the best business environment.
	OJ	Institutions that provide information, consultation or other services must serve the people who start business.
	SDPL	Bureaucratic obstacles must be removed to create better conditions <...> for business.
Publicity, transparency	LP	Work of state and municipal institutions must be public and transparent <...>.
	OJ	Transparency of administration and publicity of law making and consideration have to become a norm.
Transparency	HU-LCD	<...> fighting corruption of both politicians and administration must be consistent and done with determination
Economy	LP	<...> fully implement the "single window" principle.
	LLM	We will simplify <...> the bureaucratic requirements and procedures.
Efficiency	LP	Implement more open and efficient investigation of citizens' complaints and prompt notification about decisions made.
	OJ	All administrative services have to be simple and efficient.
Control	LLM	<...> public decision making rules with clear control of their application will be helpful to people dealing with governmental institutions.
	SDPL	Activities of institutions are to be efficiently controlled to prevent overlapping of their functions.
Accountability	LP	Heads of governmental institutions must regularly inform the society about activities of their institutions.
Responsibility	LLM	Activities of the public sector are to be based on <...> responsibility for performance <...>.
Introduction of IT	LP	Computerisation of public administration institutions is the top priority.
Regulation by rules	SDPL	Precise regulation of activities of state institutions by administrative procedures and rules <...>.

Quality management methods and IT in public administration institutions are an important step forward: they ensure efficient public services, reduce costs, prevent from taking decisions which contradict or violate legal acts. The LP emphasizes public accountability, other parties - publicity and transparency but do not explain how that will do that, the LLM and the SDPL propose to establish control over state institutions, state that measures must be taken to strengthen accountability and control, prevent corruption in public sector institutions.

Analysis of the political party programs showed that the parties focus not only on state governance and its modernisation but also on self-governance (see Table 5).

Table 5

Broadening of the functions of municipalities in the programs

Party	Category: Self-governance
	First-level subcategory: Broadening of the functions of the municipalities
LP	Pass all functions related to satisfying people's needs in the areas of agriculture, land management, construction supervision, education, law and order, etc. to municipalities
LLM	<...> by transferring part of the functions of the Government to municipalities.
HU-LCD	<...> transfer of functions, powers, and resources typical of municipalities from the central government <...> will bring great economic benefit to the country.
SDPL	Transfer to municipalities the responsibilities and functions related to satisfaction of needs of residents in the municipality.

Almost all political parties (except for the OJ) speak about transfer of the functions, powers and resources of the government to municipalities. These statements are laconic, the ways how that that will be done remain unclear, e.g., the SDPL states "to give more rights and powers to municipalities" but does not name what rights or powers..

The political parties, the SDPL in particular, state that delegation of the functions of the central government to municipalities is their priority. It should be noted that necessary financial resources must be allocated to municipalities taking into account local conditions. Furthermore, if municipalities take over more functions of the central government, municipal institutions will soon become "executive committees" because of their full accountability to the state governance institutions.

The political parties propose measures which will strengthen the role of communities in local self-government. The issue is most addressed by the LP, least - by the OJ. The main measure that the LP and the LLM propose is economic autonomy. Further analysis showed that the political parties propose to revise laws on local self-government with the aim to strengthen the powers of townships and communities as well as control of social care institutions (see Table 6).

Table 6

Strengthening of the powers of townships within the programs of the political parties

Second-level subcategory	Party	Category: Self-governance
		First-level subcategory: Strengthening of the powers of townships
Autonomy	LP	To grant townships greater economic independence <...>.
Changing of legislation	LP	To work out appropriate revisions of laws, which would establish <...> strengthening of the powers of townships.
Expansion of functions	LP	<...> to transfer control of institutions of social wardship and care to townships, leaving the functions of coordination and control at municipalities.
Broadening of rights	HU-LCD	We view local self-government as a foundation for democratic running of community and aim at broadening its rights.
Reinforcement of activities	SDPL	<...> reinforcement of activities of communities is an essential precondition to development of our state.

On the basis of these statements the conclusion can be drawn that the political parties emphasize autonomy of townships, expansion of their rights and functions. Only one political party, the LP, mentions coordination and control as the main right of townships. Greater autonomy of townships will bring self-governance closer to the public, but recent trends towards centralisation in fact have reduced the role of townships.

The political parties, the LP and the SDPL in particular, propose to promote citizen participation in the activity of public administration institutions. They propose to engage the public in the law making process, decision-taking by focusing on youth civic education. Community spirit, participation in NGOs, community activities, rights to solve local government, national problems, municipality council-community partnerships should be promoted (see Table 7).

Table 7

Citizen participation in the activity of public administration institutions in the programs

Second-level subcategory	Party	Category: Self-governance
		First-level subcategory: Inclusion of citizens in activities of public administration institutions
Public participation	LP	To pay more attention to civil education of youth, include young people in state governance and local self-governance more.
	SDPL	Inclusion of the public in governance by establishing conditions for participation in decision-making.
	HU-LCD	<...> to enable real participation in governance of the land for all citizens.

Encouragement of community spirit	LP	To activate the movement of non-governmental organisations and communities, to support their valuable initiatives, to promote active participation in self-governance.
	SDPL	<...> to grant <...> the communities the right to actively participate in dealing with issues relevant to them <...>.
Response to opinions of citizens	LP	To systematically analyse development of society, to conduct surveys, to analyse the problems encountered and deal with them in consideration of opinion of the citizens.

Proposals to strengthen the influence of NGOs and communities on public administration institutions show that the parties seek to develop an open, democratic, civic-minded society, which is rather passive nowadays, and state that in their programs.

The parties focus on public sector-private sector partnerships, which have been strengthening, as it is beneficial for society and the state (see Table 8).

Table 8

Promotion of public-private sector cooperation in the programs

Party	Category: Self-governance
	First-level subcategory: Promotion of public-private sector cooperation
SDPL	We will support cooperation between the state and business to promote investments and introduction of new and efficient technologies <...>.
LLM	On the basis of public-private partnership we will ensure efficient economic infrastructure, particularly in areas of transport, energy, and information technology.
LP	To apply the principles of mutual trust and cooperation to government-business relations.
HU-LCD	<...> the model of transparent public and private capital partnership.

The SDPL gives the most of attention to public-private partnership, cooperation between state institutions, NGOs, businesses, entrepreneurs as that promotes investment, adoption of new technologies Other parties state that such cooperation in transportation, energy, IT will help to develop the infrastructure. The HU-LCD and the LP emphasize that transparency, mutual trust, openness are the main preconditions.

The identified proposals will improve public services, make them more efficient, cheaper, raise investment in the infrastructure. Successful partnerships are built on openness, transparency, accountability of the partners.

One of the aims of the research was to identify the paradigms of public administration that dominate in the political party programs. Research findings were generalized referencing to the material presented in the theoretical part. The authors identified the following public administration paradigms in the programs (see Figure 2).
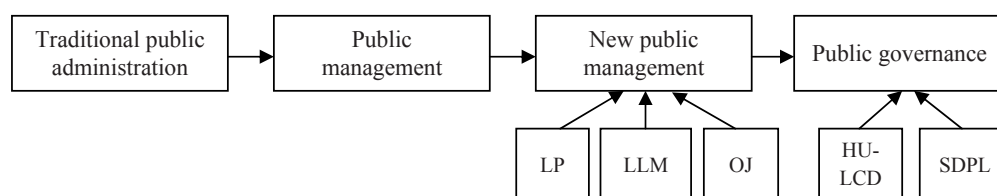

Fig. 2. Dominant paradigms of public administration in the programs

Linguistic units, found in the programs, were assigned to a particular public administration paradigm. It was identified that the LP, the LLM and the OJ represent the new public management paradigm: focus on management methods, simplification of the activities, functions of public administration institutions, procedures, personal responsibility of civil servants, greater independence of public service institutions, strive to satisfy citizen needs, reduce bureaucracy, analyse and assess public services,

the activity of public administration institutions, build partnerships, etc. The HU-LCD and the SDPL represent the public governance paradigm: focus on democracy, openness, public interest, citizen empowerment, engagement in decision-making, public accountability, effectiveness, efficiency, accessibility of public services, etc.

All that leads to the conclusion that the selected Lithuanian political parties build their political views either the new public management paradigm or the new public governance paradigm. Since these paradigms are interrelated and have many common features it is difficult draw a line between them. However, one is clear: the LP, the OJ, the LLM, the HU-LCD and the SDPL support the new public administration paradigm, which goes "trendy".

To visualise our qualitative research, the *Wordle* software was used: it generated "word clouds" in the programs of the selected main political parties of Lithuania The most often used words are given in the largest font, less often - in smaller font (see Fig. 3).

Fig. 3. Most often used words in the programs of the SDPL, the LP, the LLM, OJ, the HU-LCD

The most often used word is *state*, other words are *society*, *institution*, *law*, *health*, *municipality, responsibility*. The role of the state is unquestionable in political life therefore it is used most often, *law, institution* are related to public administration, *cooperation*, *administration*, *township, servant* - to self-government.

Analysis of the linguistic units and content analysis suggest that the parties focus on the areas where these words are used: strengthening of statehood, citizen engagement in state governance, self-governance, law-making concerning social relations, public life.

Conclusions

Having compared the traditional public administration paradigm and the public governance paradigm it was found that hierarchy, standardisation, centralised control, processes and procedures in public administration institutions that prevailed earlier were replaced by pluralism, cooperation, innovation, responsibility, result-orientation. Awareness of civic duties and civic engagement in political processes are important nowadays, they are the driving force towards a democratic society and ensures state stability.

Having analysed the content of the political party programs the following categories were identified: *state governance* and *self-governance*.

- **state governance:** the LP focuses on *responsibility* for law and ethics violations and *development of programs* which will reduce economical backwardness of weaker regions and prevent corruption in the whole system of public administration; the OJ emphasizes *efficiency* by simplifying administrative services and pre-assessing the outcomes of decisions made by state institutions; the LLM and the SDPL - *economy* by reducing red tape and reorganising public administration institutions; the SDPL - *implementation of reforms* in municipalities and district administrations; the HU-LCD - *increase of the requirements* for civil servants and *transparency* to prevent corrupt practices.
- **self-governance:** the LP and the SDPL focus on *citizen engagement* in local governance by promoting participation in decision taking; the OJ emphasizes *autonomy* by providing municipalities with financial resources to perform their functions; the LLM emphasizes *cooperation* between self-governance institutions and the private sector what will ensure efficiency,

development of the infrastructure; the HU-LCD -*expansion of the functions* of municipalities by providing financial resources and services.

Having assigned statements, found in the programs, to respective paradigms it was identified that: the *new public management* paradigm dominates in the programmes of the LP, the LLM, the OJ: they focus on management methods, simplification of procedures, opinion surveys, personal accountability of civil servants, public institutions-NGOs partnership, autonomy providing public services; the *public governance* paradigm dominates in the programs of the HU-LCD, the SDPL: they focus on democratic principles, civic mindedness, the public interest, civic engagement in state governance and self-governance, public accountability, effectiveness, efficiency of public services, accessibility to them, partnerships.

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Viešojo administravimo diskursas politinių partijų programose

Santrauka

Žvelgiant į dabartinę viešojo administravimo sistemą pastebima, kad politika ir administravimas dalijasi atsakomybės sritimis ir veikia vienas kitą (Patapas, Bakinaitė, 2011). Viešasis administravimas įsitraukia į politikos formavimą, suteikia vertingos informacijos, kaip politika yra vykdoma, kokia linkme ją geriau pakreipti, ką keisti, su kokiomis problemomis susiduriama.

Viešasis administravimas – tarsi politinių vertybių įgyvendinimo sritis ir politinių diskusijų objektas, o politinės partijos ne tik išreiškia piliečių politinę valią, bet stengiasi įgyvendinti ir savo interesus, siekia tikslų, atitinkančių jų ideologines nuostatas viešojo administravimo srityje. Politinės partijos valstybinės valdžios ar jos dalies (vietos savivaldos) lygiu yra ne vien kovos dėl valdžios instrumentai (Prazauskas, Unikaitė, 2007), bet ir svarbios sprendimų priėmimo dalyvės (savivaldybių taryboje). Taip atsiranda galimybė formuoti viešojo administravimo politiką, aktyviai dalyvauti įgyvendinant valstybės valdžią. Politinių partijų priimami sprendimai vietos savivaldos lygmeniu svarbūs ir visuomenei, kuriai aktualu, kad viešojo administravimo institucijos įgyvendintų tuos politinių partijų įtvirtintus sprendimus, kurie atitiktų jos poreikius, teiktų geros kokybės administracines ir viešąsias paslaugas. Yra tikslinga išanalizuoti, kokie pagrindiniai veiksniai ir jų įgyvendinimo kryptys, susiję su viešojo administravimo sritimi, akcentuojami *Tėvynės Sąjungos-Lietuvos krikščionių demokratų (toliau – TS-LKD), Lietuvos socialdemokratų (toliau – LSDP), partijos Tvarka ir teisingumas (toliau – TT), Darbo partijos (toliau – DP), Lietuvos Respublikos liberalų sąjūdžio (toliau – LRLS)* programose. Pažymėtina, kad didžiausias dėmesys skiriamas klausimams, susijusiems su savivaldos sritimi, nes ši sritis yra svarbi sudėtinė demokratijos dalis, įtraukianti pilietį į vietos uždavinių sprendimą, išplečianti politinio dalyvavimo bazę, sudaranti galimybę priimti vietos sąlygoms ir problemoms pritaikytus, piliečiams palankius sprendimus. Atlikus politinių partijų programų analizę, nustatytos vyraujančios viešojo administravimo paradigmos.

Kyla **probleminis klausimas**: ar politinių partijų programose galima išskirti viešojo administravimo paradigmos bruožų apraškas? Jei taip, tai kokia viešojo administravimo paradigma remiamasi formuojant politinių programų nuostatas, susijusias su viešojo administravimo diskursu?

Šio straipsnio kontekste *diskursas* suprantamas kaip išplėstas minties apie viešąjį administravimą išreiškimas. Diskursas nėra izoliuotas reiškinys, todėl visa tai, kas pažymima, išskiriama, reiškiama, vienijama ir siejama su viešuoju administravimu, laikoma viešojo administravimo diskurso dalimi.

Nors yra įvairių politinės komunikacijos priemonių (televizija, radijas, laikraščiai, žurnalai), kuriomis politinės partijos siekia visuomenei palankiai pristatyti politikos veikėjus ir vykdomas politines veiklas, šiame straipsnyje politinių partijų programos nagrinėjamos laikantis nuostatos, kad tai dokumentas, apibrėžiantis partijos nuostatas, atsakomybę ir sugebėjimus prognozuoti viešojo administravimo pokyčių kryptis.

Straipsnio tikslas – išanalizavus pasirinktų Lietuvos pagrindinių politinių partijų programų turinį, ištirti viešojo administravimo diskursą.

Mokslinės literatūros analizė atskleidė, kad politinės partijos puoselėja ne tik savo vertybes ir idealus, bet ir atstovauja viešajam interesui. Visuomenė tampa svarbia vertybe, kurios gerovę užtikrinti siekia ne tik valdžios įstaigos (vietos savivalda), bet ir politinės partijos. Neatsižvelgus į viešąjį interesą būtų pažeidžiamos žmonių teisės, todėl politinių partijų formavimasis ir augimas yra glaudžiai susijęs su atstovavimo principo įsitvirtinimu.

Praktiškai realizuojant atstovavimo principą, politinės partijos pasirodė esančios efektyviausias atstovavimo instrumentas. Partijos yra ta institucija, kuri leidžia vienu metu išsiaiškinti ir apibendrinti skirtingų grupių interesus, paskelbti visuomenei strategines ir taktines nuostatas svarbiais klausimais. Susipažinę su partijų programomis arba rinkiminėmis platformomis, taip pat partijų kandidatais į renkamas pareigybes, piliečiai gali deleguoti į valdžios institucijas tas partijas, kurioms jie patiki atstovavimo teisę (Prazauskas, Unikaitė, 2007).

Teorinės įžvalgos leidžia teigti, kad viešasis administravimas siejamas su viešosios politikos formulavimu ir įgyvendinimu, teisės aktų vykdymu, paslaugų teikimu ir administracine aplinka, kuri sukuriama administracinės sistemos ryšiais su politine sistema ir visuomene. Todėl politinių partijų programose yra išreiškiamos pozicijos, susijusios su viešojo administravimo diskursu. Apžvelgus dabartines viešojo administravimo įgyvendinimo tendencijas teoriniu aspektu, pastebėta, kad viešojo administravimo raidos kryptys susijusios su administracinės naštos mažinimu, kokybės vadybos metodų taikymu ir valstybės tarnybos sistemos stiprinimu.

Atlikta minėtų Lietuvos politinių partijų programų turinio analizė, kurios metu išskirtos šios kategorijos: valstybės valdymas ir savivalda. Pastebėta, kad **valstybės valdymo** srityje DP pagrindinį dėmesį skiria *atsakomybei* už teisės ir etikos pažeidimus ir *programų rengimui*, kuris mažintų ekonomiškai silpnesnių rajonų atsilikimą, pašalintų korupciją visoje valstybės viešojo administravimo sistemoje. TT šioje srityje akcentuoja *efektyvumą*, kuris

supaprastintų administracines paslaugas, leistų iš anksto įvertinti valstybės institucijų priimamų sprendimų pasekmes. LRLS ir LSDP valstybės valdyme pabrėžia *ekonomiškumą*, siekia supaprastinti biurokratinius reikalavimus, reorganizuoti besidubliuojančias institucijas. LSDP atkreipia dėmesį į *reformų vykdymą*, susijusį su savivaldybėmis ir apskričių administracijomis. TS-LKD prioritetą teikia *reikalavimų* valstybės tarnautojams *didinimui* ir *skaidrumui*, o tai mažintų galimybes piktnaudžiauti. **Savivaldos** srityje DP ir LSDP pagrindinį dėmesį skiria *piliečių įtraukimui* į vietos valdymą, siekia visiems sudaryti sąlygas dalyvauti priimant aktualius sprendimus. TT akcentuoja *savarankiškumą*, galimybę perduoti savivaldybėms ne tik funkcijas, bet ir finansavimą. LRLS akcentuoja savivaldos subjektų ir privačiojo sektoriaus *bendradarbiavimą*, kuris turėtų įtakos ekonominės infrastruktūros efektyvumui, o TS-LKD prioritetą skiria savivaldybių *funkcijų plėtrai*, gerinančiai lėšų ir paslaugų organizavimą.

Vertinant politinių partijų programų teiginius ir lyginant su skirtingomis viešojo administravimo paradigmomis nustatyta, kad Darbo partijos, Lietuvos Respublikos liberalų sąjūdžio, partijos Tvarka ir teisingumas programose vyrauja *naujosios viešosios vadybos* modelis, nes jų programose didesnis dėmesys skiriamas vadybos metodų taikymui, siekiui supaprastinti valstybės institucijų teikiamas procedūras, gyventojų apklausų vykdymui, valstybės tarnautojų asmeninei atsakomybei, valdžios institucijų sąveikai su nevyriausybinėmis organizacijomis, viešąsias paslaugas teikiančių įstaigų didesniam savarankiškumui. Tėvynės sąjungos-Lietuvos krikščionių demokratų ir Lietuvos socialdemokratų partijų programose numatomi veiksniai ir jų įgyvendinimo kryptys remiasi *viešojo valdymo* paradigma, nes šių partijų programose didesnis dėmesys skiriamas demokratijos principams, įtvirtinantiems pilietiškumą ir visuomenės interesų gynimą. Čia didesnis dėmesys skiriamas piliečių įtraukimui į valstybės valdymą, savivaldą, pabrėžiami atskaitomybės, efektyvumo, veiksmingumo, bendradarbiavimo ir teikiamų viešųjų paslaugų prieinamumo visiems piliečiams principai.