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CHANGE AND POLITICISATION OF MANAGEMENT IN LITHUANIAN PUBLIC SECTOR ORGANISATIONS

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This introductory article presents the common research questions of this special issue and offers a joint framework for analysing the change and politicisation of the senior levels of management of different groups of Lithuanian public sector organisations (agencies, state-owned enterprises, personal health care organisations and educational organisations). A comparison of all contributions to this special issue revealed that repeating alterations of governing majorities and governments best explain the frequent turnover of heads of different Lithuanian public sector organisations (except those of personal health care and educational organisations). However, their politicisation is associated with party entrenchment in power, density of the party networks and politicians' beliefs. Furthermore, variations in the scope of politicisation are related to such administrative factors as the political salience of policy areas and organisational functions, as well as the budget size. Therefore, it is the interplay of political and administrative factors that determines the change and politicisation of management in various public sector organisations.

CHANGE AND POLITICISATION OF LITHUANIAN GOVERNMENT AGENCIES AND AGENCIES UNDER THE MINISTRIES

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This article analyses the change and politicisation of the senior levels of management in the Lithuanian government agencies and agencies under the ministries in the period 1990-2012. This research indicated that *de facto* politicisation of the Lithuanian agencies is relatively small with only 19.1%

of all agency heads engaged in party networks. The turnover of agency managers is best explained by alterations of ruling majorities and governments, taking into account more the intensive turnover of agency managers during the Lithuanian governments controlled by the Lithuanian Social Democratic Party. Politicisation of the agency managers could be explained in terms of ‘push’ factors (politicisation is associated with party entrenchment in power and density of the party networks) and ‘pull’ factors (party patronage is exercised more frequently over more politically salient areas of public services). Changes in *de jure* politicisation of the higher civil service depended on structural and civil service reforms. Our analysis also revealed some differences in the pattern of politicisation according to the Lithuanian political parties: if the Lithuanian Social Democratic Party *de facto* appoints politically affiliated managers to career positions in the Lithuanian higher civil service, the Homeland Union (Lithuanian Christian Democrats) frequently adopts the structural form of politicisation through government-wide organisational or civil service reforms.

POLITICISATION OF CEO APPOINTMENT IN LITHUANIAN STATE-OWNED ENTERPRISES

Neringa Laurišonytė

This article analyses the turnover and politicisation of CEO positions in the Lithuanian state-owned enterprises between 1990 and 2012. Although some individual cases of politicisation of CEO positions get detailed media coverage, there is an obvious lack of systematic large-N analysis in this field. Therefore, the main aim of the article is to identify the scope of politicisation and changes in CEO positions, as well as to account for variation in the extent of politicisation in terms of different legal statuses of these enterprises, policy fields, types of government, party entrenchment and membership. The results of this article revealed that CEO turnover is best explained by the factors of changing ruling majorities and governments. However, neither of these two factors explains CEO positions’ politicisation. In order to understand this phenomenon, it is essential to distinguish among policy fields, which showed that forestry and energy are the most politicised sectors. This conclusion points to different patterns of politicisation in different sectors of the economy.

**TO POLITICISE OR NOT TO POLITICISE?
THE CASE OF MANAGERS IN LITHUANIAN
PERSONAL HEALTH CARE ORGANISATIONS**

Dovilė Likaitė

This article deals with the change and politicisation of the senior levels of management in the Lithuanian personal health care organisations in the period 1997-2013. A lack of understanding of the underlying mechanism for politicisation of the healthcare system is a problem, as the number of politicised managers in personal health care organisations exceeds 50%. The analysis revealed that the scope of politicisation is best explained not by the instability of the party system (the change of mayors and ministers for health care) but by the inner motivation of managers. The managers of personal health care organisations may be eager to engage in political activities, as belonging to a party ensures greater job stability. Therefore, the future studies need to focus on the “bottom-up” rather than “top-down” type of politicisation.

**THE POLITICISATION OF LITHUANIAN EDUCATIONAL
ORGANISATIONS MANAGEMENT: A COMPARATIVE ANALYSIS
OF VILNIUS CITY AND VILNIUS DISTRICT MUNICIPALITIES**

Eglė Čeponytė

This research analyses the change and politicisation of educational management in Lithuania in 2001-2013, as well as the impact of reforming the educational managers' recruitment procedures on the scope of politicisation. According to the data analysis, 43% of managers in Vilnius city and Vilnius district were politicised during the period between 2001 and 2013. The politicisation level is even higher (50%) among the managers who were selected through the new recruitment procedures. The aim of this research is to identify factors that stimulate different behavioural strategies ('top-down' and the 'bottom-up' politicisation) and affect the actual level of politicisation. The results of this research show that the level of politicisation is better explained not by the factor of organisational structure (personnel management autonomy), but by the factors of party system (change of mayors) and party priorities. A very stable, uncompetitive party system

as well as prioritising a particular public policy area increases the level of politicisation and the frequency of exercising a ‘top-down’ politicisation strategy. While a ‘bottom-up’ politicisation strategy dominates in Vilnius city, ‘top-down’ and ‘bottom-up’ strategies are equally popular in Vilnius district.

IMPACT OF LOYALTY BARGAIN TO THE POLITICIZATION OF THE PUBLIC SECTOR IN LITHUANIA

Giedrius Kazakevičius

This article deals with politicisation of the public sector in Lithuania in the context of ensuring loyalty of high public officials to the politics of the government of the day. The theoretical framework of Public Service Bargains (PSBs) was used in order to analyse historical changes and the contemporary perception of loyalty among politicians and high public officials. From the PSBs perspective a historically dominant egalitarian type of loyalty bargain with some individualistic elements among the ruling elite is discussed. During the Soviet period this type of loyalty bargain was secured by a personal loyalty network based on formal and informal ties. Integration to the EU was a factor that was used by the administrative elite of Lithuania in order to try eliminating most of the instruments ensuring formal loyalty and securing a hierarchical loyalty bargain in a formal and legalistic way without reaching a common understanding with politicians. Today’s politico-administrative interaction provides a mixed picture regarding the praxis of loyalty bargain in the Lithuanian public sector. There is some evidence that politicians prefer an egalitarian loyalty bargain and do not recognise a formal hierarchical loyalty setting. This situation could be regarded as cheating on loyalty bargain from both sides that provoke politicians to search for new ways in achieving the loyalty of high public officials to the politics of the incumbent government and exercise politicisation practices for that purpose.