

ADMINISTRATION OF AGRICULTURE AND RURAL DEVELOPMENT IN LITHUANIA: SYSTEM ELEMENTS AND OBJECTIVES

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Changes in agriculture and rural development, along with the vast majority of observed changes within the management processes, depend on the aims and objectives of these processes. Lithuanian and EU strategic documents and related to them agricultural and rural development legislation as well as documentation describe agriculture as one of the priority sectors and highlights its importance in economic, social, environmental, ethnic and cultural points of view. This is reflected in the European Commission – Europe 2020 Strategy where agriculture plays an important role. Administrative institutions are obliged to adapt to the changes that have been taking place. This article considers the elements and objectives of the Lithuanian agricultural and rural development administration system.

Keywords: administration, agriculture, rural development, system.

INTRODUCTION

The traditional model of public administration is not always responding adequately to the challenges of globalization: a flexible and react quickly to changes in the environment. Therefore taken the political and economic transformation of the public sector, which is the key objective of efficiency, rationality and quality. Lithuania exists in a variety of areas of public management leads to the inefficient, costly public administration apparatus was formed, which is not so in line with public expectations, as far as “shared” business areas. Individual public administration sectors including agriculture and rural development system as well as the specifics of the administration to seek a rational distribution of responsibilities is determined by the need to analyze a particular sector modernization mechanisms and joint measures in the context of the modernization of public administration, including the provision of public services.

The aim of the research – to evaluate the elements and goals of the Lithuanian agricultural and rural development administration system.

The object of the research – the Lithuanian agricultural and rural development administration system.

The main objectives:

1. To analyze administration of agricultural and rural development system in Lithuania.
2. The take a suggestion for the Lithuanian agricultural and rural development administration system.

RESEARCH METHODS: analysis of scientific literature, analysis of legal acts.

RESEARCH RESULTS

The most famous XX and XXI century’s theorists of public administration modernization are B. G. Peters, D. Kettl, Ch. Pollitt, T. Bovaird, E. Lofter, L. Terry and others. Their works analyze the public administration modernisation as a provision of public sector efficiency and the result of successful public management reforms. Within the new public management context the public management modernization was widely studied in foreign scientific literature and for the recent four decades it also dominated the space of public administration and academic researches. The description of the new public management usually rests on the works by C. Hood, M. Jackson, D. Osborne and T. Gaebler, L. Kabolian. The new public management had to become the way to solve the problems of traditional public administration, i.e. to increase the efficiency of the public sector, improve the quality of services, reduce costs, improve the competence of employees and alike. The new public management, as a normative and prescriptive model, was first submitted by writings of D. Osborne along with the other

cooperative with him authors. The Lithuanian public administration modernization initiatives in their various aspects have been discussed by A. Raipa, V. Domarkas, S. Puškorius, A. Astrauskas, V. Smalskis, A. Guogis, D. Gudelis, A. Tumėnas, B. Melnikas, V. Nakrošis, E. Gaulė and other authors. The Lithuanian authors emphasize the aspects of certain new public management as the modernization of public governance direction, however, by doing so; they lack to analyze systemic and complex public governance modernization initiatives in different sectors. The opinions of the authors on the possible effective application of the new public management differ. The last decade has already formed up a rather clear position, that the reforms, carried out under the new public management were not successful in all their aspects as they had certain dysfunctions, which were further studied by M. Burzelay, J. E. Lane. In this context has taken place the formation of the alternatives to the new public management (new public governance, new public state service, new public administration, networks and so on.). During the contemporary period, probably, the most prominent emerging public governance model is the new public governance, which J. Alford, O. Hughes consider as the best way of management solutions. In the scientific literature the new public governance has been studied narrower, compared to the new public management and it is quite natural, since this theory is relatively new and still under development. It has been researched by the following most famous authors – Pierre & Peters (2000), Fredericson (2005), Kaufman (2009), Osborne (2010), Belamy and Palumbo (2010); network models were examined by Agranoff (2007), Castells (2010), Klijn (2005).

The main characteristics of the theory of systems are formed up by these authors – T. Parsons, N. Luhmann, A. Hartman, H. Wilke and others. The concept of systems includes everything that either exists, or can exist. One of the most complex questions of the theory of systems is the concept (definition) of what is a system itself. The system is understood as the totality of interrelated elements within some communications, or a unity, where an event within any of its elements restricts possible developments in its other elements, as opposed to the concept of chaos. Although literature describes many concepts of the system, however, the system is usually described in terms of „cell“, „communication“, „structure“, „interaction“ and so on. Elements of the system are referred to as part of the whole, which performs a specific function and has a specific characteristic, relating it to the system. Within certain systems its elements are either indivisible elements, or they can be dissociated into the elements of this system. Connectivity converts quantity of elements into a system, the structure describes the regular communication patterns between the elements of the system, which ensure the identity and integrity of the system. Thus, the existence of a system may be defined as either development, or transition.

The public governance has a number of key features, i.e. (1) the state-level activities that (2) are aimed at policy of order establishment throughout the whole country, or within a large group of the population of the state; (3) special state or municipal authorities are created, which have legally attached to them governance powers in order to achieve certain public goals; (4) in organizational terms the controlled entities are generally not subordinate to the governing entity; (5) the governance has the right to establish an entity; (6) in order to achieve public governance objectives, there can be applied influential state administrative sanctions, etc., while complexity stems out from both the ambiguity of the concept of public administration and its content. Many theorists and practitioners usually describe the public policy as the will of the state and its expression: the government activities, the reasons for them; the government efforts to regulate arising conflicts of interest groups within the society; distribution of actual services; regulation of the budget through fiscal policy tools. The public governance is defined as the activities of the government and governance institutions, applied for policy-making, decision-making as well as their implementation through the application of managerial instruments and measures. Within the academic community discussions the relevant objective of the research are political and governance mutual relations. The issues of discussions, initiated by W. Wilson and M. Weber are the interactions and boundaries among political establishments and governance.

The integrated modernization of individual areas management within the public governance context is virtually not researched in Lithuania. The objective of the public governance within the Government activities was first mentioned by the VIII Government Programme. The Government policy in the field of the public governance functions, include the review of its functions, decentralization, authorization limits and their transfer, institutional infrastructure, strategic planning and other issues. In the Amending Law of the Lithuanian Republic Law on Public Administration (2006) there may be found the definition of the public governance: the public governance – the activities of the public governance entities are regulated by laws and other legal acts to implement the laws and other administrative legal decisions, by providing mandatory administrative services through means of the management of public services and the public administration of its entity's internal administration. The public governance entities – the authorized by law officers, public officials, institutions and other natural and legal persons to perform public governance functions. One of the most important tasks of the state is to create a system of public governance, which should function well and the activities of which should be carried out for the sake of the country population, in order to ensure their needs and well-being, by maximally bringing closer all the services to the consumers (Žilinskas, 2004). The activities of the state and local government authorities and other entities are directed to implement laws, regulations, other legal regulations, the decisions of local authorities and the administration of envisioned public services. The main legal instruments, establishing the public sector institutions and rural development policy are the following: the Lithuanian Law on Agriculture and its Development (2002), The Lithuanian Law on Local Governance (1994), and the Lithuanian Law on Regional Development (2000). The rural development is a phenomenon that involves many activities. J. Žukovskis (2009) offers four parallel and complementary rural developments directions, which would lead to the paramount goal – the welfare of the population: 1. enhancing the competitiveness of the agriculture, food and the forestry sectors – to develop human capital (knowledge transfer and innovation) and produce quality production; 2) the preservation of landscape and environment embellishment – to protect and increase natural resources, as well as high nature value farming and forestry systems and the European rural cultural landscapes; 3) for the improvement of life quality in rural areas and rural economy diversification – to develop local infrastructure, renew human capital in rural areas, create jobs and diversify farming activities; 4) support for

Local Action Groups (LAGs) strategies to prepare and implement them – the management innovations in rural development organizations, by application of the locally based approach – „from bottom – upwards“.

Law of Lithuanian of Agriculture and Rural Development (2002) provides for the agriculture, agricultural and rural development policy objectives of the Republic of Lithuania, the European Union support for agriculture and food sector and rural development in the implementation of the principles of state and European Union support measures. Lithuania agriculture, agricultural and rural development policies are implemented by the Government, the Ministry of Agriculture of the Republic of Lithuania (Table 1) (further the Ministry of Agriculture), other legislature and other legal acts of authorized state bodies, institutions and municipal authorities in accordance with the laws and other statutory competence. Municipal Authority of the statutory functions assigned to the implementation of agricultural, food sector and rural development in the information provided by the Ministry of Agriculture of Lithuania determined by the Government.

The aim of the Ministry of Agriculture is to shape the public policy agriculture and food, fisheries, rural development sectors as well organize, coordinate and monitor the implementation of the state policy. The aim is declared in the Statute of the Ministry (2012).

Table 1. The main XVI Government Programme 2012–2016 provisions for relating to agriculture and rural development

The main XVI Government Programme 2012-2016 provisions for relating to agriculture and rural development
<ol style="list-style-type: none"> 1. Increasing employment, unemployment, poverty and social exclusion (...), the rapid growth of investment and business climate improvement (paragraph 32); 2. Efficient and rational use of EU funds to increase the country's competitiveness and the welfare of human life, proper and timely preparation for the new period 2014-2020. The European Union's multi-annual financial framework (35).
The XVI Government Programme 2012-2016 implementation the priority measures
<ol style="list-style-type: none"> 1. Economic growth (paragraph 25); 2. Environmentally-friendly economic and human development (organic farming, transport, renewable energy resources, etc.) (paragraph 29); 3. Life in the village modernization and better working conditions for farmers conclusion (paragraph 30).
XVI Government program of measures by area (1) Competitive and versatile agriculture rural development
<ol style="list-style-type: none"> 1. To support competitive farms and development, with particular emphasis on small and medium-sized farm livestock, dairy and other farms for cooperation, and direct sales promotion, innovation, training, consulting, research and practice partnership, the development of renewable resources, energy efficiency, enhancing agri environmental protection, business creation and development, improvement of infrastructure in rural areas, local community initiatives to promote employment, to support forests and forestry development; 2. Determine the main agricultural production and rural development directions based social differences between urban and rural population reduction, rural population and increasing employment, improving quality of life, promoting the participation of rural communities; 3. Create more rapid science and innovation necessary to ensure the dissemination of the experimental, educational pilot farm network to strengthen mutual knowledge and best practices feedback throughout science, agribusiness, consulting customers.

The Ministry of Agriculture of Lithuania, which implements agricultural and rural development policy, the mission is to promote competitive agricultural and food production, rural employment, ensure the sector's workers income growth and quality of life in the village of improving participation in the formation of agriculture and food, fisheries, rural development, land management and administration policy and implement ministries assigned areas of governance.

The main aim of the Lithuanian rural development policy for 2014–2020 (Table 2): creating a viable countryside, promoting economic growth, increasing the agricultural, food and forestry sectors, sufficient food security, sustainable use of natural resources as well as dealing with challenges of climate change, creating opportunities for quality of life in rural areas, to ensure balanced territorial development:

Table 2. The main aim of the Lithuanian rural development policy for 2014–2020

The general objectives	The specific objectives
To increase agricultural, food and forestry competitiveness, promoting innovation, cooperation and restructure, as well as enabling the farm sector more productive use of resources.	<ul style="list-style-type: none"> – Improve agricultural and forest structure – Raise the farm sector and other actors of modernization and technological level, and to promote innovation. – Increase the farms created value-added products. – Ensure the functioning of the food chain – To develop risk management tools. – Strengthens Human capital, promote cooperation
Ensure the sustainable management of natural resources, preserve the environment, the agricultural sector preparation to solve the challenges posed by climate change and rural areas, as well as keeping the land where farming production capacity.	<ul style="list-style-type: none"> – Environmentally-friendly activity practice. – The negative effects of climate change reduction. – Biodiversity and agricultural viability of high nature conservation value in agricultural areas.
Ensure sustainable territorial development in all rural areas, giving local citizens more options for increasing the capacity and improving local conditions and rural-urban linkages.	<ul style="list-style-type: none"> – Creating alternative jobs and income sources. – Improving the social and physical infrastructure, preserving rural traditions and culture. – To promote local initiatives and cooperation, development of human skills.

The implementation of the Public Management Improvement Program for 2012–2020: „considerable attention to the executive system institutions and companies for the improvement and ongoing supervision of their activity”, the Ministry of Agriculture of Lithuania deliver more efficient management in the field of corporate governance, prepared oversees state-owned enterprises strategic plans and the quality of reporting and coordination of state-owned enterprises. State-owned enterprises (Table 3): 1) commercial companies (8), of which the state seeks a purely financial return; 2) the specific obligations performing companies (11), which is in charge of the administrative, strategic, economic, security or other essential state function activities.

Table 3 The management institutions within the Ministry of Agriculture

THE INSTITUTIONS IN THE AREA OF THE MANAGEMENT WITHIN THE MINISTRY OF THE AGRICULTURE OF LITHUANIA	
Budgetary institutions	
National Land Service under the Ministry of Agriculture of Republic of Lithuania	National Paying Agency under the Ministry of Agriculture of Republic of Lithuania
Fisheries Service under the Ministry of Agriculture of Republic of Lithuania	State Plant Service under the Ministry of Agriculture of Republic of Lithuania
State Machinery Testing Station under the Ministry of Agriculture of Republic of Lithuania	State Animal Breeding Supervision Service under the Ministry of Agriculture of Republic of Lithuania
Founder of Centre for LEADER Programme and Agricultural Training Methodology is The Ministry of Agriculture of Republic of Lithuania	
Institution where the Ministry of Agriculture of Republic of Lithuania Implements Functions of Founder	
Lithuanian Institute of Agrarian Economics	
2 public institutions	
Public Institution of Lithuanian Agricultural Advisory Service	Public Institution „Ekoagros“
ENTERPRISES IN THE AREA MANAGEMENT OF THE MINISTRY OF AGRICULTURE OF LITHUANIA	
4 State Enterprise	
State Enterprise „Pieno tyrimai“	State Enterprise State Land Fund
State Enterprise Agricultural Information and Rural Business Centre	State Enterprise Lithuanian Agricultural and Food Market Regulation Agency
State owned 3 Joint-Stock Companies and 12 Limited Liability Companies	
Limited Liability Company “Žemės ūkio paskolų garantijų fondas”	Limited Liability Company “Aerogeodezijos institutas”
Limited Liability Company “Uptytės eksperimentinis ūkis”	Joint-Stock Company „Lietuvos veislininkystė“
Limited Liability Company “Dotnuvos eksperimentinis ūkis”	Joint-Stock Company „Kiaulių veislininkystė“
Limited Liability Company “,Gyvulių produktyvumo kontrolė”	Limited Liability Company “,Panevėžio veislininkystė“
Limited Liability Company “Šeduvos avininkystė”	Limited Liability Company “Šilutės veislininkystė“
Limited Liability Company “Valstybinė projektų ir sąmatų ekspertizė”	Limited Liability Company “Lietuvos žirgynas”
Limited Liability Company “Klaipėdos žuvininkystės produktų aukcionas”	Limited Liability Company “Šilutės polderiai”
	Joint-Stock Company “Jonavos grūdai”

Source: compiled by the author

Lithuania's current constitutional context regulatory authorities are obliged to serve the people. Public Administration Law establishes public administration entities operating areas: the adoption of administrative decisions, to carry out the laws and administrative implementation of decisions, deal with personal requests and complaints, advising individuals and provide them with the information of the public administration expertise in the subject and so on.

However, the increasing demands of society and the state on limited financial resources, the public authorities can no longer merely administrative action to solve the complex problems of society and to meet the ever increasing needs of its. It therefore becomes important to talk not only about public administration institutions of the public administration (public policy) activity, but also of other public management (public-policy formation and detection) efficiency. Public administration will be considered effective when the public authorities, in cooperation with the public will be able to achieve the lowest cost consistent with the needs of society in public administration results. Public administration results should be considered not only government institutions are accepted and implemented by management decisions, but these institutions to the public service.

CONCLUSIONS

1. The aim is very important for the development of organization. But not every one organization formulate and declare the aim. The aim of the Ministry of Agriculture is to shape the public policy agriculture and food, fisheries, rural development sectors as well organize, coordinate and monitor the implementation of the state policy.

2. Agriculture and rural development system, as the vast majority of management processes, changes depending on the objectives and tasks of the processes that are related to government policies and priorities.
3. Agriculture and rural development is one of the EU's economic instruments. The complex separate areas of management, including the modernization of agriculture to rural development in the context of public management of Lithuania is virtually unexamined.

Suggestions:

1. To create the system of the institutions, which work within the Ministry of Agriculture. The main controlling institution will be the Ministry. Another institution will be accountable for it.
2. To clarify the main objectives of the institutions in the area of the management within the Ministry of Agriculture in the Statute of the Ministry of Agriculture of the Republic of Lithuania.
3. Every institution within the Ministry of Agriculture must to formulate their objectives and tasks. In this way it will be created the system of the administration, controlling and accountability of the Agriculture and rural development.

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