6 Public Administration Programmes in Germany

Sabine Leutenecker, Berlin

6.1 HISTORICAL FRAMEWORK

The historical development of Public Administration as an academic field of study is characterised by a seeming contradiction. On the one hand, we can find a long, although discontinuous, tradition of research on the state, government and public administration, hallmarked by the names of Lorenz von Stein, Joseph von Sonnenfels, Robert von Mohl, and not least, Max Weber. On the other, the international rule of German Administrative Science as a broad, interdisciplinary academic approach at investigating issues of the public sector and of governance has certainly been declining over the years. Internally the discipline is still dominated by Jurisprudence.

The predecessor of Administrative Sciences, the so-called Cameralism, was established in the 18th century, closely related with the evolution of the modern state and its administration. Cameralism, inspired by enlightenment and rationalism, used a holistic approach to define its field of study and the methodology applied. Its goal was to describe what the state and public administration were actually doing, how they were acting and why. The rationale for establishing early Public Administration programmes (the first one in Halle in 1727) was basically to train civil servants for their multiple tasks. They covered a wide range of subjects. In 1792, the School for Public Administration in (Kaisers-)Lautern listed more than 20 courses within their curriculum, including the so-called ‘Encyclopaedia of Government’ (a subject combining Political Science and Philosophy), Law, Statistics, Finance, Agricultural Science and Forestry as well as Mining and Applied Mathematics.¹ Robert von Mohl’s magnificent work² shows that even in 1832 it still seemed possible to treat all the aspects of and scientific approaches to Public Administration in one encompassing publication.

During the 19th century this holistic approach to Public Administration was slowly but steadily given up in favour of the development of different, more targeted disciplines. Due to the increasing professionalisation and specialisation of public administration itself there was a growing need for experts on agricultural issues, doctors, professional land surveyors, chemists and engineers, all trained and educated in separate university programmes. Especially Jurisprudence, though, emerged as an independent (and soon dominating) academic discipline, following the rise of the German notion of ‘rule of law’. Still lacking democratic rights, the arising German

---


² Robert von Mohl, Die Polizeywissenschaft nach den Grundsätzen des rechtsstaates, 2 Bände, Tübingen 1832 und 1833.
bourgeoisie was kept from demanding political participation by guaranteeing a perfect working, reliable machinery of government. Rules and regulations were the mechanisms to keep this machinery running and applying the law became the most important skill for people working in it. Administrative Law, not known until 1830, was for the first time being taught at the University of Strasbourg in 1885. Together with the comprehensively educated civil servant, the old holistic ‘Staatswissenschaften’ almost vanished.

There was no fundamental break in this development after 1945. Further specialisation and differentiation characterised the field of Public Administration. Law students continued to form the main recruitment pool for higher civil service positions. The situation changed when, with the alteration in government towards a Grand Coalition between the Christian Democrats and the Social Democrats in 1966, a wave of reform and renewal swept through German society. Within this climate of reform, the main impetus to set up a new academic programme came from reform-oriented public administrationists (academics and practitioners) who shared the belief that rational planning and steering in government and public administration would be possible if only the right instruments were being employed. To make use of these instruments – Planning Programming Budgeting Systems, Operations Research, Management by Objectives were then among the most fashionable devices – another ‘type’ of civil servant seemed to be necessary. The old law-based education of higher civil servants was seen as too rigid to allow for political and administrative innovation. So in 1968/69 a new Public Administration programme was created at the University of Konstanz to provide for a broader methodological and scientific background for students aiming at management positions in public as well as private or third sector administration units. Interdisciplinarity was the foremost goal. It was to be attained by so-called ‘global courses’, where the same subjects were being taught by lawyers, economists, political scientists and sociologists in a combined effort to provide students with a multiplity of viewpoints and scientific approaches. Practical applicability was the second target, reached by an obligatory 8-months-long internship in public or private sector administration units.

Just after the establishment of the programme the first oil-crisis hit Germany and with it the belief in the possibilities of rational planning and sophisticated steering instruments. Fritz W. Scharpf, one of the main protagonists of the programme, left Konstanz; the global courses were given up in favour of traditional Law, Economics, Sociology and Political Science courses. The interdisciplinary approach, though still a characteristic of the Konstanz programme, moved towards a multidisciplinary programme concentrating on governance and management issues.

At the time when the promoters of Public Administration in Konstanz were already starting to give up on their most ambitious goals, the Post-graduate School for Public Administration in Speyer began to offer a similar programme in 1976. Ideas and objectives behind this programme were largely identical with the ones in Konstanz, except the main difference that Speyer presented a one-year post-graduate programme. It is aiming at graduate students of various Social Science disciplines (Law, Economics, Political Science, Sociology) who wish to obtain further qualification to eventually apply for jobs in the public or third sector. Since 1991, the School cooperates with the Universities of Leuven, Rotterdam, Leiden and Budapest
in offering a programme called ‘European Masters in Public Administration’. So far this programme adds an exchange with one of the partner universities and an internship abroad to the ‘regular’ programme. By the time of writing, an independent degree (Master of European Public Administration) is still in the planning stage.

In 1990, German unification changed not only the political but also the administrative and academic landscape. The need to rebuild public administration in the new Länder suddenly revealed the scarcity of a young, well trained, adventurous elite of civil servants willing to assist in the transformation process. Quite a number of students and graduates from Konstanz and Speyer helped with this task by doing their internship in the new Länder or working there after graduation. The positive experiences brought the idea of creating more Public Administration programmes in East German universities onto the agenda. In Rostock, Halle and Leipzig, the Political Science programmes were being amended by a Public Administration component, but the degree to be obtained is still a Political Science degree. Only one newly established University, Potsdam, seemed to be inspired enough by the Konstanz experience to create the third German Public Administration programme in Winter 1996. Structure and content of the programme were in large parts developed parallel to Konstanz (see below).

In 1997 the German Foreign Service (Auswärtiges Amt) came up with the idea to create another post-graduate programme, this time specialised on ‘European Governance’ (Europawissenschaften), to train young people for an employment at the EU-organs and -institutions or at the EU-departments of central or Länder-governments. This new programme started in Fall 1998 at the Europäisches Zentrum für Staatswissenschaften und Staatspraxis Berlin, the Zentrum für Europäische Integrationsforschung Bonn, the Europa-Institut Saarbrücken, and the Europa-Kolleg Hamburg.

Finally it should be mentioned that quite a few of the Fachhochschulen für öffentliche Verwaltung (Polytechnics for Public Administration), which formerly concentrated solely on providing post-entry pre-service training for civil servants without university degrees, do now offer independent degrees in Public Management as well.

### 6.2 Institutional Setting

The usual way to find employment in higher civil service is still a very good Law degree and the obligatory two-year training, all Law students have to complete in order to get their final exam. Civil servants not aiming at positions which require an university degree usually enter a post-entry pre-service training at one of the Fachhochschulen für öffentliche Verwaltung (Polytechnics for Public Administration) of the Länder. Since both training systems do not fulfil the criteria of a Public Administration programme as defined in the terms of reference, they will not be of further interest here.

The establishment and development of the three German Public Administration programmes by the time of writing already implemented have been closely related with their institutional setting. The three home universities of the programmes all are
relatively young institutions, built in crucial moments of German afterwar history.

In 1947, the French occupation forces founded the Post-graduate School for Administrative Sciences in Speyer (‘Staatliche Akademie für Verwaltungswissenschaften’, since 1950 ‘Hochschule für Verwaltungswissenschaften Speyer’, since December 1997 ‘Deutsche Hochschule für Verwaltungswissenschaften Speyer’), modelled after the French Ecole Nationale d’Administration (ENA). In the first years the main task of the Hochschule was to provide civil service training, especially since, after the end of the Nazi Regime, there was a sharp need for public sector personnel to build up the Federal Republic of Germany. In many ways the Post-graduate School for Administrative Sciences represents a peculiarity within the German higher education system. Firstly and strikingly, it is the only post-graduate school in Germany. In 1997, there were 19 Professors teaching and about 500 students enrolled, most of them only for a short stay during their post-entry pre-service training. The number of students doing the one-year post-graduate programme is rather small though (less than 50 each year, 30 of which are from abroad). Since the start of the programme, less than 800 students graduated from Speyer as Master of Public Administration. Different from the other universities which are usually part of the administrative body of the Länder, the Post-graduate School in Speyer is funded jointly by central government, all of the 16 Länder (with a special commitment of Rhineland-Palatinate) and the Bundesanstalt für Arbeit (the Central Labour Office).

The University of Konstanz, located in Baden-Württemberg in the very South of Germany, was established during the reform era of the 1960s. Founded in 1966, it was thought to function as role model for reforming the higher education system in Germany, guaranteeing internationally highly renowned research and excellent education for a very small number of students. Within this new ‘type’ of university the Public Administration programme should demonstrate the institution’s claim to foster elite education. Unfortunately, reality could not meet with the demands of the ‘Reform University’. Especially the number of students soon went up far above the originally planned level, ‘normalising’ teaching and research processes. Today there are about 8,000 students enrolled, 1,000 of which are taking part in the Public Administration programme.

In Potsdam, the capital of Brandenburg, located next to Berlin, the University was established shortly after reunification in 1991. There are about 10,000 students studying in Potsdam, about 200 are enrolled in the Public Administration programme.

The institutions offering the new post-graduate programme on European Sciences are part of their respective home universities (ZEI Zentrum für Europäische Integrationsforschung at the University of Bonn, Europa-Institut at the University of the Saarland, Europa-Kolleg Hamburg at the University of Hamburg), except in the case of the European Centre for Comparative Government and Public Policy which was founded in 1997 by the three Berlin universities (Free University, Technical University and Humboldt-University) as a common project.

In sum, there are two traditional academic programmes offering a Public Administration degree (Konstanz and Potsdam), one post-graduate programme in Speyer and the new European Sciences post-graduate programmes in Berlin, Bonn, Hamburg and Saarbrücken. This offer is being complemented by new programmes at the Fachhochschulen on the one hand and traditional academic programmes whith
specialisations in Public Administration (like the Political Science programmes in Bamberg and Duisburg, the Management Programmes in Mannheim, Göttingen, Hamburg, München and Potsdam, and the Public and Local Government Law programmes in Hamburg, Kiel, and Würzburg).

6.3 POSITIONING ACADEMIC PROGRAMMES IN PUBLIC ADMINISTRATION IN RELATION TO THE DISCIPLINES TO WHICH THEY ARE MOST CLOSELY RELATED

Interdisciplinarity plays a major role within the Konstanz programme, since the narrow view of single disciplines was the main reason for its establishment in the first place. The ‘founding fathers’ of the programme did not aim at creating just another specialist’s discipline, but to provide young would-be civil servants with a broad knowledge base and a variety of analytical devices to be able to handle the complex questions and problems of public planning and decision-making. Thus, it is not possible to point at one single discipline which the programme derived from. Instead, Law, Economics, Political Science and Sociology were supposed to be merged by both teachers and students.

Today the most relevant feature of the programme is the combination of political science and management approaches. Within this broad category, questions of governance remain the common focus of most projects in Konstanz both within research and teaching. Using this focus, different policy areas are being looked at in detail, such as social policy, public health, industrial relations, research and technology policy, and international relations.³

As regards practical applicability, there are some courses concerned especially with issues of governance with an orientation towards professional practice, but those courses are in no way obligatory – neither for the teachers to offer nor for the students to attend – and the trend is pointing rather away from practice-oriented studies. Somewhat paradoxically, it has to be said though, that practice-orientation still is an important feature of the Konstanz programme nevertheless. Although it is true that the curriculum stresses theory-based courses, practical experience is obtained by an obligatory 8-months-internship within public or private business administration units. By choosing this unusually long duration it should be guaranteed that students will work on an independent project. The 8-months-internship is one of the main job-relevant features of the programme and for quite a number of students the start of a later employment.

The Post-graduate School for Administrative Sciences Speyer initially was established with a focus on Law. But already in the 1970s there was a gradual opening up to other disciplines like Public Administration, Economics and Social Sciences (manifested in the creation of seven new chairs for non-law sciences between 1970 and 1975). The post-graduate programme consolidated this trend towards an inter- or at least multidisciplinary approach by focusing on questions of governance looked at from different perspectives.

³ This approach of combining the teaching of methodological devices and the specialized knowledge in certain policy areas seems to be very successful. In a ranking list of political science programmes organized by the German news magazine ‘Focus’ in June 1997 Konstanz was rated as the best of the participating programmes.
Today there is still no dominant discipline but a slight predominance of Law courses. All students must attend an Introduction to Public Administration in which questions of Law, Economics, Political Sciences and Sociology are being treated. Depending on their first degree, students must furthermore take part in an introductory course to the respective other disciplines (here, it is interesting to see that students with a Law degree are being ‘strongly recommended’ to go to an Introduction to Economics and to Social Sciences, all the other students ‘must’ attend Public Law). Accompanying those introductions, students are asked to choose two out of five areas of study (Personnel Issues, Organisation and Information Technology, Planning and Decision-making, Finance and Budgeting, International Relations) as a ‘Main Focus’ and as a ‘Supplement’.

About one third of the courses offered are oriented towards professional practice in Public Administration. Those so-called ‘Project-oriented Workgroups’ are structured along concrete day-to-day problems within public administration. Often they are not given by university teachers but by practitioners from outside. In these courses small teams of up to five or six students are supposed to plan and discuss their own projects, often using role games as analytical devises to look at all the legal, political, financial or sociological aspects of a problem. The ‘Project-oriented Workgroups’ cover a wide range of subjects such as ‘Establishing a Customer-oriented Office’, ‘Law drafting’, ‘The European Court of Human Rights’, ‘The Implementation of a Controlling System’ and others. The Speyer programme includes an internship as well, but only a shorter one of eight weeks.

As already stated, the programme in Potsdam seems to be heavily influenced by Administrative Sciences in Konstanz, so that most things being said about Konstanz equally apply to Potsdam. The dominant discipline is Political Science. Indeed are the contents of the first two years of study in the Public Administration programme the same as in the Political Science programme. They are complemented by courses on Public Law, Economics, Business and Managment Administration, and on Methods of Empirical Social Science Research. As is the case in Konstanz, the Non-Political Science courses have to be chosen from the offer of the Law and Economics departments (the Economics department in Potsdam belongs to the same faculty of Economics and Social Sciences as the Public Administration programme while in Konstanz the programme is located in the faculty of Public Administration). Potsdam also asks for an eight-months internship to gain work experience in a public or private business administration unit.

As the name suggests, the European Sciences programmes concentrate on the European aspects of Political Science, Law, and Economics. The focus will be set differently, though, depending on the institution (e.g. in Hamburg on Political Science, in Saarbrücken in either Law or Economics).
6.4 COMPARATIVE ANALYSIS OF THE CONTENTS OF PUBLIC ADMINISTRATION PROGRAMMES

Name of the degree: Diplom-Verwaltungswissenschaftler/in

Konstanz

Entry requirements: Abitur (school-leaving exam), students may be selected on the basis of their Abitur-grades

Minimum number of years: 4.5 years

Public Administration courses in 1997/98:

- Introduction to Public Administration
  Seminar on the historical development, organisational structures, personnel issues, legal aspects and finances of public administration
- Analysing Politico-Administrative Processes
  Introduction to the theories and methods of Administrative Science
- Theories of Institution-Building
  Seminar on economic and historical-sociological theories of institution-building
- Local Tasks and Local Administration
  Lecture on the structure of local government in Germany and different reform approaches
- Decentralisation in Comparative Perspective
  Seminar comparing decentralisation policies in industrialised and developing countries, concentrating especially on the possibilities to help developing countries reforming their administrative structure
- Steering Public Administration by Contract Management
  Seminar on the analytical background of and practical experience with the New Public Management movement
- Spatial Policies in a Federal State
  Seminar on the distribution of competencies and institutional structure of spatial policies in Germany
- Local Finances
  Seminar held by the mayor of Konstanz
- Local Project Management and Planning
  Seminar including case studies on the possibilities of project management in local government as compared to the classic administrative organisational structure
- The Role of Local Administration as Consultant for Local Politicians
  Seminar looking at the competencies and possibilities of local administration when preparing political decisions
- Organisation Theory and Organisational Research
  Lecture looking at classical and modern studies of organisations
- Organisation
  Lecture on organisational structures and developments
- Management in Action
  Small work groups testing their by then gained knowledge by engaging in small consultancy projects within public and private sector organisations
- Optimising Organisations and ‘Lean Administration’
Seminar on methods and instruments of administrative reform held by a private management consultant

- Informal Relations in Public Administration
  Seminar trying to describe, analyse and evaluate informal relations in the public sector of Germany and the European Union

- Public Administration Between Tradition and Reform
  Seminar on methods and instruments of public sector reform

Name of the degree: Magister der Verwaltungswissenschaft (Magister rerum publicarum)
Entry requirements: University degree in Law, Economics or Social Sciences
Minimum number of years: 1 year

Public Administration courses in 1997/98:
- Introduction to Public Administration
  Lecture covering structure, tasks, finances, personnel, and legal basics of public administration as well as the relationship between politics and administration, citizen charts, quality management etc.

- Legal Changes for a Modern Administration
  Seminar on the legal chances and limits to Public Sector Reform

- Governing the Reunited Germany
  Seminar on the institutional and functional problems of governance in Germany (politics and administration, government and party politics, government personnel, intergovernmental relations etc.)

- Basic Problems of Public Administration in Germany
  Seminar on tasks, structures, decision processes, personnel, guidance and control in public administration

- Evaluating Politico-Administrative Decisions
  Seminar on evaluating efficiency and effectivity of administrative action in Germany

- Problems of Administrative Reform
  Seminar trying to give an overview on the actual reform processes on the central, regional and local level in Germany

- Establishing a Customer-Oriented Office
  Project groups are working on restructuring a public administration unit

- Ministerial Administration
  Seminar on organisational structures, fields of development, and reform perspectives of the German ministries

- Regional Integration in Europe
  Seminar on the legal basis of and practical experience with administrative cooperation across the boundaries of the nation states

- The Introduction of the Euro in German Public Administration
  Case studies examining the introduction of the Euro in different administrations on the regional and the local level

- Quality Management in Public Administration
<table>
<thead>
<tr>
<th>Potsdam</th>
<th>Name of the degree:</th>
<th>Diplom-Verwaltungswissenschaftler/in</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Entry requirements:</td>
<td>Abitur (school-leaving exam), students may be selected on the basis of their Abiturgrade</td>
</tr>
<tr>
<td></td>
<td>Minimum number of years:</td>
<td>4.5 years</td>
</tr>
</tbody>
</table>

**Public Administration courses in 1997/98:**

- **Introduction to Public Administration**
  - Lecture covering the historical development of public administration, organisation, personnel, policy processes, and control in the public sector, theories of administration and public sector reform
- **Policy and Administration in a Federal State**
  - Seminar on the distribution of political and administrative competencies in the Federal Republic of Germany and the possibilities to reform
- **Introduction to Politics on the Local and Länder Levels**
  - Seminar on the role and tasks of parliament and administration at the local and Länder levels
- **Theories of Bureaucracy**
  - Seminar on the economic theory of bureaucracy, transaction cost economics, rational choice, neomarxist and other theoretical approaches to public administration
- **Policy, Administration and the Citizen**
  - Seminar on the concepts of New Public Management; special attention is being paid to ‘customer-orientation’, including the organisation of a workshop in cooperation with politicians and citizens from a small town nearby
- **German Cities Between Global Challenges and Local Change**
  - Seminar on modernising German local government in big cities
- **Public Sector Reform on the Länder-Level**
  - Overview on the different approaches of the German Länder to modernise their administration. The seminar aims at preparing students to advise the reform-commission in Brandenburg on their modernisation efforts
- **Classical Readings in Public Administration**
  - Seminar on Max Weber, Thomas Ellwein, Niklas Luhmann, Renate Mayntz and Fritz W. Scharpf as well as on Taylor, Barnard, Lindblom, March, Simon, and Wildavsky
- **Sociology of the Firm – Introduction**
  - Lecture concentrating on organising change and development within a private sector organisation
- **Interest Groups between Administration and Government**
  - Seminar on the relationship between interest groups, bureaucrats and politicians
- **Rebuilding Public Administration in the New Länder**
  - Seminar on the transformation of the socialist administrative structure in East Germany before 1990 to a new, democratically controlled public sector
Berlin, Bonn, Saarbrücken

Name of the degree: Master of European Sciences
Entry requirements: Very good High School diploma; very good language skills in German, English, and French; interview
Minimum number of years: 1 year

Although the curriculum may differ between the programmes, the following courses should be offered in all four institutions:

- Organs and Institutions of the European Union
- The Further Development of EU Institutions and Organs: Challenges and Options to Reform
- EU Budget Policy and its Legal Basis
- The EU as a Politico-Administrative System
- Law-Making within the European Union
- European Administrative Law and Europeanisation of National Administrative Law
- Implementing EU-Regulations by National Administrations
- The Civil Service Law of the European Union
- EU-Finances
- Options and Strategies of Future Integration Policies
- European Co-operation and Integration
- Europe of the Regions: Federalism, Subsidiarity, Regional Policies
- The Politico-Administrative Systems of EU-Member States
- Decision-Processes and Implementation within the European Union

THE EUROPEAN AND COMPARATIVE DIMENSION

In 1997/98 the main courses with a comparative European Public Administration dimension are:

- European Co-operation and Integration
- International Politics and Administration
- Political Systems in a Comparative Perspective
- Analysing Politico-administrative Processes
- Steering Public Administrations by Contract
- Enlargement of the EU and the NATO
- Post-War Patterns of Public Policy
- Informal Relations in Public Administration
- The Role of the European Commission in the European Multi-Level System

University programmes in Germany are usually made up of two separable parts: the Grundstudium (Basic Study), i.e. the first two years of the programme to be completed by a degree called Vordiplom (comparable to the Bachelor's degree but not recognised as an independent degree) and the Hauptstudium (Advanced Study), the next two to three years of a programme, to be completed with a degree called Diplom, Magister or with the Staatsexamen. Whilst in the Grundstudium students are
supposed to obtain a broad knowledge base on the foundations of the respective discipline they are studying, in the Hauptstudium they usually specialise in a more concrete field of study. In Konstanz the Grundstudium is more or less the same for all participants of the programme. In the Hauptstudium they can choose two main areas of study – a functional focus determining the methodological approach (either ‘Policy and Administration’, ‘Administration and Management’, or ‘Information and Management’) and a sectoral focus, determining a policy area to be studied in more detail (‘German Politics’, ‘Local and Regional Politics’, ‘Social and Labour Politics’, ‘International Relations’).

Within the policy area ‘International Relations’ the European Union as a politico-administrative system is an important object of examination. The course is offered once each year and the knowledge gained in this course is part of the final exams for students who choose ‘International Relations’ as their sectoral focus.

Comparative aspects do play a major role as a methodological approach in most courses, although sometimes the governance-aspect is just one aspect among others (economic, historical and the like), or the courses concentrate on Comparative Public Policy but not on Public Administration in a narrowly defined sense.

For each of the policy areas and for each of the functional fields of study one to two professors are responsible for teaching the mandatory, regular courses.

In 1997/98 the main courses with a comparative European Public Administration dimension are:

- The European Union after Amsterdam and the Agenda 2000
- German Federalism and European Integration
- The European Union and its Member States
- The Civil Service in European Comparison
- Regional Integration in Europe
- The Introduction of the Euro in German Public Administration
- Quality Management in the Public Sector

As Public Administration in Speyer is only a one-year course, the programme is not divided into two parts. Students choose two out of five areas (‘Personnel Issues’, ‘Organisation and Information Technology’, ‘Planning and Decision-making’, ‘Finance and Budgeting’, ‘International Order and Relations’) as main fields of study. Students concentrating on ‘International Order and Relations’ are analysing the administrative processes of supranational organisations such as the European Union and its legal and organisational basis as well as international agreements and treaties. Different courses on those subjects are offered annually. Besides, there are always other courses using a comparative perspective.

In 1997/98 the main courses with a comparative European Public Administration dimension are:

- Parliaments and Governments in Comparative Perspective
- The European Union after Maastricht
- International Experiences with Administrative Reform at the Local Level
- Subnational Actors in Western Europe
Concerning those concrete subjects and/or course titles, all the courses are occasional. But, as is the case in Konstanz, students have to specialise in the Hauptstudium. ‘European Politics and Administration’ is the field of study covering all aspects of the EU as a politico-administrative system (especially the structures and processes of the European Parliament, the Commission, the Council and the Committees). There is a special focus on administrative action of EU-organs and -institutions. Other possible fields of study (e.g. Governance, Policy Analysis, and International Policy Analysis) are supposed to be taught with special regards to the comparative dimension as well.

All the courses within the programme are either going to focus on the EU as a politico-administrative system or on comparative Public Administration issues. The main courses on comparative Public Administration are thus the same ones as listed above.

As the programmes are only going to start in Fall 1998, no developments may be reported so far.

Berlin,

A first summary on the European and comparative dimension

Bonn,

Hamburg,

Saarbrücken

All of the programmes thus recognise the growing importance of the European and comparative dimension in Public Administration, especially since the recent public sector reform proposals in Germany borrow heavily from international experience in Australia, New Zealand, and – on the local level – from municipalities in the Netherlands and the Nordic Countries. There are courses evaluating these international experiences in each of the programmes, sometimes rather descriptively, sometimes with a focus on analytical issues. This being said it is still true that within the already established Public Administration programmes in Speyer, Konstanz, and Potsdam, there are only few courses concentrating explicitly on the comparative dimension of public administration issues (the course on the ‘Civil Service in a European Comparison’ in Speyer is one example, ‘International Experiences with Administrative Reform at the Local Level in Potsdam another). Most of the other courses listed above either just have a look at international examples while still concentrating on the

6.5.1 German Case (e.g. the courses ‘Steering Public Administrations by Contract’, ‘German Federalism and European Integration’, or ‘Quality Management in the Public Sector’) or they are indeed trying to compare on an international and/or European dimension, but the field of study is broader than public administration only (e.g. ‘Political Systems in a Comparative Perspective’, ‘Post-War Patterns of Public Policy’, ‘Subnational Actors in Western Europe’, or ‘Parliaments and Governments in Comparative Perspective’).

Things are a bit more clearcut when looking at courses focusing on the EU as a politico-administrative system. As already shown, those courses are being offered on a regular basis in all of the programmes, usually depending on what field of study is being chosen by the student as main focus. Governance aspects play a major role within these courses so that the tasks, institutions and processes of the European
6.6 Union are being thoroughly taught.

6.6.1 RESEARCH

Research on Public Administration: General overview

The Research undertaken on Public Administration issues is manifold both in the teaching centres and in other institutions. A list of projects cannot possibly be all encompassing. This paper thus can only give a small and highly subjective choice of projects which came to the knowledge of the author.

Research priorities of the teaching centres

Research on Public Administration in Germany has to cope with one historical shortcoming: German unification and the inability of the academic community to either predict the transformation process or to assist in word and deed rebuilding the public sector in East Germany. Instead, Public Administration in the East was being rebuild in an ad-hoc, neither academically guided nor carefully planned manner, solely by copying the by then old-fashioned and overcomplicated structures of Western Partner-Länder. Hence, one of the main research priorities for all administrative scientists in Germany was at least to explain from an ex-post perspective what had happened in the process of unification and its aftermath and to regain ground as political advisors and commentators. Projects concentrating on German unification and its consequences are thus to be found in most research institutions and, of course, in Konstanz, Potsdam and in Speyer.

Against this background, researchers in Konstanz have been focusing on the possibilities and shortcomings of transferring institutions from one geographical area to another. Does this ‘Institutionentransfer’ follow the institutional logic of path-dependency or are there other, more relevant explanatory factors? This work on institution-building in East-Germany is being accompanied by more analytically interested research on theories of neo-institutitionalism, especially its sociological-historical variant, and their application in different policy areas.

Another main research priority focuses on the boundaries between the state, the market and the so-called ‘third sector organisations’. Within this field of study, an interdisciplinary group of researches in Konstanz is currently trying to combine 22 research projects in a coordinated effort to investigate the influence of Europeanisation and Internationalisation on the Public Sector Between State and Market. Projects will be clustered in three areas of research (Public Decision-Making, Public Administration, and Public Policy) and will cover a wide range of questions in the fields of Political Science, Law, Economics, and Administrative Science.

Speyer, again, is a singular case since the Post-graduate School established its own, organisationally autonomous (although personally closely linked) research institute in 1965. The Institute undertakes research in five areas of interest. The field of study called ‘Citizens, the State and Public Tasks’ looks at the change in attitude of citizens
towards the community in correlation with the size of the public sector. Projects on public sector management are to be found under the heading ‘Civil Service and Organisation’. Then, there are projects on ‘Planning and Decision-Making’, looking at computer-aided simulations or experimental policy-making. Other projects are summarised in two fields of research called ‘Public Finance and Economic Policy’ and ‘Law-making and Legal policies’ covering different aspects of public administration, partly using a comparative perspective (e.g. a longterm project on budget reform in Western countries).

The geographical setting in one of the East German Länder has a strong influence on research in Potsdam. Research priorities are set on consulting and evaluating public administration reform projects on the local and regional level in Brandenburg. In summer 1997 the University hosted the workshop ‘International Perspectives of New Public Management’ organised by the International Public Management Network (IPMN). The workshop covered theoretical developments as well as empirical studies on developments in Public Administration in a comparative perspective.

Other research on Public Administration in a university setting

There are quite a number of University institutes undertaking research in the field of governance and public administration. In most Political Science departments at least one or two professors are concentrating on governance issues (e.g. Hans-Ulrich Derlien at the University of Bamberg, Helmut Wollmann at the Humboldt-University in Berlin or Arthur Benz at the University of Halle) but this research of individuals is not characterising the research priorities of the institutes as such. The same holds for most of the Law departments as well as for some of the Economics departments. A list of institutes with a main focus on Public Administration issues should include the following:

- At the Fernuniversität Hagen ‘Policy Analysis and Public Administration’ represents one out of three divisions within the Political Science department, playing thus a rather important role in research and teaching. Recent research projects concentrate on unification and transformation as a problem of governance and on the privatisation of East German industrial sites.
- The two Universities of the German Bundeswehr in Munich and Hamburg both offer a degree in ‘Economic and Organisational Sciences’, including a division on Public Administration. In Munich research is being undertaken on ‘Organisation Theory and the Environment Administration’, in Hamburg they see their research priorities in examining and evaluating public management reform.
- Also located in Hamburg is the University for Economy and Policy (Hochschule für Wirtschaft und Politik, HWP), a special University for mature students with a completed vocational training. Since 1992 the University hosts the division on Public Management. Research priorities are being set on ‘Public Management
Issues’, ‘International Experiences with Controlling and Budgeting in the Public Sector’ and ‘Public Private Partnerships’.

- Funded in January 1997 by the three Berlin Universities the European Centre for Comparative Government and Public Policy sets its priorities in research and teaching on the structures and reform possibilities of the German central, regional and local government as well as the public sector in the member states of the European Union, the countries of Eastern and Central Europe and on the level of the European Union itself.

Other non-University institutions undertaking research

Among the many non-University institutions undertaking research in Public Administration only the most important ones can be named here.

- The Max Planck Institute for the Study of Societies, a member institute of the Max Planck Society, is devoted to basic research in the social sciences. Its work focuses on the governance of advanced industrial societies in the face of internationalisation and economic globalisation, in particular on the changing roles and capacities of states and other corporate actors under conditions of international interdependence and supranational integration. Projects at the institute assess multi-level and multi-actor processes of decision-making, negotiation and coordination.

- The Wissenschaftszentrum Berlin (WZB), financed by the central and the Länder governments, is undertaking highly renowned research in the broad field of social sciences. Its ‘Labour Regulation’ – department was strongly involved in the discussion on innovations in local administration and third sector organisations in an international perspective.

- As an association of cities and municipalities the Kommunale Gemeinschaftsstelle für Verwaltungsvereinfachung (KGSt) in Cologne concentrates on consulting its members on questions of organisational restructuring and other reform issues.

- Another Institute concentrating on local government is the Deutsches Institut für Urbanistik (DIfU) in Berlin. Since 1990 it focused its research activities especially on the requirements of the New Länder in the East.

- The Carl-von-Bertelsmann Stiftung is a private foundation, holding a share of 68 per cent of the media-enterprise Bertelsmann. It is supporting research in a number of socially relevant fields. Its department on ‘State and Public Administration’ currently is engaged in a benchmarking-exercise, comparing quality and costs of municipal services in a number of German cities.

- The ‘German Section’ of the International Institute for Administrative Sciences is financed by the German Ministry of the Interior. It is mainly involved in organising conferences and seminars on public administration issues.

THE EUROPEAN AND COMPARATIVE DIMENSION IN PUBLIC ADMINISTRATION RESEARCH
As stated above, the singular event of German unification drew the attention of most researchers to questions of reconstructing public administration, transferring institutions and on personnel issues within a German context, but Comparative Public Administration Research has gained prominence in the 1990s. A (again small and subjective) choice of projects concentrating on the European and comparative dimension in Public Administration Research includes the following:

a) Awarding Excellence in Local Public Administration

After missing the international discussion on public sector reform almost completely during the 1980s the subject came to the fore again when the first municipalities in Germany experienced hard pressing financial problems followed by the debt-crisis. It was the KGSt who earns the credit for looking for solutions abroad as one of the first research institutes in Germany. Very much impressed by the experiences in Tilburg (NL) the KGSt tried to create their own public sector reform model, called the ‘New Steering Model’, not as a recipe but rather as a ‘tool box’ for its member-municipalities. Although, after developing their New Steering Model, the KGSt concentrated on German issues again, this exercise was the beginning for quite an extensive search for ‘models from abroad’ in other research institutes as well. The Bertelsmann-Stiftung took up the threat in 1993 by using their annual competition for innovation in socially relevant fields to search for democratic and efficient local governments throughout the world. The administrative structures and reform efforts of Christchurch in New Zealand and Phoenix in Arizona, the winners of the Bertelsmann-award in 1993, thus became standard knowledge in the German Public Administration community. In 1995, Elke Löffler, then research assistant at the Post-graduate School in Speyer, set up a comparison of the international concepts and methods of awarding and assessing quality in the public sector in OECD countries. The analysis of the award showed that concepts of public sector reform, even though each one is referring to the New Public Management model, are indeed very different in most countries. Quality awards may thus be used to uncover the variety of norms, aims and interests inherent in the NPM paradigm.

b) The Public Sector between State and Market: The Influence of Europeanisation and Internationalisation

see above (research priorities of the teaching centres – University of Konstanz)

c) Governance Structures in the European Union

A number of projects at the Max Planck Institute in Cologne concentrate on international and intersectoral comparisons of the functioning of national systems of governance and their response to modified external conditions. Research teams analyse whether, how and to what extent different functions and structures of governance may be affected by external change and whether, given this affection, supranational organisations may perform governance functions the national level can no longer handle effectively. The insight in the interplay between the institutions of multilevel governance systems led the director of the Institute Fritz W. Scharpf to a rather pessimistic view. Rational problem-solving at the supranational, European level will thus not be the rule, instead, there is a possibility of competence gaps, of competence conflicts or of the immobilism of
interlevel ‘joint decision traps’.

d) Paradoxes in Public Sector Reform

At the European Centre for Comparative Government and Public Policy in Berlin an international project just came to a conclusion comparing public sector reform on a world-wide basis. Under the auspices of Joachim Jens Hesse (European Centre), B. Guy Peters (University of Pittsburgh) and Christopher Hood (LSE), researchers from 15 countries tried to bring in their specific knowledge on public sector developments in their home countries in a comparative, theoretically based, analysis. It could be shown that the global changes of the economic structure is affecting all of the countries under observation, the reaction to those challenges differs a lot, though. Convergence of national administrative systems towards a global New Public Management could not be detected and would not be too plausible either.

A second research priority of Joachim Jens Hesse is set on the transformation processes in Central and Eastern Europe. Country studies of Poland, Hungary, the Czech and the Slovak Republic on the main reform processes and reform outputs concerning administrative processes, organisation, and personnel issues showed the long neglected importance of administrative modernisation.

e) Benchmarking Public Sector Developments

In 1993, Frieder Naschold from the WZB was being asked by the Finish Ministry of Labour to conduct a project on evaluating public sector developments in Finish central and local government within an international context. This study, completed in October 1994, was supposed to discover the strengths and weaknesses of a national public administration model by using a 11-countries-benchmarking analysis (Finland was compared with New Zealand, the United Kingdom, the Netherlands, Denmark, Sweden, Norway, Japan, Germany, the USA and Austria). He found quite a lot of successful reform projects in different countries: efforts to implement total-quality-systems in public administration, to stress the citizen-orientation, to operate by management-by-results, efforts on privatisation and on devolution. The main insight of the study was that simple solutions are not feasible. Most reform approaches use a complex combination of regulation by the state, economic competition and social devolution to procure public tasks. The flexibilisation of regulation by the state is ambivalent though: On the one hand it might allow for progressive modernisation of the public sector, on the other it might simply be used to roll back the welfare state and privatise on ideological grounds.

f) Implementing European Law

At the Deutsche Hochschule für Verwaltungswissenschaften Speyer an international research project funded by the European Commission and the European Institute for Public Administration (EIPA) in Maastricht investigated the problems of implementing Community Law in the member countries of the European Union and showed the importance of co-operation and communication between the European and the national level.

g) Comparative Elite Study

Initiated by Joel Aberbach (University of California at Los Angeles) and Bert Rockman (University of Pittsburgh), the classical “Bureaucrats and Politicians”
study (Aberbach/ Putnam/Rockman 1981) on the role understanding of both elite groups is being replicated since 1987. Interview surveys in Germany were conducted by Hans-Ulrich Derlien, University of Bamberg, and Renate Mayntz, Max Planck Institute for the Study of Societies.

RELATIONS WITH THE PROFESSION

Perception of Public Administration graduates

The perception of Public Administration graduates both in central and in subnational administration very much depends on personal factors, especially on whether there have already been experiences made with graduates from Speyer or Konstanz in the administration under question and whether these graduates made a positive or a negative impression on their superiors. This is not as obvious as it sounds, because for graduates from both programmes (different from students of other programmes like Economics or Law) it is a crucial question if there exists a perception of the graduates at all. Even after more than 20 years students may still have to explain to employers exactly what they were actually studying.

The situation is different, though, in the municipalities and the Länder in the East. Students and graduates from Konstanz and Speyer helped a lot in the first years of institution building by working there during their internship or after graduation (see above). So both the programme and the graduates are simply better known there. Secondly, because of the fundamental transformation of the state and public administration in the East, structures are not that decrepit. In the years following the revolution of 1989 the need for qualified personnel was so pressing that a lot of former teachers, priests, professors, and even nurses or other private sector professionals made a career in East German public administration. As far as those people today decide on personnel issues, the traditional German focus on lawyers is not as strong as in the West.

Access to the central and local administration

Although to gain employment in the public sector is hard for non-lawyers and has become even harder in the last years of fiscal consolidation policies on all levels of government, around 30-40 percent of the graduates from both programmes, Konstanz and Speyer, gain access to employment in public administration sooner or later. This estimate does neither include students who carry on with an academic career by staying in the University for a PhD-programme nor students who find employment in third sector organisations like friendly societies, interest groups, political parties
and others. Those students added, the percentage would probably go up to at least 70 percent.

Over two-thirds of those finding employment in the public sector are working at the subnational level. This is not surprising since in Germany only about 20 percent of all government employees are working at the central level anyway. Secondly, it is easier to gain access to local government when looking for an internship, and thus, maybe, for a later employment.

Nevertheless, it has to be noted that neither the Konstanz nor the Speyer programme managed to break the ‘monopoly of jurists’ in public service recruitment policies. There are three reasons for this failure. Firstly, the very typical German tradition of ‘rule of law’ still has a strong influence on public administration and the way policies are being formulated. As a compensation for early democratic deficits, rule of law was to secure the citizens right to equal treatment in public administration. Until now, rules and regulations are the most important instrument of politically steering the administration. Secondly, Law students still are supposed to have a broad knowledge on all fields of legal discussion. Thus, lawyers are looked at as ‘generalists’, suitable for all departments and divisions of public administration.

Thirdly, each tradition breeds its followers. Since most civil servants have studied Law, they know what to expect from a Law student. As personnel managers, lawyers will employ lawyers in the knowledge at least not to be surprised by unforeseen weaknesses of the candidates.

To what extent does the Government purchase research services from academic institutions?

The role of think tanks providing research services for the Government is not as important in Germany as in other – especially the Anglo-Saxon – countries. One reason for this is that expertise might be provided within the administration itself. From the 1960s onwards all ministries both on the central and on the regional level established departments for Grundsatzfragen (policy principles) to secure access to thorough and scientifically grounded information on the most important political questions. Of course there are academic institutions too, offering advice on a wide range of issues, but there are not too many. Single Professors or groups of academics might publish reports ordered and paid for by the government once in a while, but this would only be the work of individuals and not of the institutions as such. With Speyer it is different again, since the organisational autonomous Research Institute for Public Administration in Speyer is funded equally by the central and the Länder Governments, which are all represented on the Institute's board and thereby involved in its decision-making processes.

IN-SERVICE TRAINING AND STAFF DEVELOPMENT

After their first University degree, each Law student in Germany has to engage in pre-
service training for two years. Students have to work for a few months in different jobs, including an internship in a public administration unit, at a court and in the private sector. Within this training-programme students may choose to visit the Postgraduate School in Speyer for a term. Other schooling is supplied by Länder-appointed judges. The training is completed with a second final exam covering again all aspects of Legal Studies. To keep up an employment in the civil service they have to apply regularly for a job but without being obliged to take up another post-entry pre-service training.

Other university graduates, including the students of Public Administrations, applying for civil service jobs may be obliged to engage in a post-entry pre-service training for up to 30 months. Here again, it is possible for the trainees to choose a ‘Speyer-term’ within this training-programme.

For civil servants without an university degree (and thus not aiming at higher-level positions) in-service training is mainly provided by the Fachhochschulen für öffentliche Verwaltung. Follow-up training at later stages of the careers of civil servants often takes place at Academies which are organisationally closely linked to those Fachhochschulen. On the central level this function is fulfilled by the Bundesakademie für öffentliche Verwaltung.

Speyer is an important provider of in-service training as well. During the summer- and winterbreak the Post-graduate School offers conferences on principle questions of Government and Public Administration. Accompanying these conferences, Speyer offers special seminars on concrete subjects to foster in-service training for civil servants of the Länder- and the central Government level. Young civil servants doing their ‘Speyer-Term’ may again choose between ‘State and Public Administration’ on the one hand and ‘International Law and International Relations’ on the other as a focus of their studies. The courses are identical with the ones to be studied in the post-graduate programme.

The European Centre for Comparative Government and Public Policy in Berlin offers seminars and conferences directed at top-level public and private sector managers.

CONCLUSIONS

Although there is a long tradition of Administrative Science in Germany, the roots of an encompassing, interdisciplinary and progressive science of Government have almost been lost in the 19th century. The state and public administration have since been the subject of lawyers. When in the 1960s and early 1970s of the 20th century a small community of reform-minded political scientists and sociologists tried to pull the forgotten threads together, it seemed at first as the reinvention of a new science. Over the years, it became clear, though, that a common theoretical or methodological basis could not be created. Administrative Science kept to be a vague notion of an interdisciplinary approach towards a common subject: the state and public institutions. The two programmes created in the verve of reform euphoria of the late 1960’s and early 1970’s, Speyer and Konstanz, thus kept changing a lot, depending on the academic personnel and their scientific and methodological interests. A stable
factor within these two programmes over the years (and the new programme in Potsdam now) was their effort to supply students with an interdisciplinary training insofar as they got to know the different methodological approaches and analytical viewpoints of Legal, Economic, and Social Sciences. By demanding an obligatory internship and by a number of practitioners teaching day-by-day problems and processes, the practical relevance is definitively larger than in comparable programmes.
As regards the European and/or comparative element, all three are conscious of the growing importance of European issues and the comparative approach to political analyses. They all offer the possibility to specialise in European Affairs, although for students not choosing this focus, those courses are not obligatory. In research, concerning Comparative Public Administration or the EU as a politico-administrative system, there is a number of independent institutions specialised in this field of study.

Nevertheless, the ‘monopoly of jurists’ has not been broken so far, neither in the academic community nor in the civil service itself. Only in the last one or two years opinions changed in public service recruitment offices parallel to the emergence of New Public Management and the need to establish effective controlling systems in the public sector as well. By recognising that a thorough knowledge of the legal basis

<table>
<thead>
<tr>
<th>Institute</th>
<th>Title of the Programme</th>
<th>Degree</th>
</tr>
</thead>
<tbody>
<tr>
<td>Schule für Verwaltungswissenschaft</td>
<td>Verwaltungsstudiengang</td>
<td>Diploma in Administrative Sciences</td>
</tr>
<tr>
<td>Deutsche Hochschule für Verwaltungswissenschaften</td>
<td></td>
<td>Master of Administrative Sciences</td>
</tr>
<tr>
<td>Universität Potsdam</td>
<td>Verwaltungswissenschaft</td>
<td>Diploma in Administrative Sciences</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>University</th>
<th>Number of Students currently enrolled in the Programme</th>
<th>Number of Professors teaching in the programme</th>
</tr>
</thead>
<tbody>
<tr>
<td>Universität Konstanz</td>
<td>ca. 1.000</td>
<td>ca. 20</td>
</tr>
<tr>
<td>Deutsche Hochschule für Verwaltungswissenschaften</td>
<td></td>
<td>ca. 20</td>
</tr>
<tr>
<td>Universität Potsdam</td>
<td>ca. 50</td>
<td>ca. 20</td>
</tr>
</tbody>
</table>
of Public Administration has to be complemented by management skills and a political overview, personnel managers in the Public Sector may soon enough look out for the graduates of Public Administration programmes in Germany.

ANNEX

University programmes only. As the newly established programmes in Berlin, Bonn, Hamburg and Saarbrücken have not started yet by the time of writing and as they were all planning to change programme contents after the first "test-year" (1998/1999), the annex is concentrating on the three programmes in Konstanz, Speyer, and Potsdam.

LIST OF ALL PROGRAMMES IN PUBLIC ADMINISTRATION

LIST OF ALL COURSES TAUGHT IN THE PROGRAMMES

The Grundstudium (Basic Study) in Konstanz is made up of three parts:

1 Introduction to Public Administration, with the following fields of study:
   - Political Theory
   - Introduction to Public Administration
   - The Political System of Germany
   - Administration and Management

2 Related Disciplines
   - Economics
   - Business
   - Public Law
   - Civil Law
   - Statistics
   - Empirical Social Research

3 Extension
   - German Politics
   - Local and Regional Politics
   - Social and Labour Policy
   - International Relations
   - Public Administration and Organisation
   - Administration and Management
   - Information and Communication Technology

Then there are three groups of courses in the Hauptstudium (Advanced Study):

1 Cross-section (all students have to take courses in these fields of studies)
   - Public Finance
   - Other Law Courses needed for the special policy area
   - Empirical Social Research
   - Public Law
   - Statistics

2 Sectoral Focus (students must choose one field of study)
   - German Politics
   - Local and Regional Politics
   - Social and Labour Policy
   - International Relations

3 Functional Focus (students must choose one field of study)
   - Policy and Administration
   - Administration and Management
   - Information Technology and Management

Within this structure, the following courses were being offered 1997/98

Grundstudium (Basic Study)

1 Introduction to Public Administration:
   - Political Theory
   - German Politics

191
Higher Education Programmes in Public Administration

1 Introduction to Public Administration and Organisation Theory
2 Related Disciplines and Methodology:
   - Economics
   - Business
   - Civil Law
   - Methodology of Empirical Social Research

3 Extension:
   - Introduction to Social Policy
   - Introduction to Local and Regional Politics
   - International Politics and Administration
   - Recent Studies in Social Policy
   - Civil Society in the United States
   - The History of International Relations
   - International Politics and Economy
   - Evaluation Interactive and Multilingual Multimedia-Systems

Hauptstudium (Advanced Study)

1 Cross-section
   - Public Finance
   - Labour Law
   - European Law
   - Statistics
   - Critical Review of Empirical Studies in the Social Sciences
   - Administrative Law
   - Social Law
   - International Law
   - Data Analysis
   - Opinion Polling

2 Sectoral Focus
   - German Politics
     - Policy Analysis
     - Lobbying
     - Social Inequality
     - Political Steering and Social Self-Regulation
     - Political Institutions
     - Party Competition and Public Opinion
     - Multimedia: Organisation and Development
     - Drug Policy in Germany
   - Local and Regional Politics
     - Local Government in Germany
     - Infrastructure Policy
     - Spatial Policy in a Federal State
     - Democracy "From Below"?
     - Local Project Management
     - Local Finances
     - Post-Fordist Production Areas
     - The Regional Economy of Post-Socialism
     - Global Cities - Economic Function, Political Conflicts
     - Local Tasks and Local Administration
     - Regional Policy
     - Subsidiarity and Development in the Third World
     - Environment and Economy at the Regional and Local Level
     - Administrative Steering by Contracts
     - Municipal Marketing and Planning
   - Social and Labour Policy
     - Labour Relations
     - Labour Market Policies
     - Social Policy as a Political Decision Process
     - Recent Studies in Poverty Research
     - Labour Markets and Labour Relations in the Public Sector
     - The Welfare State in Historical Perspective
     - Post-War Patterns of Public Policy
     - Labour Market Problems
     - Theories of the Welfare State
     - Social Policy in Comparative Perspective
     - Social Services
     - Social Policy on the Länder Level
     - Europeanisation and German Subsidy Policies Migration
     - The Swedish Welfare State
The Transformation of Welfare States in Central and Eastern Europe

International Relations
- International Co-operation, Regimes and Organisations
- European Co-operation and Integration
- Projects in Technical Aid and Development
- The Role of the State in International Relations
- Enhancement of the EU and the NATO
- International Organisations
- Private Organisations in the
- International Relations
- The Role of the State in International Relations
- The Political Economy of the
- German Asylum Policy
- Civil Society in the Third World
- The Role of the Commission in the
- European Multi-Layer System

Functional Focus
Policy and Administration
- Organisation Theory
- Analysing Politico-administrative Processes
- Theories of Institution-Building
- Public Administration Between Tradition and Reform
- Theories of the State
- Public Sector Reform and Cultural Change
- The Role of Local Administration as Consultant for Local Politicians
- Theories of Public Policy

Speyer
Administration and Management
- Personnel Management
- Guidance and Control
- Crisis and Uncertainty in Organisations
- Teamwork and Social Processes
- Organisational Culture
- Management in Action
- Organisation
- Managing Organisational Change
- Management and Guidance in NGO's

Information Technology and Management
- Information and Communication
- Management
- Data Analysis
- The Information Market

Students get introduced to the basics of Public Administration and the other disciplines. Accompanying those introductions students are asked to choose a ‘Main Focus’ and a ‘Extension’ from five possibilities:

- Personnel Issues
- Planning and Decision-Making
- International Order and Relations
- Organisation and Information Technology
- Finance and Budgeting

The following courses were being offered 1997/98:

Law
- Law-drafting
- German Federalism and European Integration
- Law and the Media
- Law of the Construction- and Planning-Proceses
- Administrative Law
- The European Union After Maastricht
- Problems of Constitutional Law
- European Law Philosophy
- Theories of the State

Public Administration
- Introduction to Public Administration
- Governance in the Reunited Germany
- Virtual Organisations
- Civil Service in European Comparison
- New Law for a Modern Administration
- Developments in the Information Society
- The European Union and Its Member States
- Processes of Parliament

Economics
- Introduction to Economics
- Unemployment and Labour Market Policy
In Potsdam, the Grundstudium (Basic Study) consists of three parts:

1 Core Areas:
- Political Theory and Political Philosophy
- Analysing and Comparing Political Systems
- The Political System of Germany
- International Relations
- Administration and Organisation

2 Extension:
- Public Law
- Business
- Economics

3 Methodology:
- Methods of Empirical Social Science Research
- Languages (esp. English)

The Hauptstudium (Advanced Study) consists of 2 parts:
1 Core Area:
- Institutions and Theories of the State
- International Relations
- Sociology
- Analysing and Comparing Political Systems

2 Focuses:
   either
2a Public Administration
- Government and Organisation
- European Government
- Local and Regional Politics
- Policy Analysis

or

2b International Organisations and Administration
- International Relations Theories
- European Politics and Governance
- International Organisations
- International Policy Analysis

c Extension

In Potsdam, the Grundstudium (Basic Study) consists of three parts:
Within this structure, the following courses were being offered 1997/98: Grundstudium (Basic Study)

**Political Theory and Political Philosophy**
- Political Theory and Political Philosophy
- Introduction to the Theories of the State
- Introduction to Political Sciences
- Constitutional Theory and the German Grundgesetz
- The Ideal Society of Jean Jacques Rousseau

**The Political System of Germany**
- The German Party System
- Introduction to the Political System of Germany (lecture)
- Introduction to the Political System of Germany (seminar accompanying the lecture)
- Political Culture in Germany
- Parties in the GDR and the Transformation of the German Party System
- The Constitution of the Land Brandenburg
- Politics at the Local and Länder Level in Brandenburg

**Analysing and Comparing Political Systems**
- Parliaments and Governments: Germany in an International Perspective
- Comparative Perspectives on Democracy (lecture)
- Comparative Perspectives on Democracy (seminar accompanying the lecture)
- Political Power in Central and South America (lecture)
- Political Power in Central and South America (seminar accompanying the lecture)
- Transformation in the Middle East in the 1990s

**International Relations**
- International Relations – Introduction
- Germany and Poland – Historical Burdens and New Chances
- Theories in International Relations
- Disarmament and Arms Control
- The European Union after Maastricht II

**Administration and Organisation**
- Introduction to Public Administration
- Classical Readings in Public Administration
- Sociology of the Firm (lecture)
- Interest Groups between Government and Administration
- Building the Administration in the New Länder
- Policy and Administration in a Federal State
- Sociology of the Firm – Organisation and Institutions Theory (seminar accompanying the lecture)
- Health Policy in Germany

**Politics and Economics**
- Economics I: The Economic Order, Microeconomics
- Economics II: Macroeconomics I
- Economics III: Macroeconomics II

**Methods of Empirical Social Research**
- Introduction to the Software
- Models and Methods of Data Collecting
- Models and Methods of Data Analysis

**Hauptstudium (Advanced Study)**

*a Core Area*

**Political Theory and Philosophy/Theories of the State and Institutions**
- New Theories of Democracy
- Globalisation and Regional Steering Capacity in Berlin-Brandenburg
- What is Politics?
- European Values and ‘The Clash of Civilisations’
ANNEX 6.3

Political System of Germany
- Institutionalising Remembrance in Germany
- Parliament and Parties in Germany
- Parties in the New Länder

Focus I: Public Administration
- Theories of Public Administration
- Policy Analysis
- Politics, Administration and Citizens
- Public Sector Reform at the Länder Level
- International Experiences with Public Sector Reform on the Local Level
- Organisation Theories
- Media Politics
- German Cities between Global Challenges and Local Change
- Comparing Management in the Private and Public Sector
- Subnational Actors in West Europe

Focus II: International Organisations and Administration
- Subnational Actors in Western Europe
- International Environmental Policy
- Comparing Work and Employment in OECD-Countries

FULL CONTACT INFORMATION ON RESEARCHERS INVOLVED IN RESEARCH ON COMPARATIVE PUBLIC ADMINISTRATION

Institute

Bertelsmann-Stiftung
Carl-Bertelsmann-Str. 256
33311 Gütersloh
Telefon: 05241/817-0
Telefax: 05241/81 66 77

Deutsche Hochschule für Verwaltungswissenschaften Speyer
Freiherr-vom-Stein-Straße 2
67346 Speyer
Telefon: 06232/654-0
Telefax: 06232/654-208

Europa-Institut
Sektion Rechtswissenschaft or Sektion Wirtschaftswissenschaft
Universität des Saarlandes
Postfach 151150
66041 Saarbrücken
Telefon: 0681/302-3653
Telefax: 0681/302-4369

Europa-Kolleg Hamburg
Aufbaustudiengang Europawissenschaften
Windmühlennweg 27
22607 Hamburg
Telefon: 040/82 272727
Telefax: 040/82 14 65

European Centre for Comparative Government and Public Policy
Rheinbabenallee 49
14199 Berlin
Telefon: 030/841 751-0

Contact (chosen by the author)

Dr. Marga Prölßl
Professor Dr. Heinrich Siedentopf
Ass. Julia Legleiter
or Dipl.-Kfm. Andreas Johann
Professor Dr. Thomas Bruha
Professor Dr. Joachim Jens Hesse
Public Administration Programmes in Germany

Telefax: 030/841 751-11

FernUniversität Hagen
Feithstraße 140
AVZ II
58084 Hagen
Telefon: 02331 / 987-4843
Telefax: 02331 / 987-4845

Hochschule für Wirtschaft und Politik
Schwerpunkt Public Management
Von-Melle-Park 9
20146 Hamburg

Humboldt-Universität zu Berlin
Philosophische Fakultät II
Institut für Sozialwissenschaften
Lehrstuhl für Verwaltungswissenschaft
Unter den Linden 6
10099 Berlin

Institute
Martin-Luther-Universität Halle-Wittenberg
Institut für Politikwissenschaft
Emil-Abderhalden-Str. 7
06108 Halle
Telefon: 0345 / 5524-211
Telefax: 0345 / 5527-145

Max Planck Institut für Gesellschaftsforschung
Lothringer Straße 78
50677 Köln
Telefon: 0221 / 336 05-0
Telefax: 0221 / 336 05-55

Universität der Bundeswehr Hamburg
Holstenhofweg 85
22043 Hamburg
Telefon: 040 / 65 41-1
Telefax: 040 / 653 04 13

Universität Konstanz
Fakultät für Verwaltungswissenschaft
Postfach 5560
78434 Konstanz
Telefon: 07531 / 88-3684
Telefax: 07531 / 88-4411

Universität Potsdam
August-Bebel-Str. 89
Postfach 900 327
14439 Potsdam
Telefon: 0331 / 977-3241
Telefax: 0331 / 977-3302

Universität zu Bamberg
Kapuzinerstr. 16
96047 Bamberg
Telefon: 0951 / 863-0
Telefax: 0951 / 863-1005