Teaching Ideas and Principles of Public Administration: is it possible to achieve a common European perspective?

Bernadette Connaughton¹ and Tiina Randma²

Introduction

It is difficult to speak of a European ‘mode’ or ‘model’ of Public Administration (PA) teaching. In regard to the existence of a well-developed European concept of public administration, Rutgers and Schreurs (2000: 621) note that public administration is still primarily a national undertaking and also conceptualised as such. What is more, there is almost no European (regional) study of public administration: the starting points are still very much national. “What public administration refers to in the European ‘space’ remains something to be discovered”.

SIGMA paper number 27 ‘European Principles of Public Administration’ is an attempt to identify the principles of administration shared among EU Member States. These principles are derived from the standards that underlie administrative law in most EU Member States and from the decisions of the European Court of Justice. The employment of these principles also creates standards to which the candidate states are expected to conform in order to align their public administrations to those of the EU member states. Although the Treaties of Rome, its subsequent revisions and EC secondary legislation do not provide a specific model of public administration to be set up by the EU Member States, the issue of a common administrative law has been a matter of debate since the outset of the European Community. Over time, a general consensus on key components of good governance has emerged among democratic states. This result of a long political evolution has led to some consensus in establishing principles for public administration shared by the EU Member States with different legal traditions and different systems of governance (Rutgers and Schreurs, 2000: 623). The main administrative law principles common to Western European countries are discussed as follows:

1. Reliability and predictability (legal certainty or judicial security)
2. Openness and transparency
3. Accountability
4. Efficiency and effectiveness

(SIGMA Paper No. 27, 1998: 8-14)

These shared basic public administration values and principles are deemed to have led to some convergence amongst national administrations. The European Administrative Space (EAS) represents an evolving process of increasing convergence between national administrative legal orders and administrative practices of member states. The EAS concerns basic institutional arrangements, processes, common administrative standards, civil service values and administrative culture. In addition, the extent to which the above-mentioned principles are present in the regulatory arrangements for public administration, and are respected and enforced in practical life, gives an idea

¹ Department of Government and Society, University of Limerick, Ireland
² Department of Public Administration, University of Tartu, Estonia
about the capabilities of the candidate countries to implement and enforce the *acquis communautaire* in a reliable way. Hence, in relation to our opening comment, “it is difficult to speak of a European model of Public Administration teaching”, the EAS, albeit a metaphor, signifies a convergence and states the basic values of public administration as a practice and profession in Europe. However, how do such developments in Europe enable us to interpret and develop Public Administration as a discipline and subject of teaching in higher education?

Mosher (1982:27) doubts that there is any element in an evolving administrative culture more significant for the nature of the public service than the education system, both formal and informal, by which are transmitted public service ethos, frames of reference, and knowledge. Therefore, the nature and quality of the public service heavily depends upon the nature and quality of the system of education. While education determines, augments, and limits the potential of public administration, public policy to a great extent determines, augments, and limits the potential of education. The education system has to respond to the demands of public administration while shaping the nature of that administration. Hence, the drive towards Europeanisation of public administration as a profession, as a result of the emerging EAS, should be reflected in academic programmes. As a second element, the creation of new Public Administration programmes in the states of Central and Eastern Europe could give the discipline a further impetus to develop its own identity and approach. These developments have created a momentum for the development of academic programmes of a European character, which could eventually lead to the development of a specific strand of public administration teaching and research, based on European realities.

**Analysis of PA Programmes in Europe**

The above statement is one of the main conclusions drawn from two inventories of Public Administration education in Europe, carried out by the SOCRATES-sponsored Thematic Network in Public Administration (TNPA). The two inventories analysed the general composition of PA programmes and to what extent the European dimension of PA studies was included in core curricula and compulsory courses.

The inventory of programmes undertaken in the EU states and Norway illustrated that the European dimension of public administration education is underdeveloped at the present time, and that very few universities have courses on European integration and comparative public administration in their core curriculum. In general, the European perspective is hardly developed at all in Southern European states. Toonen and Verheijen (1999:396) argue in their conclusions that whereas “in public administration institutions ‘Europeanisation’ is an established fact, the ‘Europeanisation’ of Public Administration education has scarcely begun”. In relation to the states of Central and

---

Eastern Europe, an inventory undertaken in cooperation with NISPAcee, indicates that since 1989 the development of PA programmes has stimulated a gradual reaction to the importance of the European dimension through the inclusion of a limited, though increasing, number of European and comparative courses in the curricula. Newland, Jenei and Suchorzewski (1999) also note that PA programmes are increasingly impacted by EU expectations. However, this evidence remains in contrast to the developments in the administrations of the EU Member States where daily governance and administration is increasingly influenced by European decisions. In addition, the recognition of adequate administrative capacities as a key requirement for EU membership is an important rationale for the continuing development of PA programmes in CEE states.

**Teaching Ideas and Concepts in Public Administration**

The TNPA working group in East-West Relations aims to continue this analysis of PA education in Europe and focus on the question “What is European Public Administration?” The aim of the group is to stimulate convergence and foster an East-West perspective in PA teaching.

Raasdschelders and Rutgers (1999:32) note there is no European study of Public Administration: there is a multitude of national studies of public administration. Public Administration education in Western Europe does not constitute a ‘regional’ model of its own due to the variations in administrative culture and the stronger dominance of a legal orientation and analysis of the use of public power in Southern Europe in comparison to Northern Europe, and across the English Channel to a British tradition of pragmatic analysis. Moreover, in commenting on public administration in the United Kingdom, Pollitt (1996) states that UK academic public administration is still more that of a North American satellite than a core European state (Pollitt, 1996: 81). It may be argued that European integration is a potential unifying measure also in Public Administration education.

Public Administration is generally perceived to be a young discipline, although elements of modern PA programmes have been taught under other disciplines for a considerable time. Stillman (1999) refers to the irony of Public Administration, or as he refers to it - “administrative sciences”, in Europe. “In Western Europe, the ‘resurrection’ of administrative sciences dates mainly from the postwar expansion of the welfare states, and hence, it is a relatively young field of science (Stillman: 1999:5) The Western European countries have developed the academic field of Public Administration for the past four decades (e.g. in Italy, Finland, Germany, Belgium and the UK, new programmes in PA were established between 1955 and 1970), although in some European states PA does not (yet) exist as an independent institutionalised field of study (see Toonen and Verheijen, 1999). The development of PA as a scholarly field in Central and Eastern Europe (CEE), however, was embarked upon at the beginning of the 1990s without the ‘traps and bindings’ of old traditions and

---

presumptions. Therefore, it is interesting to observe the identity of PA as a discipline in the development of new PA curricula in CEE countries. During the Communist era, all social sciences were severely underdeveloped and Public Administration education and scholarship did not exist in the Soviet Union and most Eastern European countries. Since the commencement of the 1990s, much effort has been employed by CEE states to establish new democratic structures, including the development of a responsive, transparent, professional and efficient public service. Following the political changes at the end of the 1980s and the beginning of the 1990s, it was necessary to fortify and build the legal, political and economic structures required by new democratic and independent states. In this respect, the development of those countries that belonged to the Soviet Union was different from those Central and Eastern European countries that already possessed the attributes of independent statehood (Randma, 2001). The process of state building required know-how and experience that was not in existence within these states and as a consequence the education of public servants became imperative. It may be noted that it was often the case that the development of PA programmes was based on the enthusiasm of individual scholars as opposed to government policy.

Against this background, it becomes apparent that the approach taken to teaching ideas and concepts of public administration will vary within Europe. The difference in public administration practice and education is dependent on various factors. We have identified three fundamental issues below that form a basis for the understanding of the discipline of PA, and which have either directly or indirectly influenced the curricula of PA in individual European countries.

1. **Concept of the state / state tradition**

Public administration in Western Europe is rooted in a strong state tradition, contrary to public administration in the United States. Rutgers (2001 : 228) notes that just as the concept of the state provides unity as a basis for social integration, it provides a framework for conceptualizing the academic discipline of Public Administration. Public administration has to keep the state going and exercise its public authority.\(^5\) Hence, in order to understand the ‘European’ approach to Public Administration one has to address the development of the study in relation to the development of the state. However, the diversity of Western Europe in terms of tradition – Anglo-Saxon, Napoleonic, Germanic and Scandinavian – illustrates Stillman’s comments (1999: 252) that “while a definition of state is indispensable to comprehending European Public Administration, there is no one type of European state that defines uniformly its administrative sciences.” This inevitably results in considerable differences among the national styles of Public Administration thought.

Traditionally, to work in the public sector required a particular commitment to public service and it was accepted that the attitude to work related duties involved more than meeting a specific goal or deadline. An analysis of changes in society and of the dynamics of the public sector is necessary to judge whether the classical values

---

\(^5\) Rutgers also notes that the centrality of the state in European public administration also defines how we think about Public Administration. He illustrates his point through reference to literature and the topics and concepts used by authors both sides of the Atlantic. For example, he notes that in the 1995 edition of *The Politics of Bureaucracy* by B. Guy Peters, not a single reference to the state is made in the introduction to the book.
attributed to civil service still apply. For example, Stevens (1995:13) in his study of the British civil service claims that the present generation of recruits does not have the same commitment to the public service as their predecessors who are now in senior positions. We assert that academic programmes in Public Administration should attempt to address such changes in society.

The commitment and loyalty of public servants cannot be taken for granted, especially in countries with no long state tradition and which have a short experience of democratic governance. In CEE, one of the principal problems stems from the convention of failing to make the appropriate distinctions between civil servants and other types of employees. During the Communist regime, the notion of civil servants carrying out the powers of the state under law and under an inherent responsibility had no impact on the regulation of employment conditions for this group of employees as civil servants were subject to the general labour codes. The appropriate mechanisms to protect civil servants from party-political interventions were lacking and this, in turn, created a distrust and even hostility towards the state apparatus from the citizens.

Drechsler (2000:267) argues that “the fundamental challenge to Central and Eastern Europe is still a restoration or (re)creation of the positive concept of the state”. The missing positive concept of the state and the insufficient state identification on the part of citizens leads to serious problems, which include unattractiveness of the civil service career, the lack of loyalty of the citizens to the government or true respect for legal or administrative decisions. The administrative culture, the attitudes and ethics of bureaucrats are highly dependent on tradition. These characteristics are very difficult to change and change cannot be easily implemented. In CEE, any state matter, and particularly public administration, usually suffers from the legacy of a justifiably bad reputation of the state in the Communist regime. Drechsler (ibid.) concludes that “many, if not most, of the problems facing Central and Eastern Europe right now are therefore related to questions of what the state is or should be.” The impact of state tradition and the development of solid principles of public administration are, as previously noted, established in Western Europe as a result of a long political evolution.

The perception of difference in state traditions and the concept of the state in various European countries have a direct impact on the development of PA curricula. In the countries with long and ingrained state traditions, skills training can receive a greater emphasis in PA curricula, whereas PA education approaches in CEE countries should, in addition to skills development, specifically focus on the role of civil servants in society and on the very basic values of a contemporary civil service. Therefore, in order to achieve basic competences for civil servants, it is necessary that civil servants know what they are doing and why, and with which phenomenon they are actually dealing with. Drechsler (2000:273) argues that “in our complex, rapidly changing times all one can do, yet what one must do, is to strive for a learned, creative, adaptable yet intellectually secure public administration professional who is aware of the basic questions and therefore able to address the day-to-day ones once they pose themselves, often in unforeseen forms.” Consequently, students of PA should understand the notion of the European Administrative Space and internalise its values, thus enabling them to apply this into practical solutions once they leave the academy.
2. The identity of Public Administration as a discipline
The identity crisis of the academic discipline of Public Administration and the "battleground of administrative theory" has been discussed on both sides of the Atlantic since World War II. Raadschelders (1999: 282) comments that from an academic point of view the crisis concerns the question: is Public Administration a unified, coherent study sufficiently independent from other studies? He further remarks that given PA as a study must draw upon a variety of approaches to understand public administration, then PA cannot be anything but a differentiated study and that continuous crisis is, in fact, its identity. Denhardt, writing in 1990 on the state of the discipline, indicates that Public Administration theory draws its greatest strength and its most serious limitation from this diversity. On the one hand, Public Administration theorists are required to understand a broad range of perspectives relevant to their theory building task. On the other hand, the diversity of Public Administration often means that the field lacks a sense of identity (Denhardt, 1990: 43). Raadschelders further notes that in organizing the study of Public Administration we ought to consider what government is and reflect about its core functions (the governance of society). It is from this basis that we can start to develop a coherent study of PA (Raadschelders, 1999: 285).

The development of PA as an independent academic field of study in CEE countries enables us to undertake a fresh perspective of the identification of the discipline. Under the Communist regime two orientations prevailed, namely Marxist theory of 'scientific socialism' and a continental law approach taught in law schools geared to state regulations. At the beginning of the 1990s, the term 'public administration' was quite unknown and neither had it been translated into several CEE languages. One example of this is cited by Newland, Jenei and Suchorzewski (1999: 221) in relation to Hungary, where no expression for public policy even existed in the Magyar language. This demonstrates that the introduction of PA curricula has required lots of thought and explanation as to what the field of Public Policy actually is, and whether it is a serious scholarly field at all. The focus of PA as an academic discipline has very much depended on the background and orientation of the academic community leading PA research and teaching in their particular countries. As the field has been developed and transformed during the 1990s, individuals, not governmental objectives or structures have designed the identity of PA in the various CEE countries. It may be argued that this is also a feature of the discipline in Western Europe. For example, Pollitt (1999: 132) comments that the survival of Public Administration as a distinct field of study will depend (as in the past) on the ability of at least some of its academics to develop techniques, concepts, rhetoric and vision which are of perceived use to governments and public servants.

The discipline of Public Administration, 'government in action', is therefore academic and professional at the same time. This can easily raise the question whether PA education should be more skill-based or 'technocratic', on one hand, or addressing more fundamental values of public administration, on the other. Public sector goals can be conflicting by combining values which in their transfer to concrete policy proposals may tend to be contradictory. For instance, several 'democratic' goals such as representativeness, transparency, equal opportunities, equal access to services, citizen participation in decision-making etc. may be conflicting with more 'technocratic' goals such as efficiency, effectiveness, value-for-money or fast decision-
making. This kind of contradiction can be especially hard to understand in CEE
countries, where the above-mentioned democratic principles are not as ingrained and
broadly accepted as in countries with long democratic traditions, and where limited
resources put pressure on governments to follow ‘technocratic’ goals. The dilemma of
democratic versus technocratic goals may, in turn, affect the way the discipline of PA
is perceived and developed in particular societies.

Finally, it is obvious that the Europeanisation of public administration will substantially
change not only how the public administrations work in Member States but also the
identity of the field of PA as an academic discipline. If Public Administration wants to
be in line, or ideally, ahead of the developments in public administration practice, it has
to take into account the European context in the research and teaching of each sub-
field within Public Administration.

3. Disciplinary, interdisiplinary and multidisciplinary character
It is clear that Public Administration has its roots in and draws upon other studies and
disciplines. Raadschelders (1999) observes that there are at least two reasons the
development of a unified body of theory is prohibited for PA: its multidisciplinary and
interdisciplinary nature and the continuous changing nature of government and
government-society relations (Raadschelders, 1999: 298). Public Administration in
Continental Europe has predominantly been a legal study. The key theoretical concept
in teaching administrative law has been the concept of the state and its authoritative
power over citizens. Following the World War II and the development of the welfare
state, other disciplinary perspectives entered the study. The complexity of the
demands of the welfare state and the diversity of policy to implement it required a
variety of instruments and methodologies to supplement legislation. The French,
Germans, Italians, Dutch and the Scandinavians developed a conception of PA with its
intellectual roots in philosophy, law, sociology, economics, political science, history
and so forth. This marked a resurrection of the separate study of PA in the form of a
more social science oriented field of study. Toonen and Verheijen (1999) argue that
interdisciplinary academic programmes in PA are programmes in which PA is studied
from the integrated viewpoints of different disciplines, generally those of Political
Science, Law, Economics and Sociology, with Public Administration being the core
subject of the programme. Since the 1970s the ideas of New Public Management and
the trend of ‘doing more with less’ in government have become established, and many
countries have included management and business administration perspectives to
Public Administration education. For example, Rhodes (1996) argues that British
Public Administration has turned its attention more and more toward organisation
theory, policy analysis, state theory, rational choice and public management.

---

6 It is relevant to distinguish between multidisciplinarity and interdisciplinarity. Both concepts refer to a certain
degree of coherence within a body of knowledge, but neither constitutes an autonomous discipline. In the case of
multidisciplinarity, this coherence emerges only as a result of focus on the same research topic (e.g. sociology of
government or the politics of government). Coherence in the case of interdisciplinarity is based on an exchange
of insights: when the research in a study uses insights, concepts, theory of other related disciplines. Multidisciplinarity is predominantly a problem of practical and methodological nature. What makes Public
Administration distinct from other academic pursuits with an interest in government, though, is the
interdisciplinarity with which it can approach its core object of study: the what, who, why, and how of public
decision making about collective issues as approached from a variety of relevant bodies of knowledge in the
attempt to acquire higher understanding (Raadschelders, 1999: 296).
Drechsler (2001) relates the study of Public Administration to the future of the classic German concept of *Staatswissenschaften*. *Staatswissenschaften* means that there are certain specific fields of scholarly inquiry and higher education that relate primarily to the state. By relating “primarily”, it is meant that this relation is so important that it is deemed sensible to group them administratively and disciplinarily together according to this focus, or from different perspectives on the same issue in order to achieve a synergetic effect. According to Drechsler (2001:106), for *Staatswissenschaften*, these disciplines usually include the core Public Administration, Public Law, Public Economics, and Political Science. European countries have addressed the combination of the above-mentioned fields differently, by emphasizing different fields. The EU context is supposed to be horizontally integrated into all the above-mentioned fields. Moreover, according to Drechsler (ibid.), the study of the European Union belongs to the concept of *Staatswissenschaft* as well.

Mosher (1982:237) argues that the interdisciplinary and inter-professional approach is no longer a mere academic curio, an interesting but dilettantish experiment. In today’s world this is deemed to an absolute necessity, for no discipline or profession, can handle even its own problems by itself. The interconnection of social problems and the interdependence of disciplines in dealing with them are two sides of the same coin. However, Mosher realises that despite the growing specialization of PA education, there remains the need for broader liberal arts curriculum analyzing the context within which each specialization operates.

Building upon the partnership with other disciplines has offered a challenge for PA academics and practitioners in CEE countries. The legacy of the Communist history is perhaps most visible here. On one hand, the transfer from a one-sector economy to a multi-sector democratic society has encouraged new sectors and fields in society to emphasize their particular identity and leave different partnerships in the shadow. The same concerns academia: as a consequence of the underdevelopment of social sciences and the lack of tradition of interdisciplinary studies during the Communist era, the newly created individual disciplines have often been developed into individual inward-looking ‘kingdoms’ with the aim to concentrate resources and build up the identity of these new fields. In addition, the frequently reported lack of qualified PA professors in CEE hinders the development of a balanced curriculum. That is why the true interdisciplinarity and collaboration between different sectors and fields is still to be achieved in CEE countries.

**PA education in individual European countries**

Amongst the TNPA East-West group’s activities are a series of pilot reports on course design to approach building a pan-European approach to Public Administration teaching. One of the modules for selection is that of Ideas and Concepts of PA. The aim is to develop a curriculum that reflects European values and approaches.

The objectives of this study are to:

---

7 Namely, the introduction of students to the fundamentals in PA i.e. constitutional, institutional, political, and social environment in which public administration occurs and introduces students to the important theories, concepts, functions, and issues in the discipline of public administration.
Examine curricula in order to obtain a more detailed overview of how ideas and concepts in PA are taught across Europe (in both undergraduate and graduate programmes)

To further examine syllabi and course contents and identify ways of developing a European dimension to this core area of teaching i.e. identify theoretical work and other literature that is considered “core” in individual states but for several reasons (e.g. language) is not widely available or utilised in a European context, but nonetheless constitutes an input to the discipline

It is important to note that:

- The focus of the TNPA national reports undertaken during 1998-2000 is on comprehensive accounts of the development of PA programmes within the national context with specific reference to courses with a European and comparative dimension. The reports list courses but the references to theory courses are vague and there are also very limited references to the national literature.
- To date some literature on the debate in relation to the existence of PA as a coherent study has been identified (above).
- Reference to the European dimension in PA
- A short, preliminary mapping of the focus of teaching ideas and concepts in PA in several European states with reference to national literature where the information was possible to obtain (below). Further information on Belgium (Flemish case) has been obtained from Dr. Marleen Brans and Christophe Pelgrim, University of Leuven and on teaching ideas and principles of Public Administration at the Faculty of Law, University of Belgrade from Alexandra Rabrenovic, University of Glasgow.

BELGIUM

- PA a relatively young field of study, rooted in Law, but with a new generation in Political Science and Sociology (Beyers and Plees, 1999)
- Teaching of PA is located within Political Science departments as a major in the four year PA degree. Only the ‘Hogeschool’ Gent (polytechnic) offers a full fledged four year PA degree. Several universities offer PA degrees at a postgraduate level and this is likely to be extended under the future BAMA curricula reforms
- PA curricula has considerably developed since its original administrative law focus and has gradually come to include core courses on management and public policy
- Course contents – principles and frameworks: the principles taught in PA courses include values that are located at both sides of the dichotomy politics and administration, although some management masters may emphasise the three E’s (efficiency, economy and effectiveness) more than the three P’s (politics, power and participation). Programmes all address the more classic administrative law principles of legality. Newer curricula development include courses that study the changing nature of state intervention and governance; i.e. interactive policy-making and steering.
- As to meta-theoretical frameworks, a rational choice perspective is rather limited in Flemish PA teaching. Explanatory frameworks will more generally
rely on organisation theory and on, although not always explicit, historical institutionalism.

In the last decade several universities (Leuven, Antwerp, Free University of Brussels, Catholic University of Brussels) make use of an interuniversity edited textbook on public administration in Dutch (Flemish): Maes, R. and K. Jochmans (1996) *Inleiding tot de bestuurskunde*. Brussels, STOHO. This introduction to PA covers a wide range of core subjects. Volume one covers the disciplinary and methodological development of PA. Volume two addresses the societal and political environment of public administration. Volume three finally covers the organisation of p.a. and the role of specific societal and organisational actors within the system of government.

**BULGARIA**

- PA programmes started to develop in the mid-1990s, firstly in newly created private universities later followed by state universities. 15 academic degree programmes were operating in Bulgaria in 1999
- the development and delivery of PA programmes have been strongly influenced by the requirements of the Bulgarian state and other legal regulations regarding the discipline. The state requirements foresee the interdisciplinary character of PA curricula by mixing of the courses of Law and Economics with governance-related courses. The interdisciplinary approach is followed at Sofia University and the New Bulgarian University.
- PA was first developed in Bulgarian business schools, which influenced the identity of the field. Most of the PA programmes are located in the departments of Economics, Business or Management, and follow their curricula to a great extent, whereas the others located in Law schools have a strong focus on legal studies.
- The first Bulgarian textbook for PA was published in 1998 by Professor Emil Knave “Public Administration”. The early development of PA programmes in Bulgaria is described in William W. Boyer (1996) “Public Administration Issues in Bulgaria”.

**CZECH REPUBLIC**

- Development of PA as a major field of study started after the political changes in 1989 when the universities begun offering programmes in “Public Administration and Regional Science” or “Public Economics and Public Administration” despite the fact that the historical development of PA has been within the faculties of law of the country.
- PA programmes are mostly taught within the faculties of Economics or Management, which influence their respective curricula (e.g Brno, Pardubice, Prague University of Economics), with a few exceptions where the PA programmes have broader social science focus (e.g. Charles University).
- Czech programmes in PA have a well-developed European dimension in PA education.
- the role of universities in the pre-entry preparation of public servants is fully recognised by the government and universities are actively involved in training existing public servants
DENMARK
- PA is a relatively new academic discipline
- Introductory courses to PA have an emphasis on how the machinery of government works, centrality of organisation theory and recent waves of administrative reform (Jensen, 1999)
- The dominant theoretical contributions to courses are rational choice theory (Dunleavy’s bureau shaping model), Fritz Scharpf’s game theory and rational choice institutionalism (Elinor Ostrom and Kenneth Shepsle).

ESTONIA
- Development of independent PA programmes started in the first half of the 1990s in public universities, later followed by a few private universities.
- PA programmes have taken a broad social science approach by combining different fields such as Political Science, Law and Economics into an interdisciplinary curriculum. In a few cases PA programmes are more affected by the neighboring curricula of Business Administration or Economics.
- Textbooks and lecture compendiums consisting of articles in English are widely used. A few PA books have been translated into Estonian language, there are no original high quality PA books on the Estonian PA. A compendium of translated PA articles edited by Prof. Wolfgang Drechsler (1997) “Foundations of Public Administration: Selection of European Essays” is used as a basic textbook. This book contains the fundamental articles of PA history and theory by Max Weber, Hans-Georg Gadamer, Lorenz von Stein, David Beetham, etc.

FINLAND
- The field of PA is rather fragmented and there are several models for teaching PA. It forms a separate major subject at four Finnish universities – Tampere, Abo Akademi, Vaasa, Lapland (Sandberg, 1999).
- A number of courses on Theory of Administration/Administrative Science (Tampere, Vaasa, Kuopio, Lapland)
- There are very few domestic books written originally as textbooks for students of PA. An exception is a textbook on administrative science which underlines the generic nature of PA and is written by Ari Salminen (Vaasa). The ambition of the book is to cover the most important theoretical and practical issues in administrative science.

FRANCE
- The development of administrative science in France is inextricably linked to a particular French model of the state. The uniqueness of the state in France rests on the combination of two phenomena : the social autonomy of the state and the social supremacy of the state (Chevalier, 1996 : 69)
- Influenced by administrative law as PA studied through the prism of legal texts
- In the 1960s, the legal, the managerial, and the sociological models in which PA was grounded in France were tearing the study apart. This period of doubt had come to an end by the late 1980s, thanks to the emerging paradigm of public policy. In conclusion, PA remained wedged between legal dogma, public management theory, and political science and thus has difficulty staking an exclusive claim of its subject of interest (Raadschelders, 1999: 70).

GERMANY
- Teaching PA in Germany is denoted by the different conceptions of administrative science (Dose, 2000)
- PA programmes dominated by judicial thinking and methods
- Focus on historical bases of state, public law, institutions, legal system and their analysis
- Konstanz and Potsdam have similar programmes emphasizing a broader social science approach
- Speyer – multi disciplinary approach
- Significance of theories of administrative reform and NPM development?

HUNGARY
- Hungary is one of the few CEE countries that developed PA as an academic discipline also during the Socialist period. This happened mostly in the Law schools under the discipline of administrative law. In 1978, the College of Public Administration was created which up to now awards Bachelor’s degrees in PA and which involves also other disciplines but Law into its programme.
- Since the 1990s, the two main tendencies in the development of PA have been visible. Firstly, administrative law continued to be a disciplinary domain for PA programmes. Secondly, different other foci to PA programmes were observed, including Public Management, Political Science, Economic, Public Policy etc. (e.g. BUspa – Budapest University of Economic Sciences and Public Administration).
- Graduates of Law are still considered the most qualified candidates for public service career. The overwhelming majority of PA programmes are taught within Law schools. The law-oriented curricula remain country-specific, thus rarely including comparative and EU courses.

IRELAND
- Number of programmes growing but with greater emphasis on public policy (NUI Galway, UCC) and public management (Institute of Public Administration, Dublin)
- Courses on introducing students to theory and concepts in PA are almost wholly reliant on teaching material / literature from the UK and the US in particular
- Literature by Irish academics is oriented to introducing students to the civil service, organization and machinery of government, specific policy areas in an Irish context and public management
ITALY
- Studies in the field of PA in Italy have traditionally been influenced to a large extent by the juridical culture prevailing in Italy until recently, both for historical reasons and because juridical knowledge (namely administrative law) was required for recruitment at the higher levels of the public sector. Only in the last three decades has PA began to be analysed through the theoretical lenses offered by the social sciences (Political Science, Sociology as well as Economics and Management)
- Status of such disciplines has considerably suffered from the prevailing juridical orientation of the administration itself
- A basic textbook used in policy analysis courses is Dizionario di Politiche Pubbliche edited by G. Capano and M. Giuliani containing a discussion of some hundred fundamental terms used in policy studies, from advocacy coalitions, to ‘valutazione’. The first part of the volume by Bruno Dente, Politiche pubbliche e pubblica amministrazione is also used since it offers a theoretical introduction to policy studies insofar as it discusses the relationship between political science and policy analysis, and the approaches to the study of policy decision-making and implementation, as well as aspects connected to administrative management.

LATVIA
- The first Department of Public Administration was opened at the University of Latvia in 1994. In addition, there are BA and MA programmes in “Regional Development and Administration” at the Latvian University of Agriculture. In both cases, the PA programmes are based in faculties of Economics (and Management).
- PA programmes in Latvia predominantly focus on managerialist approach to PA strongly influenced by the Anglo-American experience.

LITHUANIA
- The founder of the modern PA programmes in Lithuania has been the Kaunas University of Technology (KTU) where the PA programmes were launched in the mid-1990s.
- The first PA programme at KTU has followed an interdisciplinary approach to PA, whereas the other programmes have a strong emphasis on Political Science (e.g. Vilnius University) or Law (Vytautas Magnus University).

NETHERLANDS
- The first autonomous degree programme commenced at Twente University.
- Usually four disciplines constitute the basis of public administration degree programmes: Political Science, Sociology, Law and Economics. At the various universities different levels of integration of these mono-disciplines can be found in public administration curricula.
- A number of texts are available in the national language on the development and positioning of PA studies, institutional system and public policy
- Courses focus on policy process and policy analysis, decision-making, organization and management of public sector organizations
- In addition courses offered on PA curriculum may reflect new trends in Dutch PA practice and science: such as NPM, policy network theory and policy design (Lips, 2000)

NORWAY
- PA has fragmented origins in organizational theory, political theory and empirical research. The fragmented character is perceived as a strength and challenge for the discipline (Fimreite, 1999)
- Undergraduate courses focus more or less exclusively on organizational theory, political theory and administrative practice (central and local) with rather separate syllabi
- Orientation deemed to be more towards research than to educating civil servants
- The connection to public policy is strong in Norwegian research and teaching in PA and emphasizes links between theories in relation to, on the one hand, administrative practice and administrative institutions, and political and democratic theories on the other (March, 1997)
- \textit{Politisk Organisering} (Political Organisation) by JP Olsen (1978) is a principal textbook. This book introduces organizational theory as a vehicle to understand democracy, bureaucracy and corporatism.

POLAND
- During the Communist regime, some PA-related courses were taught at the Law schools. This has left a legal flavour to the discipline of PA.
- The key player in the Polish PA education is the National School of Public Administration that was launched in 1990.
- Polish PA programs can be divided into two strains according to their dominant disciplines: firstly, there are law-based programmes, and secondly, PA education is also provided in the faculties of Political Science.
- PA programmes in private universities are taught from a legal perspective but they are more interdisciplinary in nature.

ROMANIA
- The need for PA education was not acknowledged prior to 1989.
- The Romanian administrative and educational systems were, for a long time, influenced by the legal tradition, and law-related courses have heavily influenced the field of PA.
- The Ministry of Education stated in 1999 that the curricula of the PA schools would be built on four domains: administrative sciences, law, economics, and social and political sciences. Currently PA programmes are offered by the following faculties: law, economics, political science, history and philology. There is a clear tendency from law-related curriculum to interdisciplinarity. However, Law still dominates most PA programmes.

SLOVAK REPUBLIC
- In 1977, the first faculty designed to educate individuals for public service was established in Banská Bystrica. It was further developed by 1986 when the curriculum of “Economics of Non-Producing Services and State
Administration” was launched. It remained a unique institution offering PA education until 1989.
- Most PA students participate in programmes developed on the basis of Economics and Management.

SLOVENIA
- The Slovenian School of Public Administration was established already in 1956, which is a clear exception to the practices of the other CEE countries. By now this school is a part of the University of Ljubljana, and it is the only one in Slovenia which offers a curriculum in PA.
- Historically, the dominant field in the PA curriculum has been Law. Such a focus has gradually changed, while course of Economics and Organization Theory have been included into curriculum by giving it a more interdisciplinary perspective.

SPAIN
- PA is traditionally dominated by historical and legal studies and methods. The emergence of a scientific approach dealing specifically with PA (“technocratic reforms”) dates from the late 1950s. In recent years the efforts of a small but active number of scholars has established PA as a discipline. The landscape of Spanish Ciencia de la Administración is now comparable with that of neighbouring continental countries which originally influenced its form (Molina and Colino, 2000)
- The earliest Spanish textbook devoted to PA and demarcating the subject matter of the discipline is Curso de Ciencia de la Administración (Baena, 1985). Baena del Alcázar is deemed to be the first scholar who began breaking with the formalism of legal approaches and defining PA as an autonomous field.
- The appearance at the end of the nineties of several textbooks and teaching materials reflects potential areas that demand much greater and more systematic attention from the profession such as the comparative dimension of theorizing (Olmeda and Parrado 1999, Ramio, 1999) [Molina and Colino, 2000]

SWEDEN
- Public Administration is viewed as a sub-discipline of Political Science and is generally taught within Political Science programmes
- Several courses on relations between politics and administration
- Textbooks e.g. Politics as Organisation by Bo Rothstein views the basic problems of administrative policy. The introduction states that political processes and systems cannot be understood if the structure and functions of the public administration are excluded

UKRAINE
- Modern PA programmes were established shortly after Ukraine gained its independence in 1991. In early 1992, President of Ukraine issued a decree establishing the Institute of Public Administration and Local Government of the Cabinet of Ministers of Ukraine (later called Academy of Public Administration). Experience of different Western countries was taken into
account in building up the MPA programme. A direct relationship with public authorities was seen as an important prerequisite for training a new generation of public servants. Such relationship ensured financial support for the institute and employment of graduates in the governmental structures. In 1995, four regional branches of the Academy were established.

- The MPA programme of the Academy is interdisciplinary by its nature including various subjects of social sciences, economics, and management, whereas the weight of the management classes is the highest. The Academy is currently going through the shift from more general curriculum into specialisation within the broader subject of PA. The fields of specialisation include economics and finance, law and legislative processes, social policy, health care management etc.

- The Academy has a publishing programme that aims to provide modern teaching materials for PA programmes and practicing civil servants.

UNITED KINGDOM

- In the late 1960s and 1970s the teaching of Public Administration as a sub-discipline of Political Science was complemented by the emergence of specialist vocational undergraduate programmes. When student demand declined, those that have remained have been redesigned as public policy programmes or public management programmes (within business schools).

- Public administration theory is viewed as the work of professors at ‘old’ universities who display little interest in linking their theoretical work to methods for teaching the subject or of the needs of practicing administrators for specific training or advice (Pollitt, 1996: 86).

- In the 1990s British Public administration has lost its coherent identity, has not found a new role, and is losing its institutional base in the universities. “An optimist would describe the future as bleak. A pessimist would be living and working in America” (Rhodes, 1996: 507).

- Theoretical focus (according to Bellamy, 1999) – ‘Hollowing out of the state’. Rhodes (1997) has proposed that the British government should best be regarded as a system of ‘governance’ in which capacity for action has to be created and sustained by negotiation with a shifting range of public, private and civil organizations. Authority and accountability are seen as increasingly problematic. The main counter interpretation to the governance thesis has been provided by a group of scholars at LSE. They regard the managerial agenda as an exercise in political will, one shaped primarily by the New Right critique of public bureaucracy (Dowding, 1995). Using a public choice methodology, they argue that the outcomes of these reforms, particularly the pattern of financial and public sector employment cuts, are best explained by instrumental, self interested games playing by powerful civil servants (Dunleavy, 1991). This is the bureau shaping thesis which in contrast to established public choice theory, maintains that public officials are motivated less by the desire to maximized budgets than to mould their departments into congenial forms.

- Applications of network and public choice theory represent an a-typical concern to root empirical studies of change in theorizing about government and the state. In general British academics are more inclined to elucidate, interpret
and comment, than to explain in strictly theoretical or scientific terms (Bellamy, 1999: 919)

- **YUGOSLAVIA**
  - Provision of education in PA was not canceled in Yugoslavia during the Communist regime as in the other CEE countries. A course of “Administrative Science” was offered already in 1950. In 1961, the Law school of the University of Belgrade introduced a two-year Master’s programme in PA. Yugoslavia was also the only socialist country that permitted studies, assessment and acceptance of some basic European trends in public administration.
  - There is strong influence of continental Austrian and German legal traditions, and the strong link between the education of administrative law and PA with PA teaching being in most cases located in Law faculties. Law programmes comprise not only legal subjects but also various fields of broader social sciences. Political science and organizational science faculties also teach PA.
  - The second key course of administrative law major at undergraduate level is Management Science. It is organizational science based course, covering areas of human resource management as well as strategic and process management in both private and public sector. No special references to strictly public administration issues are made. The key textbook: Kavran D., *Nauka o upravljanju* [Management science], Belgrade, 1991.

**References**

Bellamy, Chris, 1999. ‘Public Administration in the UK’ *Public Administration* Vol. 77, No. 4, pp.917-921


