NATIONAL ORGANIZATIONAL ARRANGEMENTS FOR DELIVERING PUBLIC ADMINISTRATION EDUCATION AND TRAINING

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INTRODUCTION

In 2002, the Division of Public Administration and Development Management (DPADM) of the Department of Economic and Social Affairs (DESA) of the United Nations (UN) and the International Association of Schools and Institutes of Administration (IASIA) agreed to undertake a joint initiative aimed at improving the quality of public administration education and training activities throughout the world. This joint initiative has led to various meetings and seminars and the creation of a joint UN/IASIA international taskforce on standards of excellence in public administration education and training.

At the first formal meeting of the taskforce in Como, Italy in July of 2005, it was decided to commission a paper reviewing various national organizational arrangements for the delivering of public administration education and training. The goal was not to do a thorough compilation of all national systems for public administration education and training, but rather to provide general guidance regarding the main types of organizational arrangements utilized for the delivering of public administration education and training services. A further goal was to examine the question of whether there was a relationship between types of organizational structures and levels of excellence in public administration education and training.

MULTIPLE SYSTEMS, MULTIPLE APPROACHES

As one examines the delivery of public administration education and training, it becomes immediately evident that there is no single typical system, and certainly no system that is recognized as a model one; but rather there are many different variations upon a few commonly used approaches. Variation in national size, wealth and diversity all play significant roles in producing differences among country approaches to public administration education and training. Another key point in understanding national approaches to public administration education and training is the reality that in many, if not most, of the countries of the world, there are many different ways to both enter the public service and to advance through it.

There are certainly some countries, such as France, where there tends to be a relatively clear and straight-forward path to the entering of the public service – especially the highest levels of the public service, where attendance and graduation from the Ecole Nacionale d’Administracion (ENA) has almost been a prerequisite to moving into a senior government position. The extreme opposite end of the continuum (at least as far as highly economically developed countries are concerned) can be found in the United States. In that country, there is no single route into the public service. Some people enter it with a specialized degree in public administration (but they are a minority); many people enter with degrees in virtually every other academic discipline; and, of course, some people enter the public service without a university degree.

Public administration education can be realized in two phases - prior to and following the civil or public servants employment in public administration. The typical national
approach to public administration education and training generally consists of professional education and training for those who are going to join the public sector and further professional training and/or education for those who are employed in public administration. In some countries, usually ones which have a strong need to provide education and training for their officials, it is the state which organizes and delivers the education and training. In others, higher education institutions, and non-governmental organizations are involved in this process together with government training institutions. As a rule, education prior to joining the public administration sector relies heavily on university courses specialized in public administration which are provided at general universities or at specialized colleges and institutes. Some university faculties provide many different courses specialized in public administration at both the pre-baccalaureate and the post-baccalaureate levels, while others provide the graduates with limited courses that nevertheless do provide some improved employment prospects.

Both educational institutions and employee workplaces provide employee training after the joining of the public administration. Such training may take place at varying times throughout the public employee's career and will vary greatly in type and intensity among countries, among ministries in a country and even among units within a ministry. In some countries, both universities, and/or schools of public administration, provide the possibilities for continuing education for state administration, regional self-government and other public administration employees who seek improvement of their qualifications.

There also are ministries which have educational centers or special institutions or schools for employee training; new state (or private) training centers and/or special institutions; centers for public servants improvement; autonomous centers for life-long or permanent training; and, organizations supported by international assistance for the provision of short-term courses. Increasingly, in both highly developed and transitional countries, non-governmental and private sector organizations are becoming involved in post-entry public administration training.

In general, in most countries, one can find one or more universities which offer academic degrees in public administration. In some large countries, there are many such institutions, with the United States being perhaps the most prolific, with nearly 1,000 colleges and universities offering some form of coursework in the field of public administration. With the exception of some countries where national institutes of administration (government training organizations) are authorized to offer academic degrees in public administration (either on their own or in conjunction with a local university), academic degree programs (Bachelor’s, Master’s, and Doctoral degrees) generally are offered only by higher educational institutions (colleges, technical institutes, universities, etc.).

The situation with regard to post-entry training in public administration is, as noted above, much more diverse. In part, this is because some countries put great emphasis on training, while others do not. In addition, some countries have highly developed systems of state run training institutions, while others do not. A good example of the former is China, which has a highly prestigious national training institution, the Chinese National
School of Administration, and an elaborate system of approximately forty governmentally operated provincial training colleges and regional and local training institutes.

Other countries choose to utilize many different institutional and organizational approaches to training. Again, using the United States as an example (because of its diversity of approaches) governmentally operated public administration training agencies can be free standing organizations or can be found in many national, state (regional) and local governmental agencies. Such training is also provided on a contractual basis by non-governmental organizations as well as by colleges, universities and private companies.
KEY DIMENSIONS OF NATIONAL APPROACHES

One of the key dimensions upon which national systems of public administration education and training differ are degrees of centralization and decentralization. Increasingly, they also vary as to whether they are financed by government general revenue funds as a public service or as an agency requiring partial support from the trainee’s agency or through some kind of “private enterprise” arrangement based on a full cost recovery basis.¹

In general, in the more centralized system of civil servants education/training, the administrative and financial authority regarding resource allocation, decisions about the training and re-training of civil servants, the role and function of educational institutions, formation and approval of programs, exams, certificates/diplomas, financial audit etc. is concentrated at the national level. The extreme centralized system is one with one main office/school/institution (with perhaps multiple branches) which defines the conceptual basis and the nature of programs for the education and training that prevails in the system and then determines who shall receive this training and delivers it to them.

In some centralized systems, there is a centralization of policymaking for training but a decentralization in service delivery. In such systems, there is a delegation of responsibilities for program provision from central bodies of public administration to ministries, agencies and/or regional and local bodies, which may or may not provide financial support for the training of civil servants for their units of governments. In countries with decentralized delivery systems the impact of the central power on civil servants education/training may be greater or lesser, depending on the regulatory authority (and the effectiveness of its administration) of the central government training agency – especially in terms of whether its inclination towards standardization is strong (e.g. its state education standards).

A highly decentralized system of both policymaking for public administration education and training and service delivery would seem to presuppose greater opportunities for change and innovation -- which can be initiated by central or local bodies, correlated with educational institutions and be the product of independent agreements among stakeholders. In highly decentralized systems like the United States, most local governance bodies have their own training and, in some cases, even their own educational institutions and they define the objectives and context of their education/training.

In some instances, national systems can undergo significant and even rapid transformations. For example, in Central and Eastern Europe, the process of transmission of responsibility for concrete issues of public administration education and training to regional (local) authorities and educational institutions has started for what once were highly centralized and semi-centralized systems of civil servants education/training. In

Argentina, after the return to democracy in the early 1980’s, significant and rapid organizational and institutional reforms in public administration and training occurred.

As noted above, the national organizational arrangements for the delivery of public administration training differ on numerous dimensions. The national systems of public administration training/education and the institutions that deliver such services can be classified according to:

i) their institutional location in terms of the different levels of the public administration. There are:
   - organizations which are national in scope and semi-autonomous and report to the President or Prime Minister;
   - organizations which are subordinated to a cabinet minister;
   - units which are the part of one of the divisions within a ministry;
   - institutions which function within and are supported and governed by the bodies of local or regional self-government;
   - agencies which operate within units of local self-government (i.e., police academies)

ii) their source of revenue:
   - organizations which are fully financed from the State Budget;
   - self-financed organizations which function in the private sector (or sometimes in the public sector);
   - institutions which, together with their own income, also receive state subsidies;
   - institutions which are supported by foreign/international organizations;

iii) the organizational locus
   - units which function within educational institutions;
   - institutions which function as profit or non-profit organizations;
   - institutions which are governed by the ministries or bodies of local self-government.

iv) their type of activity
   - pre or post entry education leading to a degree
   - pre or post entry short or long term training

The institutions which provide public administration training include the following:

- Training institutions providing mostly central state administration/top management professional training for senior officials, chief administrators, heads of agencies/committees/departments, and other civil servants in leading positions of the Government. The Chinese National School of Administration is a good example of such an institution.
- Training institutions catering to regional/local civil servants and elected local and regional self-government representatives.
- Training institutions providing training to all levels of public servants. This includes public administration institutes (and, in some countries, former political party schools that have been transformed into modern public administration institutions) and public administration education centers which continue to provide regional state
administration employees with professional training and coordinate it in and with other educational institutions following approval of, and in cooperation with, relevant central state administration organs;

- Agency and departmental educational institutions which provide specialized training of central state administration bodies;
- Universities;
- Foundations;
- Other educational institutions.

Finally, one can find countries, where, at present, only the national institutions (academies of public administration) provide public administration degree programs. In some countries there is only one institution providing all education and training opportunities for civil servants (e.g. the State Academy of Management in Azerbaijan Republic). These institutions have wide opportunities to propose and organize training and re-training activities because of the lack of other training institutions, universities or otherwise, but they are of course limited by financial resources. Such organizational arrangements sometimes have such advantages as a high recognition of the capacity and quality of the institutions’ training programs, a positive orientation by senior officials, and a highly qualified teaching staff.

In summary, in some countries the agencies of the government (and department ministries, and possibly local governments as well) are the principal providers of public administration education/training. In other countries, there is a network of institutions (both public administration training organizations and organizations connected with business or government agencies) that offer public administration programmes which includes the national schools of public administration, public and private universities and/or technical institutes, education institutions without university status and non-profit and private sector organizations.

In some countries, the bulk of public administration training is carried out by centers for local governments (public, non-profit and/or private) or various private companies or non-governmental organizations (NGOs) which (on contractual basis) provide public administration training. On some occasions, in some places, one level of government or one agency signs a contract with another government agency to carry out public administration training.

These arrangements are shaped by several factors, which include the nature of public administration education and training system, the nature of government service and the economic well-being of the country. The latter especially tends to define the higher level of education required and available and the extent of opportunities for training. With regards to the type and nature of and arrangements for public administration training, there are often significant differences between those countries whose systems are entirely, or almost entirely, publicly supported by the central government and those which involve the non-profit and private sectors, and sometimes are more flexible and responsive.
COUNTRY DESCRIPTIONS

In order to obtain a thorough understanding of the considerable variety of approaches used in the provision of education and training in public administration, it is useful to examine the various approaches used by different countries. For this purpose, we will look at several key countries distributed throughout the world. These countries have been chosen both because they represent various regions of the world, and various approaches to the provision of public administration education and training. While they all have excellent programs, their inclusion here has less to do with the quality of the programs presented than it does with the fact that they represent a variety of different approaches to the provision of public administration education and training services.

AFRICA

In Africa, basic public administration education occurs at the national universities with full or part-time staff, at private higher education institutions (undergraduate programs in public administration/management), and at foreign universities with local campuses in various countries. Many providers (i.e. private sector institutions, technical colleges and institutions of higher learning) are operating in an increasingly commercialised environment and their programs/curriculum for public servants at all levels are oriented to issues of economy, productivity and efficiency, social policy and service provision and security. In many countries, government departments are spending significant amounts of money (often from international organizations or foreign donors) on public administration training activities for their officials. However, often training efforts are fragmented, and in some countries there is slow development of public administration and management as academic disciplines, and there is very little – if any – coordination of training efforts.2

For many years, much public administration education (and training) was done overseas, with long-term graduate and post-graduate studies often occurring in the UK, USA, Australia, Germany, Sweden, New Zealand, and India where students were offered scholarships by donors in the countries concerned. Some countries accepted the concept of third-country training and thus offered scholarships tenable in schools other than those in their own countries. Today, imaginative education and training initiatives have been undertaken in a number of countries.

2 Training Needs Analysis for Middle Management: a South African Public Service Experience, by Prof. Dr. David FOURIE School of Public Management and Administration, University of Pretoria, SOUTH AFRICA; IASIA CONFERENCE, Seoul, 12-16 July 2004
**South Africa:** In South Africa, many have concluded that the ability of the public service to deliver and expand basic services will decide whether the country becomes a stable political economy driving development in both the nation and throughout Africa or whether the country becomes a volatile place, beset by massive inadequacies in service delivery.³

The South African Management and Development Institute (SAMDI) is currently charged with building the capacity of public servants in the work sphere. SAMDI is the main training agency of the state (for the public service) and it does this in conjunction with the provinces and the Country’s universities. In addition, some of the universities have been working in close collaboration with the provinces in terms of training. The training initiatives in the provinces are generally stand alone initiatives, whereas SAMDI is involved in national initiatives. However, there has not been much co-ordination of the training undertaken to date. SAMDI, as the national institute, which provides public administration training, routinely seeks the assistance of tertiary institutions to equip potential public servants with relevant skills before they get to the work sphere.

In the case of universities and technikons, the majority of them have undertaken academic Bachelor’s degree programmes in public administration. The larger universities also offer masters and doctoral programmes. The institutions which offer degree programs in public administration are:

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<tr>
<th><strong>Name of institution</strong></th>
<th><strong>LOCATION</strong></th>
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<tr>
<td>University of Kwa Zulu Natal</td>
<td>Durban</td>
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<tr>
<td>University of South Africa</td>
<td>Pretoria</td>
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<td>Durban Institute of Technology</td>
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<td>University of Pretoria</td>
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<td>University of Stellenbosch</td>
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<td>University of Fort Hare</td>
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<td>University of Witwatersrand</td>
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<td>Nelson Mandela Metropolitan University</td>
<td>Port Elizabeth</td>
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<td>Mangosuthu Technikon</td>
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<td>Venda University of Science and Technology</td>
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<td>University of North West</td>
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³ Public Administration Education and Training in South Africa: New Needs and the Implementation of New Approaches, by Hendri Kroukamp
In relation to training, once again it is the larger institutions that are most involved. There is currently a consortium of six South Africa universities that offer training under the auspices of the Joint Universities Public Management Education Trust (JUPMET). The universities involved are the Universities of Kwazulu-Natal, Witwatersrand, Pretoria, Western Cape, Stellenbosch and Fort Hare.

**Uganda:** Public Administration education in Uganda is spearheaded by Makerere University. It offers a Bachelor’s degree in Political Science with a major in Public Administration (the BA in Political Sciences has 3 tracks - Public Administration, International Relations and general Political Science), and a Masters of Arts degree in Public Administration and Management.

The major public administration training center in the country is the Uganda Management Institute. Currently, it offers MAs and Diplomas in PA. The Institute also offers many refresher courses (which can range from a few weeks to 3 months) in public administration. It also does a lot of training for the local governments.

Uganda’s new universities do not offer a degree in PA. But some do offer short-term training in management especially to local government officials. Among these are the Mbarara University of Science and Technology, and the Uganda Martyrs University at Nkozi. Other institutions offer some training too and these include the Management Training and Advisory Center in Kampala, and the Makerere Institute of Social Research. Government ministries too are involved in public administration training, notably the Ministry of Public Service and the Local Government Ministry. They often offer short courses and workshops. Normally when they do, they use the Makerere University (Political Science department) faculty as resource persons.

**The Americas**

The countries of the Americas vary greatly in their education and training activities in public administration. To some extent this is a function of size, wealth, and level of economic development. The larger, more wealthy countries – Argentina, Brazil, Canada, Chile, Mexico and the United States – not surprisingly have both the more diverse and the more extensive activities in the field.

In many of the smaller countries, public administration is virtually non-existent in the local universities and training activities are very limited. However, in at least a couple of instances, there will be a national government agency responsible for carrying out training activities. Atypical among the smaller countries is Costa Rica, where the national university, the University of Costa Rica, has had for many years a strong academic program in the area of public administration. In addition, a number of the country’s government agencies have active programs of public administration training.

Typical of the hemisphere’s larger countries in terms of its diversity, is a country like Brazil, which has a national institute of public administration which does offer some training and coursework in public administration. However, a large part of the public
administration education and training is carried out throughout the university sector and by certain of the more progressive state governments, which have established their own public administration training institutes that in some cases offer both training and degree programs. In part, this is facilitated, at least in terms of the provision of university graduate education at the Masters and Doctoral level, by an extensive federal government program of financial assistance to graduate students in the field of public administration.

One of the interesting dimensions of the involvement of universities is that both public and private institutions play important roles. The Fundacao Getulio Vargas (operated by a private not-for-profit foundation) with campuses in both Rio de Janeiro and Sao Paulo, is perhaps the most important public administration institution in the country. However, two public universities, the Federal University of Bahia and the University of Rio Grande de Sul are both important institutions in terms of providing both education and training in the field of public administration.

Training activities are carried out at all three levels of government – national, state and local. Several of the major national government agencies (the Finance Ministry, the Court of Accounts) operate their own training institutes, as do both state and major local governments. In addition, such agencies also contract out to universities and non-governmental organizations for training programs and upon occasion, provide financial assistance to their own staff to go on for higher education in the field.

Argentina: Argentina has a highly developed system of both education and training in the field of public administration. Currently, there are 24 universities that offer the licentura (equivalent to the Bachelor’s degree) in public administration. Eighteen of them are national universities, while six are private. Most of the degree programs involve 4 – 5 years of study, although there are a couple that require either 3 or 6 years.

In addition, 41 institutions offer the Masters degree in public administration – 27 private institutions and 14 public. The majority of the programs are two-year programs with some being one-year. The University of Buenos Aires offers the country’s only PhD program in public administration.

In addition to regular degrees, there are special educational certificates in public administration that are the result of three-year programs that have a more practical approach than do the regular degree programs. Ten of these are offered by universities and three by private institutes. All of these programs are overseen by the National Commission on Accreditation and Evaluation, which is a 12-member government board composed of individuals nominated by the universities and appointed by the President.

There are also similar specialized three-year certificate type programs that have been organized by the national Ministry of Education and Culture, which focus on local development and social economy. In addition, several provincial government agencies have organized similar type programs.
There is an equal degree of diversity in the area of public administration training. However, the most important institution in the field of public administration training is the National Institute of Public Administration (INAP) which was organized in 1983 in the aftermath of the return of democracy to Argentina. In many respects, it was modeled after the French Ecole Nationale d’Administration (ENA). Its initial purpose was to establish an elite management core. This program lasted for about a decade and produced about 165 graduates. It was, however, discontinued as a result of political controversies that developed around it.

Today, INAP’s principal function is to carry out a wide variety of training activities which includes both high-level training and training for mid-level managers as well as some training for political leaders, especially local mayors. Many of Argentina’s 23 provinces have created similar types of organizations to INAP. In addition, even some of the country’s larger local governments have created their own institutes of public administration or public management.

The national and the local institutes of public administration both organize their own training activities with their own staff and also work with a wide array of organizations who carry out training for them on a contractual basis. These include the country’s universities as well as various non-governmental organizations, foreign organizations and universities and private sector entities. In addition, some 1,600 private individuals are registered with INAP for the purposes of being qualified to carry out public administration training.

**Paraguay:** Typical of the smaller countries, would be a country like Paraguay, which has virtually no university programs offering public administration curriculum. Efforts have been underway for some years at the National University in Asuncion (the capital) to establish an academic program in public administration, but budgetary constraints have thwarted several attempts to establish such a program. The Catholic University in Asuncion has recently established a graduate program in public policy, but there is very little public administration in that program.

The situation regarding public administration training activities is only slightly more developed. While many government agencies have training units, for the most part their training activities are actually very limited as a result of a lack of financial resources, and much of the training carried out is of a very elemental nature. There is a senior governmental official reporting to the president who is responsible for the oversight of the government’s training activities. This office usually works very closely with the Center for Administrative Education and Services (CAES) that is a unit of the National University. CAES organizes many short courses – some of them dealing with very basic clerical skills, and some of them focusing on actual administrative training. In addition, CAES frequently seeks funding from external sources to carry out its activities.

At the departmental (regional governmental units are known as departments) and local level, there is virtually no training activities or training organizations in the field of public administration. To the extent that training activities in public administration occur, they
are provided by the Country’s numerous non-governmental organizations, and are almost entirely financed by donor countries or international organizations. Usually such training is very short term and tends to be focused on highly specific activities such as basic budgeting or organizational planning.

**The United States of America:** The United States represents a highly complex and a not very clearly delineated system for the provision of public administration education and training. In contrast to many European countries, training for even the federal government service (as well as state and local government) in the USA is very decentralized. Inservice training programs are especially decentralized and diverse. They are provided by all levels of government (national, state, county, municipal and special district), public and private colleges and universities, executive training institutes, in-service training units, military training academies, public and non-profit agencies and many private companies.

The basic pre-service education side is handled by the country's colleges and universities, as well as specialized high school and vocational schools (for those entering at the lowest levels). Today most US Universities train specialists in public administration, the annual number of graduates is about 10 thousand people. Indeed, over a thousand higher education institutions offer some public administration courses. In some cases, they are offered within political science departments and in other cases, they are offered through separate public administration departments or schools. Approximately 300 institutions offer the Masters degree in Public Administration degree and perhaps 100 offer the PhD degree in Public Administration (with at least as many offering a PhD in political science, with a major in public administration).

The educational institutions of the USA offer a wide range of programs for PA education — the Associate (two-year) and Bachelor (four-year degree), in PA; the Master’s degree in public administration one to two years; a Doctor of public administration (a more applied doctoral program oriented toward government practitioners), and a Ph.D in public administration (the more traditional academic, research degree). Many institutions also offer both undergraduate and graduate certificate programs. Typically, as in much of the world, the majority of programs in the USA are for administrative personnel at the mid-level. For senior, and especially lower level civil servants, there are less learning possibilities. That is why Masters degree programs have become very popular.

One hundred sixty universities in the USA offer a Bachelor’s program in public administration (as opposed to a more general political science degree). Most of the Bachelors programs are of a more applied orientation, directed towards practical activity, and are of multi-disciplinary character and include public affairs, public administration, public policy, management statistics and other disciplines in the curriculum. In the USA the majority of Master programs in public administration have been accredited by NASPAA. Among 240 institutions (NASPAA members), which offer public administration programs 64% have been accredited.

Training activities, however, are provided by a much more diverse array
of institutions. There is a principal training institution organized by the national government, the Federal Executive Institute, which provides short-term (a week to three or four months) training for senior national government officials. However, the great bulk of public administration training supported by the national government is delivered through other organizations, which include the training bureaus of individual national government agencies, many universities who receive contracts from the national government, as well as various non-governmental and commercial organizations that also receive contracts to carry out training for the national government's public employees.

In addition, a huge amount of training in public administration is supported by the state and local governments in the United States – in some cases, through units established by individual state and local agencies. However, the great bulk of state and local training is also carried out through contracts with universities, non-governmental organizations, and commercial organizations.

**ASIA**

The Asian countries are undergoing significant changes in socio-political and economic spheres. All levels of public administration (from central to local) are facing challenges of transformation regarding methods and approaches to public administration education.

While in a few countries such as India there is a longer history, and several of the region’s countries, it was not until the 1980s that the discipline of public administration was either established in a number of university programs and in some other cases separated from the major of political science. Public administration training was also made available at around this time in many of the countries of the region.

**The People’s Republic of China:** Over the course of the past two decades, the People's Republic of China has established a public administration education and training system that is very highly organized with very clear and specific divisions. One of the key steps in this process has been the establishment, a little over a decade ago, of a highly prestigious and well-financed national training academy, the Chinese National School of Administration. As indication of the importance accorded this institution, the titular head of it is always a member of the State Council of China (the country’s most important executive body).

The discipline of public administration was established in a number of university programs and in some other cases separated from the major of political science. Graduate training in public administration is available for bachelors and masters degree students. Some university departments recruit doctoral students majoring in public administration (e.g. Renmin University of China, Fudan University, Beijing University and Zhongshan University). Presently, more than forty university programs can admit bachelors, masters and doctoral degree students in public administration.

Education in public administration is offered by universities, which do not engage in training programs. Initially, a few years ago, 24 universities in the country were
designated to offer the first MPA degrees. At present, the Ministry of Education grants universities authority to offer MPA degrees, with a ceiling of 100 students to be enrolled for each program annually. Subsequently, the number of university programs has risen to 83 and is growing rapidly.

On the training side, there is the Chinese National School of Administration (CNSA), the principal national public administration training institution, which offers programs running from a week to two years in length. The participants in the shorter-term programs are high-level cabinet and provincial officials. The two-year participants are a very select group of university graduates who participate after one year of training and one year of internship and are all likely to move rapidly into important administrative posts. CNSA does not offer degree programs, although it does collaborate with Beijing University for the MPA and PhD program.

Under CNSA, there are 47 provincial training institutes that focus on providing training for provincial and local officials - some of whom do cooperate with universities for the offering of MPA programs.

**India:** In India, public administration education was first taught in the Department of Politics and Public Administration at the University of Madras in 1939, with the introduction of a diploma course in public administration. In other universities, a diploma course in public administration appeared at the post-graduate level, or as an integral part of the Political Science/History/Economics Departments in the 1950s or as a full-fledged separate discipline within the faculties of social sciences in the 1960s. From the 1980s there are two clearly discernible trends, one is the teaching of public administration as a part of post-graduate courses in political science, and the second, the organization of the teaching of public administration by a full-fledged department in this area.

Today public administration education is provided at the under-graduate, post-graduate and M. Phil levels. In addition, a number of institutions provide opportunities for public administration education at the doctoral level. More than 50 Universities teach public administration at the post-graduate level, either through a separate department (the departments of public administration and local self-government) or as a part of programs offered at the post-graduate level in departments of political science, history departments, departments of economics in universities.

The field of public administration received major encouragement in the 1950s with the publication of the Appleby Committee Report, which led to the establishment of the Indian Institute of Public Administration (IIPA) at New Delhi which was created for training of practitioners and teachers of public administration. A one-year post-graduate diploma in public administration at the IIPA is mostly attended by the civil servants who are in the mid-point of their career. At about the same time, the Administrative Staff College of India was set up also to train the public administrators. Subsequently, various

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4 This section relies very heavily on the essay “Enhancing the Quality of Public Administration Education: The Case of India by R. K. Mishra, which will be appearing in a forthcoming UN/IASIA publication.
state academies of administration were also set up in the various States of the Indian Union. Subsequently, in the 1980s, the training of civil servants was initiated in a very large measure by the central government which also gave a big boost to public administration education.

Today, fifty-six universities teach public administration at the Master’s level in political science degree programs. Besides teaching the principles of public administration in the compulsory stream, the electives on public administration include administrative theory, rural administration, financial administration, urban administration, and management of local self-government. Research has been mostly related to the theoretical aspects of administrative theory, rural administration, and local self-government.

As R.K. Mishra has commented in a forthcoming UN publication, “Public Administration in India is in quest for its identity. Both its core and periphery needs to be strengthened. It has to live by itself, though it needs to increase both the speed and scope of interaction with the other disciplines in the Country. This will be possible only when public administration education is taken as a serious matter by the academicians and the rift between them and practitioners is overcome.”

EUROPE

In Europe, unlike the USA -- where public administration as a profession, an academic discipline and an independent educational, scientific and practical sphere has a century of history – the academic field of public administration developed much later. But American and European tendencies (though they are different in time) are becoming increasingly similar. An analysis of current European public administration academic programs suggests that Master programs are becoming as popular in Europe as in the USA.

Three broad categories of academic PA programs can be identified in the European countries: programs comparable to the social science based programs, especially in Northern Europe; programs mainly based on the management sciences; and programs based mostly on legal subjects, akin to the legalistic composition of programs in Southern Europe. In particular, the European countries are developing their public administration education systems in relation to the emergence of current public administration decentralization and modernization practice and, for Central and Eastern Europe, issues related to accession to the European Union.

In West European countries, public administration education was provided either through existing institutions or (aiming to respond new requirements of PA) in new specialized educational institutions. In many European countries, the major force for encouraging public administration in-service training (and in some cases, training for entry into the civil service as well) has been the national school, institute or college of public administration. As a rule, they were independent, non-profit, public legal institutions funded from several sources (state budget, employer budgets, training participant

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5 Building Higher Education Programs in Public Administration in CEE Countries / Edited by T.Verheijen and J.Nemec.- NISPAcee, 2000.- 345 p. – P.333
contribution, other sources, e.g. EU structural funds). Examples of such institutions are the Civil Service College and the Local Government Training Board (concentrating exclusively on regional self-government support) in Great Britain; ENA, whose graduates find employment in central state administration organs as higher officers, financial inspectors and diplomats; the National Local Public Service Centre (CNFPT), providing regional self-government employees education in France; in Denmark, the Danish Public Administration College (DSPA); and the Institute of Public Administration (IPA) in Ireland.

Such organizations exist as a part of the governmental structure in the majority of the EU countries. However, during the 1990s, a number of these organizations were reorganized in such a way as to convert them from being a fully financed government entity into a form of public corporation or state-owned company – which both gave them more autonomy, but also made them a bit more financially insecure and dependent upon “selling” their services. Such organizations are found in the Austria, Belgium, France, Germany, Greece, Italy, Portugal, Spain, and the United Kingdom. Denmark, Finland, Ireland and the Netherlands have similar type institutes, however they have been reorganized in a semi-privatized fashion. The UK Civil Service College was reorganized in such a fashion in the early 90s, but has been restructured during the Blair Administration in such a manner, as to make it a hybrid organization in terms of partial government supported and partial self-financing.\(^6\)

In Central and Eastern Europe (CEE), the education/training of civil servants to some extent testifies to the importance of various political and professional international organizations that have provided much assistance to governments. Among these have been the Council of Europe, the European Union, OECD, UNDPADM, UNDP, NISPAcee etc. There were also cases of the significant influence of foreign partners (mostly from the US and France) in the development of PA programs (e.g. in Bulgaria, Estonia, Latvia, Poland, Slovenia). Short and long-term programs, internships, participation in international conferences, workshops, forums etc. have been and are organized by these organizations. Even today, there is a trend in the region towards the increasing and strengthening of international organizations’ role.

**France:** There are about 70 administrative schools in France (not counting teachers training institutions and military schools) which provide some type of education for civil service cadres. The principal and most important of these institutions is the National School of Administration - The Ecole Nationale d’Administration (ENA). Following it in importance are the Polytechnic and Engineering Schools, five regional institutes of administration – (the Instituts Regionaux d’Administrations -- IRA) which are located in Lille, Lyon, Metz, Nantes, and Bastia and also special administrative schools created especially for the training of the administrative corps of civil servants.

ENA, the country’s most prominent institution, provides both initial/primary education for those entering the government and also organizes and provides education for senior

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\(^6\) Division of Work in Administrative Reform Policies – Decentralization or Centralization, by Markku Temmes, paper presented at the 2005 annual conference of NISPAcee, Moscow.
civil servants seeking programs of qualification upgrading to prepare for promotion. ENA is not an educational institution within the French University system. As a component of the administrative institutions’ system of France it is under the office of the Prime Minister. It is responsible for the recruitment and training of the most senior public servants of France. It executes two key tasks: the selection of civil servants for advanced study and the provision of their professional training. ENA, whose recruitment policy attempts to combine excellence with cross-cultural diversity, provides polyvalent and international training, an in-the-field approach - preparing students for their future responsibilities and access to a broad variety of professions or careers.

ENA has strong links to and works very closely with the Ministry of Civil Service of France to assist it in preparing individuals for the upper levels of government service. In that regard, the number of new students admitted to ENA is, in theory, based upon the number of vacancies that the Civil Service Ministry anticipates will occur two years later as a result of retirements, resignations, etc. All students are attributed the status and salaries of civil servants upon admission to ENA. The School provides them with multidisciplinary, high-level curriculum in public law, economics, budgetary and financial issues, public management, international and European issues, and foreign languages. The curriculum is designed to prepare them for a multi-faceted career.

The term of education at ENA is 27 months and it is divided proportionally into theoretical and practical training (internships). At the end of ENA’s study program, the students can select their job assignments in accordance with their class rank: the State Council (Conseil d’Etat), the National Audit Office (Cour des Comptes), Inspectorate of Public Finances (Inspection des Finances), the Prefectoral and Diplomatic corps, civil administrators for different ministries, and auditors for administrative tribunals and the Appeal Courts, as well as auditors for the Regional Audit Offices. All of these positions demand great competence and reliability and are among the most desired posts in the State services. Upon successful completion of their studies, students receive a diploma from ENA which, however, is not the same as a university degree.

Many of the country’s governmental ministries have extensive in-service training programs dealing with one or another aspects of public administration. In some cases, these training programs serve as a stepping stone for students seeking to enter ENA in that individuals who stand out in them have an advantage in seeking the higher level and more prestigious training provided at ENA. There is virtually no use of universities, non-governmental organizations or private sector organizations for the delivering of public administration training. However, upon occasion, university faculty and/or other experts will be hired by agencies to present training program activities.

Public administration is offered as an undergraduate field of study within some French universities, principally through their administrative law programs and in some cases, within their political science departments. In most instances, one does not get a degree in public administration, but either in political science or law. At the graduate level (Masters and PhD programs), public administration is offered as a field at the institute of political studies – both at its main center in Paris, and at various of its regional or
provincial centers. In general, graduates of these programs go on into academic life rather than into government. The chief entry way into government service is from graduation from one of the schools of administration noted above.

**Central and Eastern Europe:** Prior to the transformation of the late 1980s and early 1990s of many of the countries of Central and Eastern Europe (CEE) from communist states to fledging democracies, the principal source of education for government administrators was communist party schools where the emphasis was more on ideology than administration. At the beginning of 90s, the CEE countries aimed to develop and improve their public administration employees professional level and qualification in order to have more professional public administration services.

The task was to provide systematic education of public employees – both civil servants and numerous other governmental employees who worked for the state, but had very limited administrative skills and/or knowledge. Thus, work was done to develop public administration education in terms of its structure, content, participation, methods and forms. Numerous obstacles had to be overcome regarding the lack of human resources, effective management, experience in education in public administration, the absence of needed legislation, institutional coordination; and the insufficient funding of employee professional education and training.

Today, the CEE countries do not have much in common from the organizational point of view in terms of their PA education and training programmes. In part, this is because the objectives of the initial education and in-service training programs are not always the same. In the Central and Eastern European countries numerous training and educational programmes in the field of public administration were launched in the nineties. It was recognized that the need to build democratic society required the adequate education of civil servants to the changes in the system of public administration and the society as a whole. The establishment of academic programs in PA had as their objective providing national government ministries, organizations and agencies; local government offices, and other public bodies with highly qualified specialists in the sphere. Work was done to develop systemic public administration education in terms of its structure, content, participation, methods and forms.

The countries of Central and Eastern Europe (in the process of the development of their own systems of civil servants education and training) took one of the West European models (as a rule, English, French or German) as their base system and adapted it to their historic, national factors. The process of taking the best examples from West Europe presupposed a trend to make the national systems of civil servants education/training closer to those of the West. Thus, one of the characteristic features of both the service systems and public administration education and training in the countries of Central and Eastern Europe has been an underlying desire for European integration and the implementation of the prerequisite administrative reforms. That is why, in building higher education programs in public administration, the CEE countries took into account an administrative reform focus upon issues of accountability, transparency and decentralization, and sought to respond to the requirements of European standards. The
The principal difference between the new civil service and the previous bureaucratic command-administrative system is the goal of producing a new generation of civil servants who realize that they serve the public and that their activity should contribute to the social and economic development of the state. With this as their aim, study programs were developed for the long and short-term training of civil servants.

In fact, many of the region’s PA programs have yet to address very basic issues dealing with the design and development of programs and curricula which adequately reflect the needs of ongoing national reforms and the administrative reforms required for European integration. In part, this is because the CEE countries feel a lack of PA tradition in many cases. For example, public administration was not taught at the university level in communist/socialist countries. The nearest equivalent training and education programs were the courses in public law and management that were included in the programs at party schools and academies.

In the immediate aftermath of the region’s transformation, education was provided either in existing institutions or, aiming to respond to the new requirements for civil servants in new specialised educational institutions. As a rule the latter were independent, non-profit, public, legal institutions that were funded from several sources (state budget, employer budgets, training participant contribution, international sources, e.g. EU structural funds). These new education establishments decided for themselves what structures (faculties, departments, etc.) they would choose. In some institutions, the PA school has emerged from political struggles and existing rivalry between faculties (for example, the Department of Public Administration was established within the Faculty of Philosophy at Sofia University as the result of interdepartmental rivalry). In some countries, special institutions (the status of which is higher than the status of universities) which train civil servants (academies, institutes, schools) were a characteristic feature of European PA education which differed from the North American experience. The examples of such educational institutions are: National Academy of Public Administration, Office of the President of Ukraine in Kyiv; the National School of Public Administration in Warsaw; the Institute of Public Administration in Bratislava, and the National School of Public Administration in Budapest.

As a rule, the national schools of PA play a dominant role in the education of civil servants for the highest levels of state public administration. In some countries the PA institution is the only educational institution that is under the direct supervision of the President and functioning on the base of a charter approved by the president. In others the government is responsible for arranging various activities of PA schools including the out-of-classroom training, further training and retraining of civil servants and management training. Its main goal is the unification and improvement of the education of employers in administrative offices as the necessary prerequisite of the

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accomplishment of higher performance and effectiveness of the whole PA. The Government defines the principles and objectives of the further training of civil servants and requirements of management training (Hungary, the Hungarian Public Administration Institute).

Program types demonstrate the varieties of European and American public administration traditions – from a more heavy emphasis on law to programs based on a managerial approach, social sciences, economics etc. In CEE countries public administration institutions were traditionally concentrated on law departments. It was because traditionally public administration institutions recruited graduates of law departments. Nowadays in such CEE countries as Czech Republic, Hungary, Poland and Romania, the legal approach dominates most PA programs. Social Science, which is integrated into public administration studies and other disciplines, prevails in Estonia, Ukraine, and somehow in Bulgaria and Lithuania.

Studies in PA were also developed at institutions primarily more oriented to technical disciplines, a number of technical institutions implemented PA programs (Latvia, Lithuania, Slovakia). A relatively large number of PA programs are based mainly on management or economic/business subjects (Armenia, Latvia, Slovakia, Bulgaria, Estonia). Moreover, in these countries, PA was first developed in the economics and business schools/departments of their universities, in schools of economics, or even in specialized universities of economics and administration. Thus, in several countries, state requirements for academic PA programs coincide with those for business administration (75% in Bulgaria).

In some states the academic PA programs were “initiated” by the government (e.g. the order of the Ministry of Education in Czech Republic) which played an important role in fostering PA education. In others the government played a passive role in PA institutions (university institutions) organization, sometimes it was even reactive. Only after private institutions had implemented PA programs the Ministries (of Education) approved PA as an academic discipline. Non-governmental institutions started masters/bachelors degrees in PA. For Europe this was a new experience as such programs had not previously existed as an official field.

Regarding training activities, there are institutes of PA which can function in the framework of the Government. Several ministries have their special institutes for training their officials in special agendas, e. g. Ministry of Finance, Ministry of Labor and Social Affairs, Ministry of Trade and Industry, Ministry of Foreign Affairs, etc. Also, universities which taught PA disciplines before, often offer PA training programs through their law and administration and/or political science and/or economics faculties. Different technical, economic, law schools having no university status offer limited training programs in PA.

Private schools which are established by individuals or corporations or local governments and operate either with funds collected through tuition fees paid by the students, or charitable foundations grants engage in training programs. As a rule they are more
flexible, provide short-term training which is better suited to address the present and future challenges.

To solve the key tasks of civil servants education system development (because in the most countries such systems are already formed) the countries work over: improvement of legal frameworks and financing, widening of the network of educational schools/institutions for civil servants education/training, supply with highly-qualified faculty; renewal of context, variations of the forms of education/training, identification the ways of its optimization taking the example of other developed countries.

Ukraine: The very dramatic changes that are occurring in Ukrainian society and Ukrainian government, and in particular, the very important political, economic and social events that have occurred over the past few years, clearly require the developing of very strong and able civil servants. This requires continuing change to alter the balance between the various elements of current programs and the introducing of new approaches and techniques into the existing public administration programs within the country.

In Ukraine during the Soviet period, there was only one school where administration was taught, the Higher Party School. It, however, was not open to the public, and obviously was a highly ideologically oriented institution. In the aftermath of independence from the Soviet Union, there has been a very significant increase in both the number of general civil service and local self-government workers.

As a result of the need to supply the government with new and more qualified civil servants, and to improve the skills of existing government workers (in order to enable them to engage in effective decision-making for social and economic development), a new approach to education and training was developed. Three specialties of government employment (social development management, public administration and the civil service were defined and varying types of educational programs were developed for individuals entering into each of these types of government employment.

In keeping with the new approach to the education and training of government employees, a major new educational institution was established to carry out the education and training of civil servants. This was the Ukrainian Academy of Public Administration (from 2003 – the National Academy of Public Administration). Its focus was on the development of programs for individuals who would occupy the top four levels of public employment. An additional source of training for more senior officials was provided through the Institute of Political and Ethnic-National Research of the Ukrainian National Academy of Sciences.

In addition, twelve of the country’s higher education institutions (universities or academies) which operate under the direction of the Ministry of Education and Science are authorized to offer Masters degree programs to train civil servants for lower level government positions. There are also 23 regional in-service training centers and about 60 branch and regional post-graduate educational institutes and in-service centers that offer specific types of limited public administration training to lower level public employees.
The National Academy of Public Administration is the only educational institution in Ukraine providing a MPA program for civil servants from the country (and for a small group of representatives from other sectors) who want to switch to public administration posts. It was established within the Office of the President of Ukraine in May 1995 by Presidential decree. Its establishment involved the restructuring of the then-existing Institute of Public Administration and Local Government, which had been created three years before. At the time of the establishment of the Academy in Kiev, four branch institutions (now regional institutes) were established in Dnipropetrovsk, Kharkiv, Lviv and Odessa. Table 2 provides an overview of the training and educational system for public administration in Ukraine.

Table 2.
Schools and institutions of public administration

The National Academy of Public Administration is the main higher educational institution in the country for the education and training of both those entering the civil service and those currently in it seeking in-service training or retraining. It is also the main training institution for the country’s local government administrators. The senior personnel of higher and middle tiers of public administration is educated and trained at the Academy through its Institute for In-Service Training of Senior Cadres in Kyiv, and its four Regional Institutes of Public Administration.
Only individuals who have already finished university education can be admitted for the MPA program at the Academy: this fact represents a specific and unique feature of this academic program. At present, there are no Bachelor’s level programs in Ukraine in public administration. The Academy provides development of masters, candidates (PhD), doctors of sciences, and in-service training in Public Administration field through various modes of training.

The MPA programme has been delivered since the establishment of the Academy but it underwent significant changes both in terms of structure, teaching and content. These changes in the curriculum are partly based on the demands from the profession, in particular from the Supreme Council (Parliament of Ukraine), the Cabinet of Ministers, the Presidential Administration, and local governments. The development of the curriculum is also shaped by the basic prior education and public service experience of students, student expectations, outcomes of licensing and accreditation procedures, feedback from external examiners, feedback from organizations where students went for internships.

The Academy’s MPA program has been accredited by the European Accrediting Association. The academy offers 15 programs (4 of which are in the Academy in Kyiv), 55 departments/chairs (16 of which are in the Academy in Kyiv). Among the principal programs are Public Administration and Management, Economics and Finance, Law and Legislative Process, Political Science, Social and Human Development Policy, Urban Management, IT, Healthcare Management, Foreign Languages were established. Later the new chairs were set up (Philosophy and Methodology of Public Administration, Economic Theory and History of Economics, Education Management, European Integration, National Security, Informational Policy). The Academy has an elaborate infrastructure and draws its financing from a variety of sources, including government funding, student tuitions and international contracts and grants.

THE MIDDLE EAST

As a region, the Middle East has been an area that has given considerable attention to issues of public administration education and training. The major organizational vehicle for such activities has traditionally been a national institute of public administration which reported directly to a very senior governmental official – often a minister for public administration or governmental reform. In many cases, these institutes would be well-financed by their national government and offer a wide variety of training activities. In some cases, they would also have arrangements with the main national university to offer degree work in public administration. It would also be through such relationships that a university in the country would offer public administration coursework.

**Turkey:** The country of Turkey represents perhaps the most diverse approach to the offering of public administration education and training within the region. Almost all central government ministries and major organizations in Turkey have units that are concerned with in-service training. Some ministries have academies (e.g., Justice Academy of the Ministry of Justice, Police Academy of the Ministry of Internal Affairs)
or training centers (e.g., Training Center of the Ministry of Finance). In many instances, these governmental units work closely with the Public Administration Institute for Turkey and the Middle East (TODAIE). Some semi government organizations (e.g., National Productivity Center) and some NGO's (e.g., Quality Association) also have training activities.

Without question, the most important organization in the country in terms of public administration education and training is TODAIE, which was established 53 years ago. It was established in 1952 as a UN regional project organization (for Turkey and the Middle East). At the beginning years (1952 to 1958) it was affiliated with Ankara University's Faculty of Political Sciences. In 1958, with the passage of its organic law, TODAIE gained the status of a corporate entity with academic, financial, and administrative autonomy.

The main aims of TODAIE are to assist in the improvement of public administration and to train public servants at all levels through conducting various degree (master and doctoral degrees) and non-degree and certificate programs; undertaking research and studies, assembling and disseminating the published and other information concerning public administration in all aspects; and consultation. TODAIE has connections with other academic training institutions namely the "Public Administration Forum" which brings together the public administration departments of universities and TODAIE.

Public administration as an academic subject is found in the majority of the country’s universities. Of Turkey’s 63 universities (including technical universities), 37 of them offer the Bachelors degree in public administration, 31 the Masters degree and 12 the PhD degree. In almost all instances, the public administration degree programs are housed in the institution’s faculty of economic and administrative sciences. In a few instances, these degree programs are housed in the faculty of political science.

CONCLUSION

As the preceding review has made quite clear, there is no single dominant pattern for the delivery of public administration education and training services. Indeed, there is not even a most prevalent national pattern. In some extreme cases, there is a single institution for public administration education and training within a country; in others, there is a network of establishments. The main factor affecting the institutional arrangements by which public administration education and training are delivered within a country seems to be the size of the country. Smaller countries have much less diverse systems than do larger countries. In part, this would appear to be a function of size, but it is clearly also a function of comparative wealth.

As regards public administration education for the purposes of entering government services, in most countries, the university system is the principal provider and does this through degree programs. However, in certain countries, important schools exist independently of the university system, such as the Ecole Nacionale d’Administration in France. Both public and private not-for-profit universities are heavily involved in the
provision of public administration education. While in many instances these education programs are funded by student tuition, in almost all instances, governmental funding plays an important role in supporting the activities of the universities, institutes and schools involved in the provision of public administration education.

As regards public administration training activities, some countries rely very heavily upon government controlled and organized institutions and others rely much more heavily upon non-governmental or private sector organizations. In the latter instance, these activities are funded by contracts with the government or financed by international donor organizations. In many instances, universities that offer public administration education also carry out training in the field.

As one thinks about the issue of what makes for greater or less quality in terms of the provision of public administration education and training, it is very hard to draw any specific conclusions. Certainly one characteristic that does stand out as one looks across several nations is the fact that there is a single identifiable institution that seems to be the preeminent force in the delivery of public administration education and training in the country. Clearly, France has been the national model in this regard that has, in varying degrees, influenced the development of the field in countries such as Argentina, China, Poland and Ukraine.

It is not clear, however, that that factor alone distinguishes a nation’s activities in terms of issues of quality of program development. While certainly there are instances in which a national school or institute has played an important role in encouraging the development of high quality public administration education and training, there are certainly other instances where one can find equally good quality without the existence of a principle national institute or school. Nor, in the end, is it clear that any particular organizational or structural factors have a profound influence on the quality of public administration education and training within a particular country. In the end, it would seem that some combination of the wealth and resources of a country and its overall civic commitment to professionalism in government may well be the most important factors in determining the quality of a country’s public administration education and training.